



Preferred Plan (Future Land Uses) and Categories

May 8, 2008

Purpose and Intent

In January through March 2008, the community reviewed and discussed a series of scenarios and questions about what the future of Jackson and Teton County should be. The scenarios illustrated different concepts for future land use and conservation patterns and were a means to update and prioritize the values in the 1994 Plan.

This Preferred Future Land Use Plan follows that step and includes components from each of the four scenarios. It describes the plan's big ideas—for how the region might change over the next 10-20 years. It illustrates land uses and patterns for the county's unincorporated areas (i.e., a Future Land Use Plan). The Town's Future Land Use Plan is not included. Specific land uses for Jackson will be determined through a town planning process and town meetings that will occur starting in May and continuing through Summer '08.

Results from community meetings, on-line polling (in English and Spanish), and a community survey were generally consistent with regard to big ideas for the plan, including:

1. Emphasis on natural resources and rural land protection in the county and town.
2. Overall reduced development potential in the county.
3. Continuation of "Jackson as Heart of the Region", where town will continue to be the primary location for jobs and housing where quality redevelopment will occur in targeted locations and neighborhoods will be protected.
4. Limited emphasis on "mixed-use" villages in the county.
5. Provision of workforce housing—in town primarily—accomplished through regulations and incentives.
6. Balanced and multiple modes of transportation that deemphasize roads as a sole solution.

This document is organized as follows:

Plan Big Ideas – The "Big Ideas" section includes a discussion of the general ideas. Topics include land use patterns, natural resource protection, housing, and transportation, as addressed above.

What would it Take to Accomplish? - A discussion about what it will take to accomplish the plan. This section touches on a variety of implementation strategies that might be necessary, such as zoning changes, environmental standards, programs such as Purchase of Development Rights (PDRs), or other new policy shifts or prioritization to accomplish. The "Themes and Policies" (under separate cover) address strategies in greater detail.

Land Use/Geographical Variables – A summary table at the end describes the land use patterns for a variety of geographic areas in the County and Town.

Future Land Use Classifications – The document explains the land uses shown on the Future Land Use Plan map.

Plan "Big Ideas"

General

The Preferred Plan emphasizes the continued and reinforced commitment to the preservation of natural resources, wildlife habitat, and physical beauty and it strengthens the role of the Town of Jackson as the "heart" of the valley. The plan map and policies would limit growth in natural resource areas; provide a predictable land use pattern and buildout, with overall buildout potential slightly lower than current zoning; and emphasize development within appropriate locations, as described in the sections that follow.

1. Reduced Development Potential in the County and Emphasis on Natural Resources and Rural Land Protection

This plan would result in slightly lower potential growth overall in Teton County than current buildout calculations, with limited enhancements in county mixed-

use villages. It would entail more restrictive county development regulations without the potential for density bonuses that currently exist in areas identified in the Natural Resource Overlay (NRO) areas. Some rural areas with resources, including Alta and Kelly, would become conservation focus areas, meaning the county would seek non-regulatory ways to work with landowners, land trusts, and other partners to conserve rural and agricultural lands.

Development in defined natural resource areas would be limited to the minimum density permitted by base zoning, with all new development to be located outside of resource areas (such as floodplains) where possible. Specific road projects to decrease car-wildlife conflicts in the county would also be pursued.

2. Quality Redevelopment in Targeted Locations and Neighborhood Protection in Jackson

Improve Development Predictability

The plan would improve predictability of development in town, primarily maintaining current development levels with potentially some reduction in the amount of development that could occur through discretionary zoning options. The focused sub-area planning for the town will address questions of “how much” and “what kind” of redevelopment will occur in Jackson.

Quality Infill and Redevelopment

This plan encourages redevelopment and infill in town in targeted areas, with an enhanced focus on development quality and character. Some parts of Town might see buildings increase to three or four stories (along corridors), as long as they are developed to fit the context. The town’s sub area plan would place increased emphasis on development corridors, walkability, and higher levels of transit service and access. Targeted redevelopment would provide a mix of housing, commercial, and services focused on meeting the needs the local resident community.

