



Plan Themes and Policies - Outline

May 8, 2008

PREFERRED LAND USE PLAN UNDER SEPARATE COVER

The Themes, Guiding Principles, and Policies (along with Strategies and Indicators) will be the heart of the Jackson/Teton County Comprehensive Plan. They will guide the town and county in their decisions—and as new development or changes occur—help to maintain and enhance the qualities of the region and its communities. This part of the plan will answer the questions: (1) “where do we want to be in the future?” and (2) “how do we get there?”

The following is an outline of the themes and policies that will establish the policy foundation for the Comprehensive Plan update. The complete set of themes and policies will be ready for public review by the end of May on the project website (May 28, 2008 target). The public will have six weeks to review and provide detailed comments.

Themes

Seven themes are currently the basis and organizing framework for the Comprehensive Plan. They are:

1. Promote Stewardship of Wildlife Habitat and other Environmentally Sensitive Areas and Resources
2. Manage Growth Responsibly
3. Develop a Comprehensive, Integrated Transportation System
4. Maintain Jackson as “Heart of the Region”
5. Meet Our Community’s Diverse Housing Needs
6. Provide for a Diverse and Balanced Community
7. Provide Efficient and Quality Community Facilities and Infrastructure

Each theme will have a series of guiding principles and policies following it and supporting it—providing direction on the range of topics that fall under each. The guiding principles highlight the region’s strengths, as well as those areas where a shift in policy direction will be needed to achieve the community’s ideals. The planning team will continue to refine and streamline the themes and organization of the plan to ensure community goals are specific and measurable.

Jackson / Teton County Comprehensive Plan Update Topics—Where Addressed¹

Theme #:		1	2	3	4	5	6	7
Comprehensive Plan Topic (Alphabetical Order)	County and Town LAND USE CHAPTERS	Stewardship of Wildlife and Resources	Managed Growth	Comprehensive Transportation	Jackson as Heart	Community's Housing Needs	Balanced Community	Community Facilities
Agriculture, ranching	●	□					●	
Air quality		●						
Arts, Cultural and Other Facilities					□			●
Biodiversity, ecosystems		●						
Business and industry, locations for and economic vitality	●						●	
Capital improvements planning?			●					
Climate change		●						
Clustering, rural	●							
Commercial in town and villages			□				●	
Compact development			●	□				
Community facilities, adequate			●					●
Concurrency, development + facilities and services			●					
Downtown, incl. town square	●				●			
Energy, conservation and renewable use		●						
Fire protection								●
Funding for open space		●						
Funding/ financing, general			●					
Historic preservation			●				●	
Housing								
Human services								●
Hospital								●
Infill and redevelopment	●		●		□	□		
Intergovernmental coordination			●					□
Jobs-housing mix and ratio						□	●	
Level of service			□					●
Mixed-use	●		□		□	●	□	
Natural and sensitive areas		●						
Natural hazards		●						

¹ Key:

- Addressed as a primary focus in this chapter
- Addressed in a minor way in this chapter

Theme #:		1	2	3	4	5	6	7
Comprehensive Plan Topic (Alphabetical Order)	County and Town LAND USE CHAPTERS	Stewardship of Wildlife and Resources	Managed Growth	Comprehensive Transportation	Jackson as Heart	Community's Housing Needs	Balanced Community	Community Facilities
Nearby design, traditional patterns		●						
Nearby, preservation and planning	●							
Nearby and subarea planning		●						
Night skies		●						
Open space preservation		●						
Parks and recreation	●							●
Pedestrian and bicycle systems				■				□
Community facilities, adequate			●					●
Public realm, design of gateways, corridors, and spaces			●		□			
Recreational uses, public access balanced with resource protection		●						
Residential design and diversity	●		□		□	●		
Resort development			□				●	
Resource conservation		●						
River and wetlands protection		●						
Roads				●				
Rural planning and design	●							
Scenic resources		●						
Schools								●
Solid waste								●
Sustainable community, resource use		●					●	
Town-level development		●						
Trails and pathways				●				
Transit system				●				
Transit-supportive land use		●		□	□	□		
Utility systems, utilities misc.								●
Villages, mixed-use		●						
Wastewater utility								●
Water utility								●
Water, streams rivers		●						
Wildlife habitat		●						
Workforce housing, deed-restricted, inclusionary, methods						●		

