



# DRAFT Plan Themes and Policies

June 1, 2008

(NOTE: DRAFT 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’ values. This part of the plan will answer the questions: (1) “what kind of place do we want to be in the future?” and (2) “how do we accomplish that?”

The Themes and Guiding Principles in this document build on the ideas contained in the 1994 Plan and have been circulating in the community over the past several months along with scenarios and concepts for the Town and County. This expanded version, containing policies and suggested strategies, incorporates ideas from various community events. It reflects input from the public, committees and boards such as the Technical Advisory Group, Stakeholder Advisory Group, Town Council, County Commissioners, and Planning Commission meetings; and it incorporates ideas from the Sustaining Jackson Hole effort occurring over the past several years.

**This is a preliminary draft that will be available for public review through mid-July.**

Comments through mid-July will feed into the next draft. The planning team will continue to refine policies to clarify language, tighten up priorities and connections, and add graphics and make it more user-friendly for the draft plan.

Thank you for your comments and ideas!

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## A Guide to the Plan

### **Providing Predictability**

This Plan identifies what our community and the town and county want to achieve in the future, and then overlays our general ideals with specific instructions or maps for how to get there. “Predictability” is a key word to describe the plan’s intent and outcome. What makes it predictable? Two things:

1. **The Future Land Use Plan maps** (draft under separate cover) will guide growth and decisions about future conservation, and development locations and densities. The 1994 Plan did not contain maps or physical plans.
2. **The Themes and Policies** will provide specific guidance to reflect priorities related to the “big ideas,” and resources and land use locations on maps. The plan acknowledges that not every policy direction can be accomplished everywhere. The 1994 Plan did not prioritize or provide that sort of guidance.

This Plan debunks one of the criticisms of vision-based plans (including the 1994 Plan)—that they contain conflicting values-based ideals without specific direction about how to reach all that they set out to achieve. Instead, this Plan aims to provide rigor, specificity, and a definite course of action—building on our community’s values and enthusiasm. It also contains measures (indicators), so that once the plan is adopted, over time the community can periodically check to see if it is charting the course it intended—or if it needs to change direction.

Ultimately a comprehensive plan will, by its nature, always have some seemingly conflicting aims, but the intent of this Plan is to balance and prioritize competing community interests and values to lead to a direction that satisfies the greatest number of ideals, especially those that are linked and involve trade-offs. The parts of the plan that follow are part of the platform to help the community head in the direction of becoming a more sustainable place.

## Plan Organization: The Sum of the Parts

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### **Linking Themes/Sustainability Chapter**

Our core value is that Jackson and Teton County will minimize the footprint of development and conserve the natural environment while striking a sustainable balance of community values—social and economic. The sustainability chapter explains how to weigh and balance values and prioritize directions for the plan.

### **Countywide Future Land Use Plan and Big Ideas**

A large part of the plan's countywide guidance will revolve around the Future Land Use Plan and "Big Ideas." The Future Land Use Plan will also depict the natural resource priority areas (which reflect the most recent Natural Resource Overlay (NRO)). Depending on the level of complexity, the natural resource priority areas and future open space may be shown on a separate map. (See Plan "big ideas" and draft plan map(s), under separate cover...)

### **Town of Jackson – Future Land Use Plan and Sub area Plan**

The detailed land uses and districts and neighborhoods of Jackson will be depicted on town maps and described in a separate town sub area chapter. Town staff will work with neighborhoods and the public during the summer of 2008 to refine land uses and direction for the town plan. (See draft Jackson Sub area worksheets, under separate cover...)

### **Theme Chapters**

The seven themes are the basis and organizing framework for this Comprehensive Plan's policies. The themes 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. Uphold 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 has a series of guiding principles and policies following and supporting it—providing direction on the range of topics that fall under each. Each theme section answers the questions:

- What is the community's desired directions related to the theme?
- What are the key principles and why are they important?
- How will the plan achieve results?
- How will the community measure the plan's success?

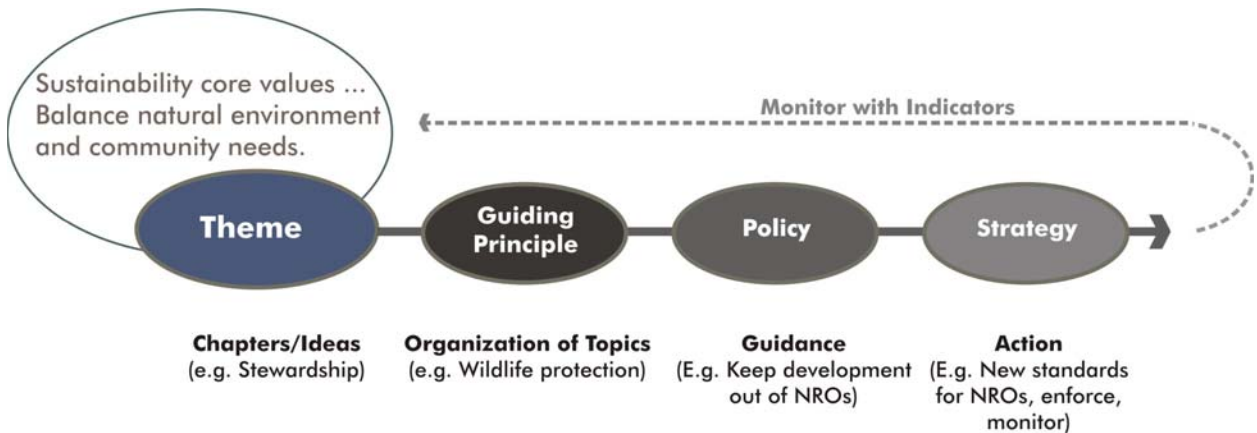
### **Understanding the Themes:**

- **The Seven Themes** represent the general ideals and directions to support the community's core values and serve as the organizing elements of the plan. They help link the many topics in a traditional element-based plan, such as land use, transportation, and utilities, into a more cohesive organization that supports where the community wants to head, as stated through ideals. These themes, supported by an overwhelming majority of community-members in

recent polling, are listed below. The community will be able to evaluate whether it is getting closer to its ideals for each theme or further away on the basis of their benefits for the natural environment and community and economy.

- **Guiding Principles** provide a way of organizing the ideas under each theme and represent our core values to achieve over the life of the Comprehensive Plan.
  - **Policies** provide on-going day-to-day guidance for community-members, developers, elected and appointed officials, staff, and administrators, as the community and its leaders make decisions at the regional, local, and site scale about specific development projects, programs, and capital investments. Individual policies should not be taken out of context.
    - **Strategies** address “how we will achieve desired outcomes.” They list detailed actions, programs, and methods for implementing the plan. Some strategies will be possible to accomplish in the near term, while others will be on-going, or will take place later in the life of the Comprehensive Plan.

*(Note: This draft includes a range of possible “suggested” strategies. We anticipate more discussion and detail related to strategies for the next plan draft and an implementation chapter that will include a specific work plan with priorities, timeline, and responsibilities. That action plan will follow in subsequent draft of the plan. )*



**Indicators** are listed as specific measures that can help Jackson and Teton County to monitor how well the community is following the plan and moving in a direction toward a Sustainable Community and achieving its principles.

*(Note: This draft includes some possible indicators. We anticipate additional indicators for later drafts, and more thoughtful discussion in the community about indicator values and which ones best measure community objectives. Ultimately, indicators should be based on readily-available data and should be directly pertinent to measuring the plan’s aims.)*



# Linking the Themes—How can Jackson Hole be more sustainable?

## Introduction

This chapter explains: (a) the definition of a sustainable community in the context of Jackson and Teton County, (b) how the themes and principles of this Plan relate to and fold into that definition, (c) how we can monitor progress over time, and (d) what accomplishments have occurred since 1994.

## What is a “Sustainable” Jackson/Teton County?

Several current world-wide trends suggest the need to plan for sustainable communities. First, most scientists agree the world’s climate is changing, and such change will have vast implications for all communities. Second, the resources that support human life and communities are decreasing while human population is growing. We face increased pressure and competition for more scarce resources at local, national, and global levels.

In addition to these national and global trends, Jackson and Teton County experience local forces that heighten the value of sustainability. The small geographic area of Jackson and Teton County can easily be overwhelmed by the population that desires to locate here. A high quality of life and easy accessibility make Jackson Hole the vacation spot and residence of many people, yet the 75,000 acres of private land provides a limited amount of opportunity to accommodate them. This national / global demand focused on a local land supply threatens the community’s sustainability in both a physical and social sense.

Jackson and Teton County are located in a natural treasure of wildlife habitats, a natural ecosystem, and great scenic beauty. Growth and development create a constant challenge to sustain these natural features for future generations. In addition, the relationship of national demand and local supply also fuels some of the highest housing prices in the country and threatens to erode the sense of community and social diversity that characterize a sustainable community. The value of creating a sustainable community in Jackson and Teton County stresses the need to maintain the community’s middle class in the face of profound forces that are increasing housing prices.

Given these trends and local issues, Jackson and Teton County are recognizing that it’s social, economic, and environmental “elements” are linked, and that the region and agencies can not make a decision about one topic without affecting the rest.

### Sustaining Jackson Hole definitions:

The “Sustaining Jackson Hole” Community Exploration effort and its sponsors—the Charture Institute, the Jackson Hole Chamber of Commerce, and the Northern Rockies Conservation Cooperative—define a Sustainable Community as one which meets the following three criteria:

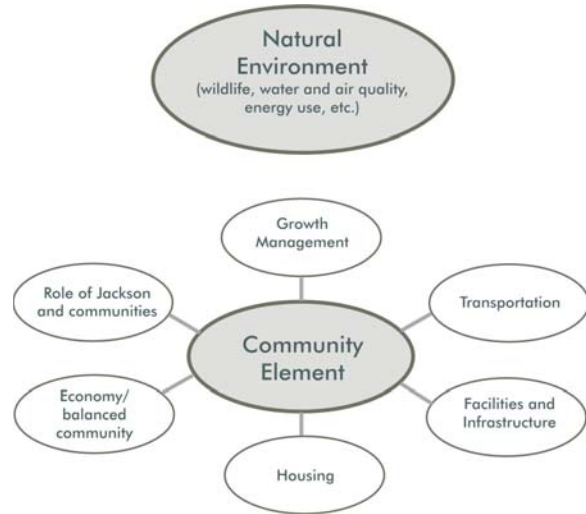
1. A Sustainable Community rigorously defines and quantifies the many aspects of its character;
2. It specifically identifies those qualities which the current generations feels must be made available to future generations; and
3. It acts to measurably preserve and enhance those qualities.

This Plan takes into account that vast amount of work and thoughtful ideas of the participatory effort.

## How are our values linked?

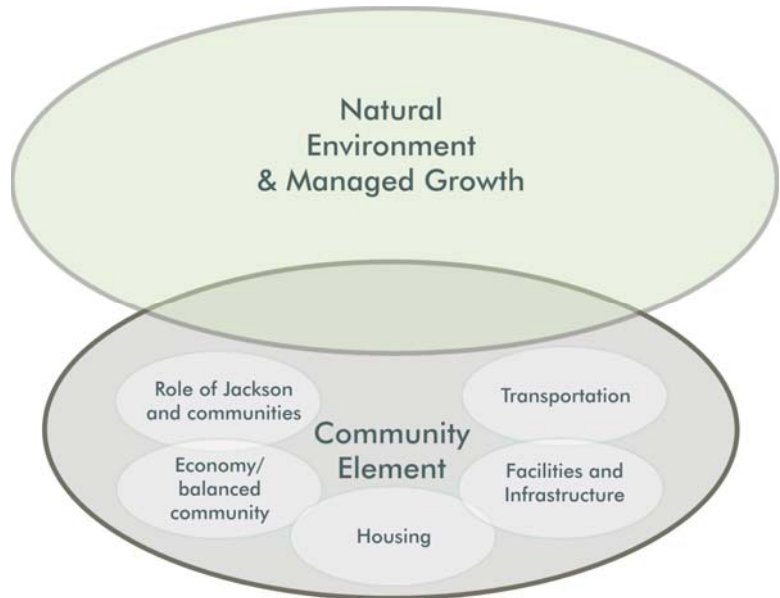
### **Traditional comprehensive plans deal with separate, unrelated elements**

Communities traditionally deal with their goals and needs as separate and unrelated issues, as in the image to the right. Jackson and Teton County have made strides in recent years to address goals and needs in a more interrelated way, but the 1994 Plan did not consistently address how to consider tradeoffs or balance seemingly opposing topics, such as housing and wildlife habitat. When environment, community, and economy are viewed as distinct and separate, the piecemeal approach can lead to greater problems, create opposing groups, and focus the community on short-term benefits.



### **This Plan considers linkages to balance our core values of environment and community**

This Plan is premised on the idea that to achieve a more sustainable community and manage and conserve the region’s resources, Jackson and Teton County need a less piecemeal approach to address the linked topics. This Plan establishes policies and strategies to improve conditions to make the communities more balanced with the natural environment and consider trade-offs. It recommends a monitoring system to continually consider linkages and effects of actions on the natural environment. The diagram shows that the Jackson Hole community and economy operates within the natural environment and its limits, rather than separate from it.



Our core value is that Jackson and Teton County will minimize the footprint of development and conserve the natural environment, while striking a sustainable balance of community values—social and economic.

Using this plan means recognizing the locations where certain policies are priorities, and not using the policies in a piecemeal way. No one policy should be taken out of context; each theme and corresponding policies need to be considered as they relate to the Future Land Use Plan and balancing environment and community priorities.

## Measurable Ideals

Each theme contains an ideal statement at the front and measurable policies, with possible indicators listed at the end of each theme chapter. The “Statements of Ideal” may need further revision in the next draft—possibly with additional tangible quantitative measures to be added.

### How should the community monitor the plan’s accomplishments?

This Plan includes a set of indicators for each theme. The community will need to refine and select the indicators that will best determine if the plan is accomplishing its aims. Indicators measure whether a community is getting better or worse at achieving its goals. (Note: indicators are listed in each theme)

Theme #	Title	Core Value	Suggested Indicators	See page
1	Promote Stewardship	Natural Environment	Threatened and Endangered sites, Wildlife-vehicle collision rates, wildlife populations, habitat quality and quantity Exotic weeds, Natural Resources Overlay (NRO) preservation acres, water quality, air quality, night sky, percentage of urban runoff system treated with filtering system, open space acres, recycled materials as percentage of total solid waste, building-related carbon emissions, per capita use of water	To be added
2	Manage Growth	Natural Environment	See page ___ (to be added)	
3	Comprehensive Transportation System	Community Element	See page ___ (to be added)	
4	Jackson as “Heart”	Community Element	See page ___ (to be added)	
5	Community Housing	Community Element	See page ___ (to be added)	
6	Balanced Community/Economy	Community Element	See page ___ (to be added)	
7	Community Facilities and Infrastructure	Community Element	See page ___ (to be added)	

## What has the community accomplished since 1994?

Jackson and Teton County has accomplished much in managing growth and development and balancing its goals in recent years. The long time lapse since the 1994 Comprehensive Plan, however, presents the community with the need for several significant changes if desired goals are to be achieved in the areas of balancing the natural environmental and community needs:

- ✓ Environment:
  - Stewardship of Wildlife Habitat and other Resources, and
  - Growth Management and Conservation.

- ✓ Community:
  - Transportation,
  - Community Design and Jackson as “Heart”,
  - Community Housing Needs, and
  - Diverse, Balanced Community.

## ***Stewardship of Wildlife Habitat and Natural and Scenic Resources***

### ***What was the 1994 Plan goal?***

Protecting the natural, scenic and agricultural resources was a major goal of the 1994 Plan and the community has made significant progress.

### ***What is the new direction?***

Since 1994, the county and town have enacted extensive land development regulations to protect natural and scenic resources. These regulations do not prohibit all development in the sensitive areas, but approximately twice as many acres have been protected with open space easements than have been developed in the natural and scenic areas.

