TOWN COUNCIL BOARD OF COMMISSIONERS

JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

PREPARATION DATE: October 28, 2020

SUBMITTING DEPT: Long-Range Planning

MEETING DATE: November 2, 2020

DEPT. DIRECTORS: Tyler Sinclair & Chris Neubecker

SUBJECT: Adoption of an updated Jackson/Teton County Comprehensive Plan (AMD2019-0008/P19-129)

PRESENTERS: Tyler Sinclair & Chris Neubecker

PURPOSE/REQUESTED ACTION

The purpose of this joint meeting between the Jackson Town Council and Teton County Board of County Commissioners is to formally adopt the final draft updated Jackson/Teton County Comprehensive Plan dated October 28, 2020.

BACKGROUND

This update to the Jackson/Teton County Comprehensive Plan is founded on accountability to our community and adaptive management of our goals, principles, policies, and strategies for continued aspirational and measurable success in living our shared values. This Growth Management Program review and update to the 2012 Comprehensive Plan is evidence that a living plan improves with deliberate coordination between governmental jurisdictions, stakeholders, and the public to provide a balance between diverse community interests. After 18 months and through the challenges presented by COVID-19, countless meetings, hundreds of staff hours, and an overwhelming investment of time and confidence from the public, staff is proud to present the culmination of shared efforts in this final draft of an updated Comprehensive Plan.

Over the course of this project, the Board of County Commissioners and Town Council have provided direct oversight on issues ranging in scope from the desired future of specific Subareas to overall Chapter goals. At the last Joint Information Meeting on October 13, 2020, the Board of County Commissioners and Town Council directed staff to make specific edits to the previously released draft updated Plan dated July 29, 2020. Those edits have been incorporated into a final draft dated October 28, 2020 for consideration of adoption and are listed below. For digital users, click listed page numbers to link to the relevant text of the final draft or tracked changes documents (Attachments #2 and #3).

#	REQUESTED EDIT	FOUND ON PAGE # (FINAL DRAFT)	FOUND ON PAGE # (TRACKED CHANGES)
CHAPTER 1: STEWARDSHIP OF WILDLIFE, NATURAL RESOURCES AND SCENERY			
1.	**Revise Principle 1.2** to read**:** *Preserve and enhance surface water and groundwater quality. Clean water is one of the most basic requirements of a healthy ecosystem and community. Protecting the water quality of Jackson and Teton*	CV-1-1, CV-1-2, CV-1-8, CV-1-13, CV-1-12	17, 18, 22, 27, 29

	County is essential to the ecosystem and scenic beauty that residents and visitors enjoy. In addition, the public has the right to clean, affordable drinking water. Stewardship of surface water bodies of all sizes, the Snake River Sole Source Aquifer, wetlands, riparian areas, and groundwater, is vital to sustaining healthy populations of native species and for the health and safety of the human community. Preservation of water quality includes water features, from small creeks to large systems, including the Snake River Sole Source Aquifer, due to its importance as the community's water source. Among other measures, it is integral to minimize pollution from wastewater and stormwater that cause water quality impairment and threaten overall ecosystem health. **Also, consider** potential future indicators for water quality.		
2.	**Add Policy 1.2.d: *Protect the Snake River Sole Source Aquifer*** *The community's drinking water comes from a sole source, the Snake River Aquifer. The public health importance of protecting the quality of our only water source is recognized by the EPA through its sole source designation. Protecting the water quality of the aquifer and the community's drinking water will require implementation of best management practices in wastewater treatment, groundwater protection, and public water system protection planning. All protection efforts should meet or exceed local, state, and federal regulations, and other applicable guidance.*	CV-1-8	23
3.	**Revise Strategy 1.2.S.1** to read**:** *Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.*	CV-1-13	29
4.	**Revise Strategy 1.2.S.3** to read**:** *Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.*	CV-1-13	29
5.	**Add Strategy 1.2.S.5** to read: *Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.*	CV-1-13	29
6.	**Add Strategy 1.2.S.6:** *Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.*	CV-1-13	29

7.	**Add Strategy 1.2.S.7:** *Educate our community on the importance of water quality protection and our sole source aquifer.*	CV-1-13	29
8.	**Add Strategy 1.2.S.8:** *Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.*	CV-1-13	29
9.	**Revise Strategy 1.1.S.9** to read**:** *Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.*	CV-1-12	29
10.	**Revise Principle 1.2** to add that the public has the right to clean, affordable drinking water.	CV-1-8	22
11.	**Revise Policy 1.1.i:** *Protect against and mitigate for invasive and nonnative species*, to reference partnership with Teton County Weed and Pest.	CV-1-7	22
12.	**Revise Chapter 1** to include a definition of "Ecosystem" within the chapter or in an appendix.	CV-1-3	18
CHAPTER 2: CLIMATE SUSTAINABILITY			
13.	**Revise the second paragraph of Chapter 2**: Add citations, where applicable, to studies substantiating the decline in moose populations and loss of pine trees	CV-1-16	32
14.	**Revise Chapter 2,** in general, to be more hopeful regarding the impact of climate change on our future, and to convey the message that with our efforts "there is hope".	CV-1-17	33
15.	**Revise Strategy 2.G.S.2** to read**:** *Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should outline implementation responsibilities, and include adaptation measures specific to the potential impacts of climate change on our economy.*	CV-1-23	39
16.	**Revise Chapter 2** to make it clear that behavior and impacts of resorts and tourism should be consistent with and supportive of sustainability goals, and that this chapter is not just limited to locals; incorporate as a Strategy or as an actionable step that includes education.	CV-1-17, CV-1-23	33, 39
17.	**Revise Strategy 2.1.S.3** to update Yellowstone-Teton Clean Energy Coalition title to Yellowstone Teton Clean Cities as new name for the listed non-profit	CV-1-23	39
CHAPTER 3: RESPONSIBLE GROWTH MANAGEMENT			
18.	**Revise Strategy 3.3.S.6** to add language about beginning neighborhood planning of transitional areas of Town and the Stable Subarea 3.3 Rodeo Grounds Institutional Area	CV-2-15, CV-2-25 (already in 3.3.S.6 and 4.3.S.4)	55, 64 (already in 3.3.S.6 and 4.3.S.4)
19.	**Revise Strategy 3.1.S.2** to add exploration of additional tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County	CV-2-14, CV-1-14 (1.4.S.7 also relevant)	54, 31 (1.4.S.7 also relevant)
20.	**Revise Strategy 3.1.S.6** to add exploration of additional Transfer of Development Right tools	CV-2-14, CV-1-14 (1.4.S.7 also relevant)	54, 31 (1.4.S.7 also relevant)
QUALITY OF LIFE: COMMON VALUE 3 OF COMMUNITY CHARACTER			

21.	**Revise Why is Quality of Life a Common Value?** paragraph on page CV-3-1 to include "Community First and Resort Second" language.	CV-3-1	67
CHAPTER 5: LOCAL WORKFORCE HOUSING			
22.	**Add a Strategy** that directly implements Policy 5.3.b *Preserve Existing Workforce Housing Stock*.	CV-3-11	76
23.	**Revise Policy 5.3.a:** *Mitigate the impacts of growth on housing*, to expand housing mitigation efforts beyond only "Brick and Mortar" businesses. **Revise Strategy 5.3.S.3:** *Update the Employee Generation Nexus Study* to ensure that "full range" of employee generation and impacts includes mitigation not tied to physical development.	CV-3-7, CV-3-11	71, 74
24.	**Revise Strategy 5.G.S.1** to include defining "equitable human character" in development of the goal.	CV-3-10	74
25.	**Add a Strategy** that directly implements Policy 5.4.a *Implement the Workforce Housing Action Plan* to facilitate public-private partnership projects to preserve and create housing.	CV-3-11	76
26.	**Revise Chapter 5** to state that the Town and County Affordable Workforce Housing Standards should not unintentionally incentivize building in the County versus the Town or vice versa.	CV-3-5, CV-2-15 (3.2.S.10 also relevant)	70, 55 (3.2.S.10 also relevant)
CHAPTER 6: A DIVERSE AND BALANCED ECONOMY			
27.	**Revise Principle 6.3** *Create a positive atmosphere for economic development*, to better define "businesses that reflect the community's Common Values."	CV-3-16	81
28.	**Revise Strategy 6.3.S.4** to collect data on wages and livability, rather than specifically setting a minimum wage.	CV-3-17	83
CHAPTER 7: MULTIMODAL TRANSPORTATION			
29.	**Revise Chapter 7** to address the realities of remote communities and cold temperatures that need to have specific strategies to achieve our transportation goals.	CV-3-22	89
30.	**Add a Strategy** to consider hiring a staff person and/or additional staff infrastructure and management capacity to implement this Chapter.	CV -3-26	95
31.	**Add a Strategy** for regular maintenance (especially in winter) of pedestrian infrastructure to support year-round usability.	CV-3-25	92
32.	**Revise Chapter 7** to state that our transportation system needs to serve all ages and abilities in our transportation options	CV-3-18	84
CHAPTER 8: QUALITY COMMUNITY SERVICE PROVISION			
33.	**Revise Policy** to encourage building a culture of efficiency and innovation in the provision of public services beyond just adding revenue.	CV-3-31	99
34.	**Add language in Chapter 8** recognizing that provision of health and human services should remain a priority, especially considering real and potential funding reductions from the State and as a result of COVID.	CV-3-30 (already in 8.1.b)	98, 99 (already in 8.1.b)
ILLUSTRATION OF OUR VISION			
35.	**In Subarea 10.1 Southern South Park,** remove the following text: *When the School District needs additional capacity,*	IV-73	167

	southern South Park is an appropriate place for a new school to serve the existing population that lives south of Town.		
36.	**Direct staff to consult with Town and County Attorney's Offices on language in Subarea 5.6** regarding neighborhood planning that is more consistent with intent and purposes of a Comprehensive Plan.	IV-47	151
37.	**Add language to Subarea 3.3** Rodeo Grounds noting that any future neighborhood planning of the Subarea includes consultation with the County.	IV-33	141
38.	**Eliminate following language from Subarea 12.2:** *The northern portion of the subarea, within walking distance of the Aspens/Pines Commercial Core (Subarea 12.1), is an appropriate location for additional units that have been directed out of Rural Areas.*	IV-84	173
GENERAL			
39.	Correction of any grammatical or typographical errors identified by staff that do not change the content or meaning of the Plan	Throughout	Throughout
40.	Any edits deemed necessary by the Town or County Attorney for consistency with State and Federal law	IV-47	151

STAFF ANALYSIS

In addition to incorporating the specific edits listed above, Staff corrected noted typos and grammatical errors and the document was reviewed for legal consistency. Staff have reviewed the proposed edits in the content of the entire plan and find them consistent and complementary to the overall document. Please see the project website for previous staff reports and presentations made throughout the review process (http://jacksontetonplan.com/315/Growth-Management-Program-GMP-Review-Upd).

PLANNING COMMISSIONS & STAFF RECOMMENDATIONS

The Town and County Planning Commissions, the Town Community Development Director and the County Planning Director recommend approval of the October 28, 2020 final draft as presented. The Board and Council are asked to approve this final document as an amended Jackson/Teton County Comprehensive Plan. For amendment to occur, a majority vote of the Board of County Commissioners and a majority vote of the Town Council must be made.

ATTACHMENTS

1. Draft Resolution for Amendment to the 2012 Comprehensive Plan
2. Final Draft: updated Comprehensive Plan (dated October 28, 2020)
3. Final Draft: updated Comprehensive Plan with tracked changes (dated October 28, 2020)

STAKEHOLDER ANALYSIS

The entire Town of Jackson/Teton County community is a stakeholder and staff incorporated feedback from many community members and organizations. Notice of the 45-day public comment period following release of the July 29, 2020 draft was placed in the Jackson Hole News & Guide weekly newspaper on July 29, 2020 with press releases made on Town and County websites and social media outlets.

PUBLIC COMMENT

Since this final draft dated October 28, 2020 is released concurrent with this staff report no written public comment specific to this draft has been received. Any written public comment on the draft dated October 28, 2020 received by

Planning Staff after issuance of this staff report will be provided to the Boards prior to their November 2, 2020 meeting. All written public comment on prior drafts was presented with the corresponding prior staff reports.

FISCAL IMPACT

Contract with Logan Simpson not to exceed $156,222.

STAFF IMPACT

A total of 860 staff hours were allocated to this project for FY20 and an additional 520 staff hours were allocated to this project for FY21. If approved, the only additional staff impact will be filing of the joint Resolution for Amendment, making the updated Plan available to staff and the public, and community outreach for purposes of notification of changes and appreciation of participation in the process.

LEGAL REVIEW

County: Gingery
Town: Colasuonno

SUGGESTED MOTIONS

Town Council:

I move to accept the changes to the Jackson/Teton County Comprehensive Plan as set forth herein and discussed today and to approve the Joint Resolution adopting the updated Jackson/Teton County Comprehensive Plan as the amended Master Plan for the Town of Jackson, Wyoming and amended Comprehensive Plan for Teton County, Wyoming.

Board of County Commissioners:

I move to accept the changes to the Jackson/Teton County Comprehensive Plan as set forth herein and discussed today and to approve the Joint Resolution adopting the updated Jackson/Teton County Comprehensive Plan as the amended Master Plan for the Town of Jackson, Wyoming and amended Comprehensive Plan for Teton County, Wyoming.

ATTACHMENT 1

JOINT RESOLUTION AMENDING THE JACKSON/TETON COUNTY COMPREHENSIVE PLAN

WHEREAS, Wyoming Statute § 9-8-301(a) requires all local governments to develop a local land use plan within their jurisdiction and pursuant to Wyoming Statute §9-8-302(b) cities and counties may cooperate in the development of land use plans; and

WHEREAS, Wyoming Statutes §§ 15-1-503 -506 authorize the Town of Jackson to prepare, amend, and adopt a master plan for the physical development of the municipality; and

WHEREAS, Wyoming Statutes §§ 18-5-202 authorizes Teton County to prepare, amend, and adopt a comprehensive plan for promoting the public health, safety, morals and general welfare of the unincorporated area of Teton County; and

WHEREAS, the Jackson/Teton County Comprehensive Plan adopted May 8, 2012 includes a Growth Management Program that is triggered at 5% community growth and prompts a Comprehensive Plan update with corrective actions if both specified location and type of growth targets are not achieved; and

WHEREAS, the Town of Jackson and Teton County reached the 5% community growth trigger in 2017 and did not meet the type of growth target of housing greater than 65% of the local workforce locally; and

WHEREAS, review of the Growth Management Program and update to the 2012 Jackson/Teton County Comprehensive Plan began in May 2019; and

WHEREAS, public hearings on the final draft of the Comprehensive Plan update was advertised in the Jackson Hole News and Guide on July 29, 2020, and occurred at the September 14, 2020 joint meeting of the Town of Jackson and Teton County Planning Commissions and the October 5, 2020 joint meeting of the Jackson Town Council and Teton County Board of Commissioners, and included various means for citizens to review the draft and provide comments prior to the public hearings; and

WHEREAS, the Town of Jackson Planning Commission and the Teton County Planning Commission jointly conducted a public hearings, pursuant to the Wyoming Statutes recited above, that included opportunity for public comment on September 14, 2020 and September 28, 2020 and jointly recommended approval of the update to the Comprehensive Plan with conditions at the September 28, 2020 public hearing; and

WHEREAS, the Jackson Town Council and Teton County Board of Commissioners jointly conducted public hearings, pursuant to the Wyoming Statutes recited above, that included opportunity for public comment on October 5, 2020 and October 13, 2020; and

WHEREAS, on November 2, 2020, the Town of Jackson Town Council and Teton County Board of Commissioners unanimously approved the updated Jackson/Teton County Comprehensive Plan dated October 23, 2020.

