



Board of County Commissioners - Staff Report

Subject: AMD2025-0001 WHB Contractor Business Light/Heavy Industrial Use - Text Amendment

Applicant: MT-WY Capital, LLC

Agent: Alex Norton of OPS Strategies

Location: Applies within portions of the Workforce Home Business Zone (Hog Island Area)

Presenter: Erin Monroe, Associate Long-Range Planner

REQUESTED ACTION

MT-WY Capital, LLC proposes to amend the allowed uses in the Workforce Home Business (WHB) Zone within the Land Development Regulations (LDRs). The updated proposal (updated on October 31, 2025) is to add Light and Heavy Industry uses to the WHB zone, limited to construction and special trade contractor businesses on sites within **500 feet** of the S Highway 89 right-of-way.

The current iteration of the proposal, dated October 31, 2025 can be found [HERE](#).

DESCRIPTION & LOCATION

PROJECT DESCRIPTION

The proposal introduces two new conditional and primary uses in the Workforce Home Business zone: Light Industry and Heavy Industry, limited to only construction and special trade contractor businesses, with applicable standards. Limited to WHB zoned parcels, which are all in the Hog Island area, and limited to only within 500 feet of S. Highway 89 right-of-way, the following uses would become allowed:

- **Light Industry** building contractors and special trade contractors, including cabinetry, carpet and flooring, insulation, roofing, mechanical, plumbing and heating
- **Heavy Industry** paving, excavation, hauling and other contracting services involving heavy equipment

LOCATION

The properties included in the proposal are located within Subarea 7.2: Hog Island Home Business. The properties include those that are:

1. Zoned Workforce Home Business (WHB), and
2. Portions of the property that are within 500 feet of the S. Highway 89 right-of-way

Site Size:	Areas within the WHB Zone and within 500 feet of the right-of-way of S Highway 89
Character District:	7: South Highway 89 (Complete Neighborhood)
Subarea:	7.2: Hog Island Home Business (Stable)
Zoning:	Workforce Home Business (WHB)
Overlay:	Scenic Resources Overlay (SRO) & Base- and Mid-Tier of the Tiered Natural Resource Overlay (NRO)

BACKGROUND

PROJECT BACKGROUND

2022 CREATION OF THE WORKFORCE HOME BUSINESS ZONE

In June of 2022, the Board of County Commissioners approved Workforce Home Business (WHB) as a new zoning designation in the LDRs (AMD2021-0008). At the same time, the Hog Island area was rezoned to Workforce Home Business (WHB) by amending the Official Zoning Map (ZMA2021-

0002). During the drafting of the WHB zone, Staff carefully reviewed the desired future character for this neighborhood as identified in the Comprehensive Plan and engaged with the Hog Island community. The desired future character of the Hog Island area, Subarea 7.2, was determined to primarily be residential with accessory and subordinate home businesses. Accessory home businesses are less intensive than primary light or heavy industry uses and are intended to be compatible with residential uses nearby. The project milestones related to the Subarea 7.2 Hog Island Home Business Rezone project can be found [HERE](#).

APPLICANT PROPOSAL TODAY

Staff understand the proposed LDR amendment is intended to allow the owner of 7955 S. Highway 89 to use his property for light and heavy industrial uses specific to contractor and special trade contractors. Staff understand that the secondary intention of the application, as indicated by the applicant, is to create a solution to the community-wide shortage of land zoned for industrial uses where contractor businesses can operate. While there is recognition of the need to analyze locations for industrial uses and Business Park zoning in the county, including identification of appropriate areas to expand this zoning designation, the Board of County Commissioners have not yet prioritized this project in the [Long Range Implementation Work Plan](#). The applicant's proposal would create a narrow solution to the issue, in a location that serves the applicant's recent purchase of a lot, by expanding the list of allowed contractor uses to a portion of Hog Island.

UPDATE SINCE LAST COUNTY COMMISSIONER HEARING (OCTOBER 7, 2025)

OCTOBER 7, 2025, REMAND TO PLANNING COMMISSION

The Planning Commission unanimously recommended denial of the application at the August 11, 2025, Planning Commission hearing. The item then went before the Board of County Commissioners on September 16, 2025, where it was continued to the October 7, 2025, hearing. During their October 7, 2025, the County Commissioners remanded the application to the Planning Commission for re-review with a request to provide guidance on specific topics. The County Commissioners' discussion of the remand and motion for the Planning Commission to rediscuss the item can be viewed online beginning [HERE](#) (remand discussion starts at 1:52:05, motion starts at 1:58:28).

The following summarizes the topics the County Commissioners requested the Planning Commission to provide guidance on:

1. Consistency with the Comprehensive Plan
2. Proposed amendments received since the Planning Commission first reviewed the proposal (September 30, 2025, proposal)
 - a. Spatial limitations set forth in LDR Section 2.2.2.E.c.ii.1: address the word "**partially**" and the distance of 200 feet and 500 feet
 - b. Consider removing from paragraph 7, "**All heavy equipment shall be stored in a fully enclosed structure**"
3. Potential conditions as part of the Conditional Use Permit (CUP)
 - a. Hours of operation, specifically limiting to 7:30 AM – 9:30 PM
 - b. Alternatives for requiring that an owner live on site
4. Water quality issues in Hog Island

APPLICATION UPDATED ON OCTOBER 31, 2025

On October 31, 2025, the applicant submitted an updated proposal reflecting the Board of County Commissioners' October 7, 2025, discussion and suggestions. Notable revisions include:

- Proximity to highway: The industrial use must now be located entirely within 500 feet of the South Highway 89 right-of-way (previously, it was required to be partially within 200 feet).
- Hours of operation: Reduced by one-hour from 7:00 AM–10:00 PM to 7:30 AM–9:30 PM.
- Water Quality: Added a requirement that the CUP application demonstrate the use will not negatively impact water quality.
- Equipment storage: Removed the requirement that “**All heavy equipment shall be stored in a fully enclosed structure.**”

PLANNING COMMISSION NOVEMBER 10, 2025, SITE VISIT

On November 10, 2025, the Planning Commissioners, accompanied by the applicant, staff, and neighbors, performed a site visit to Hog Island and reviewed the applicant's property and the Workforce Home Business zoned parcels to better understand the existing conditions and land use patterns of the area ahead of the remand hearing. The packet for the November 10, 2025 site visit can be found [HERE](#). The November 10, 2025 site visit minutes can be found [HERE](#), which provide a detailed account of the discussion that occurred.

The site visit lasted approximately one hour. Attendees included: all four Commissioners, the applicant and his two agents, five County staff members, approximately seven neighbors, and a reporter from the Jackson Hole News & Guide.

The attendees walked the boundaries of the applicant's parcel. Questions were asked about the existing uses in the immediate area adjacent to the applicant's property which primarily include:

1. Two workforce home businesses
2. Two residential uses
3. A nonconforming nursery / landscaping services contractor
4. A nonconforming excavation business
5. A residential use that had at one time been used in association with a business, which was not permitted, and which was ceased due to a code enforcement case
6. A scenic preserve trust easement used for the rodeo and its associated fire suppression pond

Other questions revolved around: the boundaries of the WHB zoning designation, use allowances under WHB zoning, and the implications of the proposal. Questions were asked about the 500-foot line threshold as the group stood approximately 500 feet from the S. Highway 89 right-of-way, to which the applicant explained that the line matches the boundaries of the Rodeo operator's uses, the Tree and Landscaping Nursery use, and the Business Park use of Teton County Weed & Pest District (one of the Weed & Pest parcels was previously owned by Hunt Construction).

DECEMBER 8, 2025, PLANNING COMMISSION REMAND HEARING

The Planning Commissioner held a public hearing on AMD2025-0001 on December 8, 2025, and voted 3-1 to recommend denial of AMD2025-0001, with Planning Commissioner Alex Muromcew voting in support. Chair Ryan Kelly, Commissioners Alex Muromcew, Bob Weiss, and Jaclyn Knori attended in person. A summary of the December 8, 2025, Planning Commission discussion begins on page 6 of this staff report.

EXISTING CONDITIONS

EXISTING CONDITIONS

There are three Existing Conditions subsections. The first discusses all parcels with WHB zoning (including but not limited to the parcels directly changed by AMD2025-0001), to fully characterize the area and uses of the zone. The second discusses uses that are adjacent to the WHB zone. The

third discusses the existing county-wide locations related to where Light Industry and Heavy Industry are allowed.

WHB ZONED PARCELS

The proposed amendment, as updated on October 31, 2025, would apply to 21 properties with WHB zoning (in the original application, the proposal applied to 14 properties). These 21 properties have at least a portion of their parcel boundaries within 500 feet of the S. Highway 89 right-of-way. 13 of these 21 parcels are developed, eight (8) are vacant of formal use or development.

The December 8, 2025 Planning Commission packet ([LINKED HERE](#)) provides a thorough description of the uses of all of the properties that are zoned Workforce Home Business (not limited to the subject 21 properties), beginning on page 4. In summary, the uses are as follows:

- 33 primary residential uses
- 5 Home Business accessory uses
- 1 Home Occupation accessory use
- 3 agricultural properties
- 14 vacant properties
- 3 nonconforming primary contractor businesses

The map included in the [November 10, 2025 site visit packet](#) provides a spatial overview of the existing uses on WHB zoned parcels on page 3. Figure 1 below shows the location of WHB zoned parcels and the parcels subject to this proposal.

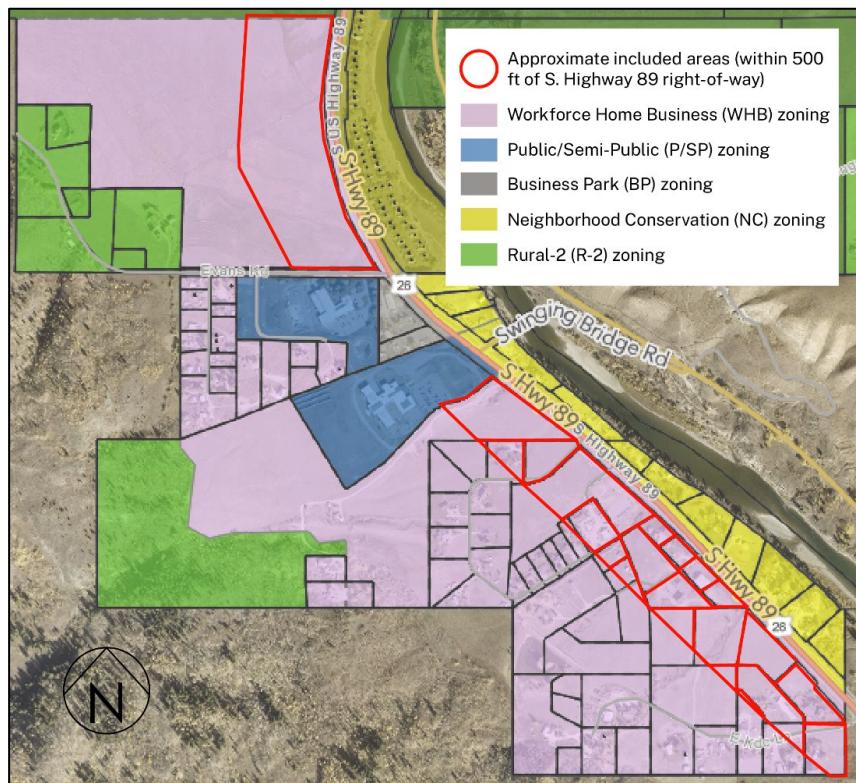


Figure 1. Existing properties (21) shown in red that have land included in the proposal, as well as the zoning designations for the subject and surrounding parcels.

WHB ADJACENT PARCELS

The Workforce Home Business (WHB) zoned Hog Island area is bordered by National Forest lands, Neighborhood Conservation zoned parcels (including River Ridge Ranch, formerly known as Evans Mobile Home Park), with a few Public/Semi-Public and Business Park zoned parcels (Munger Mountain Elementary School, Teton County Weed and Pest District Office, and the Wyoming

Department of Transportation Jackson Driver License Office). Hog Island sits just north of the wildlife crossing situated beneath S. Highway 89, near the Ross Plateau.

COUNTY-WIDE; INDUSTRIAL ZONING

Looking county-wide at the availability of industrial lands, one distinction is clear between Light and Heavy Industry: parcels that allow Light Industry use are more available than Heavy Industry parcels. This is due to the higher intensity of use associated with Heavy Industry, which allows storage and usage of heavy equipment, and is more negatively impactful to residential and open space areas.

Light Industry can be found in locations that have gas stations, laundry services, and auto mechanics, as these are examples of this Light Industry. Specifically, Light Industry zoning can currently be found in multiple locations throughout the County, including Wilson, Hoback Junction, and Moose (BP, P/SP, R-1, AC, WC, and BC zones).

Heavy Industry is much rarer, limited to only one zone that allows private ownership: Business Park (Heavy Industry is an allowed use in Public/Semi-Public, which requires ownership by a governmental entity). Business Park zoning is currently found in one location in the County, South Park Business Park, south of Town, excluding two parcels owned by Teton County Weed and Pest, adjacent to Hog Island. In total, there are 183 Business Park zoned parcels in the County, covering 117.3 acres. In the town there are 151 Business Park zoned parcels covering 51.5 acres.

Alternatively, accessory Home Business use is allowed in the following 12 zones: NR-1, WHB, R-1, R-2, R-3, AC, AR, OP, BC, NC, S, and R. The zones that do not allow Home Business uses are primarily commercial (Wilson Commercial, Business Park) or are owned by a public entity (Public/Semi-Public, Park and Open Space), and therefore a primary residential use is not possible. Home Business is an allowed use in a majority of zoning designations because of its alignment with residential uses and its low intensity.

STAFF ANALYSIS

SUMMARY OF KEY CHANGES

Please see the attached proposal (dated October 31, 2025) for the exact amendment language.

The December 8, 2025 Planning Commission packet ([LINKED HERE](#)) includes a comparative table and definitions for the currently allowed Accessory Home Business use and the proposed Primary Light Industry and Heavy Industry uses, on pages 8-10.

KEY ISSUES & TOPICS PREVIOUSLY PRESENTED.

The September 16, 2025 Board of County Commissioner staff report ([LINKED HERE](#)) outlines the following **key issues** topics:

1. Predictability for the Hog Island community
2. Potential changes to the Hog Island character
3. Alignment of the proposal with the Comprehensive Plan

The December 8, 2025 Planning Commission hearing ([LINKED HERE](#)) outlines the discussion that staff presented to the Planning Commissioners on the **topics that the Board of County Commissioners asked for additional review and consideration on**.

STAKEHOLDER ANALYSIS

PUBLIC COMMENT

Staff mailed legal notices to neighbors within 800 feet of a WHB zoned parcel on July 8, 2025, and again on October 23, 2025, informing them of this application and the public hearing dates. The applicant also updated the on-site public hearing notice sign by November 10, 2025.

Staff have received multiple comments over the phone, via email, and during public hearings from neighbors about the proposal. Written public comments that were received on or prior to January 23, 2026, are included in this packet.

DEPARTMENTAL REVIEW

This text amendment was shared with the following County staff, departments, and agencies. Formally submitted comments are included in this packet.

- Teton County Public Works: Teton County Engineer Amy Ramage, Teton County Public Works Project Manager Chris Colligan, Water Resources Coordinator Chris Peltz, and Teton County Associate Engineer John Kemp
- Teton County Planning and Building, Current Planning Division: Principal Current Planner Hamilton Smith, Senior Current Planner Chandler Windom, Associate Current Planner Torin Bjorklund
- Teton County Road and Levee: Manager, Dave Gustafson
- Teton County and Town of Jackson Affordable Housing: Housing Supply Specialist Kristi Malone
- Teton Conservation District: Executive Director Carlin Girard
- Wyoming Game & Fish Department: Wildlife Management Coordinator for the Jackson Region Cheyenne Stewart and Wildlife Biologist for the Jackson Region Aly Courtemanch
- Wyoming Department of Transportation: Traffic Engineer, Darin Kaufman

LEGAL REVIEW

Gingery

RECOMMENDATIONS

PLANNING COMMISSION RECOMMENDATION

The Planning Commissioner re-reviewed AMD2025-0001 on December 8, 2025, and voted 3-1 to recommend denial of the proposed amendment, with Commissioner Muromcew voting in support. All four Planning Commissioners were present (Chair Ryan Kelly and Commissioners Alex Muromcew, Bob Weiss, and Jaclyn Knori) and attended in person.

The recording of the Planning Commission's discussion of AMD2025-0001 at their December 8, 2025 meeting can be found [HERE](#). At the meeting, Staff presented to the Planning Commission, highlighting the topics that the County Commissioners requested further guidance on, including Staff-drafted questions, to provide the Planning Commission with additional structure. The Planning Commission heard from Staff, the applicant, the public, and then held a discussion of the points requested for guidance from the Board of County Commissioners. The following outlines key points of feedback that Staff heard from the Planning Commissioners during their discussion.

Consistency with the Comprehensive Plan.

During the December 8, 2025, Planning Commission hearing, Chair Kelly stated that there is a clear need for industrial zoned lands in the County, including the Comprehensive Plan's Policy 6.2., ***Promote Light Industry***, but that the proposal is not a meaningful movement to addressing the need, due to the limited applicability of the proposed amendment (only within 500 ft of the highway, only for contractor businesses, etc.).

Chair Kelly also indicated that supporting the proposal would be a vote to transition the area into South Park Business Park, as the Comprehensive Plan suggests against. The applicant's agent, Alex Norton, responded that the new industrial uses would be limited (500 feet, specific instances of light and heavy industry) in a way that South Park Business Park is not. Alex Norton also indicated that by allowing the use, but not requiring it, a natural mix of uses could exist. Chair Kelly responded that due to testimony about the critical demand of industrial lands, it should be

anticipated that, if approved, the new use allowance would be used and that the natural mix could be eliminated, resulting in an industrially dominated area.

Commissioner Alex Muromcew indicated disagreement with Staff's recommendation to complete a County-wide comprehensive analysis of the need for industrial zoned lands instead of implementing the subject proposal. He indicated that asking the applicant to wait for a county-wide analysis would take too much time, and that the need exists immediately. Commissioner Knori agreed and indicated that the lack of industrial lands negatively impacts the entire community. Commissioner Weiss contributed that the question before them is about land use, not the need for a specific business or industry county-wide. Commissioner Weiss emphasized the importance of a comprehensive review of the topic, and to avoid incrementally making changes that are potentially disjointed.

Chair Kelly concluded the discussion by stating that the Comprehensive Plan can be interpreted in two ways, that light industry is needed and that Hog Island may be a suitable location, and that Hog Island should strictly not become an iteration of South Park Business Park. Chair Kelly stated that this topic "**isn't black and white**".

Spatial Limitations.

The Board of County Commissioners asked the Planning Commission to review the use of the word "**partially**", where the language outlined a buffer threshold to qualify for the newly proposed uses as "**partially within 200 feet**". After the Board of County Commissioners hearing, this language was updated by the applicant to a definitive 500-foot threshold.

During the December 8, 2025, Planning Commission meeting, Chair Ryan Kelly asked if the LDRs frequently use buffer distances to trigger use allowances. Staff responded that geographic distance requirements in the LDRs include waterbody and wetland protection setbacks, sewer line connection requirements, but none related to authorizing ongoing primary uses.