This Plan focuses on a few areas of weakness related to natural areas, including developing policies to keep wildlife habitat intact and viable and minimize incremental impacts from development in the county and town. This Plan also aims to assist with preserving the ranching heritage of Alta through voluntary agricultural conservation. Agricultural operations in Jackson Hole have decreased to a few remaining ranches as land values and development pressures have over taken the ranching business.

## ***Growth Management and Conservation***

### ***What was the 1994 Plan goal?***

A major emphasis of the 1994 Plan was open space preservation. Another objective was to limit commercial development in the unincorporated county.

### ***What is the new direction?***

The community’s land trusts and landowners have conserved approximately 20,000 acres of land by open space easements. The scenic vistas along Highway 22 and in Buffalo Valley are largely protected. In addition, significant open space has been created along a portion of Highway 390 near Teton Village. Yet, scenic vistas along Highways 189/191 south of town are less protected and could change with future development. The county has also successfully limited commercial development to areas of existing development.

This Plan designates predictable locations to accommodate projected growth, generally in accordance with what the community supports, understanding that a large part of the community wants to see limited growth. Specific guidance provided in this Plan should circumvent controversy over each and every proposal and the plans’ meaning in the future. This Plan brings greater certainty in locations for the projected growth and new development, while establishing parameters and an upper limit for development.

## **Transportation**

### ***What was the 1994 Plan goal?***

The 2002 update of the Transportation section provided ambitious goals and strategies to increase multi-modal transportation.

### ***What is the new direction?***

Some success can be documented (transit ridership increases and continued development of a pathways plan). However, traffic growth on the streets and highways exceed projected levels. The community continues to express a strong desire to avoid widening highways to accommodate the growing levels of traffic.

This Plan carries forward many of the community's transportation goals and recognizes a major change in how residents travel around the community is needed, or roadway expansions will need to occur.

## **Community Design and Jackson as "Heart"**

### ***What was the 1994 Plan goal?***

The 1994 Plan aimed to preserve "community character," a loosely defined term, and focused on protecting the natural and scenic areas that contribute to the community's character, and establishing development standards to manage growth.

### ***What is the new direction?***

Since the 1994 Plan did not provide a clear definition for aspects of community character, beyond natural areas and scenic protection, and did not provide specific guidance to redevelopment in the town, it is difficult to measure tangible accomplishments.

This Plan redefines community character in more tangible terms through policies that address not only natural and scenic qualities, but also social attributes of community (e.g., arts and culture, events) and desirable development qualities and scale for the town. It establishes parameters for redevelopment and infill, particularly in town, that will continue to protect community character.

## **Community Housing Needs**

### ***What was the 1994 Plan goal?***

The 1994 Plan established that 25% of future population increase needed affordable housing.

### ***What is the new direction?***

The affordable housing efforts have met the goals established in the 1994 Plan, but the problem has not lessened. Since 1994, over 800 workforce housing units have been constructed, housing approximately 10% of the community's population. The workforce housing inventory accommodates about 34% of the population increase since 1994. However, the continually rising housing costs have expanded the gap between wages and housing prices, and the percentage of the workforce residing outside of Teton County is steadily increasing. Affordable housing developments that have been proposed over recent years have generated tremendous controversy and community debate.

This Plan expresses our community's majority opinion to provide opportunities for a variety of housing types (in balance with other natural and resource protection goals) and continue to pursue workforce housing goals to house most of our workforce.

### ***Diverse, Balanced Community - Resorts and Housing***

#### ***What was the 1994 Plan goal?***

The 1994 Plan is clear in the goal that Jackson and Teton County are a community first and a resort second. The 1994 Plan recognized four specific resorts (Snow King, Teton Village, J.H. Golf & Tennis, and Astoria Hot Springs), and three of them have seen significant development. All four of them have approved master plans and only Astoria Hot Springs has not grown. Grand Targhee, existing on federally owned land at the time of the 1994 Plan and not within the county's land use jurisdiction, has since become private land and has been added as the fifth resort. Grand Targhee also has received a master plan approval but has yet to see significant development.

#### ***What is the new direction?***

While these resort plans have been highly publicized and controversial, the master plans are for full build out that will occur over many years. Overall in the county the rate of residential development has exceeded the pace of resort development and the ratio of resort accommodations to residential homes has actually decreased. The current rate of residential development, when compared to the full build out of the approved resorts, will further reduce the ratio of resort accommodations to residential homes.

To continue promoting Jackson and Teton County as a community first, this Plan recommends limiting resort development to the already approved plans and preventing further expansions of new resorts.

## Plan Themes:

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

### Statement of Ideal

**Maintain viable populations of native species (“species of concern”) and preserve scenic vistas and use resources in the most efficient way possible.**

### What does the theme address?

Teton County’s abundant wildlife and natural and scenic resources are a local and national treasure, and the community recognizes a stewardship responsibility to protect them. 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, waterways, and meadows throughout the county are a resource with intrinsic value that residents and visitors agree the community must work to preserve and maintain. Compact development patterns can preserve land for open space, as well as lead us towards a more sustainable and energy-efficient development pattern.

### Summary of this Theme’s Topics

This theme addresses the following topics:

- ✓ Wildlife habitat, natural systems, and ecologically sensitive resources;
- ✓ Wetlands, streams, rivers, watersheds, floodplains and riparian areas;
- ✓ Water quality;
- ✓ Scenic resources and dark night skies;
- ✓ Hillsides and forested areas;
- ✓ Air quality;
- ✓ Natural hazards;
- ✓ Agriculture and ranching;
- ✓ Public access for public lands; and
- ✓ Sustainable resource use.

### Where is this theme a priority?

The Future Land Use Plan shows the Natural Resource priority areas (i.e., the Natural Resources Overlay (NRO)). Where the Natural Resource priority areas are shown on the map, this theme aims for no net loss of land to development.

*(Note: The planning team is obtaining new wildlife data from the Conservation Alliance and Teton Science School, and will review the old NROs map for appropriate revisions. Discussions will continue about species and habitat priorities and migration corridors that may need to be added to the maps.)*

## How does the theme relate to core values?

Environment: “Species of concern” and habitat protection, open space, clean air and water, sustainable resource use, conservation.

Community: Economic viability of the region, community health and livability, educational and scientific value.

## Guiding Principles

The following guiding principles support these objectives:

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

#### *Why is this Important?*

Abundant wildlife has always been a draw for the area and distinguishes the region from others. Teton County lies within the Greater Yellowstone Ecosystem—the largest generally intact ecosystem in the lower 48 states. Yet, biologists believe the region’s overall environmental health is in decline, concurrent with increase in human population. One of the big challenges for the next decades is finding a balance between human activities and growth and natural systems. Other reasons this principle is important are:

- ✓ Wildlife and natural systems, do not conform to jurisdictional or ownership boundaries. Private lands, as well as protected public lands, contain crucial habitat for species and are an integral part of a healthy, biologically diverse ecosystem.
- ✓ Development has occurred on the winter ranges of many of the species valued by the community, restricting the land area needed by wildlife during the most trying part of the year for them. The winter is the most difficult time in the survival of elk, moose, deer, and other big game and non-game species.
- ✓ The pressure to develop these areas creates the need to manage growth to preserve winter habitats and migration corridors that exist on private land.
- ✓ Wetlands, winter ranges, and migration routes are all independent of ownership and jurisdiction boundaries and cannot be moved as development occurs.
- ✓ Wildlife adds to quality of life and enhances the community’s economy. Managing wildlife habitats, migration routes, spawning habitats, and nesting areas is critical to the wildlife and also the community.
- ✓ Natural and scenic resource issues have a direct effect on the social and economic well-being of the community. Land use policies that consider ecological and natural systems will protect the area’s visual beauty, abundant wildlife and air and water quality, which are draws for the part of Teton County’s economy that is tourism-based and for the quality of life for local residents. These resources and natural systems will maintain the area’s critical role.

This Plan recommends protecting wildlife habitat and intact natural systems through a variety of tools and strategies, including standards, acquisition, voluntary dedications, and partnerships. In addition, the plan recommends identifying measures for how much wildlife habitat has been impacted by development and what is essential to maintain for the viability and health of different species and critical thresholds for particular species.



**Policy 1.1a: Minimize development of wildlife habitat (identified in the Natural Resources Priority area) to maintain biodiversity of native species**

New development and human activities will not fragment wildlife habitat of species identified in the NRO mapping and will mitigate detrimental effects of development on habitat. (Note: We are seeking further direction about how to interpret the new NRO mapping and species data, and will tighten up this policy when that information is available.)

Human activities in Teton County will minimize conflicts and preserve abundant and diverse wildlife that distinguishes Teton County. To do this, the county will continue a program of comprehensive wildlife protection standards for areas defined as Natural Resource priorities (on the Future Land Use Plan or a separate map). In addition, the county and town will guard against incremental environmental degradation to nest sites, crucial winter ranges, and migration corridors. New development should:

- Be sited outside of Natural Resource priority areas (identified in the NRO mapping);
- If siting outside a Natural Resource priority area is not possible, limit the size of development and disturbance in the NRO to a certain size, as determined by regulations;
- Minimize impacts on wildlife migration corridors by siting buildings out of the corridors, minimizing fencing and roads that conflict with wildlife movement;
- Not plant invasive vegetation or allow noxious weeds and minimize disturbance that leads to increased exotic weed infestations; and
- Plan and phase construction activities to avoid impacting crucial lifecycles of species (e.g. breeding) .

This Plan will set up systems to monitor cumulative impacts of change in the region and curb development growth when monitored key species appear to be affected.

**Policy 1.1b: Require use of non-invasive plant species**

Require use of a variety of native or compatible non-native, non-invasive plant species indigenous to the site as part of project landscaping to improve wildlife habitat values.

**Policy 1.1c: Conserve connected and strategically located open space**

The county and partners will identify potential connected open spaces and (areas of natural and scenic resources), as defined primarily by the Natural Resources Priority area. To achieve this aim, pursue multiple techniques and partnerships for open space preservation to permanently conserve large, intact properties.

**Policy 1.1d: Minimize disturbance to vegetated and forested areas**

Protect large significant trees and healthy forested areas. Identify forested areas and establish standards to protect healthy significant trees of a certain size.

**Policy 1.1e: Encourage restoration of environmentally degraded areas**

Recognizing that not all strategically-located open space and natural resources are in pristine condition, the county and town will promote restoration of degraded areas to their natural condition, enhancing degraded habitats through incentives, programs, and regulations.

## **Principle 1.2—Protect the integrity of watersheds, streams and rivers, wetlands, floodplains, and riparian areas**

### *Why is This Important?*

Waterways, rivers and streams, and wetlands are the lifeblood of the region—for the natural environment and local economy. They provide both natural functions (wildlife, safe discharge of snow melt) and recreational and economic purposes, yet pressures of development continue to stress these areas.

- ✓ Wildlife, fish, and birds depend on healthy rivers and streams.
- ✓ A significant economic sector has evolved around guiding rafting and fishing trips, world class fishing opportunities and world-renowned competitions.
- ✓ Wetlands are essential to life, as wildlife habitat and for upland and aquatic species that feed, drink, breed, reproduce, or hunt near them. Some wetlands serve as nurseries for commercial or recreationally valuable fish and wildlife. In Teton County they provide (a) water storage and gradual release of runoff, (b) sediment stabilization and phosphorous retention, (c) nitrogen removal, (d) Snake River cutthroat trout habitat, (e) amphibian habitat, (f) breeding and migratory water bird habitat, (g) wintering bird habitat, (h) songbird habitat, (i) beaver habitat, (j) moose habitat, and (k) plant community integrity.
- ✓ Current land use regulations stress setbacks from water bodies and wetlands and prohibit development in the ten year floodplain. Maintaining effective setbacks and other regulations are essential to sustain the waterways and natural aspects of Jackson Hole.

### **Policy 1.2a: Provide development setbacks from rivers and streams (ditches?)**

Protect the rivers, streams, high quality wetlands, and other water bodies from the potential impacts of development by requiring setbacks.

### **Policy 1.2b: Minimize development in floodplains and riparian areas**

To reduce hazards and protect water quality and riparian areas, continue prohibition of development in the 10-year floodplain and minimize further development from occurring in 100-year floodplains when an alternative location exists.

### **Policy 1.2c: Provide setbacks to maintain functioning healthy wetlands**

Protect high value wetlands that contribute to wildlife and fish biodiversity, flood control, and clean water by requiring setbacks and establishing “best management practices”.

## **Principle 1.3—Maintain clean water in the region**

### *Why is this Important?*

- ✓ Urban runoff can negatively impact to the water quality in the Valley if not managed. Forward-thinking efforts, as occurring in the town’s Karn’s Meadow project and filtration efforts should be continued—with particular emphasis on filtering increased urban runoff that reaches the pristine valley water system.
- ✓ At a countywide level, watersheds are the systems that carry water, sediments, and nutrients from ridge tops to rivers and perform vital water quality and storage functions. Avoiding human alterations that can diminish natural functions of watersheds and streams and rivers is critical.

**Policy 1.3a: Require development to follow Flat Creek Watershed Master Plan**

New development will adhere to the Flat Creek Watershed Master Plan, a collaborative effort of several local, state and federal agencies, which contains many recommended strategies to address urban runoff.

**Policy 1.3b: Manage urban development to filter all runoff**

Continue town efforts to improve urban water filtration for Flat Creek and identify and strengthen countywide standards to treat urban runoff from mixed-use centers.

**Policy 1.3c: Map Teton County watersheds**

Identify the watersheds that relate to the rivers and streams in the region and identify best management practices to maintain clean water. Protect the rivers, streams, high quality wetlands, and other water bodies from the potential impacts of development by establishing “best management practices”.

**Policy 1.3d: Protect integrity of groundwater and aquifer recharge areas**

Protect ground water from the potential impacts of development by steering development to areas served by wastewater systems.

**Principle 1.4—Preserve the region’s scenic resources and dark night skies****Why is This Important?**

The community regards scenic quality as a very important component of the region and community character. Preserving the scenic resources and skies are important because:

- ✓ Various types of landscapes determine the scenic quality of Teton County, where scenic vistas are broad and deep. Meadows in the foreground contribute to the open feeling and rural character of the county, framing the stunning visual backdrop of buttes, ridgelines, and majestic mountains in the background.
- ✓ Land use regulations and open space initiatives (land trusts) have generally been effective in limiting visual clutter in the foreground and structures on ridgelines. Landowners have put many scenic properties under easement for permanent protection.
- ✓ Dark night skies are another component of scenic quality, which local groups are currently assessing and working to maintain low lighting and minimize further light pollution.

**Policy 1.4a: Maintain scenic meadow and mountain views**

Use a combination of measures to protect scenic quality in the county including continuing effective land use regulations and voluntary protection programs. Site structures and lots where they will preserve the long views across meadows toward the mountains and buttes, as seen from major roads and highways. (Note: may need to reevaluate and redefine the SRO – evaluate its strength and deficiency.)

**Policy 1.4b: Keep structures off skylines**

Set new development back from ridgelines and skylines to protect scenic quality. Identify key skylines or ridgeline views. Maintain standards to address siting and appearance of structures near skylines or ridgelines as seen from major roads.

**Policy 1.4c: Control lighting to maintain dark night skies**

Minimize the amount of artificial light and light spill-over and glare in developments to provide safe conditions and protect the aesthetics of dark night skies. Evaluate and revise lighting standards if necessary.

**Policy 1.4d: Protect characteristic and unique landforms**

Protect appearance of mountains, buttes, glacial valley, historic river benches, glacial moraines in Teton County.

**Principle 1.5—Protect hillsides****Why is This Important?**

- ✓ Many communities limit development on steep slopes to prevent resource degradation and hazards such as landslides, avalanche, and erosion.
- ✓ Development and grading affects the structural integrity of the hillside, increasing potential for slides.
- ✓ Moreover, massive grading and cut and fill on hillsides to provide roads, driveways, and structures affects the scenic quality of the town and county.

**Policy 1.5a: Minimize disturbance and grading on hillsides**

Maintain the visual quality and ecological integrity of forested hillsides by minimizing the footprint of disturbance and adapting development to fit the topography, rather than adapting the topography to accommodate development. Minimize the appearance of road cuts and grading on hillsides

**Policy 1.5c: Steer development away from steep slopes**

Steer development away from slopes that are steeper than 25% grade to protect visual quality of hillsides and promote safe development.