NOW, THEREFORE, BE IT RESOLVED BY THE JACKSON TOWN COUNCIL AND TETON COUNTY BOARD OF COMMISSIONERS THAT the proposed amendments to the 2012 Jackson/Teton County Comprehensive Plan, attached hereto, are hereby adopted.

PASSED, APPROVED, AND ADOPTED this _____ day of November, 2020.

TOWN OF JACKSON, WYOMING

_____
Mayor Pete Muldoon

(SEAL)
ATTEST:

_____
Sandra P. Birdyshaw, Town Clerk

PASSED, APPROVED, AND ADOPTED this _____ day of November, 2020.

BOARD OF COUNTY COMMISSIONERS OF TETON COUNTY, WYOMING

_____
Natalia D. Macker, Chairman

(SEAL)
ATTEST:

_____
Maureen E. Murphy, County Clerk

ATTACHMENT 2:

ECOSYSTEM STEWARDSHIP | GROWTH MANAGEMENT | QUALITY OF LIFE

JACKSON | TETON COUNTY

COMPREHENSIVE PLAN

PUBLIC DRAFT
28 OCTOBER 2020

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Acknowledgements

2020 Elected Officials:

Teton County
Commissioner Mark Barron
Commissioner Greg Epstein, County, Vice-Chair
Commissioner Natalia Macker, Chairwoman
Commissioner Mark Newcomb
Commissioner Luther Propst

Town of Jackson
Councilor Arne Jorgensen,
Vice Mayor Hailey Morton Levinson,
Mayor Pete Muldoon, Mayor of Jackson
Councilor Jonathan Schechter
Councilor Jim Stanford

2020 Planning Commission:

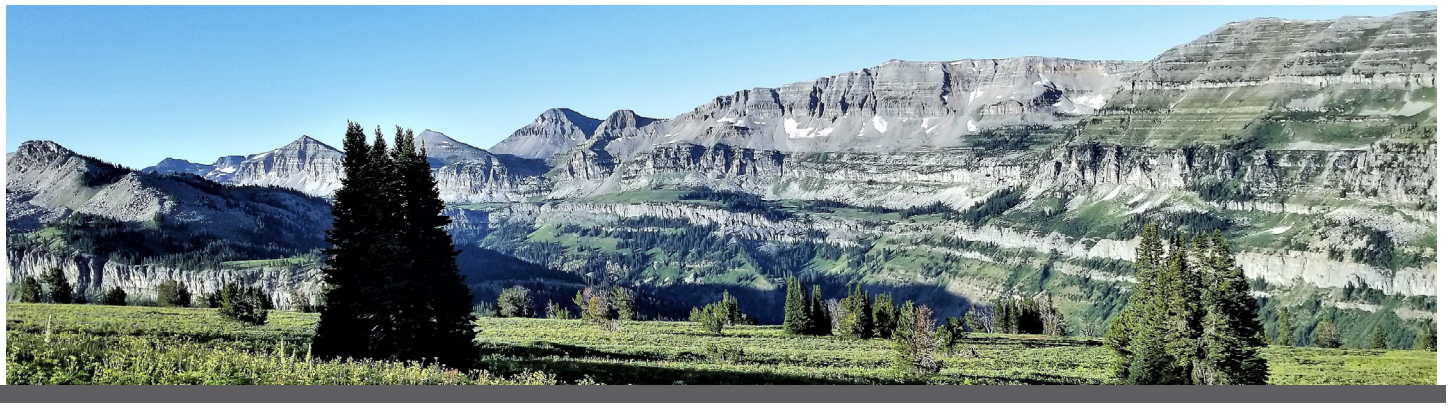
Teton County
Glendon Esnard
Susan Lurie
Kasey Mateosky
Alex Muromcew
Karen Rockey

Town of Jackson
Christopher Beaulieu
William Gale
Abigail Petri
Anne Schuler
Thomas Smits
David Vandenberg
Katie Wilson

2020 Planning Team:

Tyler Sinclair, Community Development Director, Town of Jackson
Chris Neubecker, Planning and Building Services Director, Teton County
Kristi Malone, Senior Long-Range Planner, Town and County
Rian Rooney, Associate Long-Range Planner, Teton County

2020 CONSULTANTS:
Logan Simpson
OPS Strategies



2012 Stakeholder Advisory Group:

Laurie Andrews, *Conservation Easements*
Jake Ankeny, *Construction*
Jerry Blann, *Resorts*
Franz Camenzind, *Wildlife Protection/Conservation*
Rob Cheek, *Commercial Real Estate*
Kniffy Hamilton, *National Forest*
Anne Hayden, *Affordable Housing*
Darrell Hoffman, *Community Character Preservation*
Bland Hoke, *Real Estate Development/Historical Planning Perspective*
Kelly Lockhart, *Ranching/Large Land Owners*
Brad Mead, *Ranching/Large Land Owners/Legal*
Tim O'Donoughue, *Chamber of Commerce*
Sean O'Malley, *Engineering*
Scott Pierson, *Planning/Development*
Aaron Pruzan, *Recreation/Town Business Owner*
Pam Shea, *Education*
Deb Sprauge, *Social Services*
Loren Wilson, *Agriculture/Alta/Large Land Owners*

2012 Technical Advisory Group:

Mark Antrobus, *Teton County Building Official*
Dail Barbour, *Teton County Library Manager*
James Brough, *Northwest District Engineer, Wyoming Department of Environmental Quality*
Doug Brimeyer, *Biologist, Wyoming Department of Game and Fish*
Tom Campbell, *Wildlife Biologists*
Eric Cole, *Biologist, National Elk Refuge*
Erika Edmiston, *Supervisor, Teton County Weed and Pest*
Steve Foster, *Director, Teton County/Jackson Parks and Recreation*
Mary Gibson Scott, *Superintendent, Grand Teton National Park*
Mark Gocke, *Regional Information and Education Specialist, Wyoming Department of Game and Fish*
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Steve Kilpatrick, *Biologist, Wyoming Department of Game and Fish*
Rachel Markko, *Teton Conservation District*
Mary Martin, *Department Director, University of Wyoming Extension Services & 4-H*
Shawn O'Malley, *Town of Jackson Engineer*
Wayne Neal, *Road and Levee Superintendant*
Heather Overholser, *Executive Director for Jackson Community Recycling*
Rusty Palmer, *Chief, Jackson Hole Fire/EMS*
Larry Pardee, *Director, Jackson Public Works*
Jay Pence, *Teton Basin District Ranger, Caribou-Targhee National Forest*
Jonathan Schechter, *Charture Institute*
Brian Schilling, *Pathways Coordinator, Jackson Hole Community Pathways*
Kevin Thibeault, *Facilities Director, Teton County School District #1*
Michael Wackerly, *Transit Administrator, START Bus*
Lynne Wagner, *Real Estate Agent, OK Rentals & Real Estate*
Christine Walker, *Executive Director, Teton County Housing Authority*
Jim Webb, *President and CEO, Lower Valley Energy*
Jim Whalen, *Teton County Sheriff*
Jim Wilson, *Water Commissioner, District 13, Division 4 (Alta) Wyoming State Engineer's Office*
Dan Zivkovich, *Town of Jackson Chief of Police*

Acknowledgements

2012 Elected Officials:

Teton County
Commissioner Ben Ellis
Commissioner Andy Schwartz
Commissioner Hank Phibbs
Commissioner Paul Vogelheim
Commissioner Paul Perry
Commissioner Leland Christensen
Commissioner Bill Paddleford

Town of Jackson
Mayor Mark Barron
Councilor Melissa Turley
Councilor Mark Obringer
Councilor Bob Lenz
Councilor Greg Miles

2012 Planning Commission:

Teton County
Paul Duncker
Mark Newcomb
Peter Stewart
Mike Hammer
Patricia Russell
Tony Wall
Forest McCarthy
Larry Hamilton
Joe Palmer

Town of Jackson
Barbara Allen
Michael Pruett
Ben Read
Paul Nash
Dana Buchwald
Jamie Walter
John Stennis
Geneva Chong
Lisa daCosta
Jessica Rutzick
Nancy Shea

2012 Planning Team:

Jeff Daugherty, *Planning Director, Teton County*
Tyler Sinclair, *Planning Director, Town of Jackson*
Alex Norton, *Senior Planner, Teton County*
Shawn Hill, *Senior Planner, Town of Jackson*

Consultants:
Logan Simpson
AECOM
Clarion Associates
Collins Planning Associates
Fehr & Peers

2012 Teton County and Town of Jackson Staff:

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Paula Stevens, *Associate Director/Transportation Planner, Teton County*
Susan Johnson, *Principal Planner, Teton County*
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Shawn Means, *Associate Planner, Teton County*
Jennifer Anderson, *Code Compliance Officer, Teton County*

Jan Friedlund, *Teton County Administrator*
Jeff Noffsinger, *Principal Planner, Town of Jackson*
Blair Leist, *Principal Planner, Teton County*
Hillary Taylor, *Staff Planner, Teton County*
Jennifer Bodine, *Senior Planner, Teton County*
Maggie Shilling, *Staff Planner, Teton County*
Amy Kuszak, *Senior Environmental Planner, Teton County*
Mary Shouf, *Staff Planner, Teton County*

JACKSON | TETON COUNTY COMPREHENSIVE PLAN

EXECUTIVE SUMMARY

Ecosystem Stewardship | Growth Management | Quality of Life
Public Draft | October 28, 2020

Our Place in the Greater Yellowstone Ecosystem

Yellowstone (the world's first National Park), Grand Teton National Park, Bridger-Teton National Forest, Targhee National Forest, and the National Elk Refuge are testaments to the ecological richness and international significance of our community. These roughly 2.6 million acres foster a strong stewardship ethic. The Town of Jackson and Teton County are a gateway to these national treasures. This Plan focuses on private lands, which make up 3% of the land area in the County, or just over 76,000 acres.

A Vision Founded on Three Common Values

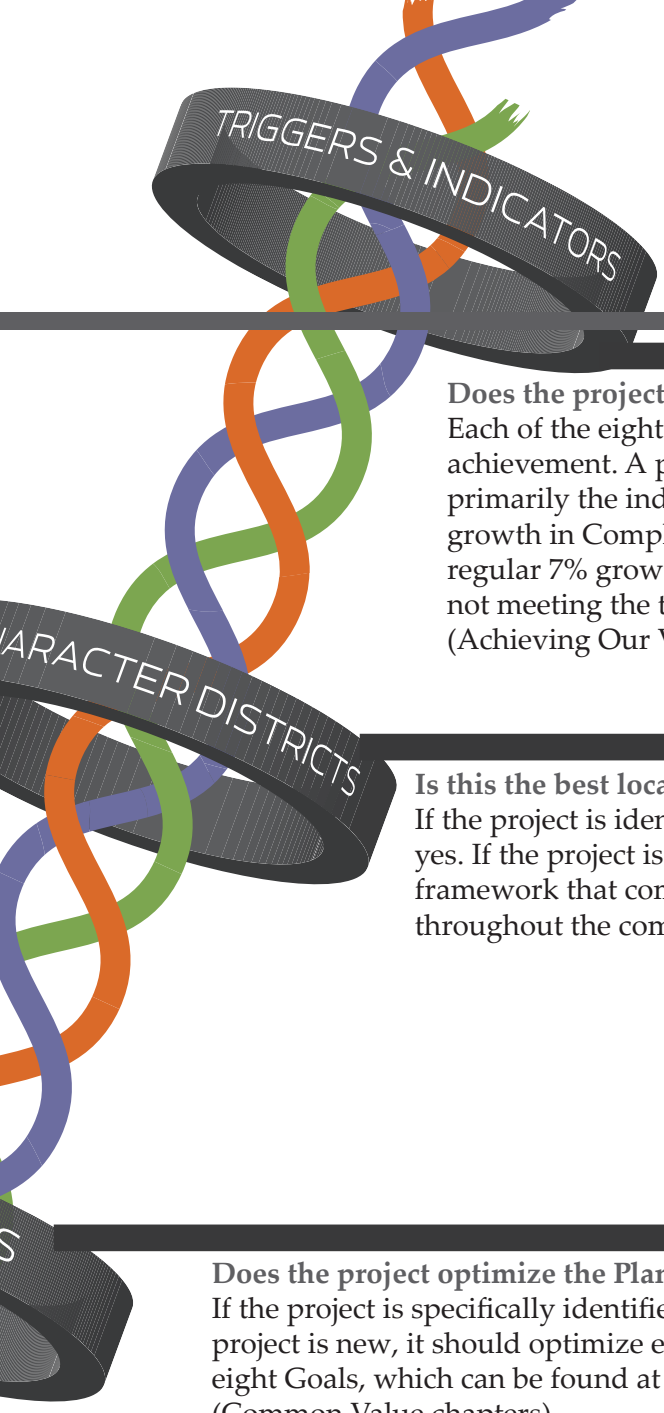
Preserve and protect the area's ecosystem in order to ensure a healthy environment, community and economy for current and future generations.

Our **Vision** is founded in our Greater Yellowstone Ecosystem context and strengthened by our commitment to optimizing **three** **Common Values** of Community Character. Just like braided strands within a rope create its core, appreciation of the ecosystem in all aspects of our life is only as strong as our commitment to all three of our Common Values.

- **CV1: Ecosystem Stewardship** - As ecosystem stewards, we will ensure the health of all native species by avoiding habitat impact and fragmentation, maintaining water quality, and limiting our contribution to climate change.

- **CV2: Growth Management** - To manage growth, we will not add to the overall amount of growth allowed and will direct growth into locations with the least habitat value and the most existing services.

- **CV3 : Quality of Life** - For us, quality of life means local housing options and economic growth across all income levels, mobility options beyond the single-occupancy vehicle, and quality service provision.



Does the project respond to our targets and indicators?
Each of the eight Chapter Goals has associated indicators to measure its achievement. A project should respond to the trends reported by those indicators, primarily the indicators that serve as our adaptive management targets – 60% of growth in Complete Neighborhoods and 65% of the workforce living locally. At regular 7% growth intervals, we check our growth against these targets. If we are not meeting the targets, an adaptive management update to the Plan is triggered (Achieving Our Vision Chapters).

Is this the best location for the project?
If the project is identified explicitly in a Character District, the answer is yes. If the project is new, it should be located using the Character District framework that comprehensively optimizes all eight Chapter Goals throughout the community as a whole (Illustration of Our Vision Chapters).

Does the project optimize the Plan's 8 Chapter Goals?
If the project is specifically identified as a strategy, the answer is yes. If the project is new, it should optimize each of the Plan's Goals. The Plan has eight Goals, which can be found at the beginning of Chapters 1 through 8 (Common Value chapters).

The implementation of our Vision relies upon predictable, cooperative decision making that is locally relevant and regionally responsible. Past approaches that relied on project-by-project decision making achieved some success, but also divided the community and produced unintended consequences. We are committed to sticking to the Plan where consensus has been reached and respecting the Plan philosophy when new circumstances arise. To do this, we will ask ourselves key questions regarding goals, location, and indicators.