Redevelopment in Downtown outside Town Square

The sub-area plan will address appropriate redevelopment and infill in the town core (beyond the blocks surrounding town square), in particular along the south Cache and Broadway corridors and other downtown areas.

Town Redevelopment of the “Y” Area

New in-town centers, such as the area surrounding the “Y” intersection, could emerge as new mixed-use areas,

evolving over time into a more urban form and pattern that makes the West Broadway area more inviting and less auto-dependent.

Neighborhood Preservation

The plan will also entail a stronger approach to preserve neighborhood fabric and housing stock in stable, single family and multiple family neighborhoods.

3. Limited Emphasis on Mixed-Use Villages in the County

The plan would continue to support the Town as the primary “center” of the region as it has been historically, but would support some limited compatible growth in the county’s mixed-use village centers including:

- Wilson Mixed-Use Village,
- Teton Village,
- South Park Center off of High School Road,
- *(to be determined)* a center in lower South Park off of South Park Loop Road, and
- Potentially smaller nodes or infill development in other existing developed areas and resorts such as the Golf and Tennis Club, Aspens/Teton Pines, Hoback Junction, and Buffalo Valley.

4. Provision of Workforce and Affordable Housing—in Town Primarily

This plan would result in an increased amount of housing for “essential workers” in Jackson, nearer to most jobs, rather than in remote rural areas. The plan is focused on creating opportunities to increase housing to meet the needs of the workforce. Higher density concentrations of housing through incentives could supplement or enhance mandatory requirements to achieve workforce housing.

5. Balanced Transportation that Considers Multiple Modes

The emphasis of town as heart will require increased transit circulation in Jackson with increased service to the west side of town, and commitment to a “Complete Streets” approach to multi-modal street design. Complete streets will include enhanced pedestrian and bicycle facilities. Given the level of development on the west side of Jackson, it is likely that multimodal improvements to West Broadway within the Town and the “Y” intersection will be required to manage the need for transit and motor vehicle circulation.

The plan may also need to address improvements to Spring Gulch Road to serve non-Jackson bound trips. Transportation infrastructure beyond the town will likely not have major road capacity improvements to reduce congestion for vehicles, but would include enhancements to transit, bicycle and pedestrian systems.

What Would It Take To Accomplish the Preferred Plan?

This plan would require changing county and town policies, zoning, and resource protection standards to accomplish the desired land use and conservation patterns. The following tools would be considered to accomplish this land use plan:

Modify or Remove Discretionary Development Options in the County

The county would modify or remove density bonus options (Planned Residential Development (PRD) and the Accessory Residential Unit (ARU)) . The county would also modify or remove discretionary density increases that can be achieved through clustering and the Affordable Housing PUD.

Refinement of Bonus Options and FAR Exemptions in Town

The Town would refine the Planned Mixed-Use Development (PMUD) option and exemptions for employee housing to focus on town goals.

Mitigation of Impacts on Wildlife Habitat

The county (and town) would strengthen development regulations to mitigate impacts of development on functional wildlife habitat and corridors and range connectivity, such as avoidance of development in habitat areas, higher levels of open space connectivity in habitat/open space areas, native landscaping, weed controls, domestic pet controls, and wildlife-friendly fencing, among others.

Improved Redevelopment and Design Standards for Town

The town would strengthen redevelopment and design policies to focus on creating the urban design and form that is desirable for downtown and the “Y” area. In addition, the town would develop standards for stable neighborhoods to ensure that new development fits the context.

Mix of Workforce/Affordable Housing Strategies

The town and county would make available additional incentives (e.g., residential density) for provision of affordable housing and refine requirements for workforce housing, (as being addressed through the draft policies).

Coordination with the Wyoming Department of Transportation

Transportation actions being planned or proposed for routes on the State and/or Federal Highway System would require close coordination with the jurisdictional authorities WYDOT and FHWA.

Purchase of Development Rights Program

The county could establish a purchase of development rights program (PDR) if it identifies a funding mechanism.