**Principle 1.6—Improve air quality****Why is This Important?**

- ✓ Jackson Valley generally has clear air—quality that is well within the limits of Environmental Protection Agency standards, and recent trends do not indicate the need for corrective action.
- ✓ However, the high-altitude valley surrounded by mountains is susceptible to temporary air quality problems associated with winter temperature inversions. Carbon monoxide mostly from automobile emissions, dust particles, and woodsmoke are pollutants that become trapped.
- ✓ Dust (as measured by PM 10 particles) has significantly worsened in Jackson Hole.
- ✓ Attention is needed on continued monitoring and future mitigating measures to avoid deteriorating conditions over time.

**Policy 1.6a: Maintain and improve air quality through a mix of programs**

Air quality programs can include, but are not limited to reducing vehicle miles traveled (VMT), the growth rate of total vehicle miles of travel, reducing wood burning emissions, reducing airborne particulates from unpaved roads, requiring increased dust control at large construction sites, and embracing new technologies, such as cleaner burning engines. The

county has maintained for several years a successful wood stove rebate program—to replace them with cleaner burning modern devices. In addition, the community will aim to minimize emissions of heat trapping gasses, such as through incentives for fuel-efficient cars/hybrids.

**Policy 1.6b: Reduce vehicle miles traveled**

Implement land use policies and transportation strategies to reduce the number vehicle miles traveled, such as home mail delivery, building pathways and improving transit. New subdivisions should contain a mix of uses and should generally be focused in and around the Town of Jackson and county communities, as identified on the Future Land Use Plan.

## **Principle 1.7—Restrict development in natural hazard areas**

### *Why is This Important?*

Natural hazards in the environment can threaten the natural systems, our built environment, and human life. Teton County could face several types of hazards.

- ✓ Teton County is a seismically active area, so earthquakes are a potential hazard.
- ✓ Other potential hazards include flooding, landslides, avalanche chutes, areas of unstable soil, and wildfires.
- ✓ The policies below aim to minimize the impact of hazards related to natural phenomena.

**Policy 1.7a: Restrict development in floodways**

Manage development in areas prone to flooding by prohibiting development in floodways and the ten year floodplain. Limit development in the 100-year floodplain when alternative locations exist.

**Policy 1.7b: Restrict development in avalanche chutes and fault zones**

Map all areas identified as hazardous Avalanche Chutes and Fault Zones and steer development away from them.

**Policy 1.7c: Restrict development in unstable slopes and soils**

Coordinate with local geologists to map areas of unstable slopes and steer development away from them.

**Policy 1.7d: New buildings will meet codes to address seismic activity**

New developments will follow building codes to protect life and safety of occupants during seismic events.

## **Principle 1.8—Conserve Remaining Agricultural Resources**

### *Why is this Important?*

Alta, Buffalo Valley, and Kelly are locations in the county with few remaining active agricultural operations and intact lands. Particularly in Alta and Buffalo Valley have potential for continued viable farming and ranching operations, and it will be important to broaden conservation efforts.

**Policy 1.8a: Continue conserving Jackson Hole’s agricultural lands**

Continue to support efforts of landowners and land trusts to conserve large intact parcels of land and farming and ranching in the valley.

**Policy 1.8b: Conserve farming and ranching in Alta through voluntary measures**

The Future Land Use Plan designates Alta as a Conservation Focus Area where the county, private landowners, and other partners will seek voluntary ways to conserve large intact blocks of land and operational farms and ranches.

**Policy 1.8c: Conserve farming and ranching in Buffalo Valley and Kelly through voluntary measures**

The Future Land Use Plan designates Buffalo Valley and Kelly as Conservation Focus Areas, as described for Alta in Policy 1.8b, above.

**Principle 1.9—Maintain public access to public lands for recreation****Why is This Important?**

Teton County has vast outdoor recreation opportunity in the millions of acres of public lands lying in the Bridger-Teton National Forest, Grand Teton National Park, and other federal lands. However, public access to federal lands for outdoor recreation are often through private land, and points of access are minimal. Access for recreation needs to be balanced with other multiple purpose objectives of federal lands, such as habitat protection or grazing.

These goals are being refined in the Snake River Resources Management Plan.

**Policy 1.9a: Provide recreational opportunities in new developments**

To avoid excessive pressure on nearby public lands, new developments should provide recreational opportunities, such as dog parks, trails, parks, and pathways. Consider incentives for landowners to provide additional access points to public lands.

**Policy 1.9b: Provide continued access to federal lands**

The county will coordinate with the Forest Service, Bureau of Land Management, and Park Service regarding new public access points and to maintain access to federal lands and to the rivers and natural resource areas (National forest, Snake River, and Flat Creek). Recreational access and human activities should be planned and provided in a manner consistent with resource protection goals to allow for continued populations of native species and protection of scenic quality. New developments should not obstruct existing access points.

**Policy 1.9c: Provide improved access to the Snake River on public lands**

Promote strategies to accomplish the goals and objectives of the BLM Snake River Resource Management Plan for several parcels along the river, which provide potential for public access to the river, recreation, wildlife and open space. The Plan involves Teton County, the Bureau of Land Management (BLM), the Snake River Fund, the Bridger - Teton National Forest, the Wyoming Game and Fish Department, and the Jackson Hole Land Trust and lists goals and objectives for several BLM parcels along the Snake River. The plan provides for the disposal of

parcels from BLM, while ensuring that the lands remain in public ownership and available for recreation, public access, open space, and wildlife habitat.

## **Principle 1.10—Promote sustainable use of resources and minimize waste**

### *Why is This Important?*

- ✓ Consumption of non-renewable energy sources can contribute to air pollution, rapid depletion of resources, and climate change.
- ✓ Part of achieving a balanced, sustainable community and providing good stewardship of resources is focusing on how the community uses and conserves its resources, such as energy and water. Increased investment in energy efficiency, renewable energy, and energy conservation can lower energy bills, reduce demand for fossil fuels, help stabilize energy prices and energy system reliability, and help reduce air pollutants and heat trapping gas emissions.
- ✓ Meaningful investment in energy efficiency, renewable energy, and energy conservation in Jackson Hole will happen through ongoing efforts by the Town and County to advance land use planning, improve multi-modal transportation systems, expand recycling and reuse of consumables, and updating building standards.

### **Policy 1.10a: Use resources efficiently and promote renewable energy**

Use our region's natural resources, including energy, in a manner that meets our present needs without endangering the welfare of future generations. The county and town will promote private and public conservation of energy resources and promote use of renewable sources of energy, such as solar, geothermal, and wind.

### **Policy 1.10b: Promote Green Building and site design**

Require energy conservation and Green Building. New development will comply with standards to conserve energy and also use renewable resources. Develop a prescriptive energy code and green building standards. Codes should address energy impacts related to size of structures and construction (recycling and reuse).

### **Policy 1.10c: Encourage water conservation**

Encourage water conservation to protect the region's prized water resources for current and future consumption as well as for recreation purposes, and for use by wildlife and fish.

### **Policy 1.10d: Increase recycling and composting**

Increase opportunities for recycling, reuse, and composting to minimize solid waste that must be hauled long-distance to a landfill.

## **Principle 1.11—Increase per capita energy efficiency and reduce overall greenhouse gas emissions**

### *Why is This Important?*

The community has the opportunity and obligation to address the challenge of global climate change. The issue of managing and reducing carbon emissions that contribute to greenhouse gas runs through all the chapters of the plan, as it addresses transportation planning, siting of development, building housing, or monitoring and protection of resources. Some of the largest contributors to energy use are heating and cooling of buildings and transportation-related energy use (for commuting and vehicle-related use); therefore, how we continue to build structures and communities in the future will affect energy consumption.

***Policy 1.11a: Make new development energy efficient***

Locate and build future growth and redevelopment patterns with energy efficiency and resource protection in mind. Manage building and construction through the planning process to reduce lifecycle energy costs and improve energy efficiency and resource protection.

***Policy 1.11b: Encourage energy efficiency for existing development***

Encourage existing development to increase energy efficiency.

***Policy 1.11c: Reduce greenhouse gas emissions associated with development and transportation***

Development patterns with higher density mixed-use centers near transit and focused in Town and county communities will help reduce greenhouse gas emissions associated with transportation. A comprehensive transportation network, with transit, bicycle, and pedestrian networks (as proposed in Theme 3) will also reduce greenhouse gas emission. Develop and promote the means to reach a 50% reduction in building-related carbon emissions by 2010 and carbon neutral buildings by 2030.

***Policy 1.11d: Locate commercial and workforce housing in mixed-use community centers and the Town of Jackson***

Development patterns should mix land uses so jobs, services, schools, shopping, and other destinations are in close proximity to homes and neighborhoods and restrict locating in Natural Resource priority areas.

## **Suggested Strategies (Theme 1—Stewardship)**

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(Note: The planning team will work with the community to complete the strategies sections during the next phase of work as they relate to policies. Strategies are included in this draft for discussion purposes.)



**Theme 1 Suggested Strategies**

<b>Suggested Strategy</b>	<b>Topic/Principle</b>	<b>Type</b>	<b>Timing</b>	<b>Responsibility/ Agency</b>
<b>Assess Wildlife Habitat NRO Mapping and Standards</b> – Reevaluate NRO mapping and associated LDRs to ensure that all LDR-protected habitats for “species of concern” are included in the NRO and consider including additional habitats and species for protection.		TBD	TBD	TBD
<b>35-Acre Development Standards</b> - Develop standards for 35-acre exemption to create unmanaged impacts to wildlife in NRO areas.				
<b>Floodplain Standards</b> – Minimize development in the 100-year floodplain when alternative location exists.				
<b>River and Stream Setback Standards</b> – Maintain river setbacks of 150 feet and increase the minimum stream setback to 100 feet; work with landowners to create a natural vegetation buffer along rivers and creeks.				
<b>Stormwater Regulations</b> – Maintain the stormwater management regulations; strengthen required Best Management Practices for redevelopment; implement Flat Creek Watershed Master Plan.				
<p><b>Wetlands Protection</b> – Develop wetlands protection standards to provide protection of wetlands that are part of wildlife habitat areas (Prepare inventory, key elements would include buffer zone and base the buffer distance for wetlands on the function and importance of the wetland).</p> <p>Wetland Banking Program – Explore the feasibility of a wetland bank that can enhance existing valuable wetlands.</p> <p><b>Wetland Reclamation</b> – Establish a reclamation program to restore critical wetland areas.</p>				
<b>Refine PRD Site Design Criteria</b> - Provide better criteria for clustering of lots and structures out of wildlife habitat and migration corridors, to conserve agricultural lands, and to ensure overall density is compatible with rural character in the county.				
<b>Non-Contiguous PRD</b> – Modify current option for landowners to conserve land.				
<b>Water Quality Standards</b> - Refine setback requirements and “best management practices” for point and non-point water pollution.				
<b>Species Data and Trends</b> – Coordinate and improve information about Teton County’s ecology and natural systems currently available from multiple sources or not at all.				
<b>Scenic Protection Standards</b> – Assess how effectively				

<b>Suggested Strategy</b>	<b>Topic/Principle</b>	<b>Type</b>	<b>Timing</b>	<b>Responsibility/ Agency</b>
viewsheds have been preserved. Refine Scenic Resource Overlay (SRO) regulations to continue to preserve key-image setting scenic vistas and skylines.				
<b>Lighting Standards</b> - Evaluate standards for lighting, especially in new commercial areas to determine if they achieve intent for dark night skies.				
<b>Slope Standards</b> – Evaluate whether slope standards, limitations for essential access, and grading standards are effective.				
<b>Air Quality Programs</b> – implement land use policies and transportation strategies to reduce VMT				
<b>Hazard Mitigation Mapping and Standards</b> – prepare maps locating critical hazardous areas and develop standards to address development siting and mitigation.				
<b>Funding Sources for Open Space and Agricultural Purchase of Development Rights</b> – Identify critical lands for purchase. Establish new funding sources (dedicated tax) to acquire open space or development rights for protecting wildlife habitat, for maintaining clean water, for maintaining scenic quality, and for providing public access to recreation areas.				
<b>Tree Protection and Forestry</b> – Develop/refine tree protection standards. Develop an urban forestry program to manage urban trees.				
<b>Public Lands Access</b> – Develop standards and incentives to address. Coordinate with agencies.				
<b>Sustainable Resource Use/Green Building</b> – Develop prescriptive energy code and green building codes to address passive solar design, green roofs, active solar, and other renewable energy sources. Revise zoning codes that act as a barrier to the use of renewable energy systems.				
<b>Continue monitoring</b> environmental quality (air, water); Continue to promote voluntary protection of important natural, scenic, and agricultural areas through conservation easements; Encourage alternative modes of transportation.				

## **Possible Indicators (Theme 1—Stewardship)**

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Possible indicators to monitor how well the community is achieving the goals of this theme include:

1. Threatened and Endangered sites (Federal and State agencies?)
2. Wildlife-vehicle collision rates (Jackson Hole Wildlife Foundation data on number of animals, WYDOT data and Grand Teton National Park)
3. Wildlife populations, habitat quality and quantity
4. Exotic weeds (acres treated each year for noxious weeds, Weed and Pest)
5. Natural Resources Overlay (NRO) preservation (acres permanently preserved in NRO, acres developed in NRO, acres restored, as measured through County building permits)
6. Water quality (condition of drinking water and as healthy habitat for fish and wildlife, Federal agencies)
7. Air quality (compliance with EPA Air Quality standards, days of good quality air per year, Teton County Public Health and Environmental Health Department)
8. Night sky (measured by Teton Valley Dark Skies organization)
9. Percentage of urban runoff system treated with filtering system
10. Open space (annual mapping and preservation of scenic areas, NRO acres, acres in easement and protected, land trust activity)
11. Recycled materials as percentage of total solid waste (responsibility to be determined)
12. Building-related carbon emissions (responsibility to be determined)
13. Per capital use of water (responsibility to be determined)
14. Vehicle-miles traveled (VMT) per capita

## Manage Growth Responsibly (Theme 2)

### Statement of Ideal

***Use lands in a way that meets needs of residents and visitors, while allowing for viable populations of all native species and the preservation of scenic vistas. Limit growth to that specified by this plan—directing most new growth into the town and communities.***

### What does the theme address?

The Plan is based on the principles of maintaining 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 a predictable amount of growth to well-defined areas, we can efficiently accommodate future needs while still preserving open lands and natural resources, reducing energy consumption and effectively delivering public facilities and services. With a finite supply of developable land, this approach ensures that the region’s growth can be managed to balance growth and conservation.

### Summary of this Theme’s Topics

This theme addresses the following topics:

- ✓ Promote Town of Jackson and county mixed-use centers as locations for limited growth;
- ✓ Establish predictable buildout through the Future Land Use Plan—balance between county and town;
- ✓ Ensure adequate community facilities and services (parks and recreation, schools, art, cultural, and other facilities, health and human services, fire protection, water, wastewater, and stormwater utilities, solid waste disposal);
- ✓ Ensure development concurrent with, not ahead of, necessary public facilities;
- ✓ Historic structures and sites preservation;
- ✓ Quality of development; and
- ✓ Intergovernmental coordination to achieve plan’s goals and growth management.

### Where is this theme a priority?

The Future Land Use Plan Map shows the Town of Jackson and future “town-level” residential areas and mixed-use communities in the county. (Note: It may be helpful to include a separate map, even conceptual, that shows locations of town and communities.)