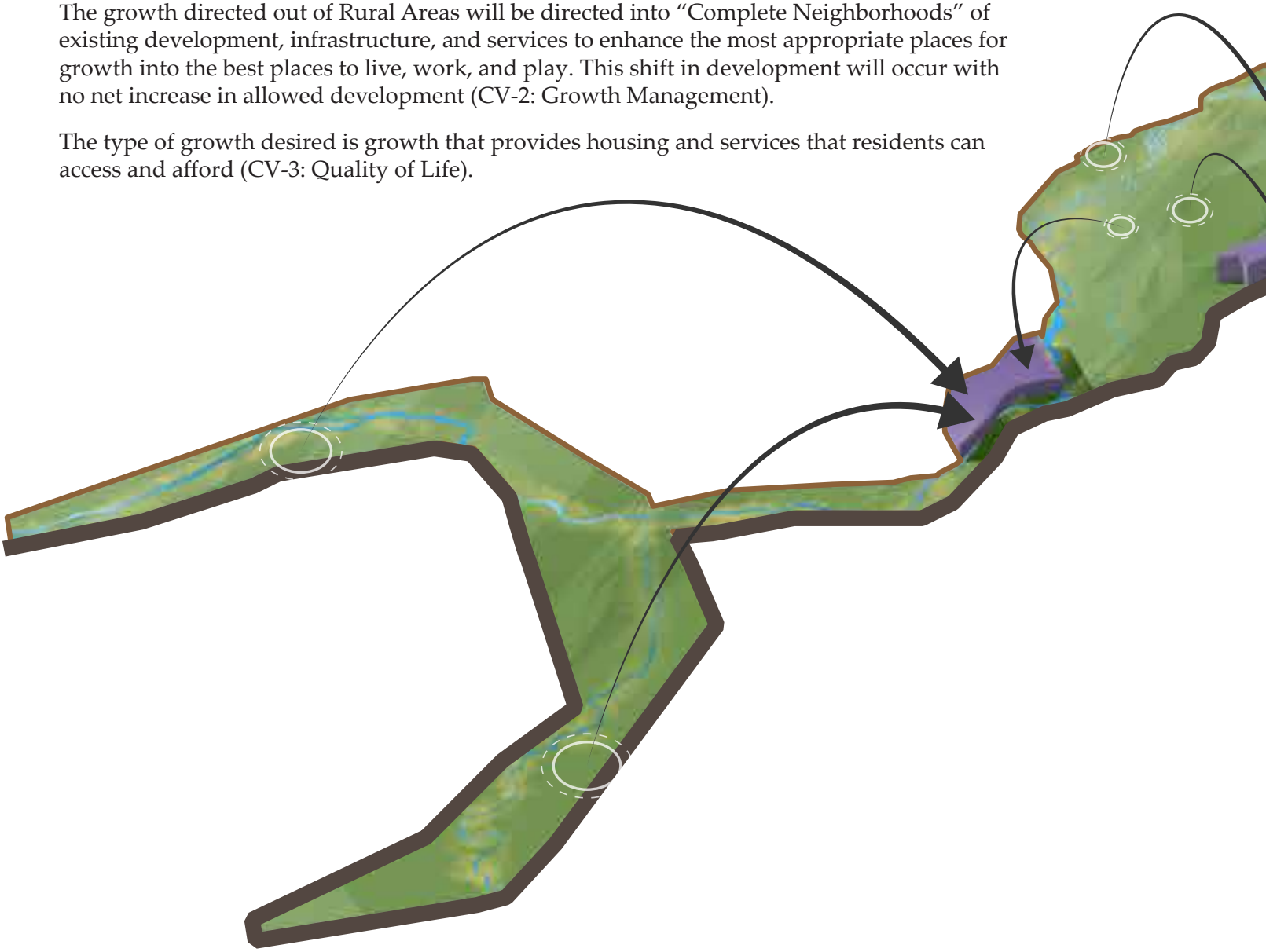
Our Common Values in Action

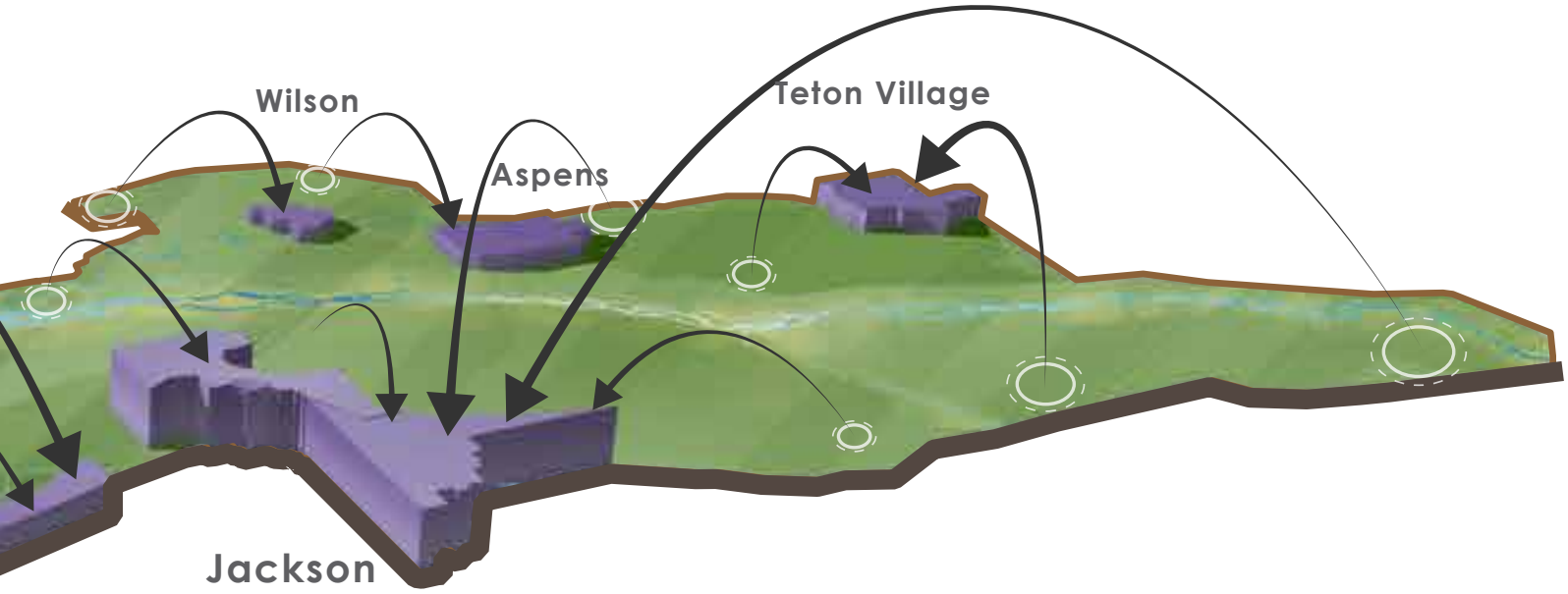
On the ground, the Illustration of Our Vision implements our Common Values.

The Plan is to preserve and protecting habitat, habitat connections, scenery, and open space by directing growth out of these "Rural Areas" and minimizing impact from the growth that does occur (CV-1: Ecosystem Stewardship).

The growth directed out of Rural Areas will be directed into "Complete Neighborhoods" of existing development, infrastructure, and services to enhance the most appropriate places for growth into the best places to live, work, and play. This shift in development will occur with no net increase in allowed development (CV-2: Growth Management).

The type of growth desired is growth that provides housing and services that residents can access and afford (CV-3: Quality of Life).




Wilson
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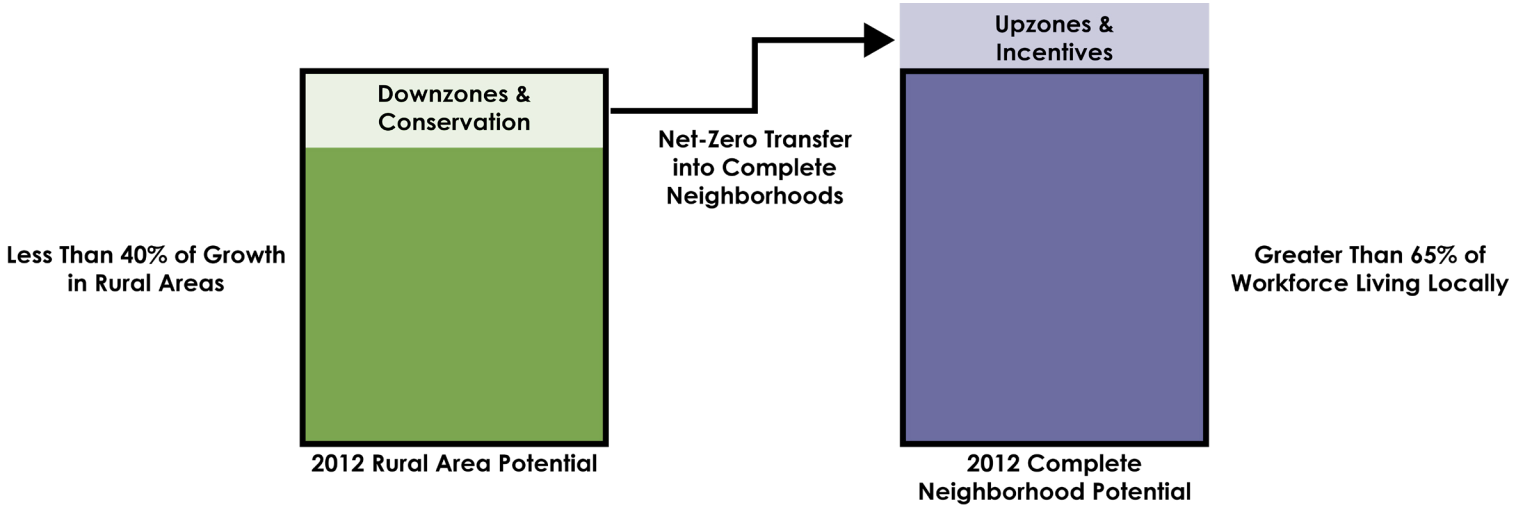
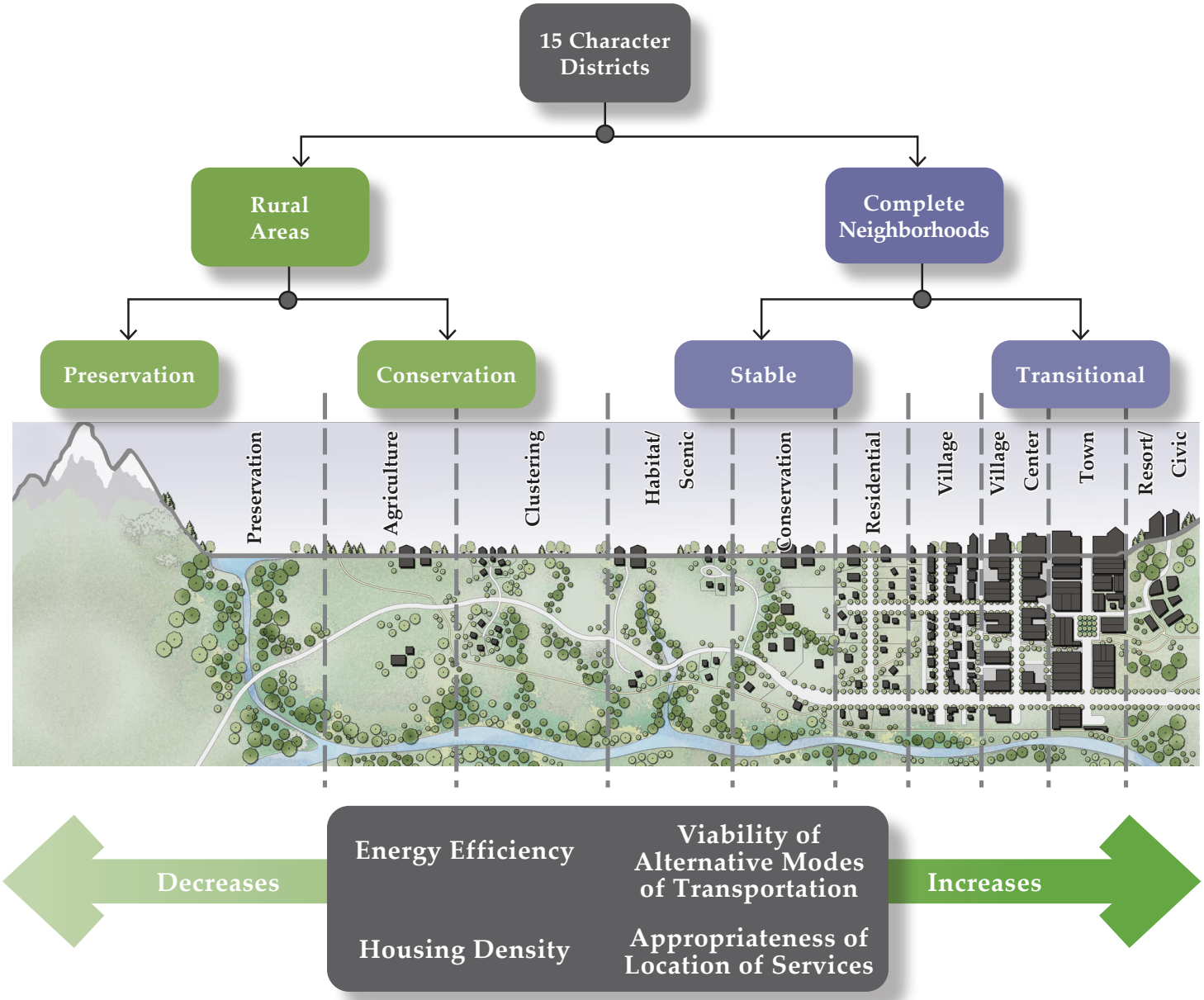
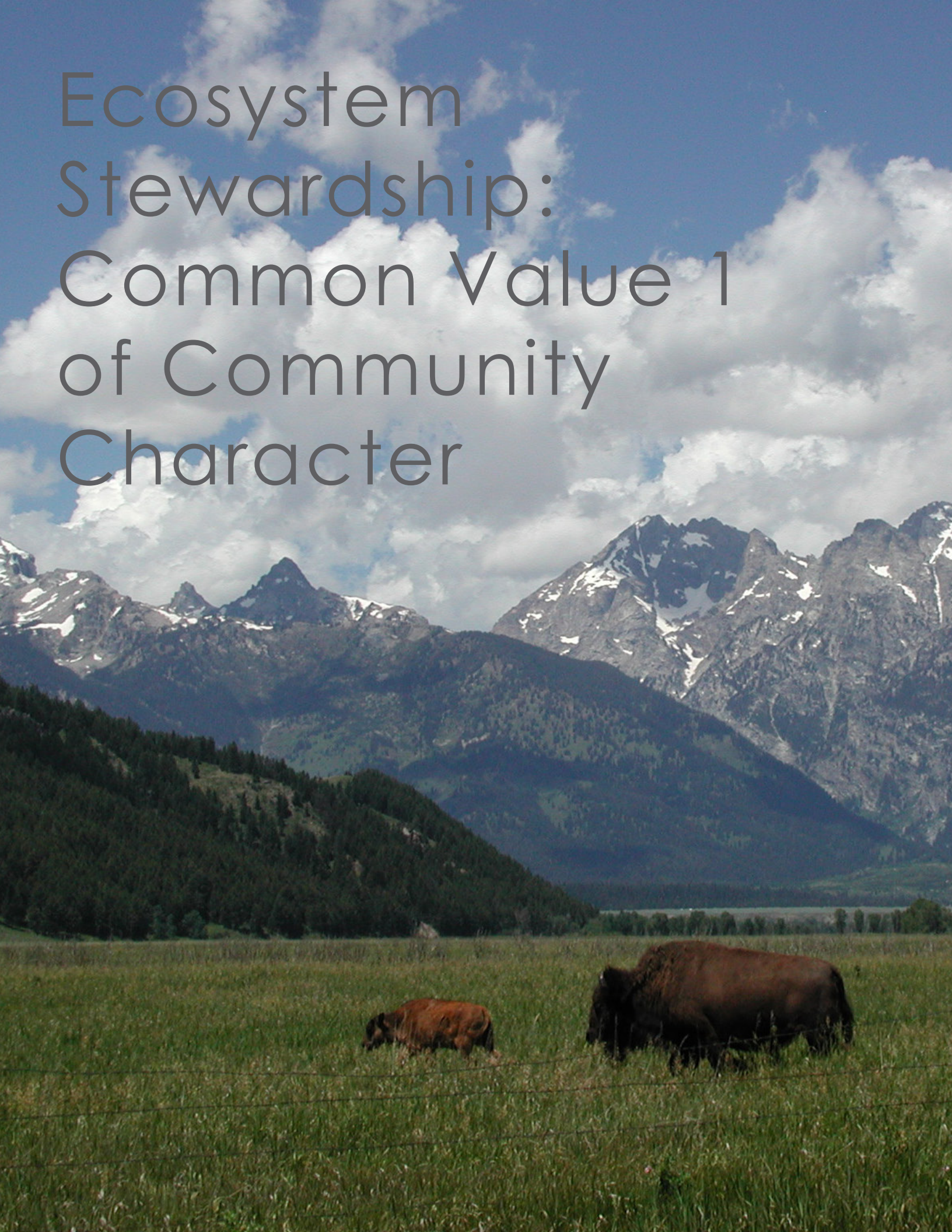