The Planning Commissioners did not have specific feedback on the technical measurement selected of 500 feet, or other aspects of the proposed threshold buffer.

Screening of Heavy Equipment and Material.

The Board of County Commissioners asked the Planning Commission to review a standard proposed by staff that reads, "**all heavy equipment be stored in a fully enclosed structure.**", as this could result in large and visually intrusive buildings that may be inconsistent with the scenic character goals for the Highway 89 corridor. As outlined in the [December 8, 2025 Planning Commission packet](#) (page 12), this language would bring the proposed primary industry uses into closer alignment with the standards for accessory Home Business uses. The applicant continues to propose the following standard instead, "**All equipment and material storage shall be screened by a building, native landscaping, or fencing. The required enclosed structures and screening shall be included within the designated use area.**"

During the December 8, 2025, Planning Commission meeting, Chair Kelly asked for clarification on which zones currently require materials and vehicles to be stored within structures versus behind shielding. The applicant's agent, Alex Norton, responded that Light Industry and Heavy Industry typically do not require indoor storage of materials, and that the accessory Home Business, however, does require indoor storage of material – clarifying that this proposed standard would differ from the existing conforming uses within Hog Island, and would be in closer alignment to the Business Park industrial use standards.

Chair Kelly stated that the proposal by the applicant, to not require storage of heavy equipment within structures, would compromise consistency with other LDRs (Factor for Approval #1), as the

other business owners in Hog Island have been required to make capital outlays to construct buildings to hold their heavy equipment.

Commissioner Knori indicated that if a requirement to store heavy material within structures is not moved forward, as the applicant proposes, she would support an alternative requirement for heavy equipment to be stored on impervious surfaces, such as a concrete pad, to address water quality concerns. Of note, this is one of the existing accessory Home Business requirements for storage of material (LDR Section 2.2.2.E.3.c.i). Commissioner Knori also emphasized the importance of screening from specific locations: the highway, as it is a coordinator coming into the community, and from neighbors. Commissioner Knori specifically noted the need to minimize noise impacts on neighboring properties.

Hours of Operation.

The Board of County Commissions asked the Planning Commission to review the proposed hours of operation, and indicated an interest in seeing 8:00 AM – 10:00 PM changed to 7:30 AM – 9:30 PM. Staff outlined in the December 8, 2025 Planning Commissions packet that the proposed hours of operation align with the existing accessory Home Business use hours of operation, and not the County-wide Light Industry and Heavy Industry hours of operation, which are 9:00AM – 11:00 PM.

During the December 8, 2025, Planning Commission meeting, Commissioner Muromcew expressed agreement with the potential shortening of hours (from 8:00 AM – 10:00 PM, to 7:30 AM – 9:30 PM).

Commissioner Knori asked the applicant about flexibility with emergencies that would be outside of the hours of operation timeframe, to which the applicant indicated a strong interest in being able to discuss this during the CUP (Conditional Use Permit) process, if AMD2025-0001 is approved.

Occupancy of the On-site Residential Use.

The Board of County Commissions asked the Planning Commission to review options for requiring that an employee or owner of the on-site industrial use live on-site, in alignment with the accessory Home Business use requirement.

During the December 8, 2025, Planning Commission meeting, the applicant's agent stated that the reason they are not proposing a tie in the LDRs is because of PRC comments from the Affordable Housing Department which may have indicated that an employee-specific restriction is not enforceable.

Commissioner Muromcew expressed support in requiring that the occupant be an employee of the business but acknowledged concerns about enforceability.

After the Planning Commission meeting, staff further discussed this topic with staff at the Jackson/Teton County Affordable Housing Department, who have clarified that their PRC comments were only asking the applicant to clarify the verbiage in their proposal, not that a restriction wasn't possible. The Affordable Housing Department has clarified that a requirement for the on-site unit to be occupied by an employee of the on-site business is possible, as is the current standard for home business in Hog Island. Of note, the Affordable Housing Department enforces deed restrictions, but does not enforce LDR standards. The Housing and Planning departments would coordinate to support enforcement of this requirement, which would be led by the Planning Department's Code Compliance division, if it is approved by the Board of County Commissioners.

Water Quality.

The Board of County Commissioners asked the Planning Commission to provide guidance on water quality issues in Hog Island. The applicant's proposal includes the following proposed standards, ***"As part of the Conditional Use Permit application, the applicant shall demonstrate that the use will not decrease water quality through measures such as best practices for stormwater management, snow storage, and material storage, and sewer connection as practicable."***

During the December 8, 2025, Planning Commission meeting, Commissioner Knori asked about the County's authority related to the proposed language. County Engineer Amy Ramage responded that stormwater management planning can be required, though the specific requirements are not clearly articulated.

Commissioner Knori also asked if the Water Quality Advisory Board (WQAB) would be able to review water quality impacts related to specific projects. Water Resources Coordinator Chris Peltz responded that the WQAB provides suggestions at a policy higher level, not on a project specific basis.

Planning Commission Chair Ryan Kelly asked Amy Ramage if her current authority allows her to use the applicant's proposed language related to water quality, which Amy Ramage confirmed.

Commissioner Knori indicated an interest in seeing more stringent language that is more actionable and outlines specific design standards for applicants. Knori mentioned the following ideas: sand/oil separators, snow storage standards, and a County-managed water quality monitoring program. Of note, staff would advise that these topics be explored in the separate, county-wide, and county-initiated Water Quality LDRs project.

Predictability.

During the December 8, 2025, Planning Commission meeting, Commissioner Ryan Kelly asked staff to speak to how predictability may be compromised under the proposed amendment (Factor for Approval #1). Staff outlined that neighbors were significantly engaged during the 2022 re-zone process, which was intended to map what is seen on the ground today. The zone was intended to be limited, with residential and home business as a priority.

Separately, the applicant's agent, Alex Norton, discussed that a person should be able to "look left and look right" and know what is allowed. Chair Kelly responded that if the parcels within 500 feet are eventually built out to be industrial, community members in the future will also look left and right and wonder why the properties just outside of 500 ft are not allowed to be industrial, illustrating that there is a limit to how predictable an area can be by simply looking around on the ground.

After voting, the Planning Commissioners explained their votes.

Commissioner Bob Weiss – voted against. He discussed that the proposal is about changing the LDRs based on the Comprehensive Plan. He believes the merits of the company should not be discussed. He feared that this was a spot zoning project, clothed in an expanded request. He discussed his concerns regarding "disjointed incrementalism" and about the proposal leading to "bad land use planning".

Commissioner Jaclyn Knori – voted against. She indicated an inability to make the findings related to the Comprehensive Plan, specifically that it advises against Hog Island transitioning into an industrial area like South Park Business Park.

Chair Ryan Kelly – voted against. He was unable to make the finding related to consistency with the purpose and organization of the LDRs. He indicated that the proposal contradicts the existing Workforce Home Business zone, by adding Light and Heavy Industry as a primary use. He was

unable to find that the proposal improves implementation of the Comprehensive Plan, which advises against the transition of Hog Island into an industrial area like South Park Business Park.

Commissioner Alex Muromcew – voted in support. He emphasized that the LDRs are a living document that are intended to be amended when necessary. He also found the Comprehensive Plan to be somewhat inconsistent but finds that the proposal would support Policy 6.2.d, **Promote Light Industry**.

PLANNING DIRECTOR RECOMMENDATION

The Planning Director recommends **DENIAL** of **AMD2025-0001**, as presented in the requested LDR amendment dated October 31, 2025, related to the Workforce Home Business zone use table allowances for Light and Heavy Industrial contractor businesses. This recommendation is based on the findings outlined below, and specifically that the proposal would conflict with the desired future character for Hog Island as stated in the current Comprehensive Plan.

PLANNING DIRECTOR RECOMMENDED FACTORS

Pursuant to Section 8.7.1.C. of the Land Development Regulations, the advisability of amending the text of the LDRs is a matter committed to the legislative discretion of the Board of County Commissioners and is not controlled by any one factor. In deciding to adopt or deny a proposed LDR text amendment, the Board of County Commissioners shall consider factors including, but not limited to, the extent to which the proposed amendment:

1. Is consistent with the purposes and organization of the LDRs;

Division 1.3: Purpose and Intent: Based on the legislative discretion of the Board of County Commissioners, these LDRs are in accordance with the Jackson/Teton County Comprehensive Plan. Their purpose is to implement the Jackson/Teton County Comprehensive Plan and promote the health, safety, and general welfare of the present and future inhabitants of the community with the intent listed below.

1.3.1. Implement the Community Vision: Preserve and protect the area's ecosystem in order to ensure a healthy environment, community, and economy for current and future generations.

1.3.2. Implement the Common Values of Community Character

A. Ecosystem Stewardship

1. Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.

2. Consume less nonrenewable energy as a community in the future than we do today.

B. Growth Management

1. Direct future growth into a series of connected, Complete Neighborhoods in order to preserve critical habitat, scenery and open space in our Rural Areas.

2. The Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational, and cultural activities.

C. Quality of Life

1. Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.

2. Develop a sustainable, vibrant, stable and diversified local economy.

3. Residents and visitors will safely, efficiently, and economically move within our community and throughout the region using alternative modes of transportation.

4. Timely, efficiently, and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.

1.3.3. Implement the Illustration of Our Vision

A. Achieve the desired future character identified for each Character District.

B. Implement the policy objectives for each Character District.

C. Achieve the character-defining features identified for each Subarea.

1.3.4. Predictable Regulations, Incentives, and Allowances

- A. Ensure standards are consistently applied to similar applications and circumstances.**
- B. Ensure landowners, the public, and decision-makers know the amount, location, and type of growth to expect.**
- C. Use data analysis and best practices to inform standards and implement the adaptive management philosophy of the Growth Management Program.**

1.3.5. Coordination Between Jurisdictions

- A. Implement the joint Town/County Vision through coordinated, supportive actions.**
- B. Maintain a common structure, format, and definitions in Town and County LDRs.**

Div. 1.4. Organization of the LDRs: These LDRs constitute the County's zoning and subdivision regulations. They have two organizing principles. Primarily, they are organized by zone in order to implement and emphasize the community's character-based planning approach. Secondarily, to provide ease of use, they are organized to answer three questions:

- **What can be built or physically developed?**
- **What uses are allowed?**
- **How can the land be developed or subdivided?**

Cannot be Made. This proposal does not meet Sections 1.3.1, 1.3.3, or 1.3.4 as noted above.

The proposed amendment would reduce predictability per Section 1.3.4.B., **Ensure landowners, the public, and decision-makers know the amount, location, and type of growth to expect.** The proposed amendment asks to reconsider a fundamental question that was answered during the 2022 Hog Island rezone, if the area is appropriate for light or heavy industrial primary uses. The Comprehensive Plan and feedback from neighbors indicated that primary industrial uses were not appropriate for Hog Island, but that secondary home businesses were ideal for the community. The potential impacts to human health and safety are increased if the intensity of light and heavy industrial uses are elevated to a primary use with increased intensity of machinery and operations; this is notable as the area is within and surrounded by residential use and is immediately adjacent to an elementary school. Amending the allowed uses to permit a large construction business to operate in Hog Island is contrary to the desired future vision for the area, as indicated by the Comprehensive Plan and feedback received by residents in 2021/2022.

The proposed amendment would also reduce predictability per Section 1.3.4.A., **Ensure standards are consistently applied to similar applications and circumstances.** The proposed amendment asks to alter a zoning designation, with conditions designed to limit impact but ensure usability by the applicant. Approval of this request would indicate that the Land Development Regulation Text Amendment process is an appropriate tool to negotiate an individual property's uses or development potential, which is not the purpose of the Land Development Regulations and public review process.

The proposed amendment would reduce implementation of the community vision per Section 1.3.3.A., **Achieve the desired future character identified for each Character District**, 1.3.3.B **Implement the policy objectives for each Character District**, and Section 1.3.3.C., **Achieve the character-defining features identified for each Subarea**. The proposed text amendment asks for the heavy industrial uses allowed in South Park Business Park to be partially allowed in Hog Island, which is what the Character District and Subarea 7.2 Hog Island Home Business specifically direct against.

2. Improves the consistency of the LDRs with other provisions of the LDRs;

Cannot be Made.

The proposed amendment will add a narrow portion of two new uses into the use table, which will be unique in the LDRs. In the LDRs, when a use is included in the Use Table, a review of the use in

Division 6.1 **Allowed Uses** reveals all potential examples and details of the potential use. Instead, the amendment would specify that a majority of Light and Heavy Industry is prohibited, but that building and special trade contractor businesses are narrowly allowed in portions of the WHB zone.

Further, the proposed amendment outlines a spatial buffer that acts as a threshold to granting an ongoing primary use within the WHB zone, which is also not done elsewhere in the LDRs.

The proposed amendment will complicate the WHB zoning use table in a way that has not previously been done in the LDRs, to address the needs and circumstances of a specific contractor business.

However, the details proposed in the use table (the requirement for a Conditional Use Permit, the maximum scale, the parking requirement, and the affordable housing requirement) are all consistent with existing LDR requirements.

3. Provides flexibility for landowners within standards that clearly define desired character;

Can be Made.

The proposed amendment would provide flexibility to some landowners by providing an option to allow the on-site business to be the primary use instead of only the accessory use. Flexibility is also provided by allowing more intense business uses. The intent of the proposal is to specifically allow Ridgeline Excavation the flexibility to operate from a specific site, without needing to be a small/local business that is secondary and subordinate to a residential use.

4. Is necessary to address changing conditions or a public necessity and/or state or federal legislation;

Can be made.

The proposed amendment is aimed at providing a narrow solution to the lack of Business Park and industrial zoned lands in Teton County. The construction and maintenance of homes, guest homes, and properties is a significant sector of Teton County's economy. As highlighted in the comments submitted by Dave Gustafson, Manager of Teton County Road and Levee, local contractors provide critical snow removal services, as well as levee maintenance, flood response, and general roadway emergency response. Mr. Gustafson highlights that the County is in a position where loss of a single contractor working on these issues could put the County in "**dire straits**". The businesses that operate in this sector require adequate space within the County to efficiently serve the community.

However, staff urge against attempting to address this need in an area that has a desired future character of primarily residential. Staff particularly advise against changing long-term Land Development Regulations as a method to support a County contract, which could be negotiated in other ways. Staff recommend that Commissioners and the community instead consider a more comprehensive approach to identifying appropriate areas for contractor businesses and update the legacy Business Park zone. Just as Hog Island's zoning was updated in 2022 due to legacy zoning, the Business Park zoning designation is due for a re-write and potential expansion, which Staff find is a more appropriate approach to seeking solutions to this issue. The Long Range Planning Division of the Planning and Building Department have listed "Business Park Legacy Zoning" on the 2025 and [2026 Implementation Work Plan](#)'s as potential project options, which have not been prioritized over other County-initiated projects at this time.

Additionally, the proposed amendment does not ensure that the businesses that use the proposed change serve the community in a specific way, such as fulfilling County contracts, plowing roads, or responding to landslides or floods – the amendment only creates the ability for industrial

business to locate in Hog Island, which could include any of the following contractor businesses: cabinetry, carpet and flooring, insulation, roofing, mechanical, plumbing, heating, paving, excavation, hauling, and other contracting services using heavy equipment.

5. Improves implementation of the Comprehensive Plan; and
Cannot be Made.

As outlined under Factor #1 and Key Issue #3, Staff cannot find that the proposed text amendment improves the implementation of the Comprehensive Plan. Instead, Staff find that the proposal compromises the desired future character for the Comprehensive Plan's Subarea 7.2 Hog Island Home Business.

6. Is consistent with the other adopted County Resolutions.
Can be Made. No apparent conflict or relationship to other County Resolutions was identified by staff in this review.

ATTACHMENTS

- Current iteration of proposed amendment (dated October 31, 2025)
- Public comments submitted on or prior to January 23, 2025
- Departmental Comments
- [Prior iterations of proposed amendment](#) (available online only)
- [August 11, 2025, Planning Commission hearing packet](#) (available online only)
- [September 16, 2025, Board of County Commissioners packet](#) (available online only)
- [October 7, 2025, Board of County Commissioners packet](#) (available online only)
- [November 10, 2025, Planning Commission site visit packet](#) (available online only)
- [December 8, 2025, Planning Commission hearing packet](#) (available online only)

SUGGESTED MOTION

I move to **APPROVE AMD2025-0001**, as presented in the requested LDR amendment dated October 31, 2025, related to the Workforce Home Business zone use table allowances for Light and Heavy Industrial contractor businesses.

(Note: While the Planning Director and Planning Commission recommendations are for Denial, all Suggested Motions are in the affirmative.)



October 31, 2025

Erin Monroe

Via email: emonroe@tetoncountywy.gov

RE: AMD2025-0001 PC Remand Response

Erin,

Please find below an updated proposal for the amendment to the allowed uses in the Workforce Home Business zone (AMD2025-0001). This update is in response to the Board of County Commissioners' (BCC) request that the Planning Commission (PC) "provide guidance" on the following topics:

- Consistency with the Comp Plan
- Other Potential CUP standards
 - Water quality standards
 - A requirement that the owner lives on-site
 - Consider hours of operation and potentially a limit of 7:30 am – 9:30 pm
- Proposed amendments that have been received since their recommendation, including but not limited to:
 - Spatial limitations set forth in 2.2.2.E.c.ii.1 – address the word "partially" and the distances of 200-500 ft
 - Consider removing from paragraph 7, "all heavy equipment shall be stored in a fully enclosed structure."

Attached, you will find

- An updated proposal that reflects the applicant's request with regard to all topics
- An analysis of the options represented by the BCC request

Please let me know if you have any questions.

Thank you,

A handwritten signature in blue ink, appearing to read "Alex Norton".

Alex Norton

CC: Kirk Hogan, John Graham

AMD2025-0001 (October 31, 2025)

Sec. 2.2.2. Workforce Home Business (WHB)

C. Use

1. Allowed Uses					2. Use Requirements	
Use	Permit	GSA (min)	Density (max)	Scale (max)	Parking (min) (Div. 6.2.)	Affordable Workforce Housing Units (min) (Div. 6.3.)
Industrial						
<u>Light Industry</u> (6.1.9.B., E.1.)	<u>C</u>	<u>n/a</u>	<u>n/a</u>	<u>8,082 sf</u>	<u>1/1,000 sf + 1/company vehicle</u>	<u>0.000107*sf</u>
<u>Heavy Industry</u> (6.1.9.C., E.1.)	<u>C</u>	<u>n/a</u>	<u>n/a</u>	<u>8,082 sf</u>	<u>2/1,000 sf</u>	<u>0.000107*sf</u>

E. Additional Zone-specific Standards

1. Conditional Uses.

- a. Setbacks for the conditional use shall be established through the CUP process to ensure compatibility of conditional use with surrounding context and character and to mitigate impacts of use on natural resources and/or neighboring residences.
- b. Conditional institutional uses are prohibited within the NRO.
- c. Conditional Light and Heavy Industry Uses
 - i. Qualifying Uses. The allowed industrial use shall be limited to contractor businesses only. Contractor businesses are limited to building and special trade contractors listed in 6.1.9.B.1.a.ii and the paving, excavation, hauling, and other contracting services involving heavy equipment listed in 6.1.9.C.1.a.iv.
 - ii. Qualifying Sites.
 1. The conditional use site area shall be at no point further than 500 feet of the S. Highway 89 right-of-way.
 2. No more than 1 industrial use per lot of record is allowed.
 - iii. Standards.
 1. On a site larger than 3 acres, the conditional use shall be limited to a gross site area not to exceed 3 acres, to be determined through the CUP process. No business activity, storage of materials, or equipment shall occur outside of the designated use area.
 2. The floor area dedicated to the use shall not exceed 8,082 sf, including basement floor area.