## How does the theme relate to core values?

Environment: Management and conservation of natural environment, air and water quality

Community: Communities with adequate facilities, quality development, predictable changes, land for workforce housing and other community needs

## Guiding Principles

The following guiding principles support these objectives:

### **Principle 2.1—Establish a predictable development and conservation pattern for the town and county through the Future Land Use Plan**

#### *Why is This Important?*

The 1994 Plan addressed the issue of development and buildout and called for phased monitoring over time. It acknowledges that the concept of buildout is elusive, and that calculating buildout is difficult and uncertain with a character-based plan—where development regulations offer many development options and incentives. This Plan offers a predictable pattern and ways to measure buildout:

- ✓ The community has expressed a strong desire for development predictability and the ability to determine how much development could occur in different places of the county and the town, to ensure that growth does not degrade the natural resources of the region.
- ✓ The Future Land Use Plan (draft under separate cover) indicates how the town and county will build-out, and some general ranges of the possible “end state”.
- ✓ Development will be balanced between the town and county and will strive for a buildout capacity number that is lower than what 2007 zoning allows, recognizing it is impossible to calculate an exact number of future dwelling units or non-residential development (the “end state”), because of factors such as market demand for certain uses, land topography, and other constraints.
- ✓ Studies of natural resources of the region have not defined a carrying capacity limit for human population; however, all recognize that unlimited growth will likely diminish ecological systems. Therefore the Plan aims to limit overall growth and provide general target ranges and ratios of development types, with emphasis on providing workforce housing, not new intensive uses.
- ✓ The Plan suggests mechanisms to monitor future development patterns and amounts. Such an approach to buildout will provide predictability and measurable targets. It will help ensure a balance between the built communities of the region and the natural carrying capacity and conservation.

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

The Future Land Use Plan establishes a predictable guide for land use types and locations (where future development occurs primarily in and near the town and to some degree in community mixed-use centers) as well as policies to maintain buildout neutrality as the need for future plan amendments arise. This plan calls for regulations, incentives, zoning, and

investments to achieve the desired outcomes of the Future Land Use Plan. (Note: The highest priority implementation strategy for ensuring implementation of this Plan is to amend the LDRs and zoning to be consistent with the Future Land Use Plan. Primary strategies would include modification of discretionary processes, including Planned Residential Developments (PRDs) and Accessory Residential Units (ARUs). In addition, the plan could include a provision in the amendment section to require large scale projects that are not in the plan that would increase density, be approved only after a plan amendment and (a) demonstrate their worth and value to the community, as established by criteria in the plan amendment section, and (b) be offset with a density reduction elsewhere. The draft of the plan will include a plan amendment procedure section with criteria for how amendments occur.)

**Policy 2.1b: Use indicators to monitor growth and consistency with this Plan**

The town and county will monitor whether the growth is consistent with the policies and Future Land Use Plan in this Plan in terms of locations, balanced mix of uses, and overall amount of development. This Plan recommends using indicators to measure growth, but in particular to focus on housing units built; ratios between commercial, housing and resort development; and ratio of conservation acres (wildlife habitat and open space) to development acreages). (See Theme 6, Balanced Community.)

**Policy 2.1c: Periodically reevaluate the Future Land Use Plan**

Recognize the need for flexibility over time and accommodate necessary changes while preserving the intent of the Future Land Use Plan. This Plan provides provisions for periodic amendments to address community needs. The town and county should periodically review land uses to determine if adjustments are necessary to address: housing needs, conservation programs, or provision of services, or overall buildout of the plan. Evaluation should happen as part of regularly scheduled review and update of the plan, or should occur according to established criteria and procedures. (Note: Amendment procedures and criteria—to be added to ensure that amendments advance community core values.)

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

The impending redevelopment of town suggests the need to monitor and control the rate of redevelopment, so the town has the chance to review built redevelopment projects and make necessary changes to regulations/design guidelines, before duplicating decisions. (Discuss whether the town would institute a growth rate mechanism if redevelopment starts outpacing town resources.)

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

**Why is This Important?**

This Plan also recognizes that some further population growth will occur, but that the region has a finite supply of private and suitably developable land, so it recognizes the benefit of compact development in the town and communities as a trade-off for preserving natural areas and maintaining very low densities of development in the county's remote and unincorporated areas. This Plan promotes two types of communities:

1. The Town of Jackson will continue to be the primary location for town-level development.
2. Mixed-use communities in the county will continue to accommodate some town and mixed uses in keeping with the scale and character of the communities today, but to a much lesser degree overall than the Town of Jackson.

Benefits include:

- ✓ By directing most future growth to well-defined contiguous areas, the town and county can conserve open space, wildlife habitat, and natural resources.
- ✓ Compact growth makes it possible to deliver public facilities and services efficiently (e.g., water, wastewater, and stormwater utilities, public safety, and schools). Town-level development in remote locations is costly to serve, may create transportation demands, and has negative impacts on natural resources
- ✓ Focused and compact town development, and provide a variety of housing types. Workforce housing can be located in neighborhoods where it is near jobs, transit, schools, shopping, and arts and culture.
- ✓ Such a compact development pattern also facilitates providing a range of transportation choices, including transit and pathways.
- ✓ Compact development helps reduce the region's carbon footprint and energy use.

***Policy 2.2a: Steer future compact town-level development into designated locations***

The county and town will ensure that new town-level development occurs in designated locations, as defined by this Plan and depicted on the Future Land Use Plan, and not in remote locations, except very low density rural development, which occurs in designated county locations with existing subdivisions. (Note: Town level development is that which can be served by public water and sewer and contains neighborhoods of a density generally greater than one unit per acre.) Appropriate designated locations for town-level development include:

- Town of Jackson (see town plan for more information about mixed-use development locations),
- North end of South Park (with town-level net density of up to four units per acre (gross density) near High School Road with a variety of lot sizes and housing types and open space, parks, and schools)<sup>1</sup>,
- Aspens/Pines,
- Wilson, and
- Hoback Junction.

Most of these places already have compact development and will continue to infill or redevelop incrementally and modestly. This Plan also proposes infill standards to ensure that mixed-use centers and the Town of Jackson are able to maintain and achieve a desirable

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<sup>1</sup> The details of South Park density will need to be further refined and addressed in the Future Land Use Plan, but this density refers to the area in orange on the draft map. By way of example, the definition of four units per acre (gross) means that a 100-acre parcel could accommodate up to 400 residential units, where 25% to 40% of that land would be dedicated to public or semi public uses such as roads, open space buffering, parks, and civic facilities such as schools. Densities for various types of housing could vary across a site, so long as the overall number of units does not exceed the allowed gross density.

character. The Town will guide development to ensure it is of high quality and does not negatively affect existing stable neighborhoods. (See Policy 2.2b below, Town Subarea Plan (draft under separate cover), and Theme 4, “Jackson as Heart of the Region.”)

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

Detailed planning should guide the development in Jackson and each of the county’s communities. The Land Use Plan section provides a town-wide framework plan and more detailed sub-area principles for the various town neighborhoods. Small area plans have been developed (or are underway) for some of the county’s communities. Wilson and Hoback Junction have plans underway, and Teton Pines/Aspens area has a general master plan that has guided development in this community. These plans will provide guidance for the infill and redevelopment of the communities.

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

If designed well, redevelopment and infill can help retain and achieve quality, mixed-use neighborhoods. This Plan promotes redevelopment and infill for the town and communities as a trade-off and a preference to developing outlying rural areas. Infill and redevelopment will occur in a way that is in character and in context with existing surrounding development. Redevelopment will contribute to the desired character of downtown and communities. The plan will include infill guidelines to ensure that future development is compatible with existing neighborhoods and downtown and communities.

***Policy 2.2d: Promote conservation in Natural Resource Priority and Conservation Focus Areas (designated on the Future Land Use Plan)***

Theme 1, Promote Stewardship of Wildlife Habitat and other Environmentally Sensitive Areas and Resources, promotes conservation of natural resources. (See Theme 1, Stewardship). Steering development to designated areas furthers the protection of these critical areas.

***Principle 2.3—Preserve and enhance communities through appropriate physical design and scale of development***

***Why is this Important?***

- ✓ Economic forces and the desire to steer development into the town and existing communities and mixed-use centers can lead to bigger buildings.
- ✓ Redevelopment and infill must occur in a measured and deliberate way so it does not detract from existing neighborhoods. Clear guidelines and regulations must establish parameters of developing, carefully allowing additional development in certain areas targeted for redevelopment, and preserving a lower profile of development in the locations identified for preservation.



**Policy 2.3a: The scale and design of new development must fit the existing context—bulk, scale, and general design features**

The goals of this Plan call for careful redevelopment in town and communities. Such development must fit the scale of context of nearby development, whether urban, suburban, or rural, to ensure predictability and compatibility with existing neighborhoods and communities. As new development occurs it must fit the scale, massing, and general appearance called for in the sub area plans, rather than the community or neighborhood changing to fit the development. (Basic design features include building height, setbacks, relationship to street and sidewalks, general window and façade treatment, general architectural style, and landscaping). Infill development should be compatible with surrounding neighborhoods and the town and county will work with neighborhoods to define appropriate projects and compatibility. Another consideration should include the identification of appropriate transitions between land uses and developments of varying intensities, and incorporation of roadway, park, open space, and trail/pedestrian connections. New design standards and guidelines for neighborhoods and communities will guide development.

*(Note: The land use plan chapters for the county and town will contain design principles, to be developed under separate cover.)*

**Principle 2.4—Recognize the importance of civic spaces and social functions as a part of maintaining a sense of community**

**Why is This Important?**

- ✓ As our communities mature, it is important to enhance character and heritage by focusing on maintaining our historic areas and downtowns, creating and maintaining public places, and supporting cultural events.
- ✓ Citizens should continue to have opportunities for cultural exchange, recreation, and learning.
- ✓ Well designed public spaces are widely recognized for their benefits in communities and for people’s social interaction, including: attracting business investment and tourism, providing cultural opportunities, reducing crime and improving public safety, increasing use of transit, and improving overall health when people are able to walk and be outdoors. *(from the Project for Public Spaces: [www.pps.org](http://www.pps.org)).*

**Policy 2.4a: Maintain and improve attractive public spaces**

The town and county will continue to promote high quality design of public spaces, including creating attractive gateways, preserving views, and providing attractive public right-of-way landscaping. New developments in the Town of Jackson and county mixed-use centers should contribute to quality public spaces—including but not limited to sidewalks and walkways, parks, outdoor squares, and landscaped areas.

**Policy 2.4b: Promote attractive, inviting places and civic structures that support local gathering**

Public spaces are the building blocks of a thriving community. The town and county will support and reinforce the social aspects of community-building, such as community services and facilities, gathering places, and other non-physical features. Outdoor public spaces such

as squares or plazas and civic centers, should encourage social interaction and foster a distinct sense of place and meet the needs of a variety of people, including youth, families, young children and seniors. They should also include amenities that provide comfort and relaxation in all seasons and relate to businesses and activities around it. Jackson’s public spaces and civic facilities should be interesting, memorable, and reinforce our sense of community. Trails and walkways should connect public spaces as destinations for bicyclists and pedestrians.

## **Principle 2.5—Preserve historic structures and sites**

### *Why is This Important?*

- ✓ Historic preservation as a local, state, and national movement has matured over the past few decades and has been proven to be a sound economic development strategy and it helps to conserve resources.
- ✓ At the same time, economic and demographic changes have sometimes diminished the cultural heritage of communities through a process of steady attrition.
- ✓ Jackson Hole has a great opportunity to promote heritage tourism that shares with the visiting public and local citizens the colorful western history of the community, which could be a distinct addition to the resort and recreational activities of Teton County, broadens visitors’ experience, and provides a source of pride for local citizens and businesses.
- ✓ Some local efforts are underway and should be the foundation for future preservation efforts, including work of the Teton County Historic Preservation Board.
- ✓ It is important to raise public awareness about the benefits of preservation of historic buildings, sites, structures and cultural landscapes.

### **Policy 2.5a: Identify and preserve historically-significant structures and sites in the town and county**

Establish and support existing local historic districts to meaningfully preserve historically-significant buildings and sites. Define criteria to identify historic buildings.

### **Policy 2.5b: Support the work of Historic Preservation Board**

The Teton County Historic Preservation Board (TCHPB) has several on-going programs that include identifying historic properties, nominating the most significant structures for National Register designation. The county and town will promote the Historic Preservation Board in its efforts to document and preserve historic buildings and sites. Teton County Commissioners established the TCHPB which has established a Historic Landmark program and funded the stabilization of several structures, small archeological excavations, and surveys of historic buildings. This board has sponsored nominations of local buildings to the National Register and attempts to rescue historically significant structures from demolition.

### **Policy 2.5c: Enhance preservation education, outreach, and awareness beyond current levels**

The Teton County Historic Preservation Board and the Jackson Hole Historical Society and Museum undertake many programs to inform the public about the community’s historic features and history. This education is critical to garner public support for historic preservation; without public awareness historic preservation efforts tend to fail.

**Policy 2.5d: Support reuse of existing structures as an alternative to redevelopment**

The county and town will explore incentives and tools to promote reuse of structures to promote energy conservation.

**Principle 2.6—Maintain the level of service currently provided**

*Why is this Important?*

Sustaining Jackson Hole effort identified a statement of ideal for, “every Teton County resident... to receive all services the community deems appropriate, delivered at exactly the time needed...”

- ✓ The availability and phasing of infrastructure and public services in the region affects the safety and quality of life for residents and determines the appropriate locations for higher level of development.
- ✓ Developments with town-levels of density should be directed to the town or communities, so that public facilities and services can be delivered effectively.
- ✓ New development should not diminish the level of service that current residents and taxpayers receive.

**Policy 2.6a: Provide infrastructure and public services in an efficient, equitable manner**

Project the infrastructure and public facilities needed for the build out and future development pattern, and develop Capital Improvement Plans and development requirements to ensure the facilities and services are provided concurrently with development. Create, update, and fund Capital Improvement Plans in the town and county.

**Policy 2.6b: Ensure development will pay its fair share of the cost to provide necessary facilities and services**

The town and county will update the system of fees and requirements that assess cost of public facilities and service needs generated by new development. New developments may necessitate new demands for services and facilities, and the development should provide a fair share toward their costs to avoid impacting existing residents. Regulations will be clear and predictable and should not increase costs for workforce housing projects.

**Policy 2.6c: New development will not reduce level of service quality for current residents or tax payers**

New development will not reduce the levels of service established in Theme 7, Efficient and Quality Community Facilities and Infrastructure.

**Principle 2.7—Continue intergovernmental coordination to achieve growth management**

*Why is This Important?*

The cornerstone of this Comprehensive Plan is continued coordination between local governments—the town and county in particular—and other state and federal agencies with shared interests in the region.

- ✓ The Town of Jackson and Teton County first prepared a Comprehensive Plan together beginning in 1991, and their governing boards meet monthly to discuss issues of joint concern.
- ✓ The agencies are making a strong commitment to continue working together to achieve mutually-agreeable objectives.
- ✓ Coordination is especially critical to address issues that do not stop at political boundaries, such as transportation, development patterns and growth, open space and resource protection, energy consumption, economic development, and efficient provision of necessary facilities and services.

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

This Plan recognizes that the county and town are two jurisdictions with a single economy and common environment. The county and town will continue coordinated efforts to implement this Plan's principles and policies to address issues related to:

- Growth and development (including annexation criteria ),
- Workforce housing,
- Transportation,
- Open space and trails,
- Natural resource conservation, and
- Other issues.

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

The town and county will continue to coordinate with state and federal government and their various agencies to implement the aims of this Plan and shared interests.

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

Commercial sales tax is a major revenue source for both local governments, and these funds are distributed on a per capita basis; however, the town and county should undertake local land use planning based on the goals of this Plan rather than to capture greater revenue.

***Policy 2.7d: Adopt and use annexation criteria to guide appropriate Jackson expansion***

The Town of Jackson will consider annexation of properties if they meet the following criteria:

- The property is a logical extension of town,
- The property could be adequately served by utilities, police, fire, and road maintenance,
- The property is not in a designate Natural Resource priority area,
- All public improvements off-site and on-site will be constructed and financed in accordance with town standards.

## Suggested Strategies (Theme 2—Growth Management)

(Note: The planning team will work with the community to complete the strategies sections during the next phase of work as they relate to policies. Strategies are included in this draft for discussion purposes.)