Upzones &
Incentives
Downzones &
Conservation
Net-Zero Transfer
into Complete
Neighborhoods
Less Than 40% of Growth
in Rural Areas
Greater Than 65% of
Workforce Living Locally
2012 Rural Area Potential
2012 Complete
Neighborhood Potential

A Plan that Adapts to a Changing World



This Plan is our guide to living sustainable lives. It acknowledges that our community must adapt, not only where we live, but how we live. Living sustainably is even more critical in an ever-changing ecosystem, climate, and community that is changing. Experience both locally and throughout the nation has shown that if we do not plan to be adaptive, we may reflect fifteen years from now and only be able to speculate as to why our Vision was not achieved. This Plan is comprised of an annual feedback cycle to meet our community Vision and desired community character. The community's Adaptive Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision (see Achieving our Vision). The Adaptive Management Program allows the community to be adaptive, responsible, and decisive in optimizing the Vision and all three Common Values. Triggers and indicator feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary. As we identify our successes and failures, we will adapt our policies continuously progressing through the cycle and adapting to a changing world.

Ecosystem Stewardship: Common Value 1 of Community Character



Why is Ecosystem Stewardship a Common Value?

The Greater Yellowstone Ecosystem – the largest intact ecosystem in the lower 48 states – transcends the physical boundaries of Jackson and Teton County. Our Vision stresses preserving and protecting the ecosystem, the core of our character. The quality of this ecosystem has attracted numerous visitors and is the primary reason many residents live here; our Quality of Life depends on the continued health and viability of the ecosystem. Similarly, making suitable places for development in one of the most sensitive places in the world is the core of our Growth Management Common Value.

With this Plan, the community further commits to our legacy of responsible Ecosystem Stewardship to ensure that the abundant wildlife, quality natural resources and scenery, open space, and climate that we experience today last long into the future. While our community's popularity and location in this rare ecosystem heighten the importance of Ecosystem Stewardship, they provide an opportunity to globally lead in implementing strategies for climate sustainability and protection of wildlife, natural resources, and open space.

Our community will lead by example to show how local efforts can positively affect entire ecosystems. The community's stewardship of our surrounding ecosystem has been and will continue to be our legacy to future generations.

How are we going to achieve Ecosystem Stewardship?

Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery

- Maintain healthy populations of all native species (Principle 1.1)
- Preserve and enhance surface water and groundwater quality (Principle 1.2)
- Maintain the scenic resources of the community (Principle 1.3)
- Protect and steward open space (Principle 1.4)

Chapter 2. Climate Sustainability

- Reduce the consumption of non-renewable energy (Principle 2.1)
- Reduce greenhouse gas emissions through land use (Principle 2.2)
- Reduce greenhouse gas emissions through transportation (Principle 2.3)
- Increase energy efficiency in buildings (Principle 2.4)
- Conserve energy through waste management and water conservation (Principle 2.5)

Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery

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

What does this chapter address?

Principle 1.1 - Maintain healthy populations of all native species

Principle 1.2 - Preserve and enhance surface water and groundwater quality

Principle 1.3 - Maintain the scenic resources of the community

Principle 1.4 - Protect and steward open space

Why is this chapter addressed?

Our abundant wildlife, natural, and scenic resources are internationally renowned. These resources symbolize our community's ecological, social, and economic character and their preservation and protection is at the core of our Vision. Most members of the community live in the area because of the access to wildlife, natural resources, and outdoor recreation. The community recognizes that our policies regarding development, transportation, recreation, and energy consumption have both direct and indirect impacts on the entire ecosystem. The community will continue to preserve and protect our wildlife, natural, scenic, and open space resources by supporting and maintaining our historic stewardship, conservation, and agricultural ethic.

The community is located in the Greater Yellowstone Ecosystem—the largest intact ecosystem in the lower 48 states. Our location in this ecosystem sets the Town of Jackson and Teton County apart from other resort and rural communities, particularly with our abundance of wildlife. Although 97% of Teton County is publicly owned (see Appendix B), our ecosystem does not conform to jurisdictional boundaries. This makes wildlife susceptible to the impacts of our decisions. Development can displace and fragment habitat, emissions drive climate changes to our natural environment, human movement through the ecosystem impacts wildlife movement, discharge and runoff can decrease

Ecosystem

can be defined as a biological community of interacting organisms and their physical environment.

water quality, and human introduction of invasive species can disrupt the ecosystem. To act as stewards of this ecosystem, our policies focus on adaptive management, emission reduction, improved water quality, and efficient transportation.

Privately owned lands in the county continue to provide critical habitat for many species. The community respects landowners' private property rights while acknowledging that effective stewardship of wildlife requires protecting essential areas from the impacts of development. Preserving habitat quality is necessary to dampen the effects of global climate change and aid wildlife in adapting to an altered climate.

Human-caused degradation of natural and scenic resources is not always immediately apparent. While direct local impacts can usually be identified and mitigated, it is the sum of direct and indirect effects that, over time, threaten the health of the ecosystem at a regional scale. The human populations in Jackson Hole, Star Valley, and Teton Valley, Idaho, will continue to have impacts on the ecosystem at a local and regional level that must be addressed.

The protection of wildlife, natural, and scenic resources provides for the economic wellbeing of the community. Abundant wildlife, daily interactions with nature, and panoramic scenic vistas are cornerstones of the Quality of Life of our residents and visitors.

The international desire to live in or visit Jackson Hole is dependent upon the continued stewardship of wildlife, natural, and scenic resources. Jackson Hole's stewardship of wildlife and natural resources is part of our history. Our Plan provides the opportunity for us to set a positive Ecosystem Stewardship and energy conservation model for over 3 million visitors a year.

Of the 76,000 acres of private land in Teton County, conservation efforts through 2011 resulted in approximately 22,000 acres of permanently protected and actively stewarded open space; while, in 2012, 36,000 acres remained as agricultural open space (see Appendix B). Moving forward, we realize that it is in the best interest of the ecosystem and our community character to act as stewards of wildlife, scenic, and natural resources.

Principle 1.1—Maintain healthy populations of all native species. For future generations to enjoy the ecosystem that exists today the community must manage our impacts to wildlife, wildlife habitat, and wildlife movement corridors on private and public land. The prevalence of wildlife that is central to our ecological, social, and economic character requires an intact ecosystem that supports all native species. Therefore, efforts to protect wildlife must extend to all native species.

Policy 1.1.a: Protect focal species habitat based on relative critical value

Protecting wildlife requires protecting wildlife habitat and wildlife movement corridors. Our Natural Resource Overlay (NRO) protects wildlife habitat and wildlife movement corridors, will consider the importance and abundance of habitat types, and will be based on a set of focal species that indicate the health of all native species including culturally and economically significant species. The most abundant and visible wildlife species are not necessarily indicative of overall ecosystem health. Likewise, while a specific habitat type may be important, it may also be abundant, and therefore, only relatively critical, while another important habitat may be declining and/or disappearing due to development and climate change, and is therefore, absolutely critical. As our NRO and other programs to protect wildlife habitat from the impacts of development and transportation evolve, they should be updated to reflect the best available data on the relative critical value of different habitat types for identified focal species.

Since 1994 elk, moose, mule deer, bald eagle, and trumpeter swan crucial winter habitat; elk and mule deer migration corridors; bald eagle and trumpeter swan nesting areas; and cutthroat trout spawning areas have defined the NRO and have been protected by the Town and County.

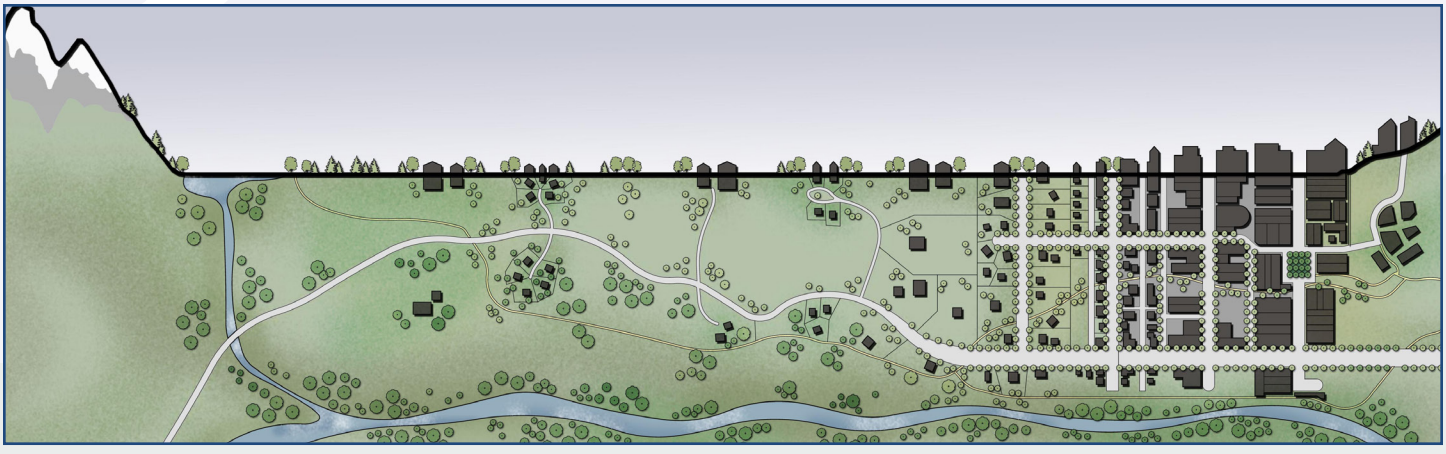
Until NRO definitions are updated to reflect the relative critical value of different habitat types for identified focal species, these previously identified habitats will continue to define the NRO and be protected using the best available science and data.

Policy 1.1.b: Protect wildlife from the impacts of development

The community is committed to protecting the wildlife, wildlife habitat, and wildlife movement corridors that exist on private land. Redundancy of different habitat types and movement corridors is important as wildlife adapts to a changing landscape and climate. However, it is necessary to respect the development rights of private property owners and the need for certain transportation network infrastructure. When such development occurs, it should be sized, located, and designed to avoid or limit impacts to wildlife.

A tiered system of protection should be established so that the most critical habitat and movement corridors (as defined by Policy 1.1.a) receive the highest level of protection and site-specific study. Applicable tiers of protection should respect property rights, previous approvals, and community-wide clustering efforts. For example, a stricter tier of protection will likely apply along the Snake River than would apply in downtown Jackson. Limits to impacts from development within each tier may address density, intensity, building size, location and consolidation of development, alteration of the natural landscape and wildlife permeability.

wildlife protection tiers



Policy 1.1.c: Design for wildlife permeability

Whether small or large, development and transportation corridors should be designed to accommodate wildlife movement. Protecting critical habitat is important, but equally essential is ensuring that wildlife can move between areas of habitat. The tiered system of protections described in Policy 1.1.b should include the best management and design practices for wildlife permeability. Best practices may include wildlife-friendly fencing, pet control, building clustering, landscape modification and clearing, and wildlife roadway crossings.

Policy 1.1.d: Limit human/wildlife conflicts

Limiting impacts to wildlife, wildlife habitat, and wildlife movement corridors include limiting wildlife/human conflicts. Designing for wildlife permeability is necessary, but attracting wildlife into the built environment can be dangerous for both wildlife and humans. Human/wildlife conflicts, especially those involving large predators, can result in human injury and/or relocation or killing of the animal. The tiered system of protections described in Policy 1.1.b should consider measures to limit wildlife attractants near the built environment, such as palatable vegetation and accessible trash.

Policy 1.1.e: Understand the impacts of development on wildlife and natural resources

It is a goal of the community to better understand the effects of development on wildlife. In complex situations, such as understanding the cumulative impacts of individual developments on an entire ecosystem, science cannot provide precise answers in the timeframe of a particular project because baseline study and years of data are needed. Through the Natural Resource Technical Advisory Board, the Town and County will gather the necessary baseline information to create and implement a system to monitor the impacts of growth and development on wildlife, wildlife habitat, and wildlife mobility over time. As we gain a greater understanding of our impact on wildlife, our protection measures should be updated to ensure we are maintaining healthy populations of all native species.

Policy 1.1.f: Require mitigation of unavoidable impacts to habitat

While avoidance of impacts to the most critical habitat types resulting from development and transportation projects is preferable, where it cannot be achieved, the Town and County will require mitigation. These impacts are inevitable as humans live, work, and play in the community; however, they should be mitigated to maintain healthy populations of all native species. Direct impacts are more easily quantified; however, programmatic steps consistent with Policy 1.1.e should also be taken to identify and mitigate indirect and cumulative effects.

Policy 1.1.g: Encourage restoration of degraded areas

The community supports public, private, and cooperative efforts on public and private lands to restore areas with habitat potential. Beyond protecting existing critical habitat and corridors, there are also opportunities to enhance the ecosystem by increasing the wildlife habitat and/or corridor value of some degraded areas. The Town and County will work with private and public landowners and managers to identify degraded areas with wildlife habitat or connectivity potential and direct off-site mitigation and restoration efforts to those areas.