3. A primary industrial use shall be subject to an operations plan approved as part of its use permit. The purpose of the operations plan is to outline business operations to provide clarity and predictability regarding the impacts of the use on neighborhood character. Amendments to an operations plan qualifying as minor deviations (8.2.13.B.2.) may be approved by the Planning Director. The operations plan shall address the following, if applicable:
 - a. How the proposed use will comply with the standards of this section (E.1.c.).
 - b. Anticipated noise, waste and wastewater disposal, and environmental impacts and mitigation plan.
 - c. Site plan, including locations of screening, parking, storage, business operations and water sources,
 - d. Parking and vehicle storage,
 - e. Material storage and management, including locations, maximum quantities, types and compositions of materials, and best practices for hazardous and toxic material storage.
 - f. Hours of operation.
4. Hours of operation shall not exceed 7:30 am to 9:30 pm.
5. At least one primary or accessory residential unit shall be provided prior to the operation of the industrial use on the lot of record or parcel of the conditional use site. A unit provided to meet the Affordable Workforce Housing Requirement of Div. 6.3 may also meet this requirement.
6. All equipment and material storage shall be screened by a building, native landscaping, or fencing. The required enclosed structures and screening shall be included within the designated use area.
7. As part of the Conditional Use Permit application, the applicant shall demonstrate that the use will not decrease water quality through measures such as best practices for stormwater management, snow storage, and material storage, and sewer connection as practicable.

Consistency with the Comprehensive Plan

As stated in our original application, the applicant finds that the proposal is consistent with the Comprehensive Plan. It is an adaptive implementation of Policy 6.2.d, which calls for more opportunities for contracting business, and has become an even greater need given how the Business Park zone has been built out since 2012. While Policy 6.2.d talks explicitly about Light Industry, the Comprehensive Plan is not the LDRs and not strictly limited by LDR definitions. Regardless of its title, intent of Policy 6.2.d is to promote, “uses that can provide stable employment opportunities and middle-class wages,” but, “struggle to compete for leasable floor area with uses that need less room to make more money,” which refers to contractor businesses that are characterized as heavy industry in the LDRs and can only be located in the industrial BP zone.

This application is designed to provide greater flexibility within the existing organization and precedent of the Land Development Regulations, while respecting the desired future character of Hog Island. Adaptive management within character sideboards is the heart of Comprehensive Plan implementation.

The applicant’s impression from the PC and BCC meetings is that both boards recognize the need for additional industrial zoning in the community, but also acknowledge that a landowner proposal is not the typical approach to implementing Comprehensive Plan policy. Yet, the reality is that a community process to implement Policy 6.2.d has not been pursued and remains a low-priority use of staff time. Discussion of how, or whether, to address Policy 6.2.d was not a part of the WHB zoning adoption discussion, which instead focused on housing options. Given that reality, the BCC is interested in exploring how this proposal could be modified to be an acceptable solution. This raises two questions.

- If not Hog Island, where else might Policy 6.2.d be implemented?
- How can standards in the WHB zone be crafted to fit within the desired future character of Hog Island?

The first question is answered here, the second question is at the heart of the rest of the BCC’s direction and will be addressed below.

Where Else?

The only Character Districts where Policy 6.2.d is a policy objective are West Jackson (Character District 5) in Town and South Highway 89 (Character District 7) in the County, which includes the Hog Island subarea. The only subareas where industrial character is mentioned are:

- 5.2: Gregory Lane, the existing Town BP zone, which is essentially built out
- 5.3: High School Butte, the small Town subarea that has since been the site of multiple multi-family housing developments, and is now essentially built out

- 7.1: South Park Business Park, the existing County BP zone, which is essentially built out
- 7.2: Hog Island Home Business, the location of this proposal

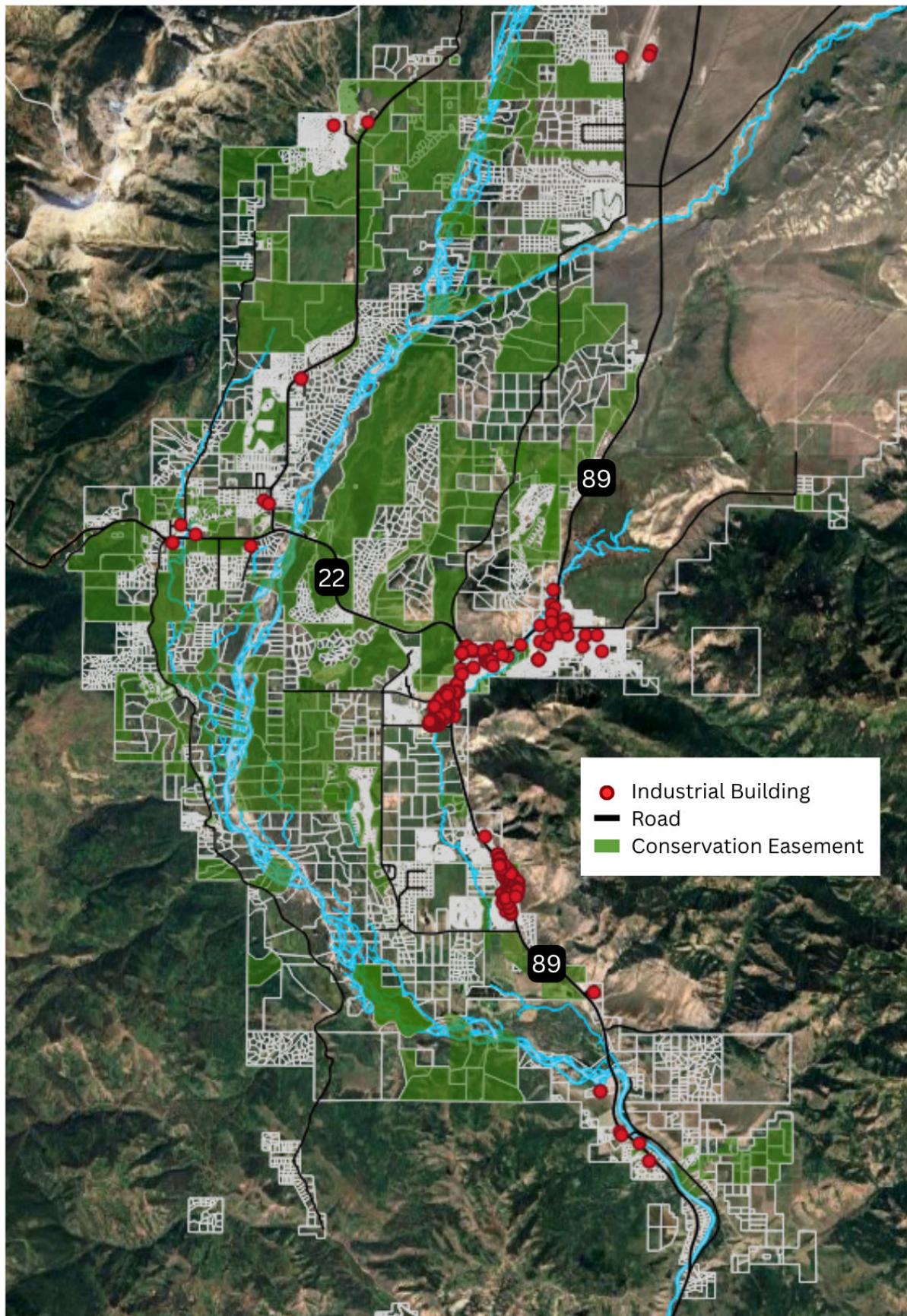
The map on the following page shows the location of buildings coded as industrial in the County and Town's map of existing land use, which was originally developed in 2012 based on review of Assessor and Planning records and has since been updated annually based on building permits. This data does not capture all contractor home businesses in the County, but it does show where existing pockets of industrial character exist.

- The Town of Jackson has an existing cluster of industrial use in the Business Park zone where it is expected, but which is largely built out as detailed in our original application. There are other nonconforming industrial uses throughout town, but those areas are surrounded by other development and have other desired characters
- The Wilson/Nethercott area has legacy primary industrial uses, but they are surrounded and divided by conservation easements and existing residential development, spread across multiple Comp Plan subareas, and are a non-prominent part of the neighborhood character.
- Hog Island has an existing industrial character that is a prominent part of the area because of the lack of surrounding development.

The airport, Teton Village, Aspens, and the transfer station also have existing industrial uses, but they are one-offs rather than clustered. Below is a table that compares the Wilson and Hog Island clusters. The table was presented to the BCC at its original hearing on the application.

Cluster	Hog Island	Wilson/Nethercott
Existing Industrial Use	7 primary, 4 accessory	7 primary, ? accessory
Desired Industrial Character	yes	no
Adjacent Highway	5 lane	2 lane
NRO Tiers	Low and Mid	Mid and High
Vacant Land	opportunity	minimal

Hog Island has existing industrial character, desired industrial character, transportation infrastructure, lower-value habitat, and development opportunity. It is the most logical place to implement Policy 6.2.d. Achieving the Comprehensive Plan policy within the Comprehensive Plan character framework directs you to Hog Island.



Standards that respect the desired character for Hog Island

Since Hog Island is the most logical place to implement Policy 6.2.d, the question becomes what standards are needed to ensure the implementation remains consistent with the desired character of the subarea. This question is the meat of the BCC remand: what standards are needed to blend industrial opportunity into Hog Island successfully?

An important clarification, highlighted by the PC hearing discussion, is that light and heavy contractor uses are already allowed and permitted in Hog Island. This application does not introduce new uses to the WHB zone; it merely allows them as primary uses instead of accessory uses. This is not obvious in the way the LDRs present “Home Business” in the use table, then define the uses and subcategories of uses that can be home businesses in another section, but it is practically the case. The applicant’s neighbor has a heavy industry, excavation home business permit. The same use the applicant intends to locate on his property is permitted as an accessory use rather than a primary use. The structure of the LDRs makes the red line of the proposed changes appear to introduce uses, but the application is really just allowing uses to be primary where they are currently required to be accessory.

This clarification is an essential reference point in evaluating character consistency when looking at the various options for standards applicable to the proposed conditional industrial primary uses. The applicant believes that these standards replicate or improve upon the achievement of the desired character for Hog Island when compared to the home business allowance that exists.

The rest of this analysis will walk through each standard as they are listed in the proposal with reference to the versions reviewed by the PC in August and by the BCC in September and October. .

i. Contractor use requirement

- A. Proposed Language: Qualifying Uses. The allowed industrial use shall be limited to contractor businesses only. Contractor businesses are limited to building and special trade contractors listed in 6.1.9.B.1.a.ii and the paving, excavation, hauling, and other contracting services involving heavy equipment listed in 6.1.9.C.1.a.iv.
- B. PC Reviewed Language: The industrial use shall be a contracting business
- C. BCC Considered Language: [Option A, no additional consideration requested]

The original language, considered by the PC in August, relied on the identical “contracting business” language found in Section 6.1.11.E.1.a, defining the uses allowed as a home business. In preparation for the October BCC meeting, staff and the applicant defined the uses historically considered contracting businesses with references to the sub-uses of light (6.1.9.B.1.a.ii) and heavy industry (6.1.9.C.1.a.iv) in those sections of the LDRs. The BCC did not request any additional consideration of the more detailed definition of the qualifying uses.

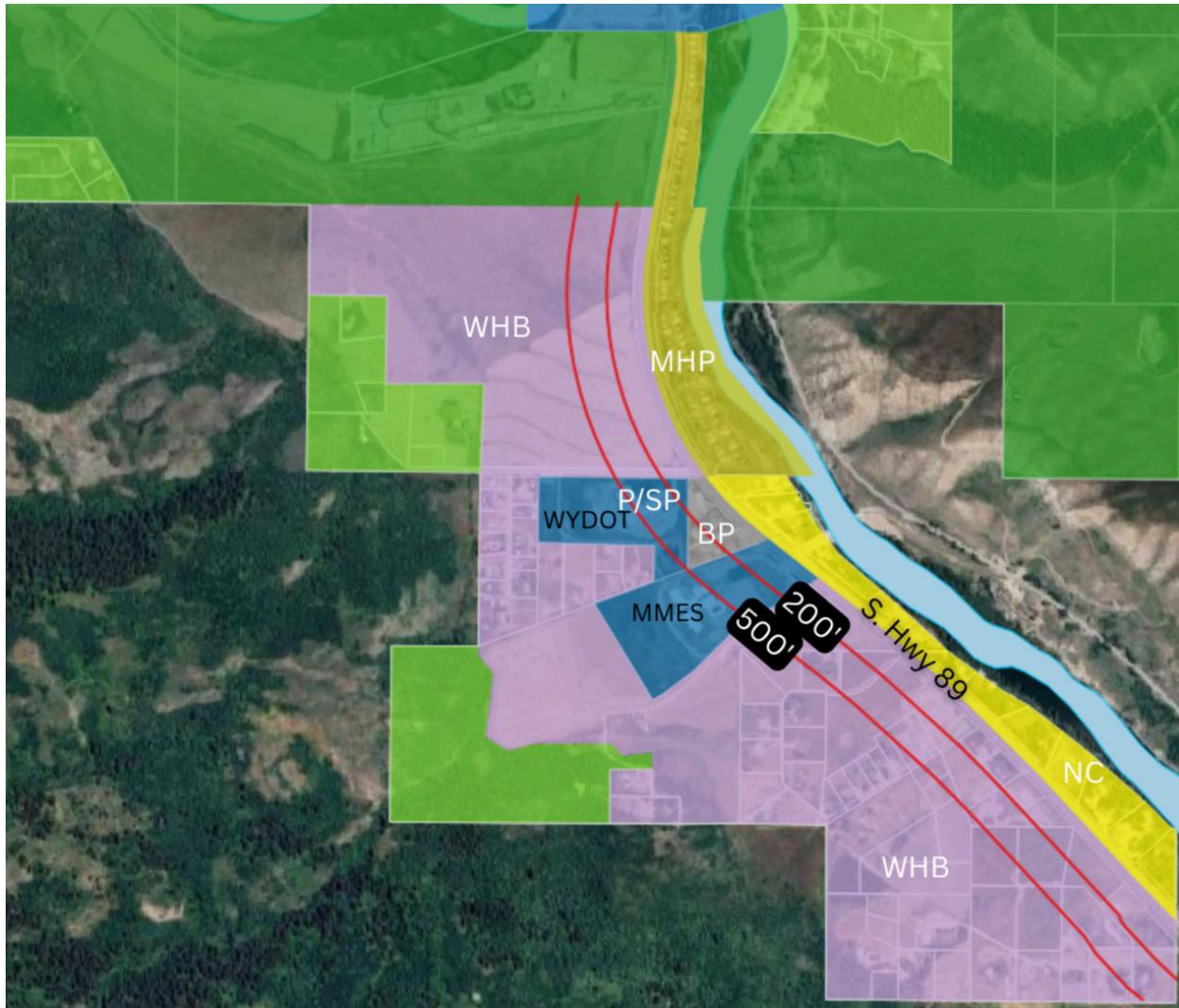
While this provides further specificity, it achieves the goals of exactly matching the current uses allowed as home businesses in the WHB zone.

ii. Site proximity to the highway

- A. Proposed Language: Qualifying Sites.
 - 1. The conditional use site area shall be at no point further than 500 feet of the S. Highway 89 right-of-way.
 - 2. No more than 1 industrial use per lot of record is allowed.
- B. PC Reviewed Language: The site of the conditional use shall be within 200 feet of the right-of-way of S. Highway 89.
- C. BCC Consideration: Qualifying Sites.
 - 1. The conditional use site area shall be at minimum partially within 200 feet of the S. Highway 89 right-of-way, and at no point further than 500 feet of the S. Highway 89 right-of-way. [Consider revising “partially” language]
 - 2. No more than 1 industrial use per lot of record is allowed.

The intent of the original language was to pull the industrial sites toward the highway to limit transportation impacts to the highway corridor where they already exist and protect the habitat at the base of Munger Mountain that is identified in the Hog Island subarea desired character. This standard also limits the applicability of the amendment to only a portion of the Hog Island subarea, successfully avoiding the conversion of the subarea into an industrial park as desired in the Comprehensive Plan language for the subarea. The proposed allowance within 500 feet of the highway would only apply to 24% of the WHB zone and therefore only 12% of the subarea, ensuring that the subarea retains a workforce housing focus as desired, even while creating the industrial opportunity also identified in the Comprehensive Plan.

The BCC and staff wanted to avoid a multiple, narrow “flag-site” interpretation of that standard, and staff drafted the language considered by the BCC, which added a maximum distance from the highway and a limit on the number of use sites per lot. However, the BCC expressed a preference for avoiding the word “partially” within a standard. With the 500-foot maximum distance pushing a site to the highway, the applicant believes the 200-foot minimum standard to pull sites to the highway is redundant and can be removed along with the “partially” clause. The map below shows the 200-foot and 500-foot buffers from the highway right-of-way. In the context of the larger subarea.



iii.1&2. Site area maximum

A. Proposed Language:

1. On a site larger than 3 acres, the conditional use shall be limited to a gross site area not to exceed 3 acres, to be determined through the CUP process. No business activity, storage of materials, or equipment shall occur outside of the designated use area.
2. The floor area dedicated to the use shall not exceed 8,082 sf, including basement floor area.

B. PC Reviewed Language: The site of the conditional use shall be limited to 3 acres, and the floor area of the use shall be limited to the floor area allowed on a 3-acre site.