THEMES

Promote Stewardship of Wildlife Habitat and other Environmentally Sensitive Areas and Resources (Theme 1)

Teton County's abundant wildlife and natural and scenic resources are a local and national treasure, and the community recognizes a stewardship responsibility for their protection. The community has been working to conserve lands through a variety of techniques; however, it is difficult for conservation to keep pace with development. Future development in Jackson and Teton County will take place in the context of stewardship. The wildlife, forested lands and meadows throughout the county are a resource with intrinsic value that residents and visitors agree the community must work to preserve and maintain. At the local scale, a compact development pattern can preserve land for open space within the town, as well as lead us towards a more sustainable and energy-efficient development pattern.

Guiding Principles

Principle 1.1—Protect wildlife habitat, natural systems, and ecologically sensitive resources of the region

- Policy 1.1a: Enhance biodiversity of native species and protect wildlife habitat in the Natural Resources area
- Policy 1.1b: Promote use of non-invasive plant species
- Policy 1.1c: Conserve connected and strategically located open space
- Policy 1.1d: Restore environmentally degraded areas

Principle 1.2—Protect the watersheds, streams, and rivers, and maintain clean water in the region

- Policy 1.2a: Protect water quality and natural state of rivers and streams
- Policy 1.2b: Avoid development in floodplains and riparian areas
- Policy 1.2c: Maintain functioning healthy wetlands
- Policy 1.2d: Protect integrity of groundwater and aquifer recharge areas
- Policy 1.2e: Manage urban development to filter all runoff

Principle 1.3—Preserve the region's scenic resources and dark night skies

- Policy 1.3a: Maintain scenic views of mountains and meadows
- Policy 1.3b: Maintain dark night skies
- Policy 1.3c: Protect characteristic and unique land forms

Principle 1.4—Protect hillsides and upland forests

- Policy 1.4a: Minimize disturbance to forested hillsides
- Policy 1.4b: Avoid development on steep slopes

Principle 1.5—Improve air quality

- Policy 1.5a: Support programs to maintain and improve air quality
- Policy 1.5b: Reduce vehicle miles traveled

Principle 1.6—Avoid development in natural hazard areas

- Policy 1.6a: Restrict development in floodways
- Policy 1.6b: Avoid avalanche chutes and fault zones
- Policy 1.6c: Avoid unstable slopes and soils
- Policy 1.6d: New buildings will meet codes to address seismic activity

Principle 1.7—Conserve Remaining Agricultural Resources

Policy 1.7a: Designate Alta as a voluntary Conservation Focus Area

Policy 1.7b: Designate Buffalo Valley and Kelly as voluntary Conservation Focus Areas

Principle 1.8—Maintain public access to public lands for recreation

Policy 1.8a: Provide continued access to federal lands

Policy 1.8b: Provide improved access to the Snake River on public lands

Principle 1.9—Promote sustainable use of resources and minimize waste

Policy 1.9a: Use resources efficiently and promote renewable energy

Policy 1.9b: Encourage water conservation

Policy 1.9c: Increase recycling and composting

Principle 1.10—Decrease energy consumption even as growth occurs

Policy 1.10a: Make new development energy efficient

Policy 1.10b: Encourage energy efficiency for existing development

Manage Growth Responsibly (Theme 2)

The Plan is based on the principles and vision of a compact land use pattern in communities, primarily the Town of Jackson, and future growth that preserves our region’s natural environment, livability, and communities. By directing growth to well-defined areas, we can efficiently accommodate growth while still preserving open lands and natural resources and reducing energy consumption and we can deliver public facilities and services most effectively. With a finite supply of developable land, our vision ensures that the region’s growth can be managed to balance growth and conservation.