Guide to Abbreviated Terms

ARU – Accessory Residential Unit in County

FAR – Floor Area Ratio

FHWA – Federal Highway Administration

PMUD- Planned Mixed-Use Development in Town

PRD – Planned Residential Development in County

PDRs – Purchase of Development Rights

PUD – Planned Unit Development in County

WYDOT – Wyoming Department of Transportation

What would Buildout be?

(Note: Total buildout to be added after town plan is complete.)

Land Use/Geographic Description

	Future Land Uses
County	
Buffalo Valley	Designate as Conservation Focus Area. Existing zoning for platted lots – 1 unit/35 acres for unplatted. Modify or prohibit PRD or PUD or ARU. Maintain or enhance local commercial services. Resource lands (NRO, 100-Year Floodplain, and Slopes > 15%).
Kelly	Designate as Conservation Focus Area. Existing zoning for platted lots – 1/35 for unplatted. Modify or prohibit PRD or PUD or ARU.
Alta	Designate as Conservation Focus Area. Existing zoning for platted lots – 1/35 for unplatted. Modify or prohibit PRD or PUD or ARU. Incentivize or encourage continued agricultural uses.
S. Fall Creek Road (S. of Wilson)	Existing zoning for platted lots – 1/35 for unplatted. No PRD or PUD.
Golf and Tennis Club	Existing zoning for platted lots - 1 unit/35 acres for unplatted and in resource lands. Slight intensification around the Golf & Tennis Club “center” as redevelopment occurs
390 Corridor around Aspens/Teton Pines and South of Teton Village	Existing zoning for area south of Teton Village. No bonuses or PUD. Area around Aspens/Teton Pines existing zoning. Residential area around Aspens/Teton Pines increases density around the “node” within walking distance.
Greater Wilson	Existing zoning. No bonuses in resource lands. Wilson Center is enhanced slightly with modest increased density for housing.
Spring Gulch	Existing zoning for platted lots – 1 unit/35 acres for unplatted lands and in resource lands. Modify or prohibit PRD or PUD or ARU. Incentivize or encourage continued agricultural uses.
South Park	North end will represent town-level residential development with some business/employment uses south of High School Road. Density will decrease south toward Rafter J. Conservation along the creek and between the creek and highway. South end of South Park will be developed at a density compatible with existing subdivisions, approximately 1 du/acre.
Hog Island	Existing zoning for platted lots – 1 unit per 35 acres for unplatted and in resource lands.
Hoback	Existing zoning, except 1 unit per 35 acres in resource lands. Modify or prohibit PRD or PUD or ARU in resource lands. Slight development increase in “village center”.
Town	(General Description - See Sub area worksheets for detail.)
Town Square	Preservation area.
Downtown (outside Town Square)	Increased density in targeted areas of town. Corridor concept where higher traffic streets have higher density and can accommodate more workforce housing.
Town Residential Areas	Conservation of neighborhoods outside designated downtown. Protection of existing housing stock.
The “Y”	Enhanced intersection and connecting grid street network (per our map.) Gateway improvements.
South High School Road	Multi-family in vicinity of Middle School.

Future Land Use Classifications

This common set of general land use classifications describes desirable future land use patterns for the county and town. The classifications described in this chapter are portrayed on the Future Land Use Plan map for the county unincorporated areas. These categories will be the basis for the town’s Future Land Use Plan. Each classification describes a desired land use type, locational characteristics, and desired character of development. The land use classifications are not a substitute for zoning districts, and the town and county will evaluate the underlying zoning and associated allowable uses of a property when making land use decisions. The town and county may develop new Zoning Districts over time to correspond with classifications.

(Note: Planning team will add photos and graphics after initial discussions about uses.)

Where Does the Classification Appear?