C. BCC Considered Language: [Option A, no additional consideration requested]

The proposed language was generated by staff to clarify the original language further, but has the same practical effect, and is reiterated in the use table for the WHB zone. 8,082 square feet

is the WHB maximum floor area ratio times 3 acres. At the BCC hearing, the applicant explained that 3 acres was chosen because it is the minimum lot size in the WHB, which was determined to be the appropriate application of the desired character for the subarea. Matching that lot size ensures that primary use contracting businesses are at the same scale as would be allowed for accessory use contracting businesses.

iii.3. Operations plan and standards

- A. Proposed Language: A primary industrial use shall be subject to an operations plan approved as part of its use permit. The purpose of the operations plan is to outline business operations to provide clarity and predictability regarding the impacts of the use on neighborhood character. Amendments to an operations plan qualifying as minor deviations (8.2.13.B.2.) may be approved by the Planning Director. The operations plan shall address the following, if applicable:
 - a. How the proposed use will comply with the standards of this section (E.1.c.),
 - b. Anticipated noise, waste and wastewater disposal, and environmental impacts and mitigation plan,
 - c. Site plan, including locations of screening, parking, storage, business operations and water sources,
 - d. Parking and vehicle storage,
 - e. Material storage and management, including locations, maximum quantities, types and compositions of materials, and best practices for hazardous and toxic material storage,
 - f. Hours of operation.
- B. PC Reviewed Language: An operations plan detailing hours of operation and other operational limits shall be approved as part of the CUP.
- C. BCC Considered Language: [Option B, request to explore other operational standards]

The proposed language is a copy of the language from the operations plan requirement for a home business in the WHB zone. The BCC requested consideration of whether there are any additional operational standards that should be identified. Copying the operations plan standards from the WHB home business standard ensures greater character compatibility within the zone and provides guidance for the types of things the applicant needs to provide in a CUP application, while still keeping the majority of review of the operational characteristics to the CUP process, where they are defined for the specific use being proposed.

iii.4. Hours of operation

- A. Proposed Language: Hours of operation shall not exceed 7:30 am to 9:30 pm.
- B. PC Reviewed Language: Hours of operation shall not exceed 7:00 am to 10:00 pm.
- C. BCC Considered Language: [Option B, with direction to consider Option A]

The proposed hours of operation were requested by the BCC. 7:00 am to 10:00 pm are the hours-of-operation standard for an accessory industrial use in the WHB, so the original proposal

matched the currently allowed character and the BCC suggestion further protects residential character in Hog Island. In addition, the CUP process allows hours of operation to be limited for a specific use if necessary.

iii.5. Residential component

- A. Proposed Language: At least one primary or accessory residential unit shall be provided prior to the operation of the industrial use on the lot of record or parcel of the conditional use site. A unit provided to meet the Affordable Workforce Housing Requirement of Div. 6.3 may also meet this requirement.
- B. PC reviewed Language: Option A.
- C. Original application Language: At least one primary or accessory residential unit shall be provided prior to the operation of the industrial use on the lot of record or parcel of the conditional use site. The residential unit shall be occupied by an employee of the business. A unit provided to meet the Affordable Workforce Housing Requirement of Div. 6.3 may also meet this requirement.
- D. BCC Considered Language: At least one primary or accessory residential unit shall be provided prior to the operation of the industrial use on the lot of record or parcel of the conditional use site. The residential unit shall be occupied by an owner of the business. A unit provided to meet the Affordable Workforce Housing Requirement of Div. 6.3 may also meet this requirement.

The standard aims to replicate the mix of residential and industrial uses represented by the home business allowance, except in the inverse case, where contracting business is the primary use. By ensuring residential use of the site, the mixed-use character of the subarea is preserved. As discussed in the original application, on many of the existing home business sites in the WHB zone the industrial use already accounts for half or more of the use of the site. So the primary/accessory use distinction is practically blurred and the mixed-use component of the character becomes the focus. That focus is achieved by ensuring there is a residential unit on-site.

The BCC was interested in discussion on the public comment that the owner of the business should have to occupy the site. The applicant does not propose adding any language to this effect because it is not currently a requirement of the home business allowance and would be difficult to enforce. The current home business standard applicable in the WHB is that, "A home business be operated by a person residing within the dwelling." That standard does not require the business operator to own the business or the dwelling. It just requires that the occupant of the primary dwelling be an operator of the business.

The applicant's original proposal had analogous language about the occupant of the on-site residential unit being an employee of the business, however the Housing Department review of the application suggested removal of that requirement because that is not something that they or anyone else enforces as part of the current system.

With regard to the BCC request, businesses can be owned in many different structures by a variety of people so the standard of owner-occupancy could be met in so many ways that the standard would not have much effect.

iii.6. Screening

- A. Proposed Language: All equipment and material storage shall be screened by a building, native landscaping, or fencing. The required enclosed structures and screening shall be included within the designated use area.
- B. PC reviewed Language: All equipment and material storage shall be screened by a building, native landscaping, or fencing.
- C. BCC Considered Language: All heavy equipment shall be stored in a fully enclosed structure. All equipment and material storage shall be screened by a building, native landscaping, or fencing. The required enclosed structures and screening shall be included within the designated use area. [consider removing the fully enclosed structure requirement]

The proposed standard is intended to achieve screening of the use from the highway and neighboring residential properties while achieving the desired future character of foreground protection and wildlife movement. The language considered by the BCC was drafted by staff in response to initial BCC discussion at its first hearing, but at the second hearing the BCC discussed the fact that landscaping is often a more effective screening tool than a structure. Landscaping grows and becomes a better screen over time. Landscaping can be placed at the perimeter of site without impeding the use of the site, while structures tend to fill up leading to equipment and materials spilling out of the buildings into the space between the buildings and the edge of the site. Also landscaping is consistent with the goals of creating an attractive foreground that emphasizes the natural features behind it, while structures draw attention away from the background and toward the development. The applicant believes that relying on landscaping for screening will provide a more useful site and better protection of desired character than requiring large structures for equipment storage. With the proposed changes to the operations plan section, the landscaping plan will also be an explicit part of the CUP review.

iii.7. Water Quality

- A. Proposed Language: As part of the Conditional Use Permit application, the applicant shall demonstrate that the use will not decrease water quality through measures such as best practices for stormwater management, snow storage, and material storage, and sewer connection as practicable.
- B. PC reviewed Language: none.
- C. BCC Considered Language: [Option A with additional consideration of Water Quality Master Plan implementation]

Following the PC hearing, the applicant proposed language to ensure water quality is addressed through the CUP review process. With the proposed changes to the operations plan section,

water quality consideration will be an explicit part of the CUP review. The Water Quality Master Plan's primary direction with regard to industrial uses is that they go through a CUP process so that operation specific conditions can be put on use that will protect water quality. This standard achieves that direction. The necessary requirements to preserve water quality for one type of contracting business will be different for another type of contracting business so the CUP is the proper process for determining the appropriate requirements.

From: [lane ross](#)
To: [Erin Monroe](#)
Subject: AMD 2025-0001
Date: Friday, January 16, 2026 4:24:03 PM

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

Sent from my iPad

Hi Erin,

I am emailing once again to express my support for Kirk Hogan's proposal. I'm hoping this will find its way to the Planning Commission and County Commissioners to make them fully aware of the circumstances surrounding the Hogan property.

It is my understanding that both the Planning Commission and the Commissioners understand and agree that some kind of provisions are needed to address the problem incurred by Ridgeline Construction on their property (included in ADM 2025-0001) and that Hog Island is the most suited location for that type of use inside the county. There seems to be some confusion as to whether the applicant initiated the proposed change in the Master Plan or if it was recommended to him by the planning commission. If it was the planning commission's suggestion, they must have thought it was a possible solution. If that change to the LDR's is too complicated or cannot be addressed within a reasonable time frame, perhaps it could be addressed on a case by case basis. If "spot zoning" is a serious consideration in this area, the Hogan property is the only "spot" left in that vicinity. It also conforms to existing uses surrounding the property so would not seriously change the local character. A site visit was conducted last fall and should have impressed upon the Planning Commission, of the conformity with existing , adjoining developments. A construction company and stock yard on the north, a construction and logging company on the east, and a landscaping company on the south. Not to mention a large construction shop across highway 89, another construction company further north, the Munger Mountain School, an asphalt repair company, TETON COUNTY WEED AN PEST, WYOMING DOT, EVAN'S CONSTRUCTION-sand, gravel, concrete, and asphalt. And to the south, two more landscaping companies. There are also many other nonconforming sites within the Hog Island area.

Mr. Hogan's development proposal is not for processing gravel, concrete, or asphalt, but simply for a place to park, service, and maintain the equipment not out on job sites. He has offered to do whatever it takes to meet county requirements, enabling him to make use of his property. The issuing of conditional use permits assures that the county is able to regulate whatever they deem reasonable. The traffic in and out should be minimal, not constant like a business selling products eight or ten hours a day. He could possibly create some employee housing if allowed, reducing some traffic in and out of the county and having a minor positive affect on the much needed housing situation in Teton County.

There are eight adjoining properties surrounding the Hogan property and as far as I know, only one is opposing his development. Considering that the majority are in favor or at least not opposing, I think there is too much weight attributed to the Eastman's objection. Their accusation that the county is back peddling on the rules and regulations is unfounded. They purchased their property in 2012, (long before the changes in 2022). There was no guarantee from the county or anyone else that there would be no further development of the surrounding properties, or what type of development there might be. They applied for and received a conditional use permit (CUP 2015-0011) with no one's opposition. They have not fulfilled the conditions of said permit and are currently in violation. The Eastmans seem unable to get along with their neighbors and are consistently at odds with the adjoining property owners. Most recently, the neighbors right to use the dedicated, non-exclusive easement used to access both properties. That easement is located completely on Kirk Hogan's property.

We realize not everyone can be satisfied with decisions made by the county, but it seems to me that an owner with the only undeveloped property within a confined area, completely surrounded by properties of like or similar character, should be afforded the same opportunities as the existing properties.

Thank you for your time and consideration.

Lane Ross

From: [lane ross](#)
To: [Erin Monroe](#)
Subject: AMD 2025-0001
Date: Sunday, January 18, 2026 12:33:21 PM

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

Sent from my iPad
Hi Erin,

Me again, sorry to be taking up more of your time but in my previous email, I neglected to mention perhaps, the most relevant item concerning the decision on the Kirk Hogan property. One of the adjoining properties (the landscaper), began that operation using a CUP to obtain permission for a nursery. The existing operation is anything but and there are no conditions pertaining to that property that are in compliance with existing live- work or home business regulations. The owner does not live on the property, no limit of employees, machinery not parked in buildings, a man camp?, two large buildings, neither a single family residence, import and export of topsoil processed on site, snow storage in winter, and no nursery. In fact, I believe he has obtained , through county approval, a commercial zoning permit, how does this happen? I have no real objection to his improved business development but feel other residents in the same confined area should have the same opportunities. I believe people should have the right to utilize their property as their needs require, within reason. Possibly, the county could review some of the home business regulations.

Thanks again,

Lane Ross

December 5, 2025

Re: Public Comment AMD2025-0001 (Ridgeline Excavation Text Amendment)

Dear Teton County Planning Commission and Board of County Commissioners,

We are writing as Marc and Ciara Malone, the new owners of 1500 E KDC Lane and the owners/operators of Shervin's Independent Oil & Automotive. We are deeply invested in this community, not only as business owners, neighbors, and volunteers, but also as a family choosing to build our life here on KDC Lane. Please deny AMD2025-0001.

Ciara was born and raised in Jackson, and returning to this area (from Victor, ID) represents an important and heartfelt chapter for our family. We specifically chose to purchase in Hog Island's Work Home Business (WHB) neighborhood because of its rural residential character, the balance of landscape and small home-based businesses, and the steady presence of wildlife that moves through the corridor daily.

After reviewing the full board packet for AMD2025-0001, we are submitting our strong opposition to this amendment. The proposed changes are inconsistent with the intent of the WHB zone, incompatible with the Comprehensive Plan, and detrimental to the families, wildlife, and character of the Hog Island community.

1. The Amendment Conflicts with the Purpose of the WHB Zone

The WHB zone was created with substantial community involvement and adopted in 2022 with a clear purpose:

- Residential use as the primary use
- Owner-operated home businesses as accessory uses
- Small shops or contractor yards only when accessory to a home on-site

The amendment would do the opposite by allowing:

- Light and Heavy Industry as a primary use,
- Contractor yards with no residential requirement,
- Employee housing accessory to industrial operations rather than a home,
- Industrial operations within 500 feet of Highway 89, including lots directly adjacent to existing homes.

This is not a refinement of the WHB zone, it is a fundamental change to its structure and intent. This is industrial zoning repackaged inside a residential district.

2. The Comprehensive Plan explicitly states that Hog Island should NOT transition into an industrial area.

The County's Comprehensive Plan for Subarea 7.2 – Hog Island Home Business states:

“The goal is to preserve the long-term, working family residential character of the subarea... This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1).”

AMD2025-0001 directly contradicts this mandate by doing exactly what the Comp Plan prohibits by introducing primary industrial use into a stable residential subarea. As new homeowners who intentionally chose this location for both our family and our small business, we rely on the WHB zoning to remain consistent with the vision adopted in 2022. This zoning supports an entire community of families, neighbors, and small business owners, and changing it now would be detrimental to the very people it was designed to protect.

To approve this amendment would undermine years of planning work, public input, and the stated community vision codified in the Comp Plan.

3. Wildlife Permeability and Habitat Will Be Harmed

Our property — and the properties surrounding us — experience regular wildlife movement. Elk, moose, deer, owls, raptors, foxes, and other species use this corridor as daily habitat.

The Comprehensive Plan further emphasizes that Hog Island:

- Contains “crucial wildlife habitat at the base of Munger Mountain”,
- Must maintain “wildlife permeability through development”,
- Should protect scenic foreground along the highway,
- Must avoid development patterns that create barriers to wildlife movement.

Heavy industrial uses, additional truck traffic, outdoor equipment storage, lighting, and noise are all incompatible with wildlife permeability and directly violate Comp Plan policies including:

- 1.1.b Protect wildlife from development impacts
- 1.1.c Design for wildlife permeability
- 1.3.b Maintain scenic foreground vistas

The wildlife in this corridor already faces significant pressure. This amendment accelerates that pressure dramatically.

4. The Amendment Disrupts the Character of the Neighborhood We Just Bought Into

We chose this location because it reflects the values we want for our family:

- A rural residential feel
- Families living and working on-site
- Quiet evenings
- Landscape rather than industrial yards
- Wildlife passing through regularly

This amendment threatens to convert parts of Hog Island into contractor yards with heavy equipment, traffic, outdoor storage, dust, noise, and industrial activity.

If approved, this proposal fundamentally alters the neighborhood character that families like ours relied upon when making long-term housing decisions.

5. The Amendment Rewards One Applicant at the Expense of an Entire Community

The packet makes clear that this request is designed to accommodate one contractor who purchased property without fully understanding zoning limitations. Changing a county zoning district to correct an individual's oversight sets a damaging precedent and erodes public trust in the zoning process.

Residents who participated in the 2022 WHB zoning process did so with the belief that the County would uphold the structure that was created through extensive public participation.

AMD2025-0001 disregards that trust in our opinion.

6. Scenic, Environmental, and Gateway Impacts Are Significant

The Hog Island area is part of Jackson's southern gateway. The Comp Plan emphasizes preserving:

- Scenic values
- Large-lot open character
- Limited intensity of visible development
- Residential context over industrial forms

Approving this amendment risks transforming the scenic corridor into something resembling an extension of South Park Business Park, resulting in an outcome the Comp Plan prohibits.

Conclusion

As new residents, business owners, and a family deeply committed to Teton County's long-term health, we respectfully ask the Planning Commission and Board of County Commissioners to deny AMD2025-0001.

This amendment:

- Conflicts with the Comprehensive Plan
- Contradicts the purpose of the WHB zone
- Harms wildlife habitat and permeability
- Damages the scenic gateway to Jackson
- Undermines residential neighborhood character
- Sets precedent based on a single applicant rather than community vision

Thank you for your time, your work, and your thoughtful consideration of this important issue. We are grateful for the opportunity to voice our perspective as we begin this new chapter of life on KDC Lane. We are available anytime to discuss further, please don't hesitate to reach out to us.

Sincerely,
Ciara and Marc Malone
KDC Lane Homeowners
Owners | Operators, Shervin's Independent Oil & Automotive

Commissioners,

I am writing you to support AMD2025-0001, a proposed amendment to the LDRs from Ridgeline Excavation that would allow limited contractor uses in the area of Hog Island immediately adjacent to Highway 89. Fundamentally, these uses are already happening in this area, most of which predate the recent 2022 rezone of the area to "Workforce Home Business." The problem the entire Hog Island community is now experiencing is that there is no incentive to make those preexisting uses compatible with the desired residential uses in the same area. The intensive agricultural and commercial operations that are already occurring make adjacent residential use impossible.

Ridgeline's proposed rezone, which would make these types of existing uses permissible but would place restrictions on them, including general permitting, time-of-use restrictions, and screening requirements, would help bring these existing industrial and commercial uses into conformity with the neighborhood as a whole. Existing commercial businesses could comply with the new regulations instead of relying on prior approvals, while new commercial uses would have appropriate screening and use restrictions to ensure they were compatible with the neighborhood as a whole.

This proposal would not just help clean up our neighborhood, however. It would provide a long-term and sustainable home for businesses that are crucial to Teton County's continued functioning. We hope that given the benefits this proposal will have for both local residents and the community as whole, you vote to support it. Thank you for your time.

Name:

Corey Felton

Address:

1750 KDC Lane
Jackson, WY 83001

Dear Teton County Planning Staff and Commission,

Thank you for taking time to consider further public comment on the LDR Text Amendment AMD2025-0001 submitted by Kirk Hogan, owner of Ridgeline Excavation. We feel it is imperative you uphold the previous recommendation for denial of AMD2025-0001 LDR text amendment. The proposal to change the primary use from residential to heavy industrial does not align with the desired character for 7.2 Hog Island **Home Business** Zone and does not comply with most factors for approval

1. Is consistent with the purposes and organizations of the LDRs;

The purpose of the LDR's is to implement the Comprehensive Plan, Div 1.3, achieving the desired future character identified for each character district, 1.3.3.A. The proposed heavy industrial primary use is not consistent with and does not achieve the desired character for 7.2 Hog Island Home Business Zone.

The LDR's also speak to predictable regulations, 1.3.4. Approval of this amendment following the 2022 adoption of the Work Home Business zoning creates unpredictability. The Planning Commission also previously expressed concern for precedent; future owners could point to this instance, when Teton County allowed one owner to change zoning to suit their needs.

2. Improves the consistency of the LDR's with other provisions of the LDRs;

The proposed amendment **creates** inconsistency in the LDR's. The proposed use, even with a Conditional Use Permit, conflicts with LDR 2.2.2 Workforce Home Business and 6.1.11.E Home Business.

3. Provides flexibility for landowners within standards that clearly define desired character;

The proposed amendment creates flexibility but contradicts the clearly defined desired character of 7.2 Hog Island Home Business zone "defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. **This subarea should not transition into an industrial area like South Park Business Park** (Subarea 7.1)"

4. Is necessary to address changing conditions, public necessity, and/or state or federal legislation;

The proposed amendment is being made because an owner bought property and is asking the County to change newly adopted zoning to address his needs.

5. Improves implementation of the Comprehensive Plan

The proposed amendment is inconsistent with the desired future character of 7.2 Hog Island Home Business and creates inconsistency in the LDRs.

The LDR text amendment process allows for public review "to ensure that it improves implementation of the Jackson/Teton County Comprehensive Plan." The proposed amendment creates a massive inconsistency from the Comprehensive Plan and within the LDR's. The proposed amendment was written to address a property owner's needs for land recently purchased; it was not written in a way that improves the quality of life for *all* Hog Island owners and residents. We understand the BoCC would like to see a comprise; therefore, we propose the county consider upholding the primary residential use, but expand the scope of accessory uses for *all* properties within the Workforce Home Business zone. Please safeguard the Hog Island Home Business zone and the character of our neighborhood by not approving a primary use change to heavy industrial.

Sincerely
The Eastman Family

Erin Monroe

From: Kevin Donaghy <kevin@steamway.com>
Sent: Tuesday, December 2, 2025 1:25 AM
To: Erin Monroe
Subject: proposed zoning amendments to WHB zone

You don't often get email from kevin@steamway.com. [Learn why this is important](#)

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

Hi Erin,

As the owner and resident of 7930 S. Ross Lane, I'd like to voice my support for the proposed zoning changes that would allow Light and Heavy Industry contractor businesses within the WHB zone.

These changes would be consistent with the current character of the community, as the roads and neighborhood are already highly affected by heavy industrial use from Tree & Landscape Company and the Wilson's cattle operation, among others. It seems unfair to only allow WHB use so close to these highly impactful operations. Also, with more and more residential infrastructure being completed throughout Teton County, it's logical to make some small allowances for industrial operations to service those residences.