Each of the communities in the region, including the Town of Jackson, has their own “sense of place” and character based on natural and built characteristics. We also recognize the social components of community, such as arts and culture, social services, and community spirit through shared events and activities, are important aspects of character. Future growth and change in these communities should build on and reinforce these unique attributes.

Guiding Principles**Principle 2.1—Establish a predictable level of build-out and development pattern for the town and county through the Future Land Use Plan**

Policy 2.1a: Future development will be consistent with the Future Land Use Plan

Policy 2.1b: Use indicators to monitor growth of the region and consistency with this plan

Policy 2.1c: Periodically reevaluate the Future Land Use Plan

Policy 2.1d: Monitor rate of growth/redevelopment in Jackson

Principle 2.2—The Town of Jackson and mixed-use villages are appropriate locations for town-level development

Policy 2.2a: Steer future development into designated areas

Policy 2.2b: More detailed sub-area and neighborhood plans for Jackson and villages in the county will guide development in those locations, where applicable

Policy 2.2c: Promote infill and redevelopment in targeted locations within the town and villages

Policy 2.2d: Promote conservation in natural resource areas (designated on the Future Land Use Plan)

Principle 2.3—Maintain the level of service currently provided to taxpayers and residents as new development occurs

Policy 2.3a: Provide infrastructure and public services in an efficient, equitable manner

Policy 2.3b: Ensure development will pay its fair share of the cost to provide necessary facilities and services

Policy 2.3c: New development will not reduce level of service quality for current residents or tax payers

Principle 2.4—Preserve and enhance communities through appropriate physical design and scale of development

Policy 2.4a: The scale and design of new development must fit the existing context

Principle 2.5—Recognize the importance of civic spaces and social functions as a part of building and maintaining a sense of community

Policy 2.5a: Maintain and improve attractive public places

Policy 2.5b: Promote attractive, inviting places that support local gathering

Principle 2.6—Preserve historic structures and sites

Policy 2.6a: Preserve historically-significant structures and sites in the town and county

Policy 2.6b: Support the Historic Preservation Board

Policy 2.6c: Enhance preservation education, outreach, and awareness

Principle 2.7—Intergovernmental coordination is a cornerstone of this Plan and growth management

Policy 2.7a: Continue coordination between the town and county to address issues of mutual concern, including growth management

Policy 2.7b: Coordinate with state and federal agencies to implement this Plan

Policy 2.7c: Adopt and use annexation criteria to guide Jackson expansion

Policy 2.7d: Do not make land use decisions for revenue purposes

Develop a Comprehensive, Integrated Transportation Strategy (Theme 3)

This theme will guide the town and county as they make policy decisions on issues as they relate to transportation. The focus of this theme is on developing a transportation system that meets the mobility and accessibility needs of residents and visitors in ways consistent with the character of this community as expressed in the Comprehensive Plan.

This chapter recognizes the need to provide for the mobility of residents and visitors. It also recognizes a need to provide this mobility within the context of other community goals contained within this plan. To achieve this end, this theme examines methods of managing traffic growth by shifting auto-dependence. Transit, pathway, and sidewalk system improvements with complementary land use patterns are identified as appropriate means for shifting trips from the automobile to transit, walking, and bicycling. To accomplish this result, the Town of Jackson, Teton County, and Wyoming Department of Transportation (WYDOT) must lead in developing and supporting the facilities necessary for these shifts.

Finally, this theme recognizes that the convenience, affordability, and availability of the automobile in today's society limit the traffic reductions that can be achieved by these shifts. As a result, roadway expansions will still be required in some cases, but decisions must be balanced with environmental and community considerations.