Policy 1.1.h: Promote the responsible use of public lands

Stewardship of wildlife, wildlife habitat, and wildlife movement corridors cannot be achieved through the management of growth and development on private lands alone; it must also be pursued through the responsible enjoyment of State and Federal lands. If recreationists and other users do not enjoy public lands responsibly, the health of our intact ecosystem will suffer, and State and Federal land managers will likely have to further regulate and restrict public use and access. The Town and County will work with State and Federal agencies to promote stewardship and responsible use of public lands; preserve and steward existing authorized access points to rivers, creeks, and State and Federal lands; and eliminate unauthorized access points.

Policy 1.1.i: Protect against and mitigate for invasive and nonnative species

Invasive species threaten the health of native populations by outcompeting or preying on native species. Protecting our ecosystem against the impacts of invasive species will require a coordinated effort between multiple agencies and organizations, including the Town and County, Teton County Weed and Pest, and others. Beyond protection from invasive species, mitigating the impact of existing invasive species is a critical component of ecosystem stewardship that will allow native species to thrive.

Policy 1.1.j: Strive to continually improve our ecosystem stewardship

Add and refine Ecosystem Stewardship principles, policies, and monitoring to guide continual improvement related to County-wide Ecosystem Stewardship. A continual focus on enhancing our ecosystem stewardship methods will ensure the Town and County stay up-to-date with emerging technologies and efforts aimed at enhancing, preserving, and promoting the environment that makes us who we are as a community.

Principle 1.2—Preserve and enhance surface water and groundwater quality. Clean water is one of the most basic requirements of a healthy ecosystem and community. Protecting the water quality of Jackson and Teton County is essential to the ecosystem and scenic beauty that residents and visitors enjoy. In addition, the public has the right to clean, affordable drinking water. Stewardship of surface water bodies of all sizes, the Snake River Sole Source Aquifer, wetlands, riparian areas, and groundwater, is vital to sustaining healthy populations of native species and for the health and safety of the human community. Preservation of water quality includes water features, from small creeks to large systems, including the Snake River Sole Source Aquifer, due to its importance as the community's water source. Among other measures, it is integral to minimize pollution from wastewater and stormwater that cause water quality impairment and threaten overall ecosystem health.

Policy 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development

In the interest of ecosystem and community health, the Town and County will protect the functionality of water bodies, wetlands, and riparian areas as development occurs. Wetlands and riparian areas are more important to wildlife and ecological health than any other habitat type. They also provide natural flood protection, sediment control, and nutrient filtration, all of which improve water quality. Clean surface water is essential to high-quality aquatic habitat, clean potable water supplies, and better functioning wetlands and riparian areas. Development will be designed to include buffers around water bodies, wetlands, and riparian areas to preserve their ecological function.

Policy 1.2.b: Require filtration of runoff

In cases where natural filtration systems such as wetlands, floodplains, and riparian areas cannot effectively protect surface water quality, best management practices should be employed to enhance the function of natural systems. Land development causes changes to the natural quantity and quality of stormwater that drains into the area's water bodies. The Town and County will promote innovative stormwater and snowmelt collection, storage, and diversion systems to reduce the amount of sediment and pollution entering our local water bodies. This is especially applicable in developed areas along waterways such as Flat Creek, Cache Creek, and Fish Creek.

Policy 1.2.c: Coordinate water quality monitoring with Teton Conservation District and other partners

Maintaining quality surface and groundwater is essential to ecosystem and public health. Because the extent of human impact on water quality in the community is not quantitatively known, it will be important to monitor the cumulative impacts of human actions on water quality and the effectiveness of mitigation efforts as part of the monitoring system established by Policy 1.1.e. To maintain and enhance water quality in the area, the Town and County should strive to exceed State and Federal requirements for quality and monitoring through strategic coordination with partners including but not limited to the Teton Conservation District, Wyoming Department of Environmental Quality, and regional land managers.

Policy 1.2.d: Protect the Snake River Sole Source Aquifer

The community's drinking water comes from a sole source, the Snake River Aquifer. The public health importance of protecting the quality of our only water source is recognized by the EPA through its sole source designation. Protecting the water quality of the aquifer and the community's drinking water will require implementation of best management practices in wastewater treatment, groundwater protection, and public water system protection planning. All protection efforts should meet or exceed local, state, and federal regulations, and other applicable guidance.

Principle 1.3—Maintain the scenic resources of the community. Scenic resources, natural landforms, and dark skies are vital to the community's natural character. Mountains, moraines, meadows, and other natural viewsheds provide residents and guests with a constant reminder of their location within the Greater Yellowstone Ecosystem. Interruption of these natural forms by the built environment detracts from Teton County's scenic character and should be avoided.

Policy 1.3.a: Maintain natural skylines

Buttes, ridgelines, and mountains are the most prominent aspects of our landscape. Development along butte tops and ridgelines will be avoided or mitigated so that key skyline viewsheds retain a natural appearance uninterrupted by built forms. Skyline viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

Policy 1.3.b: Maintain expansive hillside and foreground vistas

Views of expansive forested hillsides and foreground meadows are essential to the rural and scenic character of the community. Development on hillsides and in the scenic foreground should be avoided or mitigated to protect the appearance of vast, uninterrupted natural vistas. Hillside and foreground viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

Policy 1.3.c: Maintain natural landforms

The scenic character of the community is defined by the vast valley, out of which rise buttes, moraines, and mountains. To avoid the appearance of a manmade landscape, natural landforms should be maintained or emulated. Town and County regulations on grading and landform modification will ensure that final contours appear to be naturally occurring, are consistent with surrounding features, and do not obstruct protected viewsheds.

Policy 1.3.d: Maintain dark night skies

The prominence of nature over the built environment should extend beyond daytime viewsheds. The lighting of individual developments cumulatively impacts the ability to see dark and starry night skies. Although illumination is required for public safety, especially along pedestrian corridors, non-essential lighting should be limited, and all lighting will be designed to meet dark skies best practices. Existing development will also be encouraged to implement best practices.

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Principle 1.4—Protect and steward open space. Protecting open space preserves habitat and scenery and maintains our western agricultural heritage. Avoiding development in critical wildlife areas and providing recreational opportunities that reduce pressure on habitat help maintain a healthy ecosystem. Agriculture, conservation easements, and other methods to protect open space from development while providing active stewardship of the land should continue to be encouraged.

Policy 1.4.a: Encourage non-development conservation of wildlife habitat

Avoiding development in critical wildlife habitat and wildlife movement corridors is a central goal of the community. Large, contiguous expanses of habitat that provide connectivity between critical areas enable migration and reduce human conflict are most valuable to wildlife. However, small areas can also provide critical habitat and may be just as important to ensuring countywide habitat connectivity. Past public and private efforts have been successful in permanently preserving such strategic habitat lands. The community will continue to seek incentives and partnerships that respect property rights and permanently protect from future development of valuable open space for wildlife.

Policy 1.4.b: Conserve agricultural lands and agriculture

The conservation of agriculture and agricultural lands also conserves open space. Historically, the agricultural community has provided much of the stewardship of the natural and scenic resources valued by the community. Conservation of open space via agriculture protects the historic western character of the community and can support wildlife movement corridors, natural resources, and scenery. Regulations that are generally applicable to development may functionally or procedurally impede the continuation of agricultural operations. The County will evaluate the impacts of its regulations on active agricultural operations that conserve significant open space and continue to provide exemptions to requirements that preclude continued agricultural stewardship of large tracts of open space. The County will also explore other incentives to support and encourage continued agricultural conservation of open space.

Policy 1.4.c: Encourage rural development to include quality open space

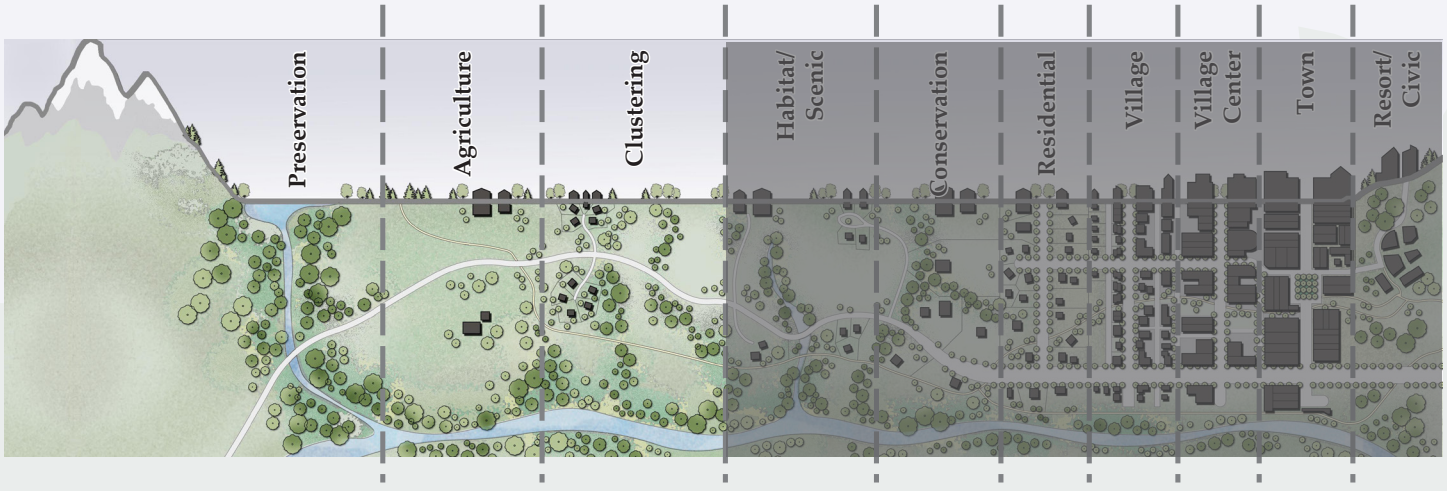
It is the community's primary goal to permanently protect and actively steward wildlife habitat, habitat connections, scenic viewsheds, and agricultural open space. Because of 35-acre State subdivision exemptions and existing parcel configurations, continuing to offer development incentives that allow clustering of development away from sensitive areas in exchange for permanently protected and actively stewarded open space may be necessary to achieve the community's stewardship goals. The incentive program should be designed to achieve a more functional web of wildlife habitat and connectivity than is possible through State exempt subdivisions. Possible incentives may include density bonuses as well as house size, location, guesthouse, and other options.

Policy 1.4.d: Establish a funding source for open space

The community should explore the establishment of a dedicated funding source for conservation easements and other measures that protect the wildlife habitat, habitat connectivity, and scenery valued by the community. Critical habitat, habitat connections, and scenic viewsheds are often located on valuable private land. A dedicated funding source would allow the Town and County to work with conservation groups and private landowners to permanently protect from development and actively steward lands valuable to the community. The funding source could also be leveraged for wildlife protection efforts such as wildlife highway crossings in the Town and County.

Policy 1.4.e: Conserve open space to promote the responsible use of public lands

Providing alternative locations for recreational activities can reduce impacts on wildlife and scenery in sensitive areas. As the community grows, so will the recreational use of State and Federal lands and the associated effects on valuable wildlife habitat and corridors. The Town and County should increase collaboration with public land managers to address these impacts. Trails, parks, pathways, dog parks, and other public recreational opportunities should also be pursued on Town and County lands as part of our conservation strategy. The community would also benefit from open space that facilitates the management of access to public lands in coordination with State and Federal land managers.



Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

1.G.S.1: Identify appropriate indicators that measure achievement of the Chapter goal. For example, measuring stewardship of natural resources may include establishing indicators for percent change of site development within the Town and County, or tracking contaminant loading from wastewater discharge at the Town of Jackson treatment facility.

1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward goals related to this chapter.

Strategies to maintain healthy populations of all native species (Principle 1.1)

✓ **1.1.S.1:** Create a vegetation cover map that can be used to help inform the identification of relative criticalness of habitat types. In the interim, as focal species are being identified, work with Wyoming Game and Fish and other partnering agencies and entities to update the mapping that provides a general indication of the location of the Natural Resources Overlay (NRO), based on current protection of critical "species of special concern" habitat.

✓ **1.1.S.2:** Identify focal species that are indicative of ecosystem health and determine important habitat types for those species. Evaluate habitat importance, abundance, and use to determine relative criticalness of various habitat types.

1.1.S.3: Establish a monitoring system for assessing the singular and cumulative impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.

1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.

1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connectivity and update as needed.

1.1.S.6: Identify areas for appropriate ecological restoration efforts.

✓ **1.1.S.7:** Identify areas appropriate for roadway underpasses, overpasses, speed reductions, or other wildlife-vehicle collision mitigation measures in heavy volume wildlife-crossing areas.

1.1.S.8: Develop an ecosystem stewardship education program to further the goals of the community and establish community buy-in.

1.1.S.9: Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.

Strategies to preserve and enhance surface water and groundwater quality (Principle 1.2)

1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.

1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near significant waterbodies.

1.2.S.3: Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.

1.2.S.4: Implement and periodically update the Flat Creek Watershed Management Plan.

1.2.S.5: Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.

1.2.S.6: Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.

1.2.S.7: Educate our community on the importance of water quality protection and our sole source aquifer.

1.2.S.8: Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.

Strategies to maintain the scenic resources of the community (Principle 1.3)

1.3.S.1: Evaluate and remap the Scenic Resources Overlay based on the accumulated knowledge of potential visual impacts and identify expanded viewsheds to which the SRO will apply.

1.3.S.2: Evaluate and amend lighting standards based on dark skies best practices.

1.3.S.3: Update the public lighting standards to match the dark skies standards adopted in the Land Development Regulations.

Strategies to protect and steward open space (Principle 1.4)

1.4.S.1: Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Reconsider applicability of the PRD tool on smaller (35- to 120-acre) parcels. Consider incentives in addition to density bonuses, including house size, locations, guesthouses, and other options.

1.4.S.2: Evaluate and update agricultural exemptions and incentives to encourage continued agricultural conservation of open space. Support exemptions and provide incentives to enable the continuation of agriculture.

1.4.S.3: Explore non-development incentives for the permanent protection of open space.

1.4.S.4: Explore the establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.

1.4.S.5: Evaluate and update the definition of publicly valuable open space to include the provision of active recreation opportunities in less critical habitat to relieve recreation pressure in areas of more critical habitat, and manage public lands access.

1.4.S.6: Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.

1.4.S.7: Revisit the rural conservation development options (Rural PRD, Floor Area Option) to ensure conservation, housing and transportation goals are met and to explore new tools.

1.4.S.8: Evaluate private land recreation needs and management to relieve the impact on public lands.

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Chapter 2. Climate Sustainability

Emit less greenhouse gases than we did in 2012.

What does this Chapter address:

Principle 2.1 - Reduce consumption of non-renewable energy

Principle 2.2 - Reduce greenhouse gas emissions through land use

Principle 2.3 - Reduce greenhouse gas emissions through transportation

Principle 2.4 - Increase energy efficiency in buildings

Principle 2.5 - Reduce greenhouse gas emissions through waste management and water conservation

Why is this chapter addressed?

The contribution to climate change from greenhouse gas emissions is a perfect example of how seemingly insignificant individual actions can add up to a measurable impact at a larger scale. Global climate change cannot be addressed by our community alone, but the local, regional, and global impacts of climate change are inconsistent with our Common Values of Community Character and the community has chosen to address them to the greatest extent possible. In 2005 Jackson became a part of the US Mayors Climate Protection Agreement.