Also, I'd like to offer a quick character reference for Kirk at Ridgeline Excavation: Kirk has so far been a wonderful, community-minded neighbor and his contributions to maintaining the roads in our small neighborhood have already exceeded those of all other businesses in the area.

Thanks for your consideration,

Kevin Donaghy

Erin Monroe

From: DIANNA ROSS <diannakaye@live.com>
Sent: Friday, November 28, 2025 10:33 AM
To: Erin Monroe
Subject: Text amendments to workforce home business zone, Teton County , Wyoming

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Miss Monroe,

I am writing in support of the text amendments that would allow a property owner to incorporate light and heavy industrial usage into the workforce home business zone.

I know that there have been false representations of how bad this change would be, but I don't believe them to be true. The real change was when the highway system was forced on the ranching families.

I hope the zoning plan will welcome new industries to Hog Island. We desperately need places for industry to call home. This would not even be new usage of these properties as anyone can plainly see there is already industrial development here.

Thanks, Dianna Ross, home, property and construction company owner on Hog Island for 55+ years.

Get [Outlook for iOS](#)

Erin Monroe

From: lane ross <laneross@live.com>
Sent: Friday, November 28, 2025 11:56 AM
To: Erin Monroe; Kirk Hogan
Subject: Re: WHB LDR Amendment - Change to Planning Commission hearing date

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Erin,

I am responding again to express my support for the above mentioned amendment. I feel that some modifications need to be made to the LDRs from time to time in order to accommodate different situations created by the ever changing rules and regulations in Teton County. Regulations should be based on serving all residents of the county as opposed to a select few. There is a definite need for certain necessary businesses in this county.

I would like to thank the Planning Commission for conducting an on site visit to the "Kirk Hogan" property on Nov. 10th in order to get the realistic view of that particular site and the current situation. It is plain to see that the subject property is centrally located in an area that is being utilized in the same or at least similar manner as Kirk's intended proposal. There are eight properties adjacent to the proposed development that could be impacted if there were indeed any negative impact. Unless there has been some opposition that I have not heard of, only one party of the eight has any objection. Most people outside the immediate area probably don't even know where it is located. The objecting party, in the same business as Ridgeline, requested and received a conditional use permit from the county. That company has never complied fully with the conditions of the permit and are at the present, still in violation.

Any concern for adverse effect on wildlife should be alleviated by the building of an 8 ft. fence on either side of the highway right-of-way and various underpasses. There is also a buffer of private homes and businesses on the west side of the site.

The issue of "pristine water" is untrue as several wells in the area contain undesirable quantities of fluoride. I don't even know where that particular comment originated.

Thanks for your attention,

Lane Ross

Sent from my iPad

On Nov 18, 2025, at 8:46 AM, Erin Monroe <emonroe@tetoncountywy.gov> wrote:

Good morning,

You are receiving this email as someone who has provided public comment on the LDR text amendment related to Workforce Home Business zoning (AMD2025-0001), as proposed by Ridgeline Excavation (MT-WY Capital, LLC) and OPS Strategies. You can review the current proposal [HERE](#).

The proposal was scheduled to be heard a second time by the Planning Commission this upcoming ***Monday on November 24, 2025 – this meeting has been canceled.*** Instead, the proposal will now be heard during the **December 8, 2025, Planning Commission hearing which begins at 6:00 P.M** in the County Administration Building (200 S Willow Street Jackson, WY 83001). Please mention this change to anyone you know that may be interested in attending the next hearing on this proposal.

Please reach out if you have questions on the proposal, the change to the hearing dates, or if you would like to provide public comments.

Thank you,

Erin Monroe

Associate Long Range Planner
Teton County Planning & Building Services
Direct line: (307) 732-8583
PO Box 1727 | 200 S. Willow Street
Jackson, WY 83001



September 8, 2025

Dear Chair Newcomb, County Commissioners and Ms. Monroe,

Subject: Opposition to the Workforce Home Business LDR Amendment (AMD 2025-0001)

The Jackson Hole Conservation Alliance respectfully opposes the proposed Workforce Home Business (WHB) LDR amendment. This change would fundamentally alter the intent of the WHB zoning district by allowing industrial uses as primary, rather than accessory uses. This proposal not only changes the community's agreed upon character of this district, but the increased intensity of the proposed use will be detrimental to water quality, wildlife permeability, the nearby wildlife underpass, NRO habitats and the scenic values of the South Highway 89 corridor.

The proposal is contradictory to both the Comprehensive Plan and the intention of LDR provisions.

- The Comprehensive Plan (Section 7.2) - emphasizes preserving the long-term residential character of the Hog Island subarea, with home businesses as **accessory uses**, not primary ones.
- Land Development Regulations (Section 2.2.2.A.1) -

Intent. Desired Future Character. Future development and use that occurs in the Workforce Home Business (WHB) zone should allow for the exercise of property rights in a way that facilitates opportunities for workforce home businesses in a **residential setting. Detached single-family residential is the preferred primary use** with accessory home business uses and accessory residential units. Lots shall be large enough to accommodate more intense home business uses and accessory outbuildings while also **providing for wildlife permeability and an abundance of landscape over built form** (emphasis added).

Section 2.2.2.A.1 of the LDRs clearly establishes that single-family residential is the primary use in the WHB district, with home businesses and ARUs as secondary, accessory uses. Development must also maintain wildlife permeability, with undeveloped areas exceeding developed areas. The proposed amendment would

increase development intensity, fundamentally altering the intended character of the WHB zone and diminishing both wildlife connectivity and open space.

This proposal would intensify industrial uses in a location that is both visually prominent and environmentally sensitive. Allowing more intensive industrial activity here would not only compromise these sensitive resources but also conflict with the long-standing community vision for responsible growth and resource protection.

- Mid- to High-Tier Natural Resources Overlay (NRO) - All properties affected by this amendment lie within the mid- to high-tier Natural Resource Overlay (NRO), which signifies a higher concentration of critical wildlife habitat and sensitive natural resources. These areas are intended for heightened protection, not increased development intensity. **Allowing more intensive uses here would undermine the purpose of the NRO and jeopardize the ecological integrity these regulations were designed to safeguard.**
- Wildlife Crossing - The proposed amendment affects properties located within ½ mile of a designated wildlife crossing, which triggers the requirements of LDR Section 5.2.1.B.7 to maintain wildlife permeability. **Increasing development intensity in this area would directly undermine this requirement** by reducing undeveloped land and restricting safe wildlife movement through this critical corridor.
- Water Quality - The Water Quality Management Plan (WQMP) **identifies this area as a surface and groundwater protection zone**, where industrial uses are specifically discouraged due to the high vulnerability of these resources. Approving this amendment would directly conflict with the recommendations of the recently adopted WQMP and could result in significant, long-term impacts to water quality.
- Scenic Resources Overlay (SRO) - All affected properties are located within the South Highway 89 Scenic Area, where the LDRs (Section 5.3.2.B.3.d.ii) identify the **area's key values as the “broad meadows and panoramic views”** west of Highway 89. Today, this corridor remains largely open, punctuated only by small-scale development. Any increase in intensity would erode this defining landscape and directly conflict with the stated purpose of the SRO to “preserve and maintain the County’s most frequently viewed scenic resources.”

Both the community and the Board of County Commissioners have recognized the need to review the Business Park (BP) zoning district, where most industrial uses are intended to occur. Unfortunately, this important work has been repeatedly delayed. It would be shortsighted and inequitable to bypass that process and allow industrial uses in the WHB district simply to accommodate a single applicant. **Completing the BP zoning review should be the priority to**

ensure industrial uses are located appropriately and consistent with the Comprehensive Plan. Amending the WHB zone now would undermine that effort, preempt critical analysis, and set a troubling precedent for piecemeal zoning changes.

The most responsible path forward is to deny this amendment and direct staff to initiate the long-overdue review of the Business Park zoning district. This approach respects community values, protects sensitive resources, and ensures industrial uses are located in appropriate areas through a transparent, comprehensive process.

Thank you for your thoughtful consideration and commitment to the long-term vision of Teton County.

Sincerely,

A handwritten signature in black ink that reads "Amy Kuszak". The signature is fluid and cursive, with "Amy" on the top line and "Kuszak" on the bottom line.

Amy Kuszak
Community Planning Director

From: [Ricardo Quinones](#)
To: [Erin Monroe](#)
Subject: Public Comment- Regarding the attached
Date: Wednesday, October 29, 2025 9:08:47 AM
Attachments: [Teton County Notification.pdf](#)

You don't often get email from quinonesw@gmail.com. [Learn why this is important](#)

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Dear Erin- Please find our comment below on behalf of Jackson Hole Village LLC for River Ridge Ranch located at 7250 S Hwy 89. Jackson, Wy.

Thank you

Dear Planning Commission,

As part of public comments we want to express our concern regarding the proposed change of zoning to Light and Heavy Industrial in the area surrounding our residential community. Our concern with the proposal is related to traffic safety, quality of life, and the character of the surrounding neighborhood.

River Ridge Ranch is home to many families and children who commute to Munger Mountain Elementary every day. Several residents have voiced their opinion to us that increased presence of heavy transportation vehicles could elevate any form of risk in the area. Although we understand HWY 89 currently serves as a main corridor for transportation, we believe the addition of industrial truck traffic near the community and the school could risk safety concerns for the residents.

Beyond traffic, we are also concerned that the noise and constant industrial activity would undermine the peaceful, small-town quality that has made this community and Jackson Hole more broadly such a desirable place to live. Many of our residents have chosen to live here precisely to escape industrialized urban environments. We feel strongly that a development such as this would take away many of the unique elements that Jackson, Teton County and Hog Island offer. It is a unique place where people move and live to escape the industrialization we see in many communities across the country and a development such as this would be a far turn for the county and the residents and mainly what makes this place so special.

River Ridge Ranch is a 72 homes community, and given its proximity to the proposed zoning changes, we thought it would be important to voice our opinion on the integrity, safety, and long-term livability of our neighborhood. The people who live in this area are provided the privilege of waking up to a serene and unique setting of natural beauty, replacing that with concrete buildings and disrupting the landscape in an irreversible manner would have significant consequences not only on the quality of life but what makes Jackson and Teton county such a special place.

Best Regards,

Ownership of River Ridge Ranch



October 22, 2025

Teton County Planning & Building Services
Attn: Erin Monroe, Associate Long-Range Planner
200 S Willow Street
Jackson, WY 83001
(307) 733-3959
emonroe@tetoncountywy.gov

To Erin Monroe:

The purpose of this letter is to state Roberts Concrete is a business owner in Jackson, WY. This is where 75% of our work is performed. We are based out of Victor and Star Valley because there aren't any business properties available in Jackson. The added costs to travel/haul from out of state and county are built into each project's budget.

If you have any questions regarding this matter, then please don't hesitate to reach out.

Thank you,


Cassie Kunz
Secretary

Dear Board of County Commissioners,

While I am not a Teton County, WY resident, my work is in Jackson, servicing your local contractors with heavy equipment needs for the last 20+ years. For as long as I can remember, local contractors with heavy equipment and trucks have had problems finding properties to run their businesses from. If you look at the old timers, their properties have been considered grandfathered and allowed to continue. But look at how many new contractors have actually found properties to run from or get permitted versus how many contractors have had to ask for forgiveness after having to cease operations on a property because of enforcement issues, including companies in Hog Island? Simply, the County just doesn't have anywhere for contractors to operate from.

As I understand it, excavation companies like Ridgeline can only operate from the BP zoning district, which is extremely limited in supply. It is my opinion that the areas that allow such businesses need to be expanded. Without an expansion, these local companies are forced out of the county to surrounding areas, including Star Valley. I know this, as a prominent Teton County property management company has moved in as my neighbor in a residential subdivision storing their equipment and conex boxes. The lack of planning for contractors for years is now showing and needs to be addressed before it pushes all of the contractors elsewhere. This not only pushes these uses into other communities but also puts your community at risk.

Pushing them elsewhere will be an issue for your community as shown when emergency work was needed. I figured Ridgeline's approval would be a no brainer considering they have helped the town and county out in numerous emergencies such as waterline breaks, removing ice from Flat Creek. I wonder what would have happened if Ridgeline had to haul the equipment up from Star Valley to remove the avalanche behind the old Taco Bell. It was lucky that Ridgeline had equipment locally so that they could help the county. Not to mention they are always willing to give back to the community in numerous ways.

It seems appropriate to allow the use in Hog Island as there are many of the same uses in the neighborhood, all of which uses heavy equipment:

- grandfathered excavation, property management and landscaping contractors
- home business contractors
- rodeo stockyard
- WYDOT
- Weed & Pest
- excavation/paving contractors
- landscaping contractors

I urge the County to address the lack of zoning to house contractors in your county. Approve this amendment so that Ridgeline can use his current property for a reasonable use needed in Teton County. You can't have all of the beauty in ranches and high-end neighborhoods without local contractors.

Sincerely,
Scott Anderson

Dear Teton County Board of County Commissioners and Appointed Officials,

We are writing to provide public comment on the LDR Text Amendment AMD2025-0001 submitted by Kirk Hogan, owner of Ridgeline Excavation. We urge the Board of County Commissioners to uphold the decision made by the Planning Commission, honoring the current Work Home Business zoning created as part of the Jackson and Teton County Long Range Planning. To quote directly from Teton County Comprehensive Plan, 7.2 Hog Island Home Business zoned area is a stable area “defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. **This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1)**”

We ask you consider key facts that warrant a vote against this application

- The proposed amendment of fourteen properties is being made by one owner *due to lack of due diligence* and assuming the property “was an appropriate place for a contractor yard.” He is asking Teton County to disregard the Comprehensive Plan, void the hard work done by County employees and ignore owners’ input from the 2022 rezone to work home business, so the property can suits *his* needs. The Planning Department report states this change “would be to the benefit of existing contractor businesses in the valley, as opposed to the Hog Island community.”
- The Planning Commission carefully considered this submission and unanimously voted against it. The Commission expressed concern that making such a significant amendment so soon after the 2022 adoption of the Work Home Business zoning would undermine the public’s ability to rely on and confidence in Teton County. The Planning Commission also expressed concern for precedent; future owners could point to this instance, when Teton County allowed one owner to change zoning to suit their needs.
- This amendment is in direct conflict with the intent of the Comprehensive Plan for Hog Island. The planning department noted approval would identify Hog Island as the new industrial business park, attracting large contractors like Ridgeline Excavation whose website states – “Ridgeline Excavation employs 50 people and has one of the largest equipment fleets in the Teton County” on their about us page.
- The proposal is not consistent with the purpose of the Work Home Business zoning which was created with consideration of a large amount of public input from Hog Island residents. Work Home Business zoning promotes owners and their family living onsite. By not requiring the owner to live onsite, immediate oversight and accountability for activity on the property is removed.
- Changing the allowed primary use to light industry 6.1.9.B.1.a.ii “bulk storage and distribution facilities for fuels, explosives, pesticides, solvents, corrosives” and heavy industry 6.1.9.C.1.a.iv “paving, excavation, hauling and other contracting services involving heavy equipment” will result in excessive noise, air and ground pollution. Please carefully consider feedback received

from Public Works Project manager, Mr. Colligan “the subject region contains some of the most pristine groundwater sources in southern Teton County. The area is included in the 2024 Teton County Water Quality Management Plan’s (WQMP) proposed protection overlays for surface and groundwater.” Additionally, by narrowing the scope to just these two specific categories within light and heavy industry demonstrates how the applicant has tailored this application to his needs.

- The proposed amendment detracts from the health, safety, and general welfare of the residents within Work Home Business by proposing the conversion of residential lots with accessory home business into commercial lots for primary heavy industrial use with accessory employee housing. Allowing at least three acres of heavy industrial activity, including paving, excavation, hauling and other contracting services involving heavy equipment, adjacent to Munger Elementary, increasing the potential for conflict between heavy industry, and the elementary school.
- Three acres is not small when 10 of the 14 (70%) of the included properties are at least 2 acres. The proposal will allow for the development of no less than 30 acres of commercial use on Hog Island, all adjacent to Highway 89.
- Allowing these properties to become commercial lots with heavy industrial use does not protect the scenic open space at the roadside of Highway 89 and Jackson’s southern gateway.

Brothers Jesse and Tom are owner/operators of Eastman Excavation & Timberworks. They provide services such as fixing broken water mains, snow removal and dropped everything when called to help with the Teton Pass landslide. We understand the challenges of running a business in Teton County. We understand the need for ours and other contractor businesses. However, when we purchased property on Ross Lane and began building our homes in 2013, Teton County made it abundantly clear the properties primary use MUST BE residential. We are limited to having three employees, we are required to live on-site, we are required to park ALL equipment inside a building, these are some of the regulations applied to us and neighbors with businesses. Our home and the neighboring homes at Ross Lane are excellent examples of the ‘working family residential character’ described for Hog Island in the Comprehensive Plan.

The addition of commercial heavy industrial use within the Hog Island Home Business zone, as proposed by Ridgeline Excavation’s owner Kirk Hogan with AMD2025-0001, will significantly detract from the Hog Island scenic corridor’s rural residential character. It will ruin our neighborhood and will change Jackson’s southern gateway into an extension of South Park Business Park.

Sincerely
The Eastman Family

2012 + Future Desired Characteristics

South Highway 89 is the most appropriate location in the community to promote light industrial uses. It is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south, the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use. Interspersed with these light industrial home businesses are industrial government uses that require significant land.

While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged. While light industrial development is suitable throughout the district, it should be designed and located to protect wildlife habitat, wildlife movement, and scenic open space to the extent possible. Development and redevelopment should avoid crucial wildlife habitat and movement corridors in hillside and riparian areas. Appropriate wildlife crossings or other mitigation of wildlife-vehicle collisions should also be implemented.

Policy Objectives

Common Value 1: 1.1.b: Protect wildlife from the impacts of development

Ecosystem Stewardship 1.1.c: Design for wildlife permeability

1.3.b: Maintain expansive hillside and foreground vistas

Common Value 2: 3.2.b: Locate nonresidential development in Complete Neighborhoods

Growth Management

Common Value 3: 5.3.b: Preserve existing workforce housing stock

Quality of Life 6.2.c: Encourage local entrepreneurial opportunities

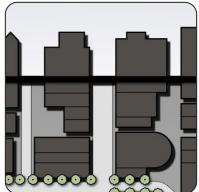
6.2.d: Promote light industry

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



Character Defining Features

7.1: South Park Business Park

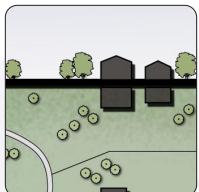


Village Center Form

This STABLE Subarea is defined by light industry and protection of light industrial opportunities is the priority. Light industrial development and redevelopment will be promoted. Bulk, scale, and use allowances will first and foremost accommodate light industry and heavy retail. A secondary goal is to enhance the appearance of the highway corridor as a gateway. Development should be located, designed and landscaped to provide as scenic a corridor as possible, given the industrial priority. The limited local convenience commercial that exists should be maintained with enhanced connection to Southern South Park (Subarea 10.1). Residential units should continue to be accessory to industrial uses or incorporated as live/work units. While these units may not be appropriate for all households because of the industrial priority of the subarea, they do provide workforce housing opportunities. Livability of these units should be maximized to the extent possible given the industrial priority through design and provision for pedestrian connections to public land, local convenience commercial, and bike paths. As wildlife also depend on the hillside and move across the highway in this subarea, attention should be given to wildlife permeability through development and across the highway.