Land Use Classification	Town (plan to be developed)	County
Non-Residential and Mixed-Use		
Planned Resort	✓ (approved Master Plans only)	✓ (approved Master Plans only)
Commercial: Community Auto-Oriented	✓	✓ (in Hoback)
Mixed-Use: Commercial (Downtown)	✓	✓ (in Wilson)
Mixed-Use: Commercial (Redevelopment)	✓	
Mixed-Use: Residential and Office	✓	✓ (in communities)
Business /Employment	✓	✓
Residential		
Residential: Town Mixed-Use Residential	✓	
Residential: Town	✓	
Residential: Suburban/Single Family	✓	✓ (at edge of communities)
Residential: Single Family Low (County)		✓ (approved subdivisions, and at edge of communities)
Rural		
Residential: County Rural		✓
Public/Institutional/Open Space		
Public Land / Civic	✓	✓
Open Space / Parks / Conservation Easement	✓	✓
Other		
Natural Resources	✓	✓

Non-Residential and Mixed-Use

Planned Resort

Land Uses:

The Planned Resort classification allows for resort accommodations approved through existing Master Plans. Ground-level commercial uses are appropriate in this classification. A variety of uses can occur above the first floor, including resort accommodations, commercial uses, offices, or residential. This classification also emphasizes a range of development types intended to accommodate guests on a nightly or long-term basis, ranging from second-family homes to condominiums. The town will require provision of workforce residential opportunities for employees.

Locations Designated:

The town and county will allow planned resort only in the designated locations on the Future Land Use Plan; including Snow King, Teton Village, Grand Targhee, Golf and Tennis Club, and Snake River, where these resorts have approved master plans.

Characteristics:

The character varies depending on the location and scale of the resort development. Development should include design elements such as trees and landscaping, sidewalks and trails, and public spaces to make the environment inviting and safe for pedestrians and to provide safe linkages with nearby residential areas or lodging through transit and provision of trails and sidewalks. Density and scale will also vary by resort.

Commercial – Community Auto-Oriented

Land Uses:

This classification is appropriate for larger retail, office, and entertainment uses that predominantly serve the residential base of the community but may also serve visitors. This classification may also include service-oriented development and/or office uses and larger regional commercial uses in a mixed-use development setting. It is not intended to expand.

Locations Designated:

These commercial areas are proposed in the town where they have access to Highway 89, south of Meadowlark Lake, near Flat Creek Drive, and north of Perry Street. It is also in the community of Hoback.

Characteristics:

While this classification is auto-oriented, development is still intended to place a strong emphasis on pedestrian connections and attractive appearance. The commercial activities should be accessible by all transportation modes (including transit).

Mixed-Use: Commercial (Downtown and Villages)

(Note: Will add a county/ Wilson mixed-use category with different densities and criteria to determine where village uses might occur in county villages.)

Land Uses:

This classification emphasizes commercial uses, including retail, office, restaurant, hotel/motel and other commercial uses involving active or frequent interaction with the public. This classification corresponds with lodging overlay district in town. The town encourages non-lodging and condo residential uses and offices on upper stories of buildings.

Locations Designated:

In downtown area, proposed surrounding town square and generally bounded by Perry Street to the north, Moran Street to the east, Hansen Avenue to the south, and Flat Creek to the west. It is also in the community of Wilson, Hoback, and Buffalo Valley.

Characteristics:

Development should be in keeping with the historic flavor and scale of downtown. The business uses are generally intended to be small-scale and not dependent upon direct vehicular access or parking. Parking should be address as a public utility. Strong pedestrian relationships, a walking environment, and vibrant public spaces are an important aspect of downtown area and will be required in new developments. Retail should be on the ground level, but other uses can be vertically integrated. *(Note: Town Subarea Plan will address this area in greater detail for Downtown Jackson. Wilson Subarea Plan should address for Wilson.)*

Mixed-Use: Commercial (Redevelopment)

Land Uses:

This classification emphasizes long-term redevelopment of the Jackson “Y” area from predominantly commercial uses to a mix of commercial uses, including retail, office, restaurants and residential uses as a strong component, either on upper stories of buildings or adjacent to commercial uses.

Locations Designated:

In Jackson, in the “Y” area at the intersection of Highway 22 and Broadway West on the north and south sides, and south to Meadowlark Lane and east to Karn’s Meadow.

Characteristics:

Over time, development should create an inviting, walking environment with vibrant public spaces where commercial uses are well integrated and connected with residential and surrounding neighborhood uses. The area will continue to operate as a service and retail hub, but other uses, particularly workforce housing proposed to be vertically and horizontally integrated into the redevelopment area.