A changing climate threatens the Greater Yellowstone Ecosystem by altering or eliminating habitats, making it harder for native species to survive. A decline in moose population numbers and loss of pine trees due to pine beetle and blister rust have already been attributed to climate change. Temperature dependent life cycles (e.g. pollination) and species (pika, wolves, native fish) are expected to decline in the near future. (Bloom & Riginos, 2018, p.17, *Mosaic*)

We will also experience local impacts to our Growth Management and Quality of Life Common Values as food, potable water and habitable land diminish across the world. The cost of bringing food into our remote location, demand for our water, and pressure to develop our valued open space will all increase.

Sustainability

is a system of practices that are healthy for the environment, community and economy and can be maintained for current and future generations.

While the community is planning for climate change, it is not hopeless. The community sees climate change as an opportunity as much as a threat. Our stewardship legacy and international recognition provide the perfect chance for us to set an example of how the global issue of climate change can be addressed at the community level. We can become a model for emissions reduction and energy independence for over 3 million visitors every year. We have hydro, solar, wind, and geothermal zero-emission energy resources available to us. Through the development and use of zero-emission resources and improved energy conservation we can limit our dependence on greenhouse gas emitting energy resources.

Climate sustainability is included in this Plan because transportation and buildings constitute 95% of the community's energy consumption. To meaningfully address our climate impacts in the long-term, energy consumption (see Appendix B), land use, and transportation planning must be holistically addressed. The transportation and infrastructure required to sustain a sprawling development pattern result in far more energy consumption than a compact, connected series of Complete Neighborhoods where services and infrastructure already exist and residents can walk, bike, or ride the bus to move within and between built areas. Our buildings can also be designed to be much more energy efficient than they are today.

Beyond reducing our contributions to climate change, energy conservation also makes economic sense for the community. Reliance on diminishing non-renewable resources will cause the cost of energy to increase. This will further increase the cost of living in our community and have detrimental effects on our Quality of Life. If we can reduce the amount of motor vehicle travel needed to move around the community, we will be less affected by rising gas prices. If we consume less power in the operation and construction of our public and private buildings and our management of waste, we can continue to have some of the lowest priced and most renewable power in the country. As we become a true example of sustainable energy consumption, visitors may be attracted to the area for our climate stewardship alone. The behavior and impacts of tourism and resorts should be consistent with, and in support of the community's sustainability goals.

Awareness of the importance of energy conservation was high in 2012 with an initiative to reduce Town and County energy consumption by 10% over the previous five years and the completion of a communitywide emissions inventory through an unprecedented cooperative commitment between the Town, County and Lower Valley Energy. These, and similar future efforts will assist in meeting the community's emission reduction goals. Moving forward, we realize that it is in the best interest of the ecosystem and the community to continue promoting climate sustainability.

Principle 2.1— Reduce consumption of non-renewable energy. To reduce the emission of greenhouse gases that contribute to climate change, the community should reduce its consumption of energy from non-renewable sources. The Town and County will lead by example and encourage reductions in energy demand and the use of renewable energy sources. However, it is the daily responsibility of the entire community to reduce greenhouse gas emissions whether for climate, financial or other reasons.

Policy 2.1.a: Shift community energy consumption behavior

The community commits to shifting its behaviors to consume less energy. Reducing energy demand is the simplest way to consume fewer nonrenewable energy resources. Achieving communitywide energy conservation requires reducing individual consumption of energy with every decision. The Town, County, and partnering organizations, such as Energy Conservation Works and Yellowstone-Teton Clean Cities will educate the community on best available methods for reducing energy demand and facilitate and encourage each community member to reduce personal energy consumption.

Policy 2.1.b: Encourage energy conservation through energy pricing

The Town and County will work with local energy providers to price energy to encourage conservation. Money is a significant motivator in all decisions, including energy conservation. The pricing structure should be set up to reward energy consumers contributing to the community goals of conservative and efficient use of energy without punishing households that cannot afford to upgrade energy inefficient structures.

Policy 2.1.c: Increase local use and generation of renewable energy

Using solar, wind, geothermal, and/or hydro energy that has less impact to the climate is the community's preference. The community will work with local utilities and other agencies, non-profits, and businesses to identify local renewable energy generation opportunities so that it is not necessary to add non-renewable energy sources to the community's energy portfolio. Integration of renewable energy into the community's energy portfolio should be done consistently with the community's Vision. The Town and County will continue to include photovoltaic solar panels and solar thermal systems as part of its public infrastructure. In 2019 the EPA recognized the Town as a Green Power Partner.

Policy 2.1.d: Allow and encourage onsite renewable energy generation

Production of energy from renewable sources on individual properties should be allowed and encouraged. The transmission of electricity is extremely inefficient. Reducing that component of our energy infrastructure could result in a large cumulative decrease in demand for non-renewable energy. Exemptions to Town and County regulations should be considered to facilitate the installation of on-site renewable energy sources. The community will also explore incentives for on-site renewable energy, utilizing best available practices.

Principle 2.2— Reduce greenhouse gas emissions through land use. Land use patterns have a great effect on the community's overall energy consumption and should be designed with energy efficiency in mind. Complete Neighborhoods require less energy consumption for travel within and around the community; and compact mixed use infill and redevelopment requires less energy in the provision of services and infrastructure.

Policy 2.2.a: Enhance suitable locations as Complete Neighborhoods

Principle 3.2 details the community's policies to encourage development, infill, and redevelopment that enhances suitable locations as Complete Neighborhoods that contain: defined character and quality design; public utilities; quality public space; a variety of housing types; schools, childcare, commercial, recreation and other amenities within walking distance; and connection by complete streets. Complete Neighborhoods contain the greatest potential for low emission living because of the proximity of residences to services and jobs. Complete Neighborhoods in the Town and County will lead to energy conservation through a reduction in vehicle miles traveled and consolidation of waste disposal and other infrastructure.

Policy 2.2.b: Direct growth out of habitat, scenery, and open space

Principles 1.4 and 3.1 detail the community's commitment to conservation of wildlife habitat, habitat connections, scenic viewsheds, and open space. Development of these areas would not only negatively impact wildlife and scenery but also require far more energy to install and maintain infrastructure and transport people and energy around the community. As the climate changes, preserving open spaces from development will also ease the pressure on wildlife as they adapt to a changing ecosystem.

Policy 2.2.c: Improve air quality

Also critical for ecosystem protection and public health is air quality. Air quality in Teton County is currently well within the levels mandated by the Environmental Protection Agency. However, our location in a high mountain valley exacerbates the effects of wood smoke, dust, vehicle exhaust, and other emissions on air quality, so there is still an opportunity to improve our air quality. Efforts to improve air quality may include: reducing vehicle miles traveled through a shift to alternative modes of travel, reducing wood-burning emissions, reducing dust from unpaved roads and large construction sites, and offering incentives for the use of new technologies and practices that reduce carbon emissions.

Principle 2.3— Reduce greenhouse gas emissions through transportation.

Transportation accounts for approximately 80% of the total carbon emissions in the community (see Appendix B) and should be a focus of the community's efforts to reduce energy consumption. Reducing fuels consumed for transportation and using renewable fuels has the greatest potential to reduce the community's overall carbon emissions and consumption of non-renewable resources.

Policy 2.3.a: Meet future transportation demand through the use of alternative modes

Principle 7.1 details the community's policies to promote the use of alternative modes over use of the single occupancy motor vehicle. The use of single occupancy motor vehicles is the least energy efficient mode of transportation, as only one person is transported and road and parking infrastructure is required for each individual.

Policy 2.3.b: Create a safe, efficient, interconnected multimodal transportation network

Principle 7.2 details the community's policies to provide a multimodal network to meet our future transportation demand. The community will develop an integrated transportation management plan that will look at all modes of travel and the most effective solutions for transportation in the community, considering long-term impacts such as consumption of non-renewable fuels and the energy costs of transportation infrastructure.

Principle 2.4— Increase energy efficiency in buildings. It is the community's goal to achieve carbon neutral buildings by 2030. Increasing the energy efficiency of buildings and reducing the energy used for the construction of buildings will greatly increase the community's energy conservation efforts, as the construction and operation of buildings accounts for close to 15% of energy use in Jackson and Teton County (see Appendix B). Publicly funded construction projects will lead by example in implementing this policy, and incentives will be provided to reduce the energy demand of new and existing private buildings.

Policy 2.4.a: Construct energy efficient buildings

The community should improve the energy efficiency of its buildings. Buildings with tight building envelopes that minimize the loss of energy are more energy efficient because they require less energy yet provide the same level of comfort as buildings with other designs. The Town and County should adopt the most recent energy codes or similar regulations to maximize the energy efficiency of new construction and improvements to existing buildings. Additionally, the Town and County will explore requirements and incentives for building design that employ best practices for energy efficiency in new and retrofitted buildings.

Policy 2.4.b: Renovate and reuse existing buildings

Where appropriate, the community should renovate, reuse, and repurpose existing buildings. The energy required to extract, produce, transport, and assemble building materials is known as the "embodied energy" of a building. The easiest way to reduce the energy consumption of a structure is to reuse a structure that already exists. The community will encourage the reuse, repurposing and renovation of existing buildings where a safe, energy efficient building can be achieved without constructing a new building.

Policy 2.4.c: Use and reuse construction material sustainably

Where it is not practical to renovate an existing building as described in Policy 2.4.b, the embodied energy of a building should be reduced through the recycling and reuse of building materials or use of sustainable, local materials. The Town and County should lead by example when constructing public buildings and subsidized housing units by giving preference to recycled and local materials and local contractors, within reasonable performance and cost limits. The Town and County should also explore providing locations for materials recycling that make it more cost-effective to recycle than to dispose of material.

Policy 2.4.d: Use energy efficient building systems and appliances

Practices to reduce energy consumption should continue throughout the use of a building, regardless of the energy efficiency of a building's design or the amount of energy initially used to create the building. The Town and County will provide standards for high efficiency heating, ventilation and air conditioning (HVAC) equipment, lighting fixtures, appliances, and other building systems. Where possible, programs will encourage the use of the best available energy efficiency technology for building systems and appliances.

Policy 2.4.e: Encourage smaller buildings

The Town and County will encourage the construction of smaller, energy efficient buildings to improve energy conservation communitywide. Energy efficiency and the amount of energy required to construct a building is directly related to overall building size. Smaller buildings require less material to achieve high energy efficiency and contain less volume to condition, light, and maintain. The community will explore regulations and incentives to encourage the construction of smaller buildings.

Principle 2.5—Reduce greenhouse gas emissions through waste management and water conservation. The community will reduce the amount of energy required to distribute, clean, and dispose of water and waste through conservation efforts. Our current water consumption and waste management practices will have long-term adverse impacts on the ecosystem and the community's energy demand if conservation measures are not pursued.

Policy 2.5.a: Encourage water conservation

While our community is lucky to have abundant water supplies, water conservation should still be pursued to conserve energy and maintain water quality. As fresh water resources are depleted, the energy required to provide potable water increases. Conservation of water saves aquifer supplies for future generations, protects habitat, and respects downstream users. To better encourage water conservation, municipal pricing should reflect the true long-term cost of production and encourage water conservation. The Town and County will also encourage practices that demand less water, such as landscaping with native species.

Policy 2.5.b: Manage our waste stream for sustainability

The community will minimize the amount of solid waste it directs to landfills with a goal of "zero waste" by increasing efforts such as recycling and composting of waste. The Strategies in the Road to Zero Waste Plan are guiding the community's implementation of its zero waste goal. Disposing of solid waste in landfills requires energy for waste transportation, land moving, and other landfill operations. Landfill disposal also requires increased disturbance of otherwise open spaces due to the length of the decomposition process. The community will increase opportunities for recycling, reuse, and composting and seek productive uses for solid waste such as waste-to-energy solutions to minimize the solid waste that must be placed in a landfill. In addition, the Town and County will lead by example by using products that can be recycled or composted and encouraging all members of the community to do the same.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

2.G.S.1: Update Chapter 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation to establish the Town and County's position as a leading sustainable and adaptable community. As part of the Chapter Update, consider updating the Chapter Goal. Also, consider the impacts and opportunities presented by our our tourism-based economy.

2.G.S.2: Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should outline implementation responsibilities, and include adaptation measures specific to the potential impacts of climate change on our economy.

2.G.S.3: Promote community-wide and targeted education about methods and techniques that can be applied at individual and organizational levels to reduce impacts on our environment, and ensure the inclusion of resorts and visitors in that outreach.

Strategies to reduce consumption of non-renewable energy (Principle 2.1)

2.1.S.1: Coordinate with the wide range of organizations working on energy conservation to educate the community about the benefits of reducing consumption of energy from non-renewable sources.

✓ **2.1.S.2:** Work with partners to distribute technological devices, such as home area networks, into the community to raise awareness of the amount of energy being consumed and opportunities for reduced consumption.

2.1.S.3: Partner with organizations such as the Yellowstone-Teton Clean Cities to educate residents and guests about the negative impacts of vehicle idling.

2.1.S.4: Work with local energy providers to develop a sliding scale energy pricing structure where unit cost increases with total energy consumption.

2.1.S.5: Evaluate and update land use regulations to support renewable energy generation in the community.

2.1.S.6: Coordinate education efforts to avoid private Codes, Covenants & Restrictions (CC&Rs) that prohibit on-site renewable energy generation and other sustainable practices.

2.1.S.7: Create a personal emissions responsibility program to raise awareness and promote reduced consumption.

Strategies to reduce energy consumption through land use (Principle 2.2)

See Strategies 3.1.S.1 through 3.1.S.4 and 3.2.S.1 through 3.2.S.8.

Strategies to reduce energy consumption through transportation (Principle 2.3)

See Strategies 7.1.S.1 through 7.1.S.11 and 7.2.S.1 through 7.2.S.6.

2.3.S.1: Promote and incentivize the increased use of electric modes of transportation (bikes, buses, cars).

2.3.S.2: Develop a County Energy Mitigation Program that addresses the induced transportation demand required to maintain certain site designs or features.

Strategies to increase energy efficiency in buildings (Principle 2.4)

2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.

2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives for government operations and new private construction to use energy efficiency best practices.

2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate in a communitywide energy retrofit program.

2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness of the benefits of the use of sustainable construction materials.

2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.

2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings and consume less energy.

2.4.S.7: Explore a policy commitment that every public building and vehicle will be zero-emission.

2.4.S.8: Update the County Energy Mitigation Program to encourage energy conservation in buildings.

Strategies to conserve energy through waste management and water conservation (Principle 2.5)

2.5.S.1: Implement a sliding scale water pricing structure.