Guiding Principles

Principle 3.1—Maximize the benefits of coordinated land use and transportation planning and decision-making

Policy 3.1a: Design new development and redevelopment to limit trip generation and achieve walkable communities

Policy 3.1b: Design new development and redevelopment to support transit usage

Policy 3.1c: Focus most of new residential development, particularly workforce housing, in Jackson, to increase opportunities for alternative travel modes

Policy 3.1d: Promote interconnectivity of neighborhood and subdivision streets

Principle 3.2—Plan a multi-modal transportation system that supports transit, walking, bicycling, and personal vehicle travel

Policy 3.2a: Incorporate "Complete Streets" principles into all town street designs and applicable county road designs

Policy 3.2b: Pursue "Complete Streets" principles in all WyDOT road designs

Policy 3.2c: Pursue a comprehensive valley-wide pathway system to increase transportation choices for residents and visitors

Policy 3.2d: Complete the town sidewalk system to maximize safety and ease of pedestrian movement

Policy 3.2e: Extend and enhance transit service to major employment, housing, commerce, and recreation areas (Teton Village, South Park, Town Square, Grand Teton National Park, etc.)

Principle 3.3—Provide for a consistent funding mechanism to meet the community's current and future transportation needs.

Policy 3.3a: Establish a long-term, sustainable, reliable and equitable funding mechanism for long range local and regional transit and multi-modal planning

Principle 3.4—Provide a safe and interconnected roadway network that is balanced with all community goals.

Policy 3.4a: Continue to work with WyDOT to balance the need to widen state highways with "Complete Street" objectives

Policy 3.4b: Evaluate pedestrian, bicycle, and transit connections when planning roadway corridors, and incorporate them when possible

Policy 3.4c: Consider roadway widening to be a viable option only after detailed analysis of alternatives and future multimodal transportation demand

Policy 3.4d: Establish a Level of Service D (at intersections) as a standard for tolerating congestion and travel delays and for determining road upgrades

Policy 3.4e: Evaluate the impacts of roadways and other transportation improvements on wildlife corridors, and incorporate crossings where appropriate

Maintain Jackson as “Heart of the Region” (Theme 4)

“Jackson is the historical and community hub for the region, where people live, work and play.” (Town Council’s “Statement of Strategic Intent)

The concept of Jackson as the “heart of the region” refers to a planning strategy that recognizes and plans for the concentration of development, particularly workforce housing and commercial services, within the Town of Jackson and immediately adjoining area. It is also an emotional, cultural, and values-driven concept that refers to the role that the town plays as the region’s center. Jackson always has been the nucleus of the area as Teton County slowly grew outward from the center of town. Maintaining town as the nucleus of the region is a major theme of this plan, and steering developing into the town, and other areas of existing development, helps implement many principles of the community. But it also is crucial that the character and charm of Jackson be protected and enhanced for they too create the heart of the region. The redevelopment of town must be managed to produce great public spaces and pedestrian friendly streets; result in architecture and site design that contribute to the community’s character; and preserve cultural and historic features that retain regional heritage.

This theme addresses the role and function of Jackson in the region and broad functions of neighborhoods and districts, rather than detailed design characteristics. The Jackson Framework Plan and Future Land Use Plan (Chapter XX) provide greater detail to supplement this theme.

Guiding Principles

Principle 4.1—Maintain the Town of Jackson as the Population Center of the Region.

Policy 4.1a: Redevelopment and infill should enhance Jackson as an enjoyable place to live

Policy 4.1b: Emphasize a variety of housing types to accommodate a diversity of households in Jackson

Principle 4.2—Continue to plan for Jackson as the civic and cultural heart of the region

Policy 4.2a: Make public investments in strategic locations

Policy 4.2b: Continue traditions and community events

Policy 4.2c: Recognize and enhance town recreational opportunities

Principle 4.3—Preserve historic structures and sites in Town

Policy 4.3a: Preserve town historically-significant structures and sites

Policy 4.3b: Incorporate Historic Preservation goals as redevelopment occurs

Principle 4.4—Maintain a vital retail/mixed-use Commercial Core in Jackson

Policy 4.4a: Protect the image and function of the town square area

Policy 4.4b: Continue to promote downtown as a retail and business center

Policy 4.4c: Promote mixed-use redevelopment in designated districts within Jackson