### Theme 2 Suggested Strategies

Suggested Strategy	Topic/Principle	Type	Timing	Responsibility/ Agency
<b>Amend LDRs and zoning to be consistent with the Future Land Use Plan</b> - This is probably the highest priority implementation strategy to ensure this Plan will be implemented!				
<b>Concurrency Management System</b> – system ensures that adequate public facilities and services needed to support growth and protect the environment are available when the service demands of development occur. This should include periodic evaluation of service levels and land use trends. ...to ensure that financial planning remains ahead of the present for concurrency to be evaluated.				
Finance Mechanisms - Mechanisms to finance necessary public services? Requirements for new development to pay for costs of services.				
<b>Capital facilities planning</b> – Refine or develop ongoing Capital Improvements Program (CIP) to ensure development approvals are contingent on capacity of existing and planned facilities to support growth and facilities planning to be consistent with this Plan.				
<b>Development referrals</b> - Continue process with referral agencies to review development proposals where adjacent to public lands or where development will create demands for services the agency provides.				
<b>Stimulus Investments</b> - Public investments in targeted redevelopment areas (e.g., sidewalks, street improvements, utility upgrades, transit improvements, pedestrian amenities, such as lighting, benches) to spark redevelopment and provision of housing.				
<b>Remove regulatory barriers</b> - Evaluate town regulations that constrain infill and redevelopment (e.g., parking requirements, setbacks, lot coverage)				
<b>Plan monitoring system with indicators</b> (from the chapters of this Plan). At the very least, over time the county and town should monitor the rate of growth (population and housing units), ratio of new housing to commercial and resort building, and level of service of infrastructure (e.g., transportation).				
<b>Plan Monitoring and Update</b> - Re-evaluate the plan every two				

to five years.				
<p><b>Joint Efforts and Intergovernmental Cooperation</b> - Town and county each dedicate staff positions to the implementation of this Plan. These positions do not share current planning assignments or regular application reviews. Continued intergovernmental contract to coordinate planning and growth management</p> <p>Form a team of staff members from town and county to jointly implement the strategies of this Plan. Establish a town/county work program for a consolidated effort by the joint planning team. The two Planning &amp; Zoning Commissions meet semi-annually to monitor and direct the progress in implementing this Plan.</p>				
<p><b>Consolidation of Government Functions or Services</b> - Consider consolidation of governments or governmental functions and revenue sharing of commercial sales tax to remove motivation for land use planning for revenue purposes.</p>				
<p><b>Land for Future Civic Uses and Buildings</b> - Allow funding and purchase of land for civic buildings.</p>				

**Possible Indicators (Theme 2—Growth Management)**

Possible indicators to monitor how well the community is achieving the goals of this theme include:

1. Total housing units and population (if measurable) (Census, residential building permits)
2. Number of acres of land developed/vacant lands remaining (County and town building permits, annual)
3. Number of acres of land converted to development (County and town building permits, annual)
4. New development units in town and in county communities (County and town building permits)
5. Per capita government expenditures (Current and constant dollars)
6. Inventory of services provided by non-profit organizations
7. Number of strategies of this Plan accomplished

## **Develop a Comprehensive, Integrated Transportation Strategy (Theme 3)**

### **Statement of Ideal**

***Allow residents and visitors to travel safely, efficiently, and economically, shifting away from auto-dependence and increasing choices and opportunities for transit use, walking, and bicycling. The transportation system allows for viable populations for native species, the preservation of scenic vistas, and safe, unimpeded movement of wildlife.***

### **What does the theme address?**

This theme will guide the town and county as they make transportation policy decisions. 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 this 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.

#### **Where is this theme a priority?**

Future transportation roadway improvements of countywide significance (identified on page 45) will appear on the Future Land Use Plan or a separate map. In addition, the Pathways Plan, as updated from time to time, will guide pathways, and START plans will guide decisions about future transit. (Note: The planning team is currently working with WYDOT to prepare models of the Future Land Use Plan to understand where needs for road and other improvements exist.)

## Summary of this Theme's Topics

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This theme addresses the following topics:

- ✓ Coordinated approach to land use and transportation planning;
- ✓ Provide for all modes of travel, including transit, walking, bicycles, and vehicles;
- ✓ Add capacity to roads and streets only where needed, with consideration of “complete streets” that address all modes of travel and considers impacts on wildlife and the environment;
- ✓ Ensure road capacity for emergency responders; and
- ✓ Provide for a consistent funding mechanism to meet the community’s current and future transportation needs.

## How does the theme relate to core values?

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Environment: Air quality and natural environment quality

Community: mobility and economic viability, health and safety

## Guiding Principles

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The following guiding principles support these objectives:

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

#### *Why is This Important?*

The Town, County, and WYDOT recognize that further population and commercial growth will occur in Teton County. A main component of this Plan is recognition of the relationships between future land development patterns and transportation needs. Three key elements of this relationship included in this Plan are:

1. Maximizing the efficiency of necessary vehicular travel by concentrating a certain amount of residential development in the Town of Jackson.
2. Shifting the need for and maximizing the efficiency of necessary vehicular travel by creating small, concentrated communities in the County (“centers”), thereby bringing housing, jobs, and other common travel destinations closer together.
3. Reducing anticipated transportation demand by limiting the overall amount of residential development in the County.

In addition:

- ✓ Improving mobility within the town and county will require an enhanced acknowledgement of the relationships between land use and transportation and focusing on balancing these relationships within the community.
- ✓ Considering transportation impacts when making land use decisions will help ensure that the road system and transit system will expand as the community expands, and will be able to support the region at acceptable levels of service.



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

Promote mixed-use development patterns as a means of reducing vehicle-trips and to achieve a more efficient land use pattern, and link centers, schools, neighborhoods, parks, and other destinations in communities with a continuous pedestrian network and access to transit facilities.

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

New development and redevelopment in Jackson will incorporate design features that support transit usage, such as:

- Locating buildings along the street frontage with transit stops located close to the front door;
- Maximum block lengths (e.g., 600 feet) in areas where they have not already been established, to ensure pedestrian access and connectivity;
- Streetscape amenities such as street trees, benches, cross walks, and decorative paving to enhance the pedestrian environment; and
- Clear pedestrian routes within and between development areas and transit facilities.

Locating most new county development in community mixed-use centers within reasonable walking distance from transit stations will also help support transit usage.

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

By focusing residential development in town, housing opportunities will be provided in close proximity to employment centers and along primary travel corridors.

**Policy 3.1d: Promote interconnectivity of neighborhood and subdivision streets**

The town and county will require an interconnected street system within and between neighborhoods and subdivisions to allow for efficient transit circulation as well as direct bicycle and pedestrian connections. Dead-end and cul-de-sac streets should only be used where required by topographic conditions.

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

**Why is This Important?**

Building a transportation network that supports the diverse travel needs and patterns is critical to the future of Teton County. On a daily basis trips are made by residents, visitors, teenagers, adults, and seniors. Likewise, trips are made for work, shopping and recreation using all forms of transportation. Planning the future transportation system with a multi-modal approach ensures the “quality of life” identified in this Plan can be achieved.

- ✓ The primary transportation facilities supporting residential, commercial, and industrial areas are roads, because Teton County’s land use patterns over the past few decades, as with many mountain communities in the United States, evolved in part due to the availability and convenience of the automobile.
- ✓ The traffic generated by present populations of residents and visitors is exceeding the capacity of existing roads and intersections. Future traffic volumes anticipated from continuing auto-dominated travel behavior and dispersed development patterns will far exceed the available road capacity,
- ✓ Alternative modes of transportation are necessary to counter this trend and shifting a larger percentage of travel from the automobile to other modes is an objective of this Plan.
- ✓ For this shift to occur, facilities are required to accommodate each transportation mode. The street and roadway corridors in this community provide the main base network on which all modes travel.
- ✓ Road projects should not be considered only from the perspective of benefits to motorists, rather all modes need to be considered.
- ✓ It is important to realize that the automobile is the primary mode of transportation in our region. To achieve the desired modal shifts, the roadway system must function at an adequate level. A congested roadway system will not enhance transit ridership, as riders will not like endure lengthy transit trips. Also, congested roadways result in corridors that are not conducive to walking and bicycling.

***Policy 3.2a: Incorporate “complete streets” principles into all town street designs and applicable county road designs***

The county and town will design and implement streets that safely accommodate all users of the public right-of-way including: pedestrians, bicyclists, drivers and passengers of transit vehicles. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a “complete street” and have separation from vehicle exhaust when possible.

***Policy 3.2b: Pursue “complete streets” principles in all WYDOT road designs***

The town and county will work with WYDOT to incorporate “complete streets” design principles in all state highway-designed and funded roads.

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

The town, county, and WYDOT will continue to support and implement the development of a system of non-motorized pathways based on the current Pathways Master Plan.

***Policy 3.2d: Complete Jackson’s sidewalk system to maximize safety and ease of pedestrian movement***

The town will identify gaps and deficiencies in its sidewalk system and establish priorities and funding mechanisms for completing the system. New developments and redevelopment projects will contribute to building a connected sidewalk system and ensure that sidewalks are safe.

**Policy 3.2e: Extend and enhance transit service to major employment, housing, commerce, and recreation locations or centers**

The town and county will coordinate with START transit system to plan for transit service to Teton Village, Wilson, South Park, Town Square, Grand Teton National Park, and other centers. Implement Transit Development Plan

**Policy 3.2f: Provide transportation options for emergency service delivery and egress**

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

*Why is This Important?*

Transportation funding for maintenance and capital improvement projects is projected to significantly decline at the federal and state level over the next decade. However, the demand for improved transportation facilitates is increasing. To achieve the transportation objectives in this Plan it is critical to:

- ✓ Identify multiple public and private funding sources from non-traditional programs,
- ✓ Develop a consistent and sustainable funding source to fund and promote alternatives such as transit, bicycle, and pedestrian facilities that get vehicles off the road. (A range of financial resources are available to the Town and County for implementation of this Plan, including general fund sources already in place, but also including sources currently not established.)
- ✓ Involve the private sector (employers, resorts, developers, retail shops, etc.), which also has a major role to play in ensuring the mobility of their employees and customers and thereby ensuring their own long-term viability.
- ✓ Recognize the extent of our region’s transportation system now reaches to other counties, both within Wyoming and to adjacent states and coordinate with communities beyond our jurisdiction to find future solutions needs comprehensively and responsively.

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

The town and county will work with WYDOT and other state, federal, and regional partners to identify and implement a stable, long-term funding mechanism to meet the transportation needs of the community.

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

*Why is This Important?*

Although this Plan promotes strong alternative modes and demand management elements, there will be a need to add capacity to the Teton County roads and streets network as the region grows. It will be important to:

- ✓ Identify and recommending additions and expansions to roadways that include consideration of pedestrians, bicycles, and bus transit.
- ✓ Provide alternative routes by constructing new corridors and increasing the capacity of the existing system by adding lanes and improving intersections are two forms of roadway expansions that will increase roadway capacity.
- ✓ Consider character and design in implementation of these projects and including significant improvements to the pedestrian, bicycle, and transit environments to achieve targeted modal shifts.

***Policy 3.4a: Continue to work with WYDOT to balance the need to widen state highways or provide new connectors with “Complete Street” objectives***

The town and county will continue to work with WYDOT to ensure that improvements to the state highway system to widen roads or provide additional connectors (i.e., with more than one route for destinations) also accommodate pedestrians, bicyclists, and transit users to the maximum extent possible.

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

Pedestrian, bicycle, and transit facilities shall be evaluated and incorporated into the planning of new or enhanced travel corridors to the maximum extent possible.

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

While this Plan recognizes that roadway widening may be warranted in some circumstances, the town and county will only approve such action after careful consideration of alternatives to determine if future transportation demands can be met without roadway widening.

***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***

The town and county will establish a Level of Service D at intersections as a means for determining when improvements or other mitigation measures are required.

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

Roadway and transportation project improvements will be evaluated for their impact on identified or known wildlife migration corridors, and appropriate mitigation measures such as wildlife crossings (i.e., bridge design to accommodate wildlife underpass) should be incorporated into project design.

## Potential Road Projects

The following roadway projects are suggested as priorities for detailed evaluation and “Complete Street” analysis. The roadway projects were selected based on the influence each area has on the network and issues that have emerged since the previous Plan update was completed (2003).

1. Indian Springs connector between Highway 22 and South Park Loop Road.
2. Upgrade Snow King – Maple Way as an parallel east/west corridor (as determined in the 2001 Maple Way/ Snow King Design Charrette)
3. Reconstruct the Highway 22/89/26 intersection (the “Y”) to improve all modes of travel and serve as a community gateway.
4. Pursue a multi-lane roadway with WYDOT on Highway 22 between town and Highway 390 that provides trail connections, wildlife overpass, and dual bridges across the Snake River.
5. Redesign Highway 390 from Highway 22 to Teton Village based on “Complete Street” design.

On-going traffic modeling has demonstrated the need for these projects.

## Suggested Strategies (Theme 3—Transportation)

Note: The planning team will flesh out this section more during the next phase of work. Suggested strategies include:

### Theme 3 Suggested Strategies

Suggested Strategy	Topic/Principle	Type	Timing	Responsibility/ Agency
<b>Amend Street Standards – Complete Streets</b> - Implement standards to address a “complete streets” program. Develop a “complete streets” toolkit for developers to use when preparing plans in the development approval process.				
<b>Shared Approach – Complete Streets</b> - Work with WYDOT’s Planning, Design, and Policy Division to implement a shared vision for complete streets. Consider hiring a trip reduction coordinator.				
<b>Reconstruct Streets to be “Complete”</b> - Prioritize and reconstruct “incomplete” streets with enhancements for all modes. This includes specific projects that address motor vehicle traffic delay at major intersections.				
<b>Implement Transit Development Plan</b> - Work within the timeline identified in the Transit Development Plan to increase bus service to key destinations and replace existing				

buses with a “green” fleet of vehicles. Coordinate with National Park Service and the airport to provide transit to the park (i.e., Moose, Jenny Lake, town connections) and airport.				
<b>Implement Trails Master Plan</b> - Work within the timeline identified in the Trails Master Plan to implement the proposed trail network.				
<b>Regional Transportation Authority</b> - Form a Regional Transportation Authority with taxing authority to address multimodal travel demands. To adequately address the transportation needs identified by the community, a multi-county cross-state RTA may be required to plan, fund, construct, and address regional travel needs.				
<b>Leverage Transportation Funding</b> - Use available local and WYDOT capital project costs to leverage state and national funding programs for non-motorized travel.				
<b>Rights-of-Way for Private Roads</b> - Allow creation of public rights of way as an alternative to private roads				

**Possible Indicators (Theme 3—Transportation)**

1. Travel time between centers
2. Resident vehicle miles traveled – home based work trips per capita
3. Miles of pathways constructed
4. Miles of bicycle lanes constructed
5. Transit boardings & alightings
6. Modal shift analysis (every two years)
7. Conduct travel time surveys between centers on bicycle, bus, and automobile and replicate the surveys annually to track progress

# **Uphold Jackson as “Heart of the Region” (Theme 4)**

## **Statement of Ideal**

**Residents and visitors will continue to rely on Jackson as the center of the region and primary location for jobs, housing, shopping, educational, and cultural and arts activities.**

## **What does the theme address?**

*“Jackson is the historical and community hub for the region, where people live, work and play.” (Town Council’s current “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. This theme is key to reducing vehicle trip reduction and conserving natural areas and wildlife habitat in the region. The “heart” idea 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’s population 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 development into the town helps implement many principles of this Plan. 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 contributes to the community; and preserve cultural and historic features that retain our regional heritage.

This theme addresses the broad role and function of Jackson in the region rather than detailed design characteristics. The Jackson Framework Plan and Future Land Use Plan (draft under separate cover) provide greater design and neighborhood and district level detail to complement this theme.

### **Where is this theme a priority?**

The Town of Jackson Future Land Use Plan depicts how the town will continue to be the civic, cultural, and historic center of activity with a mixed-use core and healthy neighborhoods.

## Summary of this Theme's Topics

This theme addresses the following topics:

- ✓ Recognizing and accommodating Jackson as the population center;
- ✓ Continuing to support Jackson's role as civic, cultural, and historic center of activity;
- ✓ Maintaining a vital retail/mixed-use core that provides regional services;
- ✓ Fostering healthy and stable neighborhoods;
- ✓ Focusing on a vibrant public realm with public gathering places; and
- ✓ Providing town transportation network with complete streets and focus on transit.