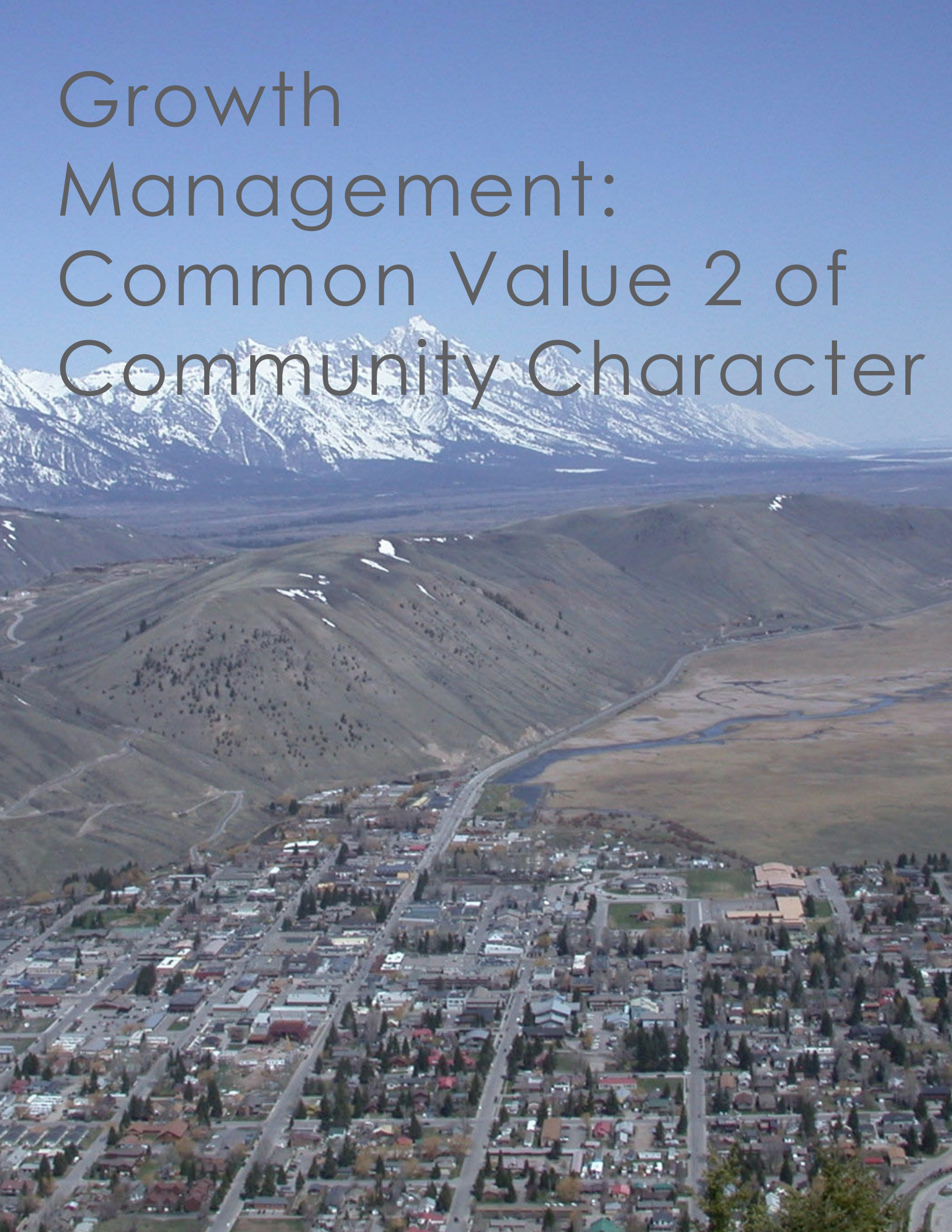
2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including communitywide curbside recycling.

2.5.S.3: Develop a program to guide waste reduction in the County

2.5.S.4: Update landscaping LDRs to encourage water conservation.

2.5.S.5: Reduce energy consumption in wastewater treatment through the use of the most energy efficient treatment methods and technology to discharge effluent that exceeds the quality of the receiving waters. We will continue to build on the significant reduction in energy consumption that has been achieved since 2010.

Growth Management: Common Value 2 of Community Character



Why is Growth Management a Common Value?

Effective Growth Management is essential to protecting our surrounding ecosystem and reinforcing our community's Quality of Life. Our three Common Values of Community Character are mutually supportive, requiring the community to enhance our built environment into desirable places for residents, businesses, and visitors to protect wildlife habitat, habitat connections, scenery, and open space. If the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit.

Managing growth means proactively planning for what we want – rural open spaces and high quality, desirable Complete Neighborhoods. The Plan identifies a range of land use patterns, from rural to urban, to assist the community in visualizing how we will implement our Common Values of Community Character over time. These land use patterns vary in the ratio and level of intensity of their natural, built, and social components.

Growth Management will ensure that the heart of the community – the Town of Jackson – will continue to be the community's housing, employment, social, and civic center. By directing the majority of growth into areas of existing infrastructure and services, which comprise only about 7% of private land, we can preserve open spaces of ecological and scenic value while also allowing for enhanced housing, economic development, social, and civic opportunities. Our community realizes the importance of Growth Management in achieving Ecosystem Stewardship in harmony with our desired Quality of Life.

How are we going to achieve Growth Management?

Chapter 3. Responsible Growth Management

- Direct growth out of habitat, scenery, and open space (Principle 3.1)
- Enhance suitable locations as Complete Neighborhoods (Principle 3.2)
- Manage growth predictably and locally (Principle 3.3)
- Limit development in naturally hazardous areas (Principle 3.4)

Chapter 4. Town as Heart – The Central Complete Neighborhood

- Maintain Town as the central Complete Neighborhood (Principle 4.1)
- Promote vibrant, walkable mixed use areas (Principle 4.2)
- Develop desirable residential neighborhoods (Principle 4.3)
- Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)
- Preserve historic structures and sites (Principle 4.5)

Chapter 3. Responsible Growth Management

Direct at least 60% of future growth into Complete Neighborhoods to preserve habitat, scenery and open space and provide workforce housing opportunities.

What does this chapter address?

Principle 3.1 – Direct growth out of habitat, scenery, and open space

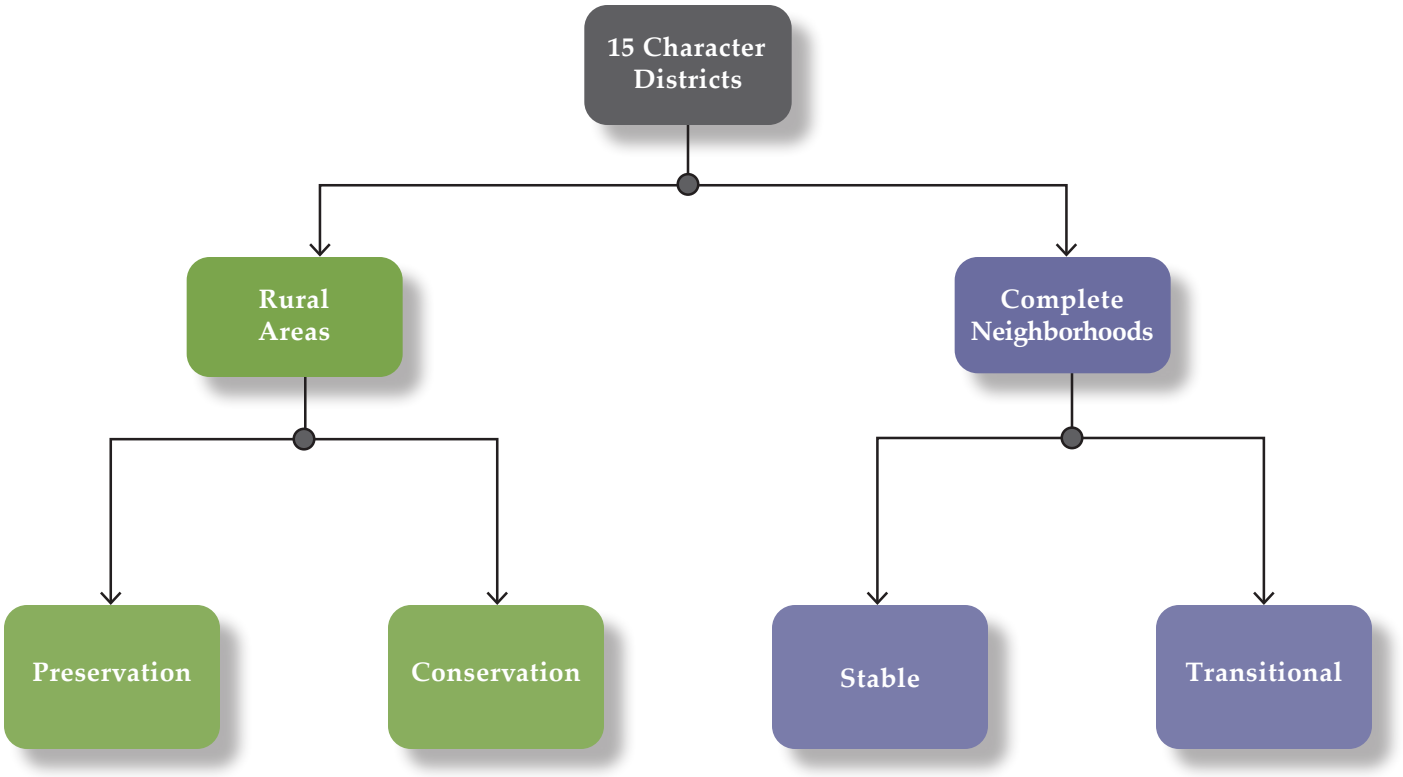
Principle 3.2 – Enhance suitable locations as Complete Neighborhoods

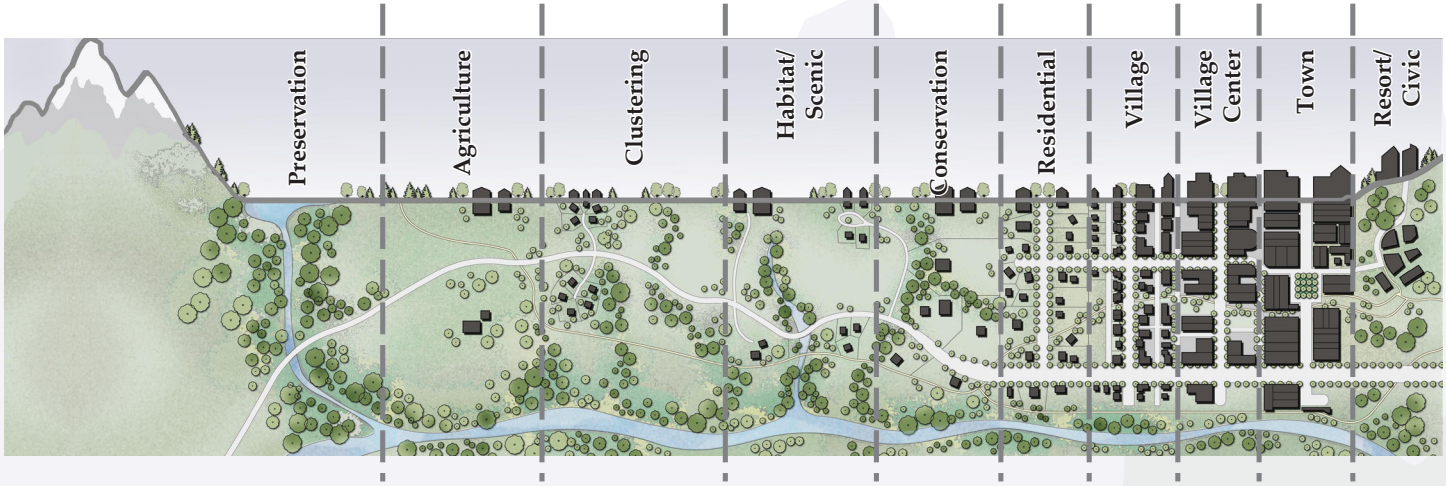
Principle 3.3 – Manage growth predictably and locally

Principle 3.4 – Limit development in naturally hazardous areas

Why is this chapter addressed?

Effective Growth Management is essential to protecting the ecosystem in which we live from the impacts of development, as well as enhancing our built environment and our community's character. Our existing physical character is a continuum of development, from millions of acres of National Park, National Forest, and a National Elk Refuge, where growth is prohibited, to downtown Jackson where vitality, occupancy, and use is encouraged and valued. Managing growth means proactively planning for what we want on both ends of the spectrum – rural open spaces and high-quality, desirable Complete Neighborhoods. If we can grow so that the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit.





Energy Efficiency

Housing Density

Viability of Alternative Modes of Transportation

Appropriateness of Location of Services

Decreases

Increases

complete neighborhoods provide:

- defined character and high-quality design;
- public utilities (water, sewer, and storm sewer);
- quality public spaces;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.

stable subarea:

- Subareas in which no change to the existing character is necessary
- Development will be infill that maintains the existing identity or vitality
- The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

transitional subarea:

- Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

rural areas provide:

- viable wildlife habitat and connections between wildlife habitat
- natural scenic vistas
- agricultural and undeveloped open space
- abundance of landscape over built form
- limited, detached single family residential development
- minimal additional nonresidential development

preservation subarea:

- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

conservation subarea:

- Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on improved conservation
- Areas that benefit from an increase in open space, scenic resources, and habitat enhancement
- Goals include balancing existing development with improved wildlife permeability and scenic enhancements.

Supporting the preservation efforts of our neighboring federal land managers and minimizing development in the undeveloped Rural Areas of the County will protect the ecologic and scenic value of these areas. From a Quality of Life perspective, maintaining these scenic viewsheds, natural resources, wildlife habitat, and open spaces preserves our daily connection with the surrounding natural environment and our western, rural heritage, regardless of where in the community we live. Since 1994, the community has successfully managed growth in these sensitive areas on a project-by-project basis. Still, we must continue our efforts and broaden our Growth Management policies to address conservation on a community-wide scale.

Identifying Complete Neighborhoods will enhance our community character and relieve development pressure in Rural Areas we wish to preserve. By concentrating development in Stable and Transitional Subareas with existing services and infrastructure, defined character, desired amenities within walking distance, and a variety of housing types we will be able to achieve our Vision. Complete Neighborhoods have more economic stability, support alternative modes of transportation, allow for more efficient delivery of high-quality services, and are more energy efficient. Making Complete Neighborhoods more desirable places to live and directing development into those areas will make it less likely for developers to pursue development in inappropriate Rural Areas where wildlife, scenery and open space protection is the priority.

Our Growth Management policies link our Ecosystem Stewardship and Quality of Life policies and allow us to illustrate our Vision through the Character Districts. By defining our Growth Management goals, we can identify Stable, Transitional, Preservation, and Conservation Subareas of the Character District, and then describe the desired natural and built character of each subarea. This provides predictability for neighbors, landowners and developers.

Setting goals for Growth Management is only the first step. As detailed in the Achieving Our Vision chapter, the community must monitor development and adapt as necessary to ensure we are achieving our desired community character. The Town and County must continue to work cooperatively with each other and with neighboring jurisdictions in these efforts. Our Vision extends beyond jurisdictional boundaries, and so too must our implementation strategies if we wish to comprehensively address Ecosystem Stewardship, Growth Management, and Quality of Life at a community-wide level.