(Note: Town Subarea Plan will address this area in greater detail for Downtown Jackson.)

Mixed-Use: Residential and Office

Land Uses:

This classification emphasizes a compatible mix of residential and office uses, but it can also include a small component of retail and restaurants to serve residents and workers.

Locations Designated:

In the town at the edges of mixed-use commercial areas, north and south of downtown and along Highway 89 in the south part of town. It also appears along Redmond Street. In the county in communities of Wilson, Hoback, and Aspens/Pines. Mostly will occur through redevelopment.

(Note: Town Subarea Plan will address these areas in greater detail.)

Characteristics:

New development in this category should create inviting, pedestrian-friendly locales with public spaces.

Residential and office uses can be vertically integrated. The category should include workforce housing.

Business Park/Employment

Land Uses:

The Business/Employment category is appropriate for light industrial uses including repair shops, equipment storage, and light manufacturing are appropriate in this classification. Service-oriented commercial and commercial distribution may also occur within this classification.

Locations Designated:

In town, this category proposed to be designated near the high school and south of the high school. In the county it occurs along highway 89 near South Park, in Buffalo Valley in a few locations.

(Note: may need to identify other locations in the town and county for Business Park/Employment uses and criteria to local mineral extraction uses.)

Characteristics:

Business/Employment uses should be developed attractively with landscaping and with buffering along key entry corridors or gateway to Jackson. Traffic generated by activities in this district should not pass through residential areas. Furthermore, development should minimize environmental impacts, including noise, light, and odors. Storage, loading, and work operations should be screened from view and along all public streets.

Residential

Residential: Town Mixed-Use Residential Emphasis

Land Uses:

This classification emphasizes a mix of residential uses, predominantly to serve full-time local residents. Uses may range from single family development to multi-family development. Live-work and home offices are also appropriate secondary uses. Educational and institutional uses are also appropriate within this classification.

Locations Designated:

Possibly in the area around the “Y”.

Characteristics:

Multi-family development should occur adjacent to the major transportation corridors where transit is available, and it should ideally be within walking distance of civic facilities and shopping. These residential areas often serve as a transition between lower density town residential areas and civic facilities and shopping and are important for supporting a transit system. As these residential areas transition to resorts, downtown, or commercial development, smooth transitions will be necessary. Transitions can consist of landscape buffers, lot sizes, and architectural style to protect existing neighborhoods.

Residential: Town

Land Uses:

The Residential Town classification emphasizes a range of residential uses from single family to a limited number of multi-family residential buildings. Educational and institutional uses are also appropriate within this classification.

Locations Designated:

Residential Town is proposed in town west and northwest of the high school and around Hidden Ranch loop, in other locations along flat creek and on Budge Drive north of West Broadway, as well as in locations around the downtown, west of Redmond Street and north of Pine Drive, as shown on the Future Land Use Plan.

Characteristics:

Existing residential uses can be found on smaller lots on a grid street pattern with service alleys, in keeping with the historic patterns of town. New neighborhoods should be connected by a grid-like, connected street system (depending on topography), with access to major streets for circulation within the community and access to shopping and services. The design of all new buildings will be at an appropriate scale and character to “blend in” with existing neighborhoods.

Residential: Suburban / Single Family

Land Uses:

This classification emphasizes a range of residential uses predominantly for full-time local residents. Uses may range from single family development to small scale attached development, such as townhomes. Live-work

and home offices are also appropriate secondary uses in this category.

Locations Designated:

Residential neighborhoods are proposed in the town or in communities where they have convenient access and are ideally within walking distance of civic facilities and services. It also occurs in existing subdivisions in the county.

Characteristics:

Residential uses in this category should develop within neighborhoods that are defined and buffered by open space and that have a pedestrian-oriented inner core with parks, schools, and other civic activities. Neighborhoods should be connected by a grid-like, connected street system, with access to major streets for circulation within the community. The design of new residential buildings shall be at an appropriate scale and character to “blend in” with existing neighborhoods.

Residential: Single Family / Low (County)

Land Uses:

This classification includes single family large lot residential uses.