7.2: Hog Island Home Business



Conservation Form

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1), although the gravel and concrete and heavy government uses will continue to be appropriate. Nor should it transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.



View of existing residential property with accessory business in "Work Home Business" zoning



View of existing contractor yard proposed for addition to "Work Home Business zoning"





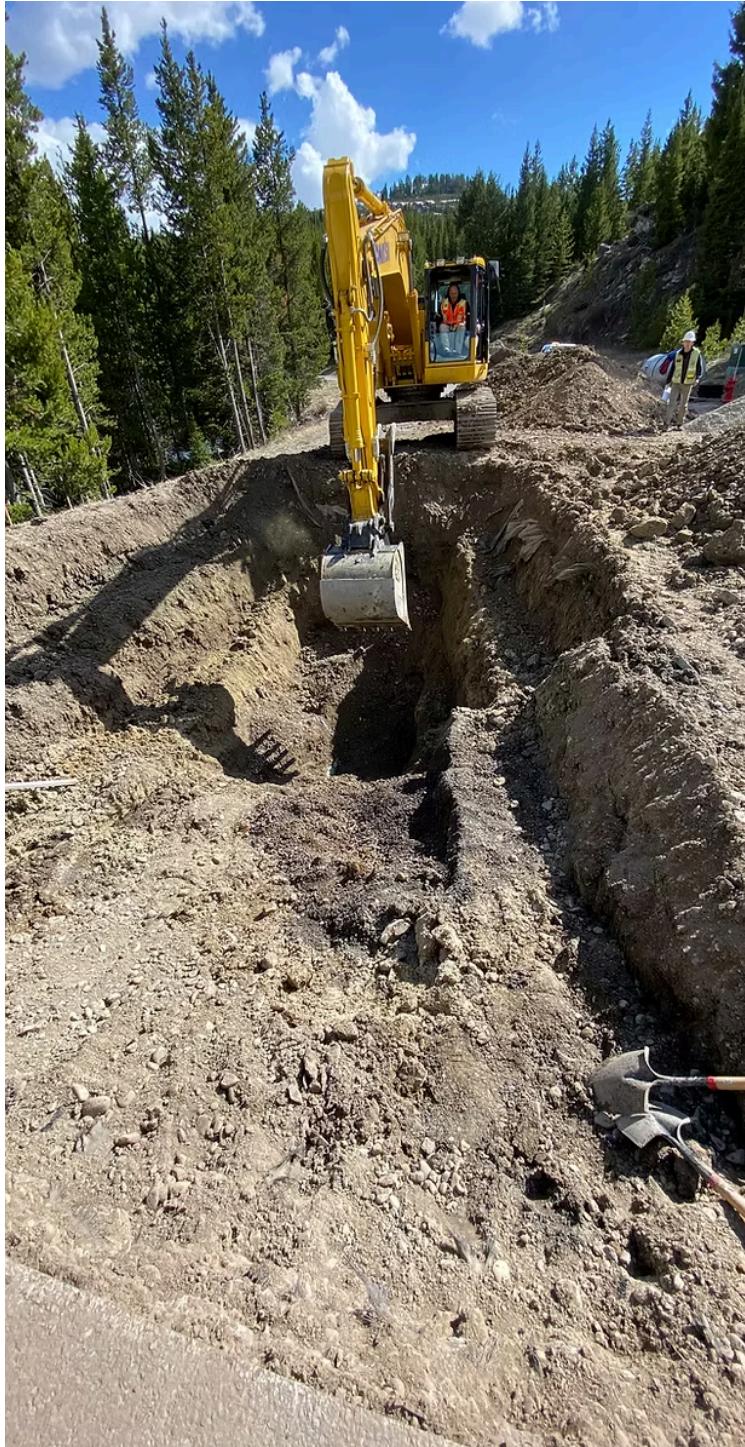
RIDGELINE EXCAVATION

Jackson, WY - Bozeman, MT

Get In Touch

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admin@ridgelineexcavation.com 307.733.4050



BACKGROUND

Ridgeline Excavation, Inc.

Ridgeline Excavation Inc. was started in 2003 by Liv and Shilah Dalebout. Liv and Shilah built a successful company that grew from excavation into utilities, grading, and snowplowing. The company grew each year and in 2020 Liv began transitioning out of the company.

Ridgeline Excavation is now owned and managed by Kirk Hogan and has expanded the operations from not only Jackson, WY but into Big Sky, MT as well. Kirk is a 1997 graduate from Montana State University with a B.S. in Civil Engineering. Kirk's experience is diverse, and he has been in construction since graduating, working on jobs up to \$1.5B.

Currently Ridgeline Excavation employs 50 people and has one of the largest equipment fleets in the Teton County. Despite our growth over the past 21 years, there is still no job too small for Ridgeline. We pride ourselves on quality and performing work that got us to where we are today.



September 8, 2025

Dear Chair Newcomb, County Commissioners and Ms. Monroe,

Subject: Opposition to the Workforce Home Business LDR Amendment (AMD 2025-0001)

The Jackson Hole Conservation Alliance respectfully opposes the proposed Workforce Home Business (WHB) LDR amendment. This change would fundamentally alter the intent of the WHB zoning district by allowing industrial uses as primary, rather than accessory uses. This proposal not only changes the community's agreed upon character of this district, but the increased intensity of the proposed use will be detrimental to water quality, wildlife permeability, the nearby wildlife underpass, NRO habitats and the scenic values of the South Highway 89 corridor.

The proposal is contradictory to both the Comprehensive Plan and the intention of LDR provisions.

- The Comprehensive Plan (Section 7.2) - emphasizes preserving the long-term residential character of the Hog Island subarea, with home businesses as **accessory uses**, not primary ones.
- Land Development Regulations (Section 2.2.2.A.1) -

Intent. Desired Future Character. Future development and use that occurs in the Workforce Home Business (WHB) zone should allow for the exercise of property rights in a way that facilitates opportunities for workforce home businesses in a **residential setting. Detached single-family residential is the preferred primary use** with accessory home business uses and accessory residential units. Lots shall be large enough to accommodate more intense home business uses and accessory outbuildings while also **providing for wildlife permeability and an abundance of landscape over built form** (emphasis added).

Section 2.2.2.A.1 of the LDRs clearly establishes that single-family residential is the primary use in the WHB district, with home businesses and ARUs as secondary, accessory uses. Development must also maintain wildlife permeability, with undeveloped areas exceeding developed areas. The proposed amendment would

increase development intensity, fundamentally altering the intended character of the WHB zone and diminishing both wildlife connectivity and open space.

This proposal would intensify industrial uses in a location that is both visually prominent and environmentally sensitive. Allowing more intensive industrial activity here would not only compromise these sensitive resources but also conflict with the long-standing community vision for responsible growth and resource protection.

- Mid- to High-Tier Natural Resources Overlay (NRO) - All properties affected by this amendment lie within the mid- to high-tier Natural Resource Overlay (NRO), which signifies a higher concentration of critical wildlife habitat and sensitive natural resources. These areas are intended for heightened protection, not increased development intensity. **Allowing more intensive uses here would undermine the purpose of the NRO and jeopardize the ecological integrity these regulations were designed to safeguard.**
- Wildlife Crossing - The proposed amendment affects properties located within ½ mile of a designated wildlife crossing, which triggers the requirements of LDR Section 5.2.1.B.7 to maintain wildlife permeability. **Increasing development intensity in this area would directly undermine this requirement** by reducing undeveloped land and restricting safe wildlife movement through this critical corridor.
- Water Quality - The Water Quality Management Plan (WQMP) **identifies this area as a surface and groundwater protection zone**, where industrial uses are specifically discouraged due to the high vulnerability of these resources. Approving this amendment would directly conflict with the recommendations of the recently adopted WQMP and could result in significant, long-term impacts to water quality.
- Scenic Resources Overlay (SRO) - All affected properties are located within the South Highway 89 Scenic Area, where the LDRs (Section 5.3.2.B.3.d.ii) identify the **area's key values as the “broad meadows and panoramic views”** west of Highway 89. Today, this corridor remains largely open, punctuated only by small-scale development. Any increase in intensity would erode this defining landscape and directly conflict with the stated purpose of the SRO to “preserve and maintain the County’s most frequently viewed scenic resources.”

Both the community and the Board of County Commissioners have recognized the need to review the Business Park (BP) zoning district, where most industrial uses are intended to occur. Unfortunately, this important work has been repeatedly delayed. It would be shortsighted and inequitable to bypass that process and allow industrial uses in the WHB district simply to accommodate a single applicant. **Completing the BP zoning review should be the priority to**

ensure industrial uses are located appropriately and consistent with the Comprehensive Plan. Amending the WHB zone now would undermine that effort, preempt critical analysis, and set a troubling precedent for piecemeal zoning changes.

The most responsible path forward is to deny this amendment and direct staff to initiate the long-overdue review of the Business Park zoning district. This approach respects community values, protects sensitive resources, and ensures industrial uses are located in appropriate areas through a transparent, comprehensive process.

Thank you for your thoughtful consideration and commitment to the long-term vision of Teton County.

Sincerely,

A handwritten signature in black ink that reads "Amy Kuszak". The signature is fluid and cursive, with "Amy" on the top line and "Kuszak" on the bottom line.

Amy Kuszak
Community Planning Director

From: [Rosi de Haan](#)
To: [Erin Monroe](#)
Subject: MT-WY Capital LLC - AMD2025-0001
Date: Friday, September 12, 2025 10:41:36 AM

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Good morning Erin,

Here is what I want to send to the County Commissioners. Let me know, what you think.

Thanks
Rosi

To the Teton County Commission:

RE: Amend WHB zoning to allow light and heavy industrial use/ factual rezoning from WHB to Industrial use

My name is Rosi de Haan. My husband and I live on Robertson Ln., I have been living there for over 26 years, my husband over 40 years.

It has not been a long time since we have been through the fight to have the WY Department of Transportation reduce the scale and impact on our neighborhood when an apartment complex was proposed.

Now the owner of Ridgeline Excavation wants to change our neighborhood. The applicant asks you to allow to run Heavy Industrial contractor businesses within the WHB zone. According to the Teton County letter that we received:

"These uses are prohibited in the WHB zone". Prohibited means, it is not allowed, you cannot do it. It's very clear.

I don't understand why this is even up for debate.

It is inconceivable to me that the applicant feels that he can ask to change the rules for half of Hog Island for his own benefit - incl. an 84 acres lot, that is adjacent to the Munger Mountain Elementary School and Bridger Teton National Forest.

When I attended the Planning Commission meeting in August, a few facts caught my attention:

1. According to Teton County Clerk records MT-WY Capital LLC, doing business as Ridgeline Excavation purchased a lot down by Hwy 89 on Ross Lane in March 2024 from the Ross family. According to County records the Ross family holds a mortgage on the property in the amount of \$1.2 Million. The same family has written letters of support.
2. The new owner and the previous owner of the property were fully aware what the zoning for the lot and our neighborhood is: WHB – Workforce Home Business. That zoning was established and implemented just a couple of years before the purchase – in 2022. It was a big effort, everybody received letters and was asked to comment. It's a special zoning that allows homeowners to operate certain businesses from their homes while maintaining a residential character.
3. The zoning was disregarded by the applicant. There were complaints brought to the County about the use of the lot. It turned out that the applicant was in code violation. According to County Planning & Building records, applicant wanted to use the lot as a yard for storing equipment and materials for the PEARL STREET/CACHE STREET job in down town Jackson. Also, he wanted to have materials delivered to the lot from the manufacturer to be used as needed for the job site.
The County informed the applicant in July 2024 that this use was prohibited under the zoning and that: "The developer of the Cache & Pearl project is responsible for ensuring the necessary staging space on the project site or other location as is allowed by the Town of Jackson LDRs."

In other words , applicant used the lot in a manner that was inconsistent with the zoning to accommodate the developer.

The property owners/developer of the Pearl Street/Cache Street project is Crystal Creek Capital. They are constructing a three story, 68,000 square-foot building for profit.

I don't think that our neighborhood nor Teton County needs to accommodate their investment project needs.

4. The applicant claimed at the presentation at the Planning Commission meeting that Ridgeline Excavation needs the use of the property to maintain a presence in the county. A place from where to serve the community, specifically to store equipment for fixing water lines and snow plowing. Applicant said that he has contracts with Teton County.

I don't know how contracts are rewarded in Teton County. Did the applicant have to ascertain, that he can operate out of Teton County? Is a Teton County presence preferred? If yes, how can applicant claim that he needs the use of that property in order to keep the operation in Teton County, when he probably asserted that he could do that before he was rewarded the contracts?

Ridgeline Excavation has a place of business in a dedicated business park, Cornerstone Business Park Subdivision by Hwy. 89 in Teton County. Applicant was able to serve the community from there for the last 10 + years.

5. Applicant claims that there are already other non-conforming uses/businesses along Hwy. 89.

But those were there BEFORE the zoning was changed in 2022 - they are grandfathered.

If you allow Industrial use, that means:

Running heavy equipment, paving, stockpiling potentially dangerous materials. It means more traffic, pollution, congestion, fumes, noise. Back-up alarms from 7am to 10pm.

The following could be allowed under the proposed new rules:

Regarding potential impacts: the applicant's proposed language which could allow for a wide range of uses currently allowed under Light and Heavy Industry, if they are a "contractor business". Examples include:

1. sheet metal fabrication and woodwork
2. building contractors and special trade contractors such as cabinetry, carpet and flooring, insulation, roofing, mechanical, and plumbing and heating
3. processing and packaging of meat and game
4. wholesale sales and distributors
5. welding and machine shops
6. industrial laundries and laundry services
7. food service and distribution
8. cleaning and janitorial service and supply
9. truck and transport terminals
10. **bulk storage and distribution facilities for fuels, explosives, pesticides, solvents, corrosives**
11. disinfecting or pest control services
12. **paving, excavation, hauling and other contracting services involving heavy equipment**
13. **maintenance and repair of trucks and heavy equipment**
14. **lumber milling**
15. stone, clay, and glass product manufacturing

I am not alone, when I say, that you cannot change the rules every other year.

There needs to be [predictability and trust](#) in the rules and the law.

Once you allow Ridgeline Excavation to change the rules to allow heavy industrial use you set a **PRECEDENT** and you open the door for the next person who wants to run e. g. a lumber mill right next door or store fuel, explosives or pesticides.

I asked you to deny the application of MT-WY Capital LLC.

Thank you for taking the time to read this.

Rosi de Haan
Hog Island, Jackson, Wyoming

From: [Rosi de Haan](#)
To: [Natalia Macker](#); [Luther Propst](#); [Len Carlman](#); [Mark Newcomb](#); [Wes Gardner](#); [Erin Monroe](#)
Subject: MT-WY Capital LLC - AMD2025-0001
Date: Monday, October 6, 2025 1:11:02 PM

Some people who received this message don't often get email from rosidhaan@charter.net. [Learn why this is important](#)

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To the Teton County Commission:

Unfortunately I could not attend the meeting on 09/23/25. I had to work that day – like most of my neighbors out here. I was following at times online, but I had technical problems when I wanted to add to public comment. My comment would have been to read the letter that I had already sent you on 09/15/25.

I wanted to add a couple of points to my letter:

Applicant has been showing pictures of Hunt Construction as an example of a quasi "industrial use" in the area.

I wanted to point out that parents of students of the adjacent Munger Mountain Elementary School had complained about the fumes coming from this site and blowing over the school and playground.

Subsequently the property was sold in July of this year. This site will be cleared off of any equipment, etc. by the spring of next year. There will be no more "industrial use".

Also, WHB zoning requires that the property owner lives ON SITE, and owner is allowed to run a small business with e.g. a warehouse on the lot.

Applicant used the property for storing materials and equipment for the CACHE CREEK/PEARL ST. project - violating the zoning requirements. Now applicant is planning on using the site for parking equipment and employee housing. This is inconsistent with the zoning requirements, that were established just a couple of years ago, in 2022 and had to be followed by everybody else since.

Last: The size of the applicant's lot is 2.7 acres. The zone change will affect hundreds of acres, just because ONE property owner does not like the current rules.

I ask you to deny this application.

Thank you for your time.

Rosi de Haan
Hog Island, WY

From: [Trevor Allen](#)
To: [Erin Monroe](#); [Kirk Hogan](#)
Subject: Ridgeline Excavation, resident letter for tomorrow's meeting
Date: Monday, October 6, 2025 9:33:00 PM

[You don't often get email from trevorallen@gmail.com. Learn why this is important at <https://aka.ms/LearnAboutSenderIdentification>]

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Hi Erin, I hope this email finds you doing well. I read the article in the Jackson Hole news and guide, I've been a Teton county resident for eight years. I am on the HOA board of a local HOA and we had a water main break in June. The town came out and we immediately shut the water off because it was flooding the road and some residences. I started calling excavation companies in to get it fixed on an emergency basis, I got a list from the town public works department who had representatives on site. I called the entire list. It was about eight or nine providers and I got the same message over and over again. We don't have equipment locally sorry we can't help you. We were in a serious pickle until Ridgeline was the only company that had the necessary equipment, nearby and the availability to come out and do the emergency repairs. We live on a narrow road in East Jackson with 24 residences. The break was at the beginning of our neighborhood and had it not been for the availability of equipment locally and Kirk's quick actions, we would have been in serious trouble. An answer of our equipment is in Alpine is really not acceptable and I got that answer several times I also got several no thank you from various excavation companies because their equipment was in Wilson. Having Ridgeline be able to park equipment so close to town on their property above the highway where many others also park equipment I think is a crucial safety requirement of the county and serving its residents. They also have invested in equipment other excavation companies doesn't have so they can do specialty safety related repairs like ours when others don't have that equipment. I think the county allowing them to use their land for equipment is essential.

Thank you,

Trevor Allen
404 936 8021
490 Henley Road
Jackson, WY 83001

From: [DIANNA ROSS](#)
To: [Erin Monroe](#)
Subject: SUPPORT FOR AMD-0001
Date: Friday, August 1, 2025 9:50:20 AM

You don't often get email from diannakaye@live.com. [Learn why this is important](#)

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ERIN MONROE,

WE ARE WRITING IN SUPPORT OF THE ABOVE NAMED PROPOSAL. IT FITS PERFECTLY WITHIN THE NEIGHBORHOOD AND PROVIDES ESSENTIAL SERVICES FOR THIS VALLEY.

THE CONTRACTOR SEEKING THIS AMENDMENT DOES CRITICAL WORK FOR THIS COUNTY (SNOW REMOVAL, ROADWORK, SEWER, WATER LINES AND EXCAVATION). THEY HAVE THE EQUIPMENT AND EXPERTISE NECESSSARY IF THIS COUNTY WERE HIT WITH A NATURAL DISASTER.

THERE ARE MANY CONTRACTOR YARDS ALONG HWY 89 INCLUDING 3 WY HWY SITES, 6 TETON COUNTY SITES(LANDFILL, WEED AND PEST, SHOOTING RANGE, DOG POUND, RECYCLE CENTER AND A SCHOOL) 8 CONTRACTOR YARDS, GRAVEL PIT, 6 BUSINESSES ON KDC LANE, THERE IS ALSO A TRAILER PARK ON HWY 89.