Principle 4.5—Foster healthy neighborhoods in Jackson

Policy 4.5a: Preserve stable neighborhoods

Policy 4.5b: Promote compatible infill that fits Jackson’s neighborhoods

Policy 4.5c: Prepare focused neighborhood plans for areas of potential change

Principle 4.6—Create vibrant, attractive public places in Town

Policy 4.6a: Enhance town gateways

Policy 4.6b: Enhance pedestrian corridors

Policy 4.6c: Provide high quality parks and recreation

Policy 4.6d: Design public places that fit Jackson

Policy 4.6e: Design safe and inviting places for pedestrians

Principle 4.7—Provide a town transportation network that promotes easy accessibility and choices of travel modes

Policy 4.7a: Provide pedestrian connections

Policy 4.7b: Ensure streets have complement of bike-ways, sidewalks, paths, and transit

Policy 4.7c: Continue and expand the free Town Shuttle

Meet Our Community’s Diverse Housing Needs (Theme 5)

Jackson and Teton County have long been known for their social and economic diversity. The socializing and mixing of community residents who have diverse backgrounds and incomes have been identified as an important part of living in Jackson Hole. However, this characteristic of the community is in doubt due to the steadily rising housing prices that force many middle class households out of the community and into neighboring counties. Current trends will lead to a dramatically different community as existing workers who bought their homes when prices were lower retire or move away. Rising housing prices affect the community in more ways than threatening the social make up of the population. The economy also is strained as employers struggle to maintain a resident workforce. The gap between wages and the cost of housing is ever widening.

Maintaining a resident workforce and social diversity strengthens the integrity of our community and benefits all residents. This Plan includes strategies to promote workforce housing so Jackson and Teton County can maintain a socially diverse population and have a stable workforce.

A regional perspective is needed when considering workforce housing as the housing market place crosses jurisdictional boundaries. Relying on neighboring counties to house the Teton County workforce detracts from the long term sustainability of the community, and erodes the sustainability of the Jackson Teton County economy.

A more immediate impact however, is increased traffic from commuters. Relying on neighboring counties for workforce housing lengthens the travel routes for workers. Significant reliance on commuters does not promote sustainability and increases the instability of the workforce during winter travel conditions.

The magnitude and complexity of the workforce housing issue calls for a multi-faceted approach. The involvement and cooperation of the private sector, non-profit agencies, local government, employers and residents are needed to create a successful housing strategy. This comprehensive approach also increases community acceptance as the burden of providing housing is shared across many parts of the community and avoids a disproportionate impact on any single segment.

Guiding Principles

Principle 5.1—Maintain the community’s middle class and a stable resident workforce

Policy 5.1a: Preserve existing stock that currently houses the workforce

Policy 5.1b: Promote a comprehensive strategy of diverse regulatory and programmatic initiatives to produce new workforce housing

Principle 5.2—Establish a quantitative goal for maintaining a resident workforce in the community

Policy 5.2a: Maintain at least 60% of the workforce as community residents

Policy 5.2b: Maintain updated commercial housing linkage requirements

Policy 5.2c: Facilitate efforts by commercial development to voluntarily provide accessory workforce housing units

Policy 5.2d: Limit additional resort developments that create a high number of jobs

Principle 5.3—Continue a comprehensive housing approach that includes mandatory requirements, incentives and pro-active initiatives

Policy 5.3a: Maintain and regularly update mandatory housing requirements

Policy 5.3b: Pursue all available funding opportunities for workforce housing.

Policy 5.3c: Allow a broader workforce population to qualify for deed restricted housing

Policy 5.3d: Permit higher densities of housing to minimize need for deed restricted housing

Policy 5.3e: Promote financing programs that minimize or eliminate the subsidy for deed restricted housing for higher income workers

Principle 5.4—Promote workforce housing as part of redevelopment and infill

Policy 5.4a: Ensure workforce housing in redevelopment and infill areas of town.