Locations Designated:

County existing subdivisions, just outside the Jackson town limits, and around communities in the county, including Wilson, Golf and Tennis, and others.

Characteristics:

Existing residential developments with This residential development type also creates a transition from more intense town residential neighborhoods to surrounding rural residential areas. Development is sited to minimize impacts on the natural environment. This development is generally served by well and septic systems.

Rural

Residential: County Rural

Land Uses:

This classification includes agricultural and rural residential uses and agriculture support uses.

Locations Designated:

In Teton County, outside communities.

Characteristics:

Land use patterns are intended to be agricultural uses or residential development on large parcels or clustered. All uses in this area are served by well and septic systems. To preserve wildlife habitat, riparian corridors, and large tracts of open space or agricultural lands, the county will continue to encourage owners to cluster residential development outside of resource areas. The county will also explore use of a Purchase of Development Rights program and partnerships with land trusts to maintain large intact parcels of agricultural land, particularly in Alta, Kelly, and Buffalo Valley.

Public / Institutional / Open Space

Note: The Future Land Use Plan does not identify locations for future public or civic uses. Civic or institutional uses are appropriate in each of the land use classifications, unless otherwise noted.

Public Land / Civic

Land Uses:

This classification includes a variety of public and semi-public uses, including schools, hospitals, places of worship, and government offices that are typically provided by the town, county, or by quasi-public organizations. It also includes facilities needed for essential public services such as electrical substations, water and wastewater treatment facilities. Finally, it includes the public lands owned and managed by state and federal institutions.

Locations Designated:

Existing public and civic uses are designated. Future locations will vary, depending on the use.

Characteristics:

Terrain, size, and density vary depending on the use. For future civic and institutional siting, the site should be adequately sized to accommodate parking and other service needs. Buffering and/or screening may be necessary to reduce impacts on adjacent uses and on neighborhoods.

Open Space / Parks / Conservation Easement

Land Uses:

Parks, natural open space and public and private open spaces are included in this classification.

Locations Designated:

The Future Land Use Plan designates existing open space, parks, and easements. Future sites are not designated and will vary, depending on the use.

Characteristics:

This classification includes both public and private lands held for active and passive recreation, as well as for conservation purposes, generally not for development except to provide for recreation uses or agriculture. This includes all town-owned park land and may also include other lands owned specifically for open space protection purposes or lands which, for example, may be an agricultural use but have a permanent conservation easement attached to the property.

Other

Natural Resources

This resources designation on the plan encompasses the wildlife habitat, floodplains, and other high value resources, known as the Natural Resource Overlay. Policies address how to treat development and conservation on lands with this classification.

DRAFT - Density and Scale for Categories

(Note: Town subarea plan will ultimately address building height for different locations.)

Land Use Classification	Maximum Density	Mix of Uses
Non-Residential and Mixed-Use		
Planned Resort	Determined by approved master plan	
Commercial: Community Auto-Oriented	<u>To be determined with Town subarea plan</u>	Commercial – no max Residential uses above 1 st floor
Mixed-Use: Commercial (Downtown)	<u>To be determined with Town subarea plan</u>	Commercial max. of 80% Residential max. of 50% Office max. of 50% Lodging? Workforce housing?
Mixed-Use: Commercial (Redevelopment)	<u>To be determined with Town subarea plan</u>	Commercial max. of 50% Residential max. of 70% Office max. of 50% Lodging? Workforce housing?
Mixed-Use: Residential and Office	<u>To be determined with Town subarea plan</u>	Residential max. of 70% Office max. of 50%
Business / Employment	FAR 0.4	Office/light industry up to 100% Commercial up to 10%
Residential		
Residential: Town Mixed-Use Residential Emphasis	20 du/acre gross	Up to 30% live/work units
Residential: Town	10 du/acre gross	n/a
Residential: Suburban/Single Family	4 du/acre gross	n/a
Residential: Single Family Low (County)	5 acres/du gross density; lots averaging 1-2 ½ acres	n/a
Rural		
Residential: County Rural	35 acres/du gross density	n/a