## How does the theme relate to core values?

Environment: Ability to conserve natural areas and lands and wildlife habitat, air quality,

Community: Economic viability, stable neighborhoods, quality public spaces, historic preservation

## Guiding Principles

The following guiding principles support these objectives:

### **Principle 4.1—Maintain the Town of Jackson as the population center of the region**

#### *Why is This Important?*

A core concept of this Plan is to direct most future town-level development into town, and to a lesser degree, the outlying communities. To provide workers with housing opportunities, intensification of development in certain districts within the town over time is a goal. These goals are important because:

- ✓ The Town of Jackson always has been the population center of the Valley, around which other small communities have evolved in the outlying areas. Approximately 48% of the county's population is located in the two square miles of town ,
- ✓ This concentration of population creates opportunities and challenges, including a vibrant and active downtown with many activities and cultural events, enjoyable neighborhoods in which to live, work and play with services and recreational activities in close proximity, and wonderful places for an active public to meet.
- ✓ Economic forces have the town on the verge of a major phase of redevelopment and infill. The challenge is to positively manage changes to maintain the character and charm of the town.
- ✓ Town is the most appropriate location for housing for a diverse population—including seniors and families with children, because of proximity of medical services and schools and jobs, availability of transit and walkability.
- ✓ Concentrating much of future development in the town also will help prevent a sprawling pattern of development that degrades the natural resources of the region.
- ✓ The 1994 Plan Transportation chapter (2002) called for increasing the amount of residential development by approximately 1,200 units strategically located within the town near the largest job center to reduce overall commuter trips between town and the surrounding counties. This goal holds true.



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

Town contains many pleasant neighborhoods and living opportunities, and future development should reinforce neighborhoods of the town. Design guidelines and sub area plans will steer the physical development of town in targeted areas while preserve its physical character.

**Policy 4.1b: Emphasize a variety of housing types, including deed-restricted housing, to accommodate a diversity of households in Jackson**

The town currently has the greatest diversity of housing and the most workforce housing in the county. As the regional population center, maintaining this diversity of housing types and styles (e.g., single family homes, duplexes, condos, lofts, and apartments) and the inventory of workforce housing, including deed restricted housing is critical. (See also Policy 5.2a, workforce housing.)

**Principle 4.2—Continue to plan for Jackson as the civic and cultural heart of the region****Why is This Important?**

Historically, the Town of Jackson has served as the cultural and social hub for the region and Teton County.

- ✓ It is the primary location for municipal and county governments as well as regional headquarters for many state and federal agencies.
- ✓ It is also a major tourist destination and a “gateway” to the national parks and Bridger-Teton National Forest.
- ✓ Tourism and communities and resorts have gradually grown.
- ✓ The aim of this Plan is to maintain and enhance the important role of Jackson as the regional center for tourism, government offices, and as an organized gateway to the nation’s parks and forests.

**Policy 4.2a: Make public investments in strategic locations**

Continue to invest in public facilities such as government buildings, parks, recreation, trails, workforce housing, arts and cultural facilities, in locations in town that enhance the town as a civic and cultural hub.

**Policy 4.2b: Continue traditions and community events**

Continue to sponsor and foster community events in the Jackson downtown that retain the character of the region. Examples of community events and traditions that occur in downtown are: Old West Days; art gallery walk; Old Bill’s Fun Run; art fairs; Arts Festival; Easter egg hunt on town square; lighting of the square for Christmas; the shoot out; elk antler auction; July 4<sup>th</sup> parade; July 4<sup>th</sup> fireworks; outdoor concerts at Snow King; the Hill Climb snow mobile competition; rodeo; county fair. The town square is a major visitation site for visitors. New to downtown are the concerts and events at the new Community Center for the Arts. (See Theme 7, Arts and Culture section.)

**Policy 4.2c: Recognize and enhance town recreational opportunities**

Continue maintaining the parks and working to connect town to the regional pathway network. Emphasize the connections between town and the surrounding recreational opportunities on federal land (National Elk Refuge, Cache Creek, Snow King Mountain).

**Policy 4.2d: Facilitate town educational opportunities**

Coordinate to maintain neighborhood schools and other facilities for life-long learning that are important to the community. Educational facilities should be part of mixed-use developments.

## **Principle 4.3—Maintain a vital retail/mixed-use core in Jackson**

**Why is This Important?**

- ✓ Jackson’s downtown is the retail and business center of the region, where most shopping and jobs are located in a centralized, compact area near the population center.
- ✓ Sales taxes provide significant revenue for operating the community.
- ✓ Throughout the planning process, participants have strongly expressed their support for the concept of a strong town core and housing downtown. Town should continue to be the commercial center providing community-wide services to the population and visitors and a large part of the economic strength of the town is the unique town square and character of the surrounding buildings that form the center of town.
- ✓ The Town Square park is a perfect example of a great public space and preserving it and the character of the surrounding block faces is a goal of this Plan. The commercial area that encompasses the very center of town will experience major redevelopment in the next several years and managing these changes to sustain and enhance the commercial role will sustain an economic engine that finances many civic functions. The Jackson Framework Plan and land use chapter address important design issues for the town square and the downtown area immediately surrounding the square.

**Policy 4.3a: Protect the image and function of Town Square**

Town Square is Jackson’s major tourism draw and visitor retail center. It is also the area that has historically evolved over time and evokes the greatest amount of sentiment and concern over architecture, scale, and community character. The town square area will have the highest levels of design standards to guide future development, uses, and scale of development.

**Policy 4.3b: Continue to promote downtown as a retail and business center**

The downtown area immediately surrounding the town square area is also important from an economic standpoint and town image and character for visitors and tourists. The town will continue to support the Downtown as a mixed-use district that is important for civic functions, retail, businesses, and housing. The Town Framework Plan addresses design and scale.

**Policy 4.3c: Promote mixed-use redevelopment in designated districts within Jackson**

The Jackson Framework Plan and Land Use Plan identifies areas for future mixed-use redevelopment opportunities for residents to work, live, and play all within one neighborhood or district, such as near the “Y” or south of downtown along Cache corridor. The mixed-use areas should emphasize pedestrian comfort and safety and should include and support connections to nearby neighborhoods. The town will carefully promote mixed-use development with an emphasis on workforce residential, civic functions (such as schools), and commercial in these locations. (Note: the Town Framework Plan will address design issues.)

**Principle 4.4—Foster healthy neighborhoods in Jackson**

*Why is This Important?*

- ✓ Jackson residents value their neighborhoods and are concerned about seeing too much change too quickly. As parts of town redevelop and see infill over time, this Plan also acknowledges that many neighborhoods will remain stable in terms of their scale, image, and uses.
- ✓ Preserving neighborhoods can help maintain an existing inventory of workforce housing and keep workers near the region’s major employment center.

**Policy 4.4a: Preserve stable neighborhoods**

The town will undertake programs targeted towards enhancement and stabilization of established neighborhoods that may include upkeep and preservation of older housing stock. Design standards and guidelines will guide infill and redevelopment projects and encourage housing diversity and rehabilitation. (See the Framework plan map for identification of neighborhoods and reference to neighborhood planning policy above.)

**Policy 4.4b: Promote compatible infill that fits Jackson’s neighborhoods**

Infill should be compatible in scale and use with existing stable neighborhoods and districts. Key considerations should include the identification of appropriate transitions between land uses and developments of varying intensities, and incorporation of roadway, park, open space, and trail/pedestrian connections that enhance the quality of residential experiences.

**Policy 4.4c: Prepare focused neighborhood plans for areas of potential change**

Neighborhood planning is a means of drilling into a greater level of detail to address focused area needs than what a comprehensive plan can provide. Certain parts of town may need additional focus and planning and a greater detail than what this Comprehensive plan can provide. Several candidate areas include:

- The area around the Fairgrounds
- The designated “Y redevelopment” area

## **Principle 4.5—Create vibrant, attractive public places in Town**

### *Why is This Important?*

- ✓ Jackson and Teton County enjoy the luxury of being located in a natural treasure of scenic beauty. Three million tourists are drawn to the Valley every year to experience the beauty and enjoy the activities and ambiance.
- ✓ The town functions as a gateway the national parks and forests and serves as hub for the region’s tourism economy. Managing the physical development of the community to compliment the natural scenery is a major focus of the town and county.
- ✓ The stewardship of the area’s natural assets should include building the manmade elements that add to the quality of the area The gateways to town, public places and corridors throughout the community are important features in establishing the region’s image and commercial success.

### **Policy 4.5a: Enhance town gateways**

The town framework plan addresses the three major gateways for town and calls for visual upgrades in both the public realm and on private property.

### **Policy 4.5b: Enhance pedestrian corridors**

The town framework plan addresses pedestrian connections (e.g., between the town square area and Snow King that connects the two major downtown attractions) and calls for enhancements to the pedestrian quality of the community.

### **Policy 4.5c: Provide high quality parks and recreation**

The surrounding national parks and forests can suggest that community parks are less important, however green infrastructure and parks play a critical role in creating a great community. As redevelopment and infill occurs in town, community parks will become increasingly important to provide open spaces and recreational activities. (See Theme 7, Parks and Recreation.)

### **Policy 4.5d: Design public places that fit Jackson and are safe and inviting to pedestrians**

Emphasize quality design for public spaces—streets, civic buildings, and other public spaces—that fits the towns western heritage and character and contributes to quality visitor experiences. Public spaces will be designed for pedestrians and should include wide sidewalks or boardwalks, shade trees and snow structures, benches, lighting, public art, landscaped public spaces such as plazas, ground level retail (with opportunities for outdoor restaurant seating), appropriately scaled parking lots or garages, and other design features to make them vibrant and inviting.

## **Principle 4.6—Provide a town transportation network that promotes easy accessibility and choices of travel modes**

### *Why is This Important?*

- ✓ As town continues to infill and redevelop, emphasizing mobility throughout the community becomes increasingly important.
- ✓ Maximizing opportunities for transit, walking and biking will help the town function as well as sustain the high quality of life.
- ✓ A cornerstone to the transportation system is increasing choices residents and visitors have for traveling around the community, and minimizing the reliance on the automobile.
- ✓ (See also Theme 3 Transportation.)

### **Policy 4.6a: Provide pedestrian connections**

Mixed-use developments should be designed to allow for a continuous, safe, and inviting pedestrian system. Pedestrian safety as well as links to transit will be an integral part of town.

### **Policy 4.6b: Ensure streets have complement of bike-ways, sidewalks, paths, and transit**

Ensure all future new and redesigned streets contain a full complement of bike-ways, sidewalks, paths, and transit. Where relevant they should contain transit facilities. Fully develop a safe and integrated pedestrian system.

### **Policy 4.6c: Continue and expand the free Town Shuttle**

The ongoing growth in ridership of the Town Shuttle demonstrates the desire of visitors and residents to use transit services. Increasing the frequency of this service is critical in the town's success as a commercial center.

## **Suggested Strategies (Theme 4—Jackson as Heart)**

(Note: The planning team will work with the community to complete the strategies sections during the next phase of work as they relate to policies. Strategies are included in this draft for discussion purposes.)

**Theme 4 Suggested Strategies**

<b>Suggested Strategy</b>	<b>Topic/Principle</b>	<b>Type</b>	<b>Timing</b>	<b>Responsibility/ Agency</b>
<b>LDR Consistency</b> - Amend LDRs to be consistent with Future Land Use for Town of Jackson				
<b>Neighborhood Planning</b> - Establish neighborhood planning program.				
<b>Town CIP for Enhancement Projects</b> - Establish a Capital Improvement Program for gateways, corridors, public investment projects to improve Jackson districts and neighborhoods.				
<b>Transit System</b> - Increase frequency of free town transit				
Funding and identify needs to complete the sidewalk network throughout town.				
<b>Small Area Plans</b> - Develop small area plan for the greater "Y" area.				
<b>Pedestrian Corridor Plan(s)</b> - Develop small area plans for: (a) the greater "Y" area, (b) the Fairgrounds.				
<b>Design Guideline Updates</b> - Amend the LDRs and update the design guidelines to provide more specificity, anticipating remodeling of town square buildings within existing character, reflecting goals of this Plan and sub area planning effort.				
<b>Corridor Design Plans</b> – Develop a corridor plan for a great pedestrian connection between town square area and Snow King; consider plans for additional corridors				

**Possible Indicators (Theme 4—Jackson as Heart)**

Possible indicators to monitor how well the community is achieving the goals of this theme include:

1. Number of annual community events
2. Number of workforce housing units built in Jackson
3. Number of housing units retained in Jackson
4. Number and type of civic improvement projects (e.g., gateways, parks)
5. Number of blocks that receive sidewalk construction that completes the network
6. Frequency of town shuttle service
7. Number of neighborhood plans completed (including a small area plan for the "Y" area)
8. Number projects completed and consistency with overall goals of this Plan and sub area plans.
9. Sustained and/or increased commercial sales tax revenue
10. (note: Determine a quantitative way to evaluate design of infill and redevelopment projects.)

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

## Statement of Ideal

**Meet the housing needs of at least 65% of our community’s workforce in Teton County, Wyoming.**

## What does the theme address?

Jackson and Teton County have long been known for their social and economic diversity, as a community of residents who have diverse backgrounds and incomes. However, this characteristic of the community is in jeopardy due to steadily rising housing prices that force many middle class households out of the community and into neighboring counties. Maintaining a resident workforce and social diversity strengthens the integrity of our community and benefits the environment. This Plan includes strategies to promote workforce housing so Jackson and Teton County can maintain a stable and socially diverse population. The magnitude and complexity of the workforce housing issue calls for a multi-faceted approach, involving the private sector, non-profit agencies, local government, employers and residents. This also increases community acceptance, as the burden of providing housing is shared across many parts of the community to avoid disproportionate impact on any single segment.

## Summary of this Theme’s Topics

This theme addresses the following topics:

- ✓ Maintain the community’s middle class and a stable resident workforce;
- ✓ Establish a target for housing programs;
- ✓ Promote housing as part of town redevelopment;
- ✓ Increase predictability for neighbors, developers and the community regarding location of workforce housing; and
- ✓ Provide a diversity of housing types.

### What is Workforce Housing?

"Workforce housing" means housing that can be afforded by and is intended to meet the needs of our workforce (such as police officers, fire fighters, teachers, nurses and medical technicians, office workers, service employees,

### Where is this theme a priority?

The Future Land Use Plan depicts locations for mixed-use development and town-level housing. Workforce housing is priority development type in designated locations (Town of Jackson and county mixed-use centers) outside of Natural Resource Priority areas, as identified in Principle 2.2 of this Plan.

## How does it relate to core values?

### Environment:

- Development in appropriate locations (close to jobs, services) reduces air quality impacts
- Density can be used to protect open space (less sprawl)
- Greater percentage of workforce housed locally reduces commuting needs

### Community:

- More diverse community, better social fabric
- Maintains traditional small-town feel and character
- Enhanced community vitality

## Guiding Principles

The following guiding principles support this theme:

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

#### *Why is this Important?*

The community’s housing goals serve dual purposes: social and economic. A large portion of the community’s workforce occupies houses they purchased when the prices were much lower. When they retire or move away their replacement employees will not be able to afford these existing houses. Further, as land values increase, gentrification will replace many existing homes with larger and more expensive houses, and affordable residential units within commercial properties in town will be replaced with more expensive market rate units during redevelopment. In addition to economic factors, the working middle class provides a more sustainable population. Many of these community members volunteer for public events and non-profit agencies, serve on boards and committees, join local places of worship, and participate in local government. Maintaining social diversity and a resident middle class is crucial to carrying forward this goal to be a community. Other reasons this principle is important are:

- ✓ The high cost of housing in Jackson and Teton County has caused many workers to move to surrounding communities. Between 1990 and 2000, the number of workers commuting to jobs in Teton County increased from 14% to 20% of the county’s workforce, and the number increased to 32% in 2005. This has an adverse impact on our air quality, and increases pressure to add roadway capacity to accommodate commuters.
- ✓ Comparing the median income in the community to the median home price is a common measure of housing affordability. In 2008, the median priced home costs about 1,800% of the median income.
- ✓ Another measure of affordability is the number of housing units available within affordable price ranges. Some market rate housing was affordable to workers in the early 1990’s, but the availability of these units has been steadily declining. The housing market essentially provides no opportunities for wage and salary earners to own a home. Deed restricted housing units are the only opportunity local workers have to live in the community.