Policy 5.4b: Avoid net loss of housing units during redevelopment

Principle 5.5—Increase predictability for neighbors and developers about future workforce housing development locations and entitlement approvals

Policy 5.5a: Locate workforce housing in villages and town, identified through this Plan and its criteria

Policy 5.5b: Workforce housing developments will be consistent with all other aspects of this plan

Principle 5.6—Provide a diversity of neighborhoods and housing types

Policy 5.6a: Preserve stable neighborhoods

Policy 5.6b: New neighborhoods will be located near services and will have amenities

Policy 5.6c: Allow for a variety and density of housing and neighborhood choices

Policy 5.6d: The town and villages include a diverse mix of housing types and neighborhood choices to support the needs of all residents

Policy 5.6e: Provide criteria for high density housing location and amenities

Provide for a Diverse and Balanced Community and Economy (Theme 6)

The intent of this Plan is to create conditions for a sustainable economy and community that reflect the unique small-town, Western commercial character of Jackson, the wildlife and natural resource values of our residents and visitors, and the outdoor recreational opportunities of Teton County. A sustainable economy is one that is healthy and strong across multiple sectors and that is in balance with other objectives of this plan for housing and stewardship of the environment. One of the fundamental concepts of this theme is the concept of “community first; resort second” and striving for better balance between economic development and other community needs, including workforce housing.

Future actions will recognize the changing trends in the local, regional, national, and global economy that are affecting the west and the lifestyle choices of its current and future residents. Outdoor-based recreation and tourism will remain an important part of the community’s economy, but tourism is no longer the primary economic “backbone”. This plan supports maintaining diverse retail, tourism, professional and government, resource, and other sectors to provide quality jobs to residents and maintain a dependable tax base to support services and infrastructure. It also encourages supporting existing and new local businesses that fit Jackson Hole and Teton County and that make it unique.

Guiding Principles

Principle 6.1—Maintain Jackson and Teton County villages as a community first and a resort second

Policy 6.1a: Do not approve new Planned Resorts

Policy 6.1b: Limit new lodging to the Lodging Overlay District and existing Planned Resorts

Policy 6.1c: Provide opportunities to develop workforce housing to keep pace with demands of approved resorts

Policy 6.1d: Maintain small locally owned businesses, particularly businesses that promote the non-consumptive enjoyment of the area’s outdoor amenities and the community’s western heritage.

Principle 6.2—Balance economic development with workforce housing and community needs

Policy 6.2a: Balance quantity of housing, workforce housing, commercial development, and resorts

Policy 6.2b: Commercial development and redevelopment will be consistent with the Future Land Use Plan

Policy 6.2c: The Future Land Use Plan identifies suitable areas for light industry and business

Policy 6.2d: Encourage mixed-use development with commercial and housing

Policy 6.2e: Continue to allow non-conforming businesses

Policy 6.2f: Support small neighborhood commercial

Policy 6.2g: Commercial and mixed-use development will be sensitive to existing context and design

Principle 6.3—Continue to support diverse economic sectors that fit the region and community

Policy 6.3a: Continue to support businesses that are unique and enhance our “sense of community”

Policy 6.3b: Promote “green” businesses

Policy 6.3c: Voluntarily preserve the agricultural economy, western heritage, and character of Alta and Buffalo Valley

Provide Efficient and Quality Community Facilities and Infrastructure (Theme 7)

[This is a new theme--Intro and policies to be added.](#)

Guiding Principles

Principle 7.1—Provide adequate public facilities and services for current and future residents in a fiscally responsible manner

Policy 7.1a: Establish and Maintain Level of Service Standards

Policy 7.1b: Ensure Concurrent Utilities and Facilities

Coordinate to provide schools to meet current and future community needs (add principle)

Policy x.x: Schools Level of Service

Provide parks and recreation to meet current and future needs (add principle)

Hospital (add principle)

Provide Adequate Law Enforcement (add principle)

Library (add principle)

Fire Protection and Emergency Medical services (add principle)

Water and Sewer (stormwater?) (add principle)

Solid waste (add principle?)

Arts and culture (coordinate with private orgs) (add principle)

Human Services (coordinate with multiple orgs) (add principle)