ROSS LANE HAS A CONTRACTOR YARD, A CLEANING BUSINESS AND A LANDSCAPE BUSINESS. NEXT DOOR ON COWBOY WAY THERE IS A CONTRACTOR YARD AND COMMERCIAL CORRALS FOR BULLS AND HORSES FOR THE RODEO.

MR. HOGAN HAS BEEN A VERY GOOD NEIGHBOR TO OUR FAMILY AND TO ANYONE IN THE AREA WHO HAVE NOT MADE UP THEIR MIND TO HATE HIM.

ANY QUESTIONS ABOUT SCENIC OVERLAY HAVE BEEN LONG ANSWERED WITH THE BUSINESSES ALONG THE HWY 89 CORRIDOR.

SINCERELY, DIANNA ROSS, LANE ROSS

Dear Teton County Elected and Appointed Officials,

We are writing to provide public comment on the LDR Text Amendment AMD2025-0001 submitted by Kirk Hogan, owner of Ridgeline Excavation. We urge the Planning Department and Board of County Commissioners to uphold and enforce the current Work Home Business zoning created as part of the Jackson and Teton County Long Range Planning. To quote directly from Teton County Comprehensive Plan, 7.2 Hog Island Home Business zoned area is a **stable area** “defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. **This subarea should not transition into an industrial area like South Park Business Park** (Subarea 7.1)”

We ask you consider several factors that render this application unable to be approved

1. The proposal goes against the Comprehensive Plan for Sub Area 7.2 Hog Island. Per the Comprehensive Plan, industrial character should decrease in intensity from north in South Park Business Park to south in Hog Island. The proposed amendment detracts from the health, safety, and general welfare of the residents within Work Home Business by proposing the conversion of residential lots with accessory home business into commercial lots for primary heavy industrial use with accessory employee housing. This proposal will potentially result in excessive noise, air or ground pollution, storage of hazardous/toxic chemicals; as well as negatively impact the scenic value along Jackson’s southern gateway. It is our understanding; this amendment would require a change to the Comprehensive plan before it can be approved.
2. The proposal is not consistent with the purpose of the Work Home Business zoning adopted in 2022, created with consideration of a large amount of public input from Hog Island residents. The amendment proposes an accessory ARU for employee housing, a stark difference from a primary residential use or an owner operator’s home. Currently, Work Home Business zoning promotes owners and their family living onsite, creating immediate oversight and accountability. This amendment removes the owner’s immediate oversight and accountability for activity on the property.
3. This area has not been defined as an area suitable for large, three-acre, contractor yards. Three acres is not small when 10 of the 14, or 70%, of the included properties are two or more acres in size. Allowing these properties to become commercial lots with heavy industrial use does not protect the scenic open space at the foreground along the north eastern roadside of Hog Island and Jackson’s southern gateway.
4. The proposed amendment is being made because Kirk Hogan *did not do his due diligence*. He is asking Teton County to void all the hard work done by County employees and ignore owners’ input from the 2022 rezone to suits *his* needs.

We are owner/operators of a local contracting business who provide services such as snow removal, fixing broken water mains and dropped everything when called to help with the Teton Pass landslide. Our home, adjacent to Kirk Hogan’s lot, is an excellent example of the ‘working family residential character’ desired for Hog Island. The addition of commercial heavy industrial development within the Hog Island Home Business zone, as proposed by Ridgeline Excavation’s owner Kirk Hogan with AMD2025-0001, will significantly detract from the Hog Island scenic corridor’s rural residential character, allowing for Jackson’s southern gateway to become an extension of South Park Business Park.

Sincerely
The Eastman Family

2012 + Future Desired Characteristics

South Highway 89 is the most appropriate location in the community to promote light industrial uses. It is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south, the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use. Interspersed with these light industrial home businesses are industrial government uses that require significant land.

While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged. While light industrial development is suitable throughout the district, it should be designed and located to protect wildlife habitat, wildlife movement, and scenic open space to the extent possible. Development and redevelopment should avoid crucial wildlife habitat and movement corridors in hillside and riparian areas. Appropriate wildlife crossings or other mitigation of wildlife-vehicle collisions should also be implemented.

Policy Objectives

Common Value 1: 1.1.b: Protect wildlife from the impacts of development

Ecosystem Stewardship 1.1.c: Design for wildlife permeability

1.3.b: Maintain expansive hillside and foreground vistas

Common Value 2: 3.2.b: Locate nonresidential development in Complete Neighborhoods

Growth Management

Common Value 3: 5.3.b: Preserve existing workforce housing stock

Quality of Life 6.2.c: Encourage local entrepreneurial opportunities

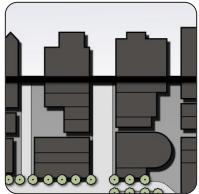
6.2.d: Promote light industry

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



Character Defining Features

7.1: South Park Business Park

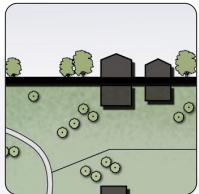


Village Center Form

This STABLE Subarea is defined by light industry and protection of light industrial opportunities is the priority. Light industrial development and redevelopment will be promoted. Bulk, scale, and use allowances will first and foremost accommodate light industry and heavy retail. A secondary goal is to enhance the appearance of the highway corridor as a gateway. Development should be located, designed and landscaped to provide as scenic a corridor as possible, given the industrial priority. The limited local convenience commercial that exists should be maintained with enhanced connection to Southern South Park (Subarea 10.1). Residential units should continue to be accessory to industrial uses or incorporated as live/work units. While these units may not be appropriate for all households because of the industrial priority of the subarea, they do provide workforce housing opportunities. Livability of these units should be maximized to the extent possible given the industrial priority through design and provision for pedestrian connections to public land, local convenience commercial, and bike paths. As wildlife also depend on the hillside and move across the highway in this subarea, attention should be given to wildlife permeability through development and across the highway.



7.2: Hog Island Home Business



Conservation Form

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1), although the gravel and concrete and heavy government uses will continue to be appropriate. Nor should it transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.



From: [lane ross](#)
To: [Erin Monroe](#)
Subject: AMD2025-0001
Date: Friday, August 1, 2025 11:11:09 AM

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Sent from my iPad
Erin Monroe,

I am writing in support of AMD2025-001 and Kirk Hogan. I believe there is a serious lack of available areas for certain businesses in Teton County. While it is commendable that people in this area are allowed to run a business out of their home or home property, there are certain types of business that require more than a small addition or garage. There are several of these in this immediate area. Some have applied for and received conditional use permits to accommodate the nature of their business. Ridgeline is in this category but has not been afforded that consideration. There are two other excavation companies and a landscaping company on the adjoining properties. Having seen Mr. Hogan's plan, I think it is a first class proposal and would fit right in with what exists now. This is a citizen trying to find a reasonable place to park and service his machinery in order to fulfill his obligations for his customers and contracts. Contrary to some opponents comments, it will not be a toxic or hazardous waste dump or an explosives depository.

The Wyoming Highway Department has supposedly taken care of wildlife safety and migration through installation of an eight foot high fence on each side of the roadway.

Damage to scenic values was compromised long ago. Drive down highway 89 and take a snapshot through Eastman's shop.

Kirk Hogan and Ridgeline have done more for improvement of the neighborhood than any other resident who lives there. Not to mention their involvement in roads, snow plowing, water and sewer installation, maintenance, repair and general excavation which benefits practically everyone in the county. It appears to me that they are being singled out and discriminated against .

That early morning/late night back-up alarm you hear just might be someone removing snow from your county road.

Lane & Dianna Ross

From: [lee.judge](#)
To: [Erin Monroe](#)
Subject: Proposal to Amend WHB zoning to allow Light and Heavy Industrial Contractor Uses
Date: Wednesday, July 30, 2025 5:49:25 PM

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To the Teton County Planning Commission:

RE: Proposal to Amend WHB zoning to allow light and heavy industrial use/ factual
rezoning from WHB to Industrial

I have lived on Robertson Lane for the last 35 years and I am opposed to the proposed request to amend the zoning from WHB to Industrial Contractor uses.

The owner of Ridgeline Excavation knew when they purchased the property that it was zoned WHB. It is neither just, nor fair, to long time home owners to change the zoning for one owner, especially after we just went through zoning changes in our area. Their request does nothing to enhance the area, nor does it fit in to the plan for Teton County.

It feels like we have been under attack for years in our quiet, rural, residential area. We were railroaded into the WYDOT building and now have to face the building of condos in a single family neighborhood. The impact is going to be huge - from quadrupled traffic, to the potential water loss, to the loss of grazing ground for our local herd of deer and moose. The proposed zoning change will just bring more of the same issues.

Please do not further denigrate our rural neighborhood any more than it has been by allowing the proposed zoning change. It would also set a dangerous precedent to allow all owners to request zoning changes for personal benefit and financial gain. That defeats the entire purpose of the master plan for Teton County.

Please say no to the proposed zoning change.

Sincerely,
Lee Judge
7645 Robertson Lane
Hog Island

From: [Randy Shacket](#)
To: [Erin Monroe](#)
Subject: Hog Island Zoning Ammendment
Date: Friday, August 1, 2025 3:52:37 PM

You don't often get email from randyshacket@gmail.com. [Learn why this is important](#)

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To whom this may concern:

Hello, my name is Randy Shacket. My wife, Robye Heron and I own the property at 850 Hog Island Rd. The following statement is intended to be entered in the public comment on the issue of the proposed zoning change in the Hog Island area.

It has not been a long time since we have been through the fight to have the WY Department of Transportation reduce the scale and impact on our neighborhood when an apartment complex was proposed.

Now the owner of Ridgeline Excavation wants to change our neighborhood. MT-WY Capital LLC, doing business as Ridgeline Excavation purchased a lot down by Hwy 89 in 2024, knowing full well that the zoning for our neighborhood is: WHB. That zoning was established and implemented just a couple of years before that – in 2022.

Ridgeline Excavation has been around for a long time. The former owners of that company live right across the street from the lot that Ridgeline Excavation recently purchased. They were fully aware of what the zoning was.

Now Ridgeline Excavation wishes to run its excavating business out of that location. They want to change the wording of the WHB zoning to allow industrial use.

That means:

Running heavy equipment, paving, stock piling potentially dangerous materials.

That means more traffic, pollution, congestion, fumes, noise. Back-up alarms from 7am to 10pm.

Apparently the following could be allowed under the proposed new rules:

Regarding potential impacts: the applicant's proposed language which could allow for a wide range of uses currently allowed under Light and Heavy Industry, if they are a "contractor business". Examples include:

1. sheet metal fabrication and woodwork
2. building contractors and special trade contractors such as cabinetry, carpet and flooring, insulation, roofing, mechanical, and plumbing and heating
3. processing and packaging of meat and game
4. wholesale sales and distributors
5. welding and machine shops
6. industrial laundries and laundry services
7. food service and distribution
8. cleaning and janitorial service and supply
9. truck and transport terminals
10. bulk storage and distribution facilities for fuels, explosives, pesticides, solvents, corrosives
11. disinfecting or pest control services
12. paving, excavation, hauling and other contracting services involving heavy equipment
13. maintenance and repair of trucks and heavy equipment
14. lumber milling
15. stone, clay, and glass product manufacturing

Regarding potential impacts: the applicant's proposed language which could allow for a wide range of uses currently allowed under Light and Heavy Industry, if they are a "contractor business". Examples include:

We pay a high price for living here, high property taxes, & insurance, high cost of living. All we want is to live in peace and quiet.

What authority brought it upon Ridgeline Excavation to propose a change of the zoning for half of the Hog Island neighborhood? Incl. an 84 acre parcel ([7675 S Hwy 89](#)), which is located right by the Munger Mountain Elementary School and Bridger National Forest?

And a 246 acre parcel ([7305 S Hwy 89](#)) that is zoned agricultural, which is used for cattle ranching and haying, the quintessential Jackson Hole!

I have been in contact with the responsible county representative, who explained to me, that the proposal did not actually come from the county, in fact it came from the applicant.

I am not alone, when I say, that you cannot change the rules every other year. There needs to be **predictability and trust** in the rules and the law.

Once you allow Ridgeline Excavation to change the rules to allow heavy industrial use you set a **PRECEDENT** and you open the door for the next person who wants to run e. g. a lumber mill right next door or store fuel, explosives or pesticides.

Applicant claims there are other business along Hwy 89 for e. g. a landscaping business. But these were there BEFORE the zoning was changed in 2022! These are grand-fathered!

The owner of Ridgeline Construction or MT-WY Capital LLC says, he would like to benefit the community by “identifying” places for industrial use. The truth is however that he would like to benefit and profit himself and expand his business at the expense of the Hog Island community.

What else is scarce in Teton County? Private land. Only about 3% of the land in Teton County is privately owned.

Ridgeline Excavation has a place of business in a dedicated business park, Cornerstone Business Park Subdivision by Hwy. 89.

They should make do with what they've got. Like everybody else.

Thanks for taking the time to read this.

Randy Shacket and robye heron

Hog Island, WY

From: [Rosi de Haan](#)
To: [Erin Monroe](#)
Subject: Proposal to Amend WHB zoning to allow Light and Heavy Industrial Contractor Uses
Date: Wednesday, July 30, 2025 11:11:47 AM

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

To the Teton County Planning Commission:

RE: Proposal to Amend WHB zoning to allow light and heavy industrial use/ factual rezoning from WHB to Industrial

My husband and I live on Robertson Ln., I have been living there for over 26 years, my husband over 40 years.

It has not been a long time since we have been through the fight to have the WY Department of Transportation reduce the scale and impact on our neighborhood when an apartment complex was proposed.

Now the owner of Ridgeline Excavation wants to change our neighborhood. MT-WY Capital LLC, doing business as Ridgeline Excavation purchased a lot down by Hwy 89 in 2024, knowing full well that the zoning for our neighborhood is: WHB. That zoning was established and implemented just a couple of years before that – in 2022.

Ridgeline Excavation has been around for a long time. The former owners of that company live right across the street from the lot that Ridgeline Excavation recently purchased. They were fully aware of what the zoning was.

Now Ridgeline Excavation wishes to run its excavating business out of that location. They want to change the wording of the WHB zoning to allow industrial use.

That means:

Running heavy equipment, paving, stock piling potentially dangerous materials.

That means more traffic, pollution, congestion, fumes, noise. Back-up alarms from 7am to 10pm.

Apparently the following could be allowed under the proposed new rules:

Regarding potential impacts: the applicant's proposed language which could allow for a wide range of uses currently allowed under Light and Heavy Industry, if they are a “contractor business”.

Examples include:

1. sheet metal fabrication and woodwork
2. building contractors and special trade contractors such as cabinetry, carpet and flooring, insulation, roofing, mechanical, and plumbing and heating
3. processing and packaging of meat and game
4. wholesale sales and distributors
5. welding and machine shops
6. industrial laundries and laundry services
7. food service and distribution
8. cleaning and janitorial service and supply
9. truck and transport terminals
10. **bulk storage and distribution facilities for fuels, explosives, pesticides, solvents, corrosives**
11. disinfecting or pest control services
12. **paving, excavation, hauling and other contracting services involving heavy equipment**
13. **maintenance and repair of trucks and heavy equipment**
14. **lumber milling**
15. stone, clay, and glass product manufacturing

Regarding potential impacts: the applicant's proposed language which could allow for a wide range of uses currently allowed under Light and Heavy Industry, if they are a "contractor business". Examples include:

We pay a high price for living here, high property taxes, & insurance, high cost of living. All we want is to live in peace and quiet.

What authority brought it upon Ridgeline Excavation to propose a change of the zoning for half of the Hog Island neighborhood? Incl. an 84 acre parcel (7675 S Hwy 89), which is located right by the Munger Mountain Elementary School and Bridger National Forest?

And a 246 acre parcel (7305 S Hwy 89) that is zoned agricultural, which is used for cattle ranching and haying, the quintessential Jackson Hole!

I have been in contact with the responsible county representative, who explained to me, that the proposal did not actually come from the county, in fact it came from the applicant.

I am not alone, when I say, that you cannot change the rules every other year. There needs to be **predictability and trust** in the rules and the law.

Once you allow Ridgeline Excavation to change the rules to allow heavy industrial use you set a **PRECEDENT** and you open the door for the next person who wants to run e. g. a lumber mill

right next door or store fuel, explosives or pesticides.

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The owner of Ridgeline Construction or MT-WY Capital LLC says, he would like to benefit the community by “identifying” places for industrial use. The truth is however that he would like to benefit and profit himself and expand his business at the expense of the Hog Island community.

What else is scarce in Teton County? Private land. Only about 3% of the land in Teton County is privately owned.

Ridgeline Excavation has a place of business in a dedicated business park, Cornerstone Business Park Subdivision by Hwy. 89.

They should make do with what they've got. Like everybody else.

Thanks for taking the time to read this.

Rosi de Haan
Hog Island, WY

From: [Slade Ross](#)
To: [Erin Monroe](#)
Subject: AMD2025-0001
Date: Thursday, July 31, 2025 5:44:23 PM

You don't often get email from sladeross@msn.com. [Learn why this is important](#)

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Erin Monroe,

I am writing in support of AMD2025-0001. I believe that this business fits perfectly with existing use and would only enhance the area. There are multiple contractor yards already in existence, WY DOT, Teton County Weed and Pest, Munger Mountain School, TLC, and many more.

The contractor seeking the amendment provides a critical service for this community. They provide snow removal, road work, sewer line work, excavation for small and large projects, etc. Not to mention the equipment and expertise that would be critical in this community should we have any number of natural disasters. We should be trying to keep these types of businesses and people in our community not running them off.

Mr. Hogan in particular has seemed to be a very conscientious neighbor who only wants to make the neighborhood better. He is easy to get along with and willing to do what it takes to make his proposal a success.

Opposition to this proposal should be seen with a critical lens as they are most likely coming from competitors or people who simple don't want anything "in my back yard".

I am a long time local and my family homesteaded the area of concern. This gives me no more standing than anyone else, other than I am very close to the proposed property, but it's a good thing my ancestors did not exhibit this type of mentality because nobody would live in the southern end of Teton County.

Any arguments that this proposal will change the character or the scenic overlay of the area are just silly. The skyline from the highway is already affected by the existing buildings from other contractors. To deny this proposal would absolutely be a double standard.

Slade and Kara Ross



File Code: 1560
Date: July 25, 2025

Erin Monroe
Associate Long-Range Planner
PO Box 1727
Jackson, WY 83001

Dear Ms. Monroe,

Thank you for the opportunity to comment on the application from OPS Strategies on behalf of MT-WY Capital, LLC regarding an amendment to Workforce Home Business zoning to allow Light and Heavy Industrial Contractor uses on Hog Island. The Jackson Ranger District is concerned about three aspects of this proposed change; encroachment onto National Forest System (NFS) land, wildfire risk, and invasive plant species.

Encroachments: The western side of the Hog Island neighborhood borders NFS land, and encroachments are a steadily increasing issue in this area. Jackson Ranger District has witnessed several local businesses, including light and heavy industrial contractors, sprawl their equipment and storage beyond their private property. It may be unintentional, but it's very important that landowners are aware of the boundary location and do not let their activities affect public lands.

Wildfire Risk: Industrial contractor use includes equipment that can start brush fires which will quickly move into the foothills of Munger Mountain. Wildfire prevention, structure hardening, and on-site vegetation treatments are all best management practices to follow for inholding properties in the Wildland Urban Interface. It is highly recommended that any businesses in the area prioritize wildfire safety. Jackson Hole Fire EMS and Teton Conservation District programs can provide excellent guidance on how to ensure the property is designed in a manner that makes it adaptable to the wildfire environment.