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

Producing new workforce housing is both financially and politically difficult. The town and county will work to maintain the existing inventory of workforce housing.

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

New housing will be needed as the community grows, the demand for employee services increases, and some of the existing inventory is lost from the pool of affordable housing.

Approaches should include:

- Maintaining updated housing requirements on new development;
- Facilitating the efforts of the Teton County Housing Authority, Jackson Hole Community Housing Trust and Habitat for Humanity; and
- Providing funding from the Special Purpose Excise Tax (SPET).

## **Principle 5.2—Establish a quantitative goal for maintaining 65% of the workforce as residents in the community**

**Why is this Important?**

A resident workforce maintains a higher level of commitment and involvement in the community. As the workforce leaves the community and the reliance on commuters grows, the level of service for businesses diminishes and becomes less reliable, and level of community involvement is reduced.

Peer mountain resort community research suggests that when less than 60% of the workforce resides in the community a tipping point is reached. (Teton County Housing Authority). When this point occurs, the community has a greater sense of resort and less of a sense of a community. A long standing goal of Jackson and Teton County is to be a community first and a resort second, and maintaining a significant resident workforce is critical to sustaining this goal.

**Policy 5.2a: Maintain at least 65% of the workforce as community residents**

Adopt the numerical goal of 65% of the workforce as community residents.

**Policy 5.2b: Maintain updated commercial housing mitigation requirements**

Adopt and regularly update the employee housing mitigation requirements to ensure commercial development fully mitigates its demand for employee housing.

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

Evaluate land development regulations to remove unessential obstacles to providing accessory residences as part of commercial development. The town and county should pro-actively reconcile conflicting regulations that can impede the provision of accessory residential units with commercial development.

**Policy 5.2d: Limit additional resort developments**

Maintain resort development to currently approved master plans, in order to curb demand for workforce housing related to resort uses.

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

**Why is this Important?**

Existing workforce housing in the community has been produced by a combination of approaches. Among the workforce housing units produced through 2006, about half resulted from the housing requirements placed on developers. Another 22% were produced from incentives allowed in the county and town Land Development Regulations. The remaining units were produced by pro-active initiatives of the local housing agencies and other groups in the community. Mandatory requirements placed on new development are based on the increased need for workforce housing that is caused by a new development. But the community has accumulated a large backlog of demand for workforce housing over the years that is not attributable to new development. The diverse causes for housing demand call for both mandatory requirements and incentives to produce workforce housing. Other reasons this principle is important are:

- ✓ Incentives (such as allowing additional floor area or an increase in residential density) will not generate a sufficient amount of housing, but they make a significant contribution.
- ✓ Legal constraints prevent local government from requiring new development to provide housing to help meet an existing backlog of demand. Meeting this backlog, or catching up, is a role for incentives and various community initiatives. The amount of workforce housing needed to fully catch up is not advocated or realistic but expresses the need for multiple approaches.
- ✓ Current mandatory housing requirements focus on households earning 120% of median income or less, yet most workers with higher incomes are unable to enter the local housing market. The number of households who earn too much to qualify for deed restricted housing but too little to afford market rate housing represents an important segment of the community's middle class.

**Policy 5.3a: Maintain and regularly update mandatory housing requirements**

Workforce housing requirements must be carefully monitored and refined as needed as conditions in the community change over time.

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

Funding examples to pursue include:

- Tax credit program;
- Grants and dedicated revenue streams such as the fifth cent sales tax;
- Bonding;
- A mill on the property tax rate, and;
- A real estate transfer tax

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

Broadening the range of incomes that are eligible for deed restricted housing is important to a sustainable population, but should be done while maintaining a uniform effort to provide workforce housing across all income categories. Revise housing guidelines and regulations to expand the range of incomes that are eligible for deed restricted housing.

**Policy 5.3d: Permit higher densities of housing in appropriate locations to increase the supply of workforce housing**

Permit higher densities of housing in areas identified for increased housing, provided that increased densities are targeted for dedicated workforce, rather than market-rate, housing.

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

Work with local lenders to explore a local lending pool, shared appreciation mortgages, interest buy downs and other strategies.

**Principle 5.4—Promote workforce housing as part of redevelopment and infill****Why is this Important?**

The Town of Jackson is beginning a major phase of redevelopment as numerous small scale and dated buildings will be demolished and replaced with larger, modern mixed-use structures. Extremely high land values have created financial incentives for redevelopment, and the many buildings constructed decades ago provide the opportunities for new development. Also, as development opportunities diminish in the unincorporated county, greater development pressures will turn toward town, further fueling the redevelopment forces. Economic forces and many available properties make redevelopment inevitable and the community is faced with the challenge of guiding this reconstruction and infill. This redevelopment creates both a need and an opportunity for workforce housing. Other reasons this principle is important are:

- ✓ Commercial uses and high-end market rate housing that will be included in redevelopment projects will need workers, and these new developments should off-set the newly created needs.
- ✓ Much of the existing and planned workforce housing has been produced as part of large scale developments in the unincorporated county, but opportunities for such developments are extremely limited.
- ✓ The redevelopment of town will provide the majority of the new development in the coming years, shifting from the county to the town the opportunity to generate workforce housing via new development.
- ✓ Redevelopment and infill efforts should include an increased emphasis on rental housing as well as ownership housing.

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

Establish a mix of workforce and market housing that mitigates the increased need for employee housing created by the development, as well as taking advantage of the opportunities to provide additional workforce housing.

**Policy 5.4b: Prevent net loss of housing units during redevelopment**

Redevelopment should not lead to net loss of housing units due the redevelopment of properties that have pre-existing accessory housing units.

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

**Why is this Important?**

Recently, workforce housing proposals have been very divisive for the community, for immediate neighbors, and for developers. Obtaining local government approvals typically is long and difficult, adding expenses to the development of workforce housing. The community and local officials are faced with difficult decisions of conflicting values and goals with seemingly no room for compromise. This process for providing housing and making land use decisions serves no one well and an improved and more predictable system is needed. Other reasons this principle is important are:

- ✓ This Plan will provide both developers and neighborhood residents a level of certainty about the types and amount of development that can occur in various locations.
- ✓ Debates about workforce housing developments repeatedly reargue the balancing of community goals and reasons why a proposed location is inappropriate for the proposed density. Current housing policies and procedures outline general criteria for selecting locations for workforce housing, but a clearer statement will provide improved certainty for everyone.

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

This Plan promotes placing workforce housing in appropriate locations, as identified in the town's framework plan and the county land use plan. Other criteria include:

- Workforce housing should occur in the Town of Jackson or county communities, not in remote rural areas of the county;
- Workforce housing should be designed as part of mixed-use developments or within neighborhoods, if it meets certain infill and redevelopment criteria so it is in scale (as determined by the town's framework plan or neighborhood planning efforts);
- It should not create impacts on identified natural resource areas; and
- It should have access to transit, proximity to community facilities, and shopping and services.

***Policy 5.5b: Workforce housing developments will be consistent with other aspects of this Plan, including overall build out and protection of natural resource areas***

The appropriate levels of density established for workforce housing areas should not increase the overall build out potential for Teton County. Workforce housing areas should not encroach onto critical natural resource areas (as defined in Theme 1 of this plan).

***Principle 5.6—Provide a diversity of neighborhoods and housing types***

*Why is this Important?*

In order to provide a true range of housing choices for our diverse workforce, a variety of housing types (rental, condominium ownership, town home, and single family) should be considered. Ensuring a variety of housing types in neighborhoods helps provide housing for the workforce as well as provides for a diverse population. A balanced strategy for housing diversity will also include techniques to protect the patterns of stable neighborhoods.

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

Town and county communities over time should continue to provide a variety of residential uses ranging from low density neighborhoods to mixed-use and workforce housing. Some higher density districts, designed well, will allow residents and visitors to take advantage of a pedestrian-oriented environment, and accommodate varying needs within our community.

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

High-density housing, including mid- to high-rise apartments, condominiums, and town homes, should be located near transit, retail, and mixed-use developments (ideally within walking or cycling distance) as well as being located near connected streets for optimal accessibility. High-density residential developments should also include features, such as a central courtyard, recreational facilities, or other outdoor community gathering spaces, to enhance its attractiveness and livability.

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

Ensure new neighborhoods are located near services, jobs, and schools (ideally within walking or cycling distance) to reduce dependence on automobile use. New neighborhoods should contain neighborhood parks, recreation areas, playgrounds, sidewalks on both sides of streets and roadways, off-street trails, and other amenities.

***Policy 5.6d: Preserve stable neighborhoods***

Identify and preserve stable neighborhoods and their patterns and housing stock.

## Suggested Strategies (Theme 5—Diverse Housing Needs)

Examples of techniques to be explored include: purchasing existing homes; purchasing life estates with the unit becoming workforce housing in the future; providing reverse mortgages with the unit becoming workforce housing in the future; establishing mitigation requirements that apply when existing homes are replaced.

### Theme 5 Strategies

Suggested Strategy	Topic/Principle	Type	Timing	Responsibility/ Agency
<b>Programs to prevent loss of housing</b> - No net loss policy; life estates; reverse mortgages; mitigation for consolidations or replacements of existing homes.	Middle Class/ Workforce			
<b>Requirements in LDRs</b> – Establish mandatory requirements for deed restricted housing. Reconcile conflicting LDRs; remove unessential barriers	All			
<b>Long-term funding sources:</b> consider 2 <sup>nd</sup> cent (7 <sup>th</sup> cent), real estate transfer tax, lodging tax, and/or mill on property tax	All			
<b>Density Incentives for workforce housing</b> - through increased density and floor area	All			
<b>Identify specific locations and densities for housing;</b> establish density range (Future Land Use Plan) Limit job inducing commercial growth through plan and LDRs.	Predictability			
<b>Funding source for workforce housing program administration</b> – establish funding source for ongoing program administration and monitoring, such as administration fee at time of workforce housing unit sale	All			
<b>Land Banking:</b> Secure land for future workforce housing requirements.	All			

## Possible Indicators (Theme 5—Diverse Housing Needs)

Possible indicators to monitor how well the community is achieving the goals of this theme include:

1. 65% of the workforce will be housed as community residents, monitor number of workforce housing units and % of workforce
2. Ratio of commercial square footage to residential units.
3. Ratio of resort/lodging accommodations to residential units.
4. No net loss of workforce housing through redevelopment.
5. Relative cost housing

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

## Statement of Ideal

***The region will balance its commercial, resort and housing growth, and limit commercial growth that creates additional housing demand and allow for continued viable populations of species. It will actively support viable local business and support efforts to sustain an agricultural economy.***

## What does the theme address?

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.

## Summary of this Theme’s Topics

This theme addresses the following topics:

- ✓ Maintain Teton County and Jackson as a “community first and resort second”,
- ✓ Balance economic development and workforce housing and community needs (sustainable community), and
- ✓ Support diverse economic sectors that fit the region and community.

### Where is this theme a priority?

The Future Land Use Plan depicts locations for commercial, office and mixed-use development and future housing. Balancing development in designated locations outside of Natural Resource Priority areas and Conservation Focus Areas is a priority of this plan.

## How does the theme relate to core values?

Environment: Limited commercial growth, predictable growth locations, greening businesses  
 Community: Locally owned businesses, housing needs, agricultural viability

## Guiding Principles

The following guiding principles support these objectives:

### **Principle 6.1—Maintain Jackson and Teton County as community first and resort second**

#### *Why is This Important?*

- ✓ The 1994 Plan promoted the idea of “remaining a community first and a resort second,” and calls for a balance between resort development and the community.
- ✓ The sense of community has always contributed to the quality of life in Jackson Hole and continues to be valued characteristic in the face of pressures that are forcing change.
- ✓ Since 1994, the community structure has shifted a great deal due to discovery of the community as a highly desired, amenity-rich place, with shifting housing costs and commuting patterns, and five approved resort master plans with over 9,500 projected lodging/residential units.
- ✓ Despite the resort approvals (anticipated in 1994), the ratio of housing to lodging has grown in favor of housing and the community housing stock is growing faster than lodging growth. However, the housing that has been built has served a recreating, lifestyle population rather than local workers.
- ✓ To support the idea of a balanced community, this principle suggests that the county and town will not approve additional resorts, will monitor residential growth, and will place additional emphasis and resources on addressing workforce housing and transportation needs.

#### **Policy 6.1a: Do not approve new Planned Resorts**

The Future Land Use Plan designates locations where existing planned resorts have approved master plans (including Teton Village, J.H. Golf & Tennis, Snow King (in Jackson), Snake River Canyon Ranch (formerly Astoria Hot Springs), and Grand Targhee). The county and town will not approve additional planned resorts that are not designated on the Future Land Use Plan.

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

New lodging and short-term rentals will only occur in the Lodging Overlay and the existing Planned Resorts.

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

Providing strategies and incentives that focus on increasing employee housing in existing resorts is a critical policy. Planned resorts are major generators of jobs and demand for workforce housing. Key to the achieving the community goal of housing 65% of the workforce is the need for resorts to house a substantial portion of their employees through employee housing.



**Policy 6.1d: Maintain and support opportunities for new small locally owned businesses and neighborhood businesses**

Maintaining local ownership of businesses is a key element of sustaining a community and its neighborhoods. Promoting businesses that share with visitors and residents the unique amenities and qualities of Jackson Hole is important in maintaining the community's character, particularly businesses that promote the non-consumptive enjoyment of the area's outdoor amenities and the community's western heritage, and provide services to nearby neighborhoods. As the community grows and enjoys greater affluence, land prices, rents and other economic forces increasingly challenge the sustainability of locally owned businesses, making it necessary for the town and county to seek tools to support small businesses.

**Policy 6.1e: Seek ways to facilitate viability of unique locally owned and operated businesses in Downtown Jackson**

(Discuss whether to introduce forward-thinking ideas of assisting or subsidizing locally owned businesses, especially on the town square, such as through affordable ground leases. This may still be worth discussing and exploring additional strategies.)

**Principle 6.2—Balance economic development with workforce housing and community needs****Why is This Important?**

- ✓ Theme 5 addressed housing and reasons why workforce housing is an important component of a balanced community. Housing is also linked to other themes, such as transportation and economic vitality and sustainability.
- ✓ Analysis of zoning and buildout suggests that the town, in particular, has much greater capacity for non-residential commercial development than it does for housing—further increasing the imbalance between commercial development and housing.
- ✓ Some rebalancing will be necessary through the Future Land Use Plan and future zoning to limiting further commercial development to certain locations and then monitor the balance to ensure commercial development will not outpace the community's ability to resolve housing needs, or conflict with other goals, such as wildlife habitat protection.
- ✓ This Plan strives to balance the economy and social needs in the context of a healthy environment.

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

The town and county will use the Future Land Use Plan and policies of this Plan as the main tools for guiding decisions about development and growth. The Future Land Use Plan provides for a diverse and integrated mix of uses, including a balance of mixed-use and non-residential areas, and locations for housing. The town and county will continue to actively monitor the levels of new development and reserve or reallocate lands for future commercial, industrial, and residential areas, as necessary to ensure that an adequate amount of housing for the workforce is provided in pace with job growth, and that job growth does not further "tip the scales" to create additional demand for housing. The town and county will monitor trends in the community using indicators (see Sustainability chapter) to determine if the community as a whole is achieving a more balanced community and land use pattern and meeting its housing goals.