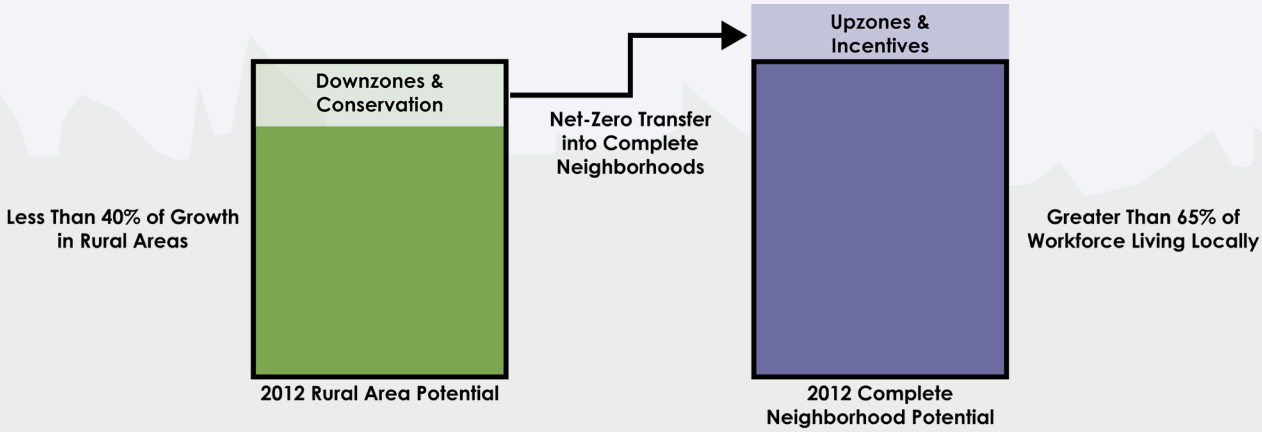
Principle 3.1—Direct growth out of habitat, scenery, and open space. Rural Areas with wildlife habitat, habitat connections, scenic vistas and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem preservation and protection remains the overarching Vision of the community and a primary goal for these areas. The preference of the community is for future growth to occur in Complete Neighborhoods where infrastructure and services already exist. Development that does occur in Preservation and Conservation Subareas outside of Complete Neighborhoods should be limited and rural in character. To learn more about each of the Complete Neighborhoods and subareas, visit the Illustration of our Vision chapter of this Plan.

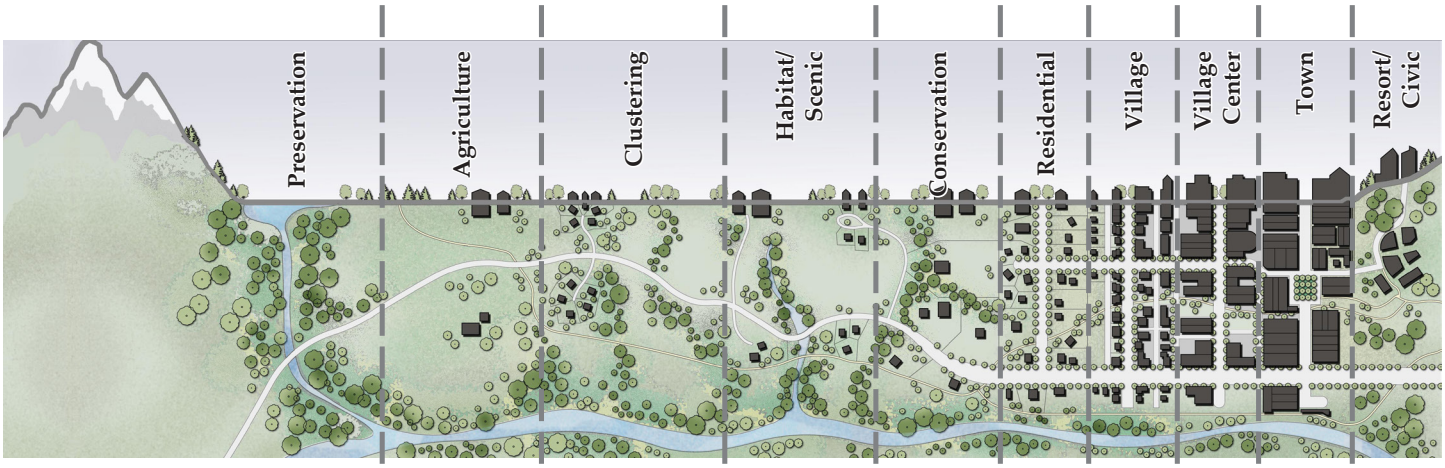
Policy 3.1.a: Ensure there is no net increase in development potential

Ecosystem Stewardship and rural character preservation should extend beyond protecting resources and open space on individual lots to managing growth on a community-wide scale. Development potential should decrease in Rural subareas and increase in appropriate Complete Neighborhood subareas, but we will adhere to our Vision by ensuring there is no net increase in overall development potential. Beginning in 2012, increases and decreases in allowed residential and nonresidential development have been annually tracked and reported. By not increasing potential more than it is decreased, and better locating and designing development that does occur, we can decrease our impacts to the ecosystem while respecting property rights, preserving our rural character, and providing opportunities for increased quality of life.

Policy 3.1.b: Direct development toward suitable Complete Neighborhood subareas

To extend our legacy of Ecosystem Stewardship and preserve our rural character, the community prefers that development occur in Stable and Transitional Subareas where most of the infrastructure and services that define Complete Neighborhoods already exist. Preservation and Conservation Subareas with wildlife habitat, habitat connections and scenic vistas are the least appropriate places for growth, however, the community recognizes and respects that private property rights exist. Tools will be explored to transfer development potential from these Rural subareas of ecological significance and rural character into Complete Neighborhood subareas suitable for development. The boundaries of Complete Neighborhoods are identified in the Illustration of Our Vision chapter to ensure that development of suitable areas does not sprawl into areas the community is trying to protect. Whether through transfer or other tools, development of Complete Neighborhoods is preferable to development of Rural Areas.





Policy 3.1.c: Maintain rural character outside of Complete Neighborhoods

Outside Complete Neighborhoods, it is the community's goal to maintain our historic western, rural character, wildlife habitat and scenic vistas. In the Rural Areas, rural character is defined by limited development, actively stewarded agricultural land, and a high ratio of natural to built environment. To maintain this character, the County will first promote non-development conservation, including active agricultural stewardship; second incentivize development that occurs in Complete Neighborhoods and preserves wildlife habitat, scenery and open space; third incentivize development that is clustered away from sensitive areas in exchange for preservation of wildlife habitat, scenery and open space; and finally, allow for development of base property rights. To further maintain rural character, the County will limit building size consistent with historic agricultural compounds and require a dominance of landscape over the built environment.

Policy 3.1.d: Cluster nonresidential development in existing locations

Nonresidential development not associated with agriculture should be clustered in Complete Neighborhoods and Planned Resorts where nonresidential character already exists. Centrally locating resort, commercial, and public/semi-public development preserves wildlife habitat, habitat connections, scenic viewsheds, rural character and the viability of Complete Neighborhoods. No new Planned Resorts should be created, and existing Planned Resorts should be limited to their existing footprint. Existing County resort, commercial, and civic uses outside of Complete Neighborhoods will be encouraged to redevelop in a manner that is more consistent with rural character.

Principle 3.2—Enhance suitable locations as Complete Neighborhoods. Development, infill and redevelopment should be located primarily in areas of existing infrastructure and services to enhance such suitable areas as Complete Neighborhoods that include: defined character and quality design; public utilities (water, sewer, and storm sewer); quality public space; a variety of housing types; schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and connection by complete streets that are safe for all modes of travel. The degree of mobility, amenities and development intensity of these Complete Neighborhoods will increase from County to Town. The next chapter of the Plan, "Town as the Heart of the Region: The Central Complete Neighborhood," details how the Town of Jackson will be enhanced as the community's primary Complete Neighborhood.

Policy 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods

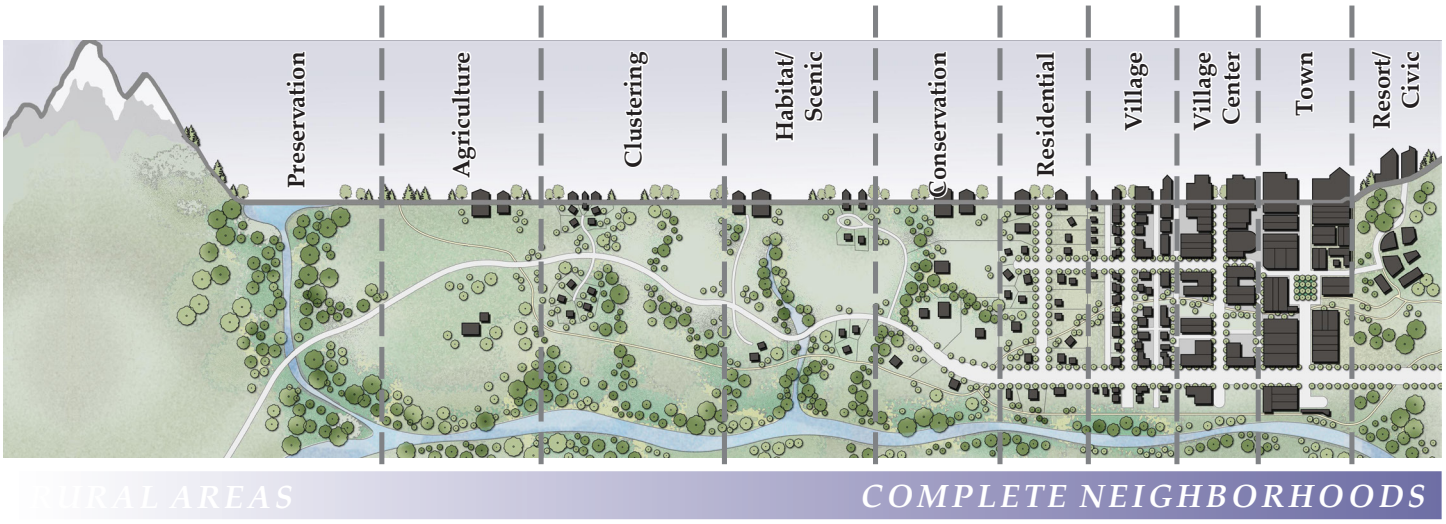
A primary goal of the community is to enhance suitable existing neighborhoods by promoting their development into Complete Neighborhoods. Not all residential areas are suitable for all or any components of a Complete Neighborhood. For instance in Conservation Subareas where few of the components of a Complete Neighborhood exist, the existing residential character should be enhanced with a focus on rural character and wildlife, natural, and scenic resources. On the other hand, Stable Subareas may be enhanced by infill that is consistent with the existing pattern and scale of development and includes additional amenities, to make the most appropriate places for development more enjoyable places to live. Transitional Subareas are appropriate for redevelopment or new development designed to achieve a desired future character.

Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods

Complete Neighborhoods are the most appropriate locations for nonresidential development. Nonresidential development in proximity to residences and lodging promotes pedestrian vitality, which has ecological, social and economic benefits. Complete Neighborhoods should contain locally-oriented nonresidential uses such as restaurants, convenience retail, childcare, schools, and other services oriented toward neighborhood residents. Complete Neighborhoods with lodging may also include visitor-oriented commercial development that encourages a vibrant, year-round, pedestrian character. Nonresidential areas within Complete Neighborhoods should incorporate a vertical and/or horizontal mix of nonresidential and residential uses that promote active pedestrian use of the ground floor (such as retail), with allowances for flexible residential or nonresidential use of upper floors.

Our Complete Neighborhoods

Character District 1: Town Square
Character District 2: Town Commercial Core
Character District 3: Town Residential Core
Character District 4: Mid Town
Character District 5: West Jackson
Character District 6: Town Periphery
Character District 7: South Highway 89
Character District 11: Wilson
Character District 12: Aspens/Pines
Character District 13: Teton Village



Policy 3.2.c: Limit lodging to defined areas

Lodging and short-term rental use will continue to be limited to areas within a Lodging Overlay and existing Planned Resort in Town, and the existing County Planned Resorts and Planned Unit Developments where it is entitled. The potential for lodging and short-term rental development is important to the community's tourism economy, but it is not appropriate throughout the Town and County. Concentration of lodging locates short-term accommodations in areas where guests can access visitor-oriented amenities without a vehicle, while protecting the remainder of the community's residential, locally-oriented, and Rural Areas from expansion of tourist-related amenities.

Policy 3.2.d: Emphasize a variety of housing types

Complete Neighborhoods will include a variety of housing types with a variety of ownership opportunities, consistent with the desired character for the neighborhood. The Complete Neighborhoods already have the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining a diversity of housing types and styles (single family homes, duplexes, condos, small lots, small units, lofts and apartments), including restricted housing of all types, is an important component of enhancing Complete Neighborhoods and meeting our community's housing goal.

Policy 3.2.e: Promote quality public spaces in Complete Neighborhoods

Public spaces are the building blocks of vital Complete Neighborhoods. The Town and County will promote public spaces and civic facilities that are interesting, memorable, and reinforce the desired sense of community within Complete Neighborhoods. Integrating fine arts professionals in the design of projects will be encouraged to create unique and visually engaging public spaces—including sidewalks and walkways, parks, outdoor squares, landscaped areas and public art.

Policy 3.2.f: Enhance natural features in the built environment

Natural amenities within Complete Neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, Cache Creek, and Fish Creek are examples of important natural features that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within a Complete Neighborhood and connect them to adjacent federally-managed lands such as the Bridger-Teton National Forest. The Town and County will explore opportunities to enhance natural amenities within Complete Neighborhoods while preserving their ecological function.

Principle 3.3—Manage growth predictably and locally. This Plan articulates and illustrates a clear Vision for the future. However, just as important is predictable, accountable, and measurable implementation of our Common Values. The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. The cornerstone of this Plan is adaptation based on continuous, coordinated monitoring. Past approaches that relied on discretionary review of individual implementation projects achieved some success, but also divided the community and resulted in unintended consequences. The Vision of the community continues to extend beyond political boundaries, so achieving our Vision will continue to be more important than the jurisdiction in which it is achieved.

Policy 3.3.a: Make land use decisions based on Plan framework and policies

This Plan's comprehensive series of Ecosystem Stewardship, Growth Management and Quality of Life policies make up the Common Values of our community character. Where and how they will be implemented through land use is defined by the Illustration of Our Vision. Individual land use decisions should not rethink the Character Districts. Where zoning has been updated since 2012, non-legislative land use applications will implement our Vision if they meet the zoning. When a land use decision has not been defined in the zoning or Character Districts, it should be guided by the same commitment to support and optimization of all three Common Values that is the basis for the framework of the Plan. Local land use planning will be based on the policies of this Plan rather than sales tax revenue share, other fiscal considerations, or other considerations outside this Plan.

Policy 3.3.b: Provide predictability in land use decisions

The community desires predictability in the future land use decisions that will implement this Plan. The most predictable way to achieve our Vision is by allowing and/or requiring the type of development that is desired as a base right. Where incentives are required to achieve desired character, they should be performance-based. Performance-based incentives should be limited, have clearly defined public benefits, and have ties to indicators to evaluate effectiveness. Discretionary land use tools may provide flexibility, but they do not provide sufficient predictability and are not the preferred approach for managing growth and development in the community. Reciprocally, proposals that meet the standards adopted should expect to be approved and not held to a higher standard than has been established.

Policy 3.3.c: Develop neighborhood plans

Focused neighborhood plans may be developed where additional guidance is necessary to implement a comprehensive development or redevelopment that will achieve the desired future character in a specific subarea. The Illustration of Our Vision chapter generally describes the desired character for all Character Districts, but there may be instances where implementation of certain strategies requires a more detailed, design oriented planning process for a specific subarea to ensure the desired future character is achieved.

Policy 3.3.d: Strive not to export impacts to other jurisdictions in the region

The Town and County will remain conscious of the impacts of all land use decisions on the greater region and ecosystem. It is not the goal of the community to overextend our resources or jurisdiction into adjacent communities or State and Federally managed lands. The Town and County will work with neighboring jurisdictions and State and Federal agencies to develop common goals related to growth, work toward solutions, and identify resources that can