Invasive Plant Species: Preventing the spread of invasive species is key to protecting healthy soils, native plant communities, and wildlife. Contract work often involves the use of heavy equipment, which are known carriers of soil, which carry invasive seeds. An industrial business may use their compound to power wash their equipment prior to mobilization, thereby creating an infestation that must be kept in check. If the plants are allowed to establish, wind dispersal will quickly spread weeds to Munger Mountain. Biannual treatment of new growth in the spring and fall should be required by any industry in the area. We recommend consultation with Teton County Weed and Pest and Teton Conservation District for more information on invasive species prevention, treatment, and re-establishment of native vegetation.

Thank you for your inclusion and consideration. Please do not hesitate to contact me if you have questions.

Sincerely,

TODD STILES
District Ranger





Wyoming Game and Fish Department

Conserving Wildlife, Serving People

Governor Mark Gordon • Director Angi Bruce

Commissioners

Ashlee Lundvall, President
Mark Jolovich, Vice President
Rusty Bell
Bill Mai
Carlisle "Fonz" Haskell
John Masterson
Kenneth D. Roberts

June 23, 2025

Erin Monroe
Associate Long Range Planner
Teton County Planning & Building Services
PO Box 1727
200 South Willow Street
Jackson, WY 83001

Dear Ms. Monroe:

The staff of the Wyoming Game and Fish Department (Department) have reviewed the AMD2025-0001 application regarding a proposed amendment to the allowed uses within the Workforce Home Business (WHB) zone in the Land Development Regulations (LDRs). The proposal is to add Light and Heavy Industry to the list of allowed uses within the WHB zone, with many qualifying requirements. Teton County has requested the Department review the application. We offer the following comments for your consideration.

This project will have no substantial, long-term negative impacts to important wildlife habitats or populations. However, because of its proximity to crucial habitats on nearby National Forest land, we offer the following recommendations for your consideration:

- All pets, especially dogs, should not be permitted to roam at large in order to prevent harassment and direct mortality to wildlife. It has been our observation that when dogs are permitted to roam unrestricted on occupied big game habitat, wildlife usually suffers direct mortality and loss of use due to displacement into more unsuitable habitats.
- Since the property lays immediately adjacent to crucial big game winter ranges on National Forest lands, it is important that any fences adhere to Teton County wildlife friendly fence designs to allow free and unrestricted movement of wildlife. Although the intent is not to encourage wildlife occupation of the affected parcels, these specifications will minimize fence entrapment and/or entanglement. If using fencing to adhere to the screening requirement, the fencing should be designed to allow ample wildlife escape opportunities.
- Black bears are common in the area, and it is within grizzly bear occupied range. Teton County LDRs requiring bear-resistant containers and prohibiting wildlife feeding and attractants need to be strictly adhered to in order to prevent conflict situations.
- If using native landscaping to adhere to the screening requirement, the planting of ornamental shrubs should be minimized in order to not create wildlife attractants to the properties and toward closer proximity to U.S. Highway 26/89/189/191. The Department is not liable for damages caused to ornamental plants by wildlife.

We appreciate the opportunity to review and provide technical comments. If you have any questions, please contact me at 307-249-5810.

Sincerely,

Cheyenne Stewart

Cheyenne Stewart
Jackson Region Wildlife Management Coordinator

From: [Darin Kaufman](#)
To: [Erin Monroe](#)
Subject: Re: AMD2025-0001 WHB amendment proposal
Date: Friday, August 22, 2025 9:18:41 AM
Attachments: [image001.png](#)

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Erin,
Thank you for the opportunity to comment.

Comments/thoughts specifically on Item E.1.c.viii :

- If allowed this should be an and/or condition; not all instances would involve both County and WYDOT.
- This language is not necessary. Already covered by WYDOT's Access Manual - all new developments are subject to the following: An access permit must be obtained from WYDOT for any new access request or change-in-use of an existing access to a state highway.
- These are private roads within Hog Island.

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

On Tue, Aug 12, 2025 at 11:47 AM Bob Hammond <bob.hammond@wyo.gov> wrote:

Darin,

Erin Monroe with Teton County Planning sent this over to me. I think this is really for you to review with our policies.

This amendment, from what I know about it, would allow for a change in development in the Hog Island area to allow for contractor businesses. There are several already in operation for contractors, landscapers, and other light industrial businesses in the Hog Island area.

Bob Hammond, P.E.
Resident Engineer
WYDOT - Jackson, WY
Direct - (307) 732-9602

----- Forwarded message -----

From: **Erin Monroe** <emonroe@tetoncountywy.gov>
Date: Tue, Aug 12, 2025 at 11:31 AM
Subject: AMD2025-0001 WHB amendment proposal
To: Bob Hammond <bob.hammond@wyo.gov>

Hi Bob,

We received an application to amend the Teton County Land Development Regulations to allow light and heavy industrial contractor businesses in Hog Island, limited to sites of 3-acres within 200 feet of S. Highway 89. The application proposes a condition of approval of the proposed light/heavy industrial contractor businesses of “Teton County and the Wyoming Department of transportation shall approve access for the anticipated level of truck traffic.” I have attached the proposed language. This item went before the Planning Commission last night, during which I realized I should share the proposal with you and collect your thoughts. Please let me know if you have any formal or informal comments on the proposal to need permission from WYDOT.

Thank you,

Erin Monroe

Associate Long Range Planner

Teton County Planning & Building Services

Direct line: (307) 732-8583

PO Box 1727 | 200 S. Willow Street

Jackson, WY 83001



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E-Mail to and from me, in connection with the transaction of public business, is subject to the Wyoming Public Records Act and may be disclosed to third parties.

E-Mail to and from me, in connection with the transaction of public business, is subject to the Wyoming Public Records Act and may be disclosed to third parties.



June 24, 2025

To: Erin Monroe, Associate Long Range Planner
From: Chris Colligan, Public Works Project Manager

RE: PRC - AMD2025-0001 WHB Industrial Uses

Ms. Monroe,

Thank you for the opportunity to review and comment on the proposed zoning amendment to Section 2.2.2, *Workforce Home Business*. I appreciate the chance to provide input and respectfully submit the following observations and concerns.

1. Purpose and Scope of the Amendment

It is unclear what specific objective this amendment is intended to achieve. The inclusion of a “contractor business” category is particularly vague. Under light and heavy industrial zoning designations, this could permit a significantly broader and potentially inconsistent range of contractor uses. Additionally, there appear to be existing zoning categories within the County that already allow for contractor businesses. For example, Evan’s Construction, located immediately north of the subject area, operates within R1 zoning and many contractors operate from home businesses elsewhere in the County. This suggests that there are more appropriate and accessible areas within the County where such uses are already permitted, without requiring an amendment.

2. Water Quality Concerns

I’d like to highlight the quality and quantity of drinking water wells in this area. This region contains some of the most pristine groundwater sources in southern Teton County and is included in the proposed protection overlays for surface and groundwater as outlined in the *2024 Teton County Water Quality Management Plan*. That plan recommends avoiding industrial uses in areas with high vulnerability to anthropogenic pollution. The proposed zoning change could introduce risks that are inconsistent with these recommendations.

3. Wildlife and Habitat Impact

From a wildlife conservation perspective, I question the inclusion of two large parcels in the proposed amendment area, given the applicant’s intent to limit conditional uses to areas less than 3 acres and within 200 feet of the South Highway 89 right-of-way. These parcels extend 2,500 to 3,600 feet from the highway and directly abut the Bridger Teton National Forest boundary. Furthermore, several affected properties contain high-tier wildlife habitat, as identified in the *Natural Resources Overlay (NRO), Tiered Habitat Protection Standards (5/1/25)*, and should be excluded from zoning changes that may intensify development. Additionally, the South Highway 89 wildlife crossing, installed in 2020 near the Ross Plateau access, falls within a half-mile of much of the proposed area. Per Section 5.2.1.B.7 of the LDRs: “Development within these wildlife movement corridors and development located within 1/2 mile of an existing or planned wildlife crossing location shall prioritize wildlife permeability through the property and vicinity in the development design. The applicant shall not install development impermeable to wildlife unless no alternative is available and the development is for essential facilities.” Industrial development,

even when paired with workforce housing, risks introducing impermeable barriers to wildlife movement, counter to the intention of the LDRs updates.

Please let me know if additional materials or documentation are submitted in response to these comments. I would be happy to review them and provide further input.

Respectfully,



Chris Colligan
Public Works Project Manager
Teton County, Wyoming
320 South King Street
PO Box 3594
Jackson, WY 83001
307-732-8546 (o)
307-699-1408 (m)
ccolligan@tetoncountywy.gov

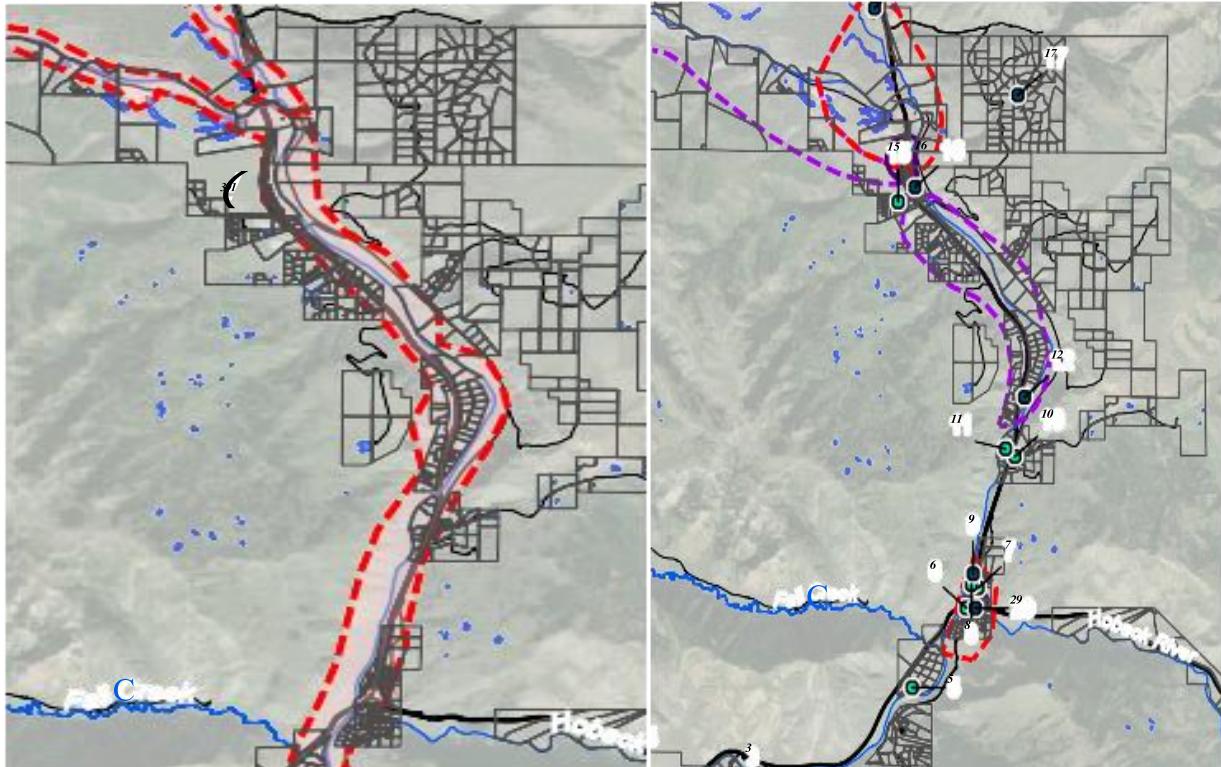


Figure 1. Surface Water Protection Overlay (left) and Groundwater Protection Overlay (right) updates.

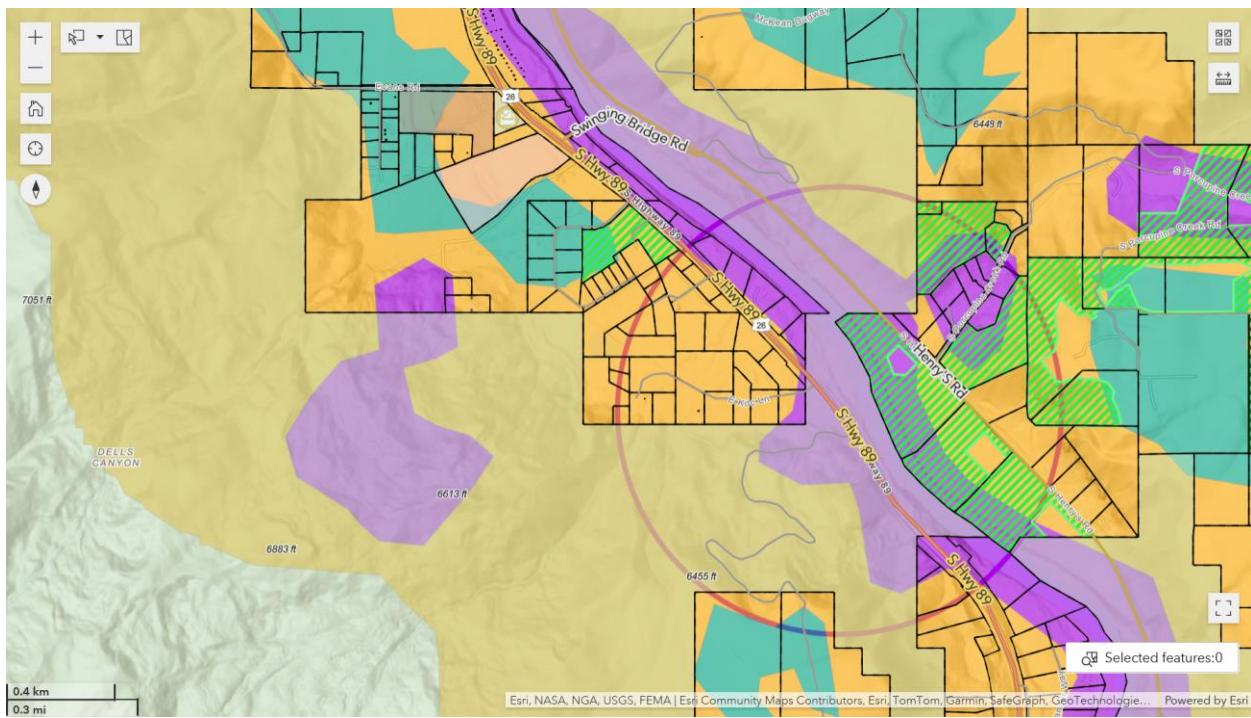


Figure 2. High-Tier wildlife habitat (purple) and wildlife crossing ½-mile buffer (circle) in the project area.



www.tetonwyo.org

David Gustafson
Supervisor

3190 S. Adams Canyon Rd.
PO Box 9575
Jackson, Wyoming 83002

ph: 307.733.7190
fax: 307.739.0770

dgustafson@tetonwyo.org

July 24, 2025

Erin Monroe
Associate Long Range Planner
Teton County Planning & Building Services
P.O. Box 1727
Jackson, WY 83001

Subject: Proposed Workforce Home Business Amendment, Teton County, Wyoming.

Dear Erin,

I am writing to provide comments for the proposed Workforce Home Business amendment. I support the general need for additional heavy industrial lands within Teton County and opportunity for local contractors to establish a Teton County "home base". Teton County Road & Levee does not own or operate any heavy equipment and therefore relies solely on local contractors for snow removal, levee maintenance, flood response, and general emergency response. The only way Road & Levee can respond to emergency situations, such as fallen trees, avalanches, severe winter storms, levee breaches, and flooding, is by utilizing locally established contractors. Contractors based outside of Teton County are of little use to the challenges we face with our road and levee systems. The potential for loss of life and property grows exponentially if we do not have locally based contractors.

Historically, Road & Levee received multiple bids for each of the nine county snow removal contracts, each contract is for a 5-year duration. Over the last 8 years, Road & Levee's snow removal contract bids have received only 1 bid each. We currently have one contractor with 4 contracts, two contractors with 2 contracts, and one contractor with 1 contract. In the past, at most, one contractor would hold two contracts. More than this is a lot for one contractor to manage. The reasons behind this trend are equipment capital costs required to meet contract specifications, sufficient local land space to store equipment and winter sand, cost of living, and employee recruitment. If we lose just one contractor currently providing snow removal services, Teton County will be in dire straits.

Creating additional opportunities for contractors to establish themselves locally is a significant part of the solution. Thank you for the opportunity to provide comments. Please let me know if you have questions or require additional information.

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



MEMORANDUM

To: Erin Monroe
Teton County Planning and Building

From: Kristi Malone
Jackson/Teton County Housing Department

Re: Housing Department Review of LDR Text Amendment for Uses in the Workforce Home Business Zone (AMD2025-0001)

Date: June 30, 2025

The applicant is proposing to add Light Industry and Heavy Industry as conditional uses allowed in the Workforce Home Business zone.

Affordable Workforce Housing Standards:

The proposed amendment includes a 0.000107 * sf Affordable Workforce Housing Unit requirement for Industrial uses permitted in the zone, which is consistent with the Industrial use requirement in Teton County Land Development Regulations section 6.3.3. Amount of Affordable Workforce Housing Required

Additional Zone-Specific Standards:

The proposed text includes: "At least one employee housing unit shall be provided on-site. A unit provided to meet the Affordable Workforce Housing Requirement of Div. 6.3 may also meet this requirement."

To better set expectations for industrial contractors, neighbors, and the Housing Department, we would like to see more definition on the use classification and occupancy requirements for the "employee housing unit." LDR Div. 9.5 Defined Terms tells us that Employee Housing means, "1) A unit subject to an Employee Housing restriction as defined in the Housing Department Rules and Regulations, such units were required by Division 6.3 as it existed prior to July 18, 2018. 2) A unit occupied by an employee of a business on the site." A unit occupied by an employee of a business on the site may be classified as either a primary residence in the form of a Detached Single-Family home or an Accessory Residential Unit secondary to a primary residential or non-residential use of the property. Accessory Residential Units secondary to a non-residential use are required to be deed restricted for occupancy by a qualifying Workforce household.

Please request that the applicant specify in the text whether the "employee housing unit" is classified as an Accessory Residential Unit secondary to the industrial use or otherwise is required to be Workforce-restricted. If not a requirement, the Housing Department does not administer a deed restriction nor perform regular compliance to ensure that the resident household qualifies as local Workforce.

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



MEMORANDUM

To: Erin Monroe
Teton County Planning and Building

From: Kristi Malone
Jackson/Teton County Housing Department

Re: Second Housing Department Review of LDR Text Amendment for Uses in the Workforce Home Business Zone (AMD2025-0001)

Date: July 7, 2025

In response to the Housing Department comments from June 30, 2025 the applicant provided revised LDR text in a letter dated July 7, 2025. The revised proposed LDR text removes reference to "employee housing unit" and replaces it with "primary or accessory residential unit." This change meets the Housing Department's request for clarity in the regulation text. A landowner subject to these standards must support the residential character of the zone but has the option to choose either a primary or accessory residential unit to locate on site in addition to the primary Industrial use. An Accessory Residential Unit secondary to a primary Industrial use on site is required to be Workforce-restricted pursuant to LDR Section 6.1.11.B.3.

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