**Policy 6.2b: Limit commercial development consistent with the Future Land Use Plan and as a percentage of mixed-use developments**

Commercial and mixed-use areas are important destinations for the town, communities, and region. Commercial and mixed-use is designated on the Future Land Use Plan map in such a way to be central and limit further proliferation of strip commercial development and sprawl. The town and county will approve commercial development only where it appears on the Future Land Use Plan—as either straight commercial or mixed-use category. In addition, the plan and LDRs will aim to limit commercial growth as a percent of total square footage allowed in mixed-use development projects.

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

The Future Land Use Plan identifies areas suitable for light industry and business. The town and county will only approve light industry where it is designated on the Future Land Use Plan. (Note: The plan may need to identify other areas and add additional criteria to site light industry, even though the 1994 Plan says the County has criteria.)

**Policy 6.2d: Encourage mixed-use development with commercial and housing as identified on the Future Land Use Plan**

Recently geographic modeling of the town indicates it has far more commercial zoning than will be needed to accommodate 20+ years of growth, considering the ratio of residential to commercial zoning. The Future Land Use Plan will allow mixed-use development and encourage desirable increased amount of residential in targeted areas, such as the greater “Y” area. Mixed-use categories will establish minimum and maximum types of residential and non-residential to ensure adequate amounts of housing are built.

**Policy 6.2f: Allow small neighborhood-serving commercial if it meets locational and design criteria**

This Plan supports local convenience commercial services in proximity of residential developments and in small communities (e.g., Buffalo Valley) if it meets criteria. (Note: Need to establish criteria to ensure compatibility with existing neighborhoods and in small communities and to guide LDR revisions. To be added to next draft of Future Land Use Plan chapter.) Some of the 1994 Plan “Business Conservation” businesses are long-time owners and long-established businesses. This Plan proposes to continue to allow the commercial non-conforming Business Conservation businesses as “non-conforming uses”.

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

The town and county will continue to require quality commercial and mixed-use developments with an appearance that fits the quality of the environment and western character. The “Town of Jackson” section of this Plan addresses scale, building massing, design character and the fabric of neighborhoods. The town will encourage continued redevelopment of these places as rich, vibrant mixed-use areas through a combination of design guidelines and standards, and possibly incentives. Commercial and mixed-use areas should be strongly pedestrian oriented, provide ample winter solar exposure and wind protection and summer shade and use architecture that is inviting and comfortable for pedestrians.

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

### *Why is This Important?*

- ✓ Jackson Hole and the region’s economic base is becoming more vital and diverse economic base in recent years—shifting from a predominantly tourism-based economy to a variety of sectors.
- ✓ The economy is enviably strong but is totally dependent on service jobs that tend to be lower paying.
- ✓ Diverse economic sectors provide quality jobs and a dependable tax-base.
- ✓ Challenges include maintaining local businesses and balancing future commercial and retail growth with workforce housing, and supporting agriculture as part of the diverse mix.
- ✓ Over time it will be important to be sure that no one business sector over-dominates.

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

Enhance the vitality of businesses that are unique to Jackson and county communities that enhance our sense of community and identity and maintain a local economic base. Support maintenance and expansion of locally-owned businesses that create not only economic, but also environmental and social benefits.

### **Policy 6.3b: Promote “Green” businesses**

The town and county will promote stewardship of resources and the environment and conservation of resources by business and industry. Promote sustainable business practices that reduce water and energy consumption.

### **Policy 6.3c: Voluntarily preserve the agricultural economy, western heritage, and character of Alta as well as Buffalo Valley and Kelly**

The county will continue to provide for and remove obstacles to agriculture through its codes and regulations and recognize the community’s heritage and western character by seeking ways to support remaining farms and ranches, such as through education and recognition of historical events and practices of ranching. Agricultural use provides an effective means of conserving large intact lands. As the community pursues reduced density in many outlying areas and the preservation of open space, the proper management of the open lands can be supplemented with active agriculture.

Teton County has, in part, a western heritage of farming and ranching. Agriculture was the economic base of Jackson Hole’s original settlers, and that heritage is an important part of the community’s character. Farmland and ranchland is also important for environmental quality in Alta, Buffalo Valley, and Kelly, and other locations in the Snake River Valley.

### **Policy 6.3d: Diversify economic sectors by attracting higher paying jobs and non-service sector jobs**

*(Discuss this policy further in the community. The community occasionally discusses the idea of diversifying the economy by attracting higher paying jobs and non-service sector jobs. The*

*economy is enviably strong but totally dependent on low paying service jobs. Seeking to diversify may be an unneeded growth stimulus.)*

## **Suggested Strategies (Theme 6—Balanced Community)**

(Note: The planning team will work with the community to complete the strategies sections during the next phase of work as they relate to policies. Strategies are included in this draft for discussion purposes.)

### **Theme 6 Suggested Strategies**

<b>Suggested Strategy</b>	<b>Topic/Principle</b>	<b>Type</b>	<b>Timing</b>	<b>Responsibility/ Agency</b>
<b>Use Indicators</b> - Refine and implement indicators of sustainability for decision-making and to monitor plan progress on “balanced community”. Indicators should address the environment and community (social and economic aspects).				
<b>Adopt and Use Future Land Use Plan/Amend LDRs</b> - Use the Future Land Use Plan as guide for development locations and quantities. Amend the LDRs to be consistent with directions of the Future Land Use Plan.				
<b>Amend LRDs</b> - Modify zoning districts for town to promote workforce residential units in certain commercially zoned areas of town.				
<b>No Planned Resorts</b> - No additional Planned Resort approvals and no expansion of current plans, except to provide employee housing.				
<b>Modify Discretionary Zoning Options</b> - Modify or remove discretionary development options that allow increased commercial development, such as the Planned Mixed Use Development (PMUD), and focus on incentives for housing.				
<b>Building Green Program and Codes</b> – Establish programs to recognize “green” businesses and promote energy conservation. Develop a Green Building code.				
<b>Agriculture Conservation Programs</b> – Develop program to help conserve viable agriculture and agricultural lands, including possible purchase of development rights to leverage land trust activities.				

## **Possible Indicators (Theme 6—Balanced Community)**

Possible indicators to monitor how well the community is achieving the goals of this theme include: comments below duplicate Theme 5

1. Ratio of commercial square footage to residential units.
2. Ratio of resort/lodging accommodations to residential units.

3. Ratio of protected acres of open space to residential units.
4. Agricultural lands and operating ranches in Alta.
5. Number (or %) of businesses practicing green business practices and number of buildings meeting green building standards.

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

### **Statement of Ideal**

**Residents will receive all services the community deems appropriate, delivered at the right time and without waste, in a safe atmosphere. Jackson Hole will be a community with widely-recognized year-round arts, learning, and cultural activities.**

### **What does this theme address?**

Residents and businesses in Jackson and county communities rely on essential utilities and services, such as fire protection and emergency medical treatment, water and sewer delivered efficiently at the right time. The town and county also recognize that the social components, such as schools and educational facilities, libraries, arts and culture, social services, and shared events and activities (community spirit), are important aspects of community desirability and livability. Residents and visitors should continue to have access to essential as well as quality of life services and facilities that build on and reinforce attributes our unique, safe, and healthy communities. The levels of service (LOS) for all of the services/facilities, and the number of new facilities or expanded services needed to maintain LOS as the community develops according to the Future Land Use Plan. *(Note: The agency heads are key to providing the necessary information, which will also help the planning team refine the Future Land Use Plan.)*

### **Summary of this Theme’s Topics**

This theme addresses the following topics:

- ✓ Adequate facilities and services
- ✓ Water and sewer utility
- ✓ Solid waste
- ✓ Fire Protection and Emergency Medical Treatment (EMT) services
- ✓ Schools
- ✓ Parks and recreation
- ✓ Hospital
- ✓ Library
- ✓ Arts and culture
- ✓ Human social services

### **Where is this theme a priority?**

Where the Future Land Use Plan indicates locations of town and communities, providing efficient and quality facilities and infrastructure is a priority.

This chapter will carry forward the intent of the “Community Facilities” chapter of the 1994 Plan (Chapter 7). We are requesting information from the relevant departments and agencies so we can include the following types of policies:

1. General goal(s) for the utility or facility as future growth in the community occurs (i.e., the guiding principle).
2. Relevant policy direction related to that goal to help the town and county make wise land use and growth decisions and avoid adverse affects on the facility or utility service levels. This might include level of service standards that should help guide development decisions (if they exist), or suggestions to develop level of service standards or locational criteria for facilities and utilities.
3. References to relevant functional plans that will provide the detailed facility and utility information. (Note: we recognize that utilities or function plans, such as for parks, will contain far more detail than the comprehensive plan will; the comprehensive plan will reference those more detailed plans.)

It would also be helpful to include:

- Suggested strategies related to a particular topic and actions that will help achieve the goals (e.g., require land dedication).
- Measurable indicators (to town and county can determine if it is meeting this Plan’s goals.) (e.g., measure of park land compared to population).

## How does the theme relate to core values?

Environment: Growth management

Community: Essential services, educational and health related services, planned neighborhoods, fiscal health

## Guiding Principles

The following guiding principles support these objectives:

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

*Why is this important?*

Placeholder - add

#### **Policy 7.1a: Establish and Maintain Level of Service Standards**

Establish adequate level of service and land dedication standards (i.e., for roads, water and sewer, stormwater, fire protection, police protection, parks, and schools). The town and county will coordinate with service providers and other governmental organizations that provide services to community residents to ensure that existing and new developments have adequate services, and that existing public facilities are properly maintained to serve the needs of current and future residents. Develop level of service standards for: fire and EMT, police, parks and recreation, public water and wastewater, solid waste and recycling, library, schools, other public buildings, and transportation. The level of service is defined as the optimum level of service desired from a service provider, which may be different from the current LOS.

**Policy 7.1b: Ensure Concurrent Utilities and Facilities**

The town and county and developers will ensure that adequate public facilities are in place or planned for within a reasonable time of the start of a new development (including streets, schools, fire protection, water and sewer, and other services and utilities).

**Principle 7.2—Provide adequate water and sewer facilities to meet current and future community needs**

*Why is this Important?*

- ✓ Ensuring adequate water and sewer service is an essential matter of health and safety for Teton County and Jackson residents. The county and town will continue to ensure that existing customers have high quality services.
- ✓ New development should not occur in locations or a manner that increases taxpayers’ cost to provide water and sewer or that creates unhealthy conditions.
- ✓ Placeholder for additional utility department input. Will add information about thresholds and capacity to serve additional units and specific locations.

**Policy x.x. Maintain an adequate level of service for current water and sewer treatment customers**

Placeholder - add

**Policy x.x. New town-level development will only occur where it can be served with municipal water and sewer and will pay for costs of extending service**

Placeholder - add

**Principle 7.3—Provide solid waste services while reducing solid waste demand**

*Why is this Important?*

Placeholder

**Principle 7.4—Continue to provide adequate law enforcement Level of Service to meet community needs**

*Why is this Important?*

- ✓ Ensuring adequate staffing and response time for law enforcement is an essential matter of safety and welfare for Teton County and Jackson residents. As traffic increases and as development occurs, the county and town will take measures to ensure that law enforcement continues at a high level of service.
- ✓ New development should not occur in locations or a manner that increases taxpayers’ cost to serve it or creates unsafe conditions.
- ✓ Placeholder for police and sheriff policy and level of service input



**Policy x.x. Maintain an adequate level of service and response time for law enforcement**

Note: will add goals for response times and quality of service—to be obtained from appropriate departments.

**Policy x.x. New building should follow principles in Crime Prevention Through Environmental Design (CPTED) handbook**

CPTED principles can be applied easily and inexpensive to building or remodeling and include: (1) natural surveillance, by using features that maximize visibility of people, parking areas and building entrances; doors and windows that look out on to streets and parking areas; pedestrian-friendly sidewalks and streets; front porches; and adequate nighttime lighting, (2) Territorial reinforcement, with features that define property lines and distinguish private spaces from public spaces using landscaping plantings, pavement design, etc., (3) Natural access control (4) target security, with features such as locks and hinges that prohibit entry, (5) support for neighborhood activities and community surveillance.

**Principle 7.5—Continue to provide adequate fire protection and Emergency Medical Services (EMS) Level of Service to provide for community safety and welfare**

*Why is this Important?*

- ✓ Ensuring adequate response times is an essential matter of health, safety, and welfare (sometimes life or death) for Teton County and Jackson residents. As traffic increases and as development occurs, the county and town will take measures to ensure that emergency services continue to provide adequate response times.
- ✓ New development should not occur in locations that increases taxpayers’ cost to serve it.

**Policy x.x. Maintain an adequate level of service and response time for fire protection and Emergency Medical Services (EMS)**

(Note: will add goals for response times and quality of service—to be obtained from appropriate departments.)

**Principle 7.6—Coordinate to facilitate schools and facilities that meet community life-long educational needs**

(Will add revised wording for principal and policy as necessary.)

*Why is this Important?*

- ✓ Ensuring adequate schools is a matter of community welfare and quality of life for residents.
- ✓ If centrally located, neighborhood schools can be accessible by walking, biking, or transit—reducing vehicle miles travel, and increasing safety for students.
- ✓ Co-locating schools with parks and other civic facilities can increase opportunities for shared facilities and decrease amount of travel between activities.

- ✓ The county and town will work with the school district to maintain current schools and ensure that new development is consistent with school district plans and to encourage joint planning with town and county and WYDOT and other agencies for siting new facilities to coordinate with land use and roads.
- ✓ New development should not increase taxpayers' costs to provide new schools.
- ✓ Day cares, preschools, and other such facilities should be located near parks and playgrounds.
- ✓ Other?

**Policy x.x: Plan for centrally located school and support high quality school system**

The town and county will coordinate with the school district to ensure that new schools are centrally located in neighborhoods (e.g., schools generally should be co-located with parks, trails, and other recreation facilities to provide combined utilization of parks and transportation),.)

*(Strategies might include: investigate a fee system or land dedication requirements, locating future schools according to certain criteria, size requirements for middle/high school and elementary schools)*

**Principle 7.7—Provide quality local parks and recreational facilities to meet current and future community needs**

*Why is this Important?*

- ✓ Ensuring parks and recreation areas within neighborhoods and communities is a matter of community health and quality of life for residents, and they decrease pressure on public lands outside the community.
- ✓ If centrally located with schools, parks can be accessible by walking, biking, or transit, providing opportunities to healthy lifestyles.
- ✓ Co-locating parks and schools can increase opportunities for shared facilities.
- ✓ New development should not increase taxpayers' costs to provide new parks.
- ✓ Other? (Discuss possible addition of teen activity center)

**Policy x.x: Provide local parks and recreation facilities in the Town of Jackson and communities**

Parks and Recreation plan will guide specific locations and levels of development for parks and recreation in the Town and County.  
To be added

**Principle 7.8—Facilitate local medical facilities in providing excellent medical care to meet the region's health care needs**

*Why is this Important?*

Placeholder for hospital policy and level of service input

**Principle 7.9—Facilitate high quality library services for current and future community needs**

*Why is this Important?*

Placeholder for library policy and level of service input

**Policy x.x. Maintain current level of service for Teton County libraries (placeholder)**

Note: will add goals quality of service—to be obtained from library.

**Principle 7.10—Continue to coordinate with arts and culture and private organizations to facilitate world-class community arts and culture**

*Why is this Important?*

Placeholder

**Principle 7.11—Coordinate with multiple organization to facilitate adequate health and human services to all residents of Jackson Hole**

*Why is this Important?*

Placeholder

**Suggested Strategies (Theme 7—Community Facilities)**

*Theme 7 Suggested Strategies*

Suggested Strategy	Topic/Principle	Type	Timing	Responsibility/ Agency
To be added				

**Possible Indicators (Theme 7—Community Facilities)**

These need to be added per organizations and agencies above.

## Index of Comprehensive Plan topics <sup>2</sup>

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 communities			□				●	
Communities, mixed-use centers		●						
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	●		□		□	●	□	

<sup>2</sup> 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
Natural and sensitive areas		●						
Natural hazards		●						
Neighborhood design, traditional patterns		●						
Neighborhoods, preservation and planning	●							
Neighborhoods 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.								●
Wastewater utility								●
Water utility								●
Water, streams rivers		●						
Wildlife habitat		●						
Workforce housing, deed-restricted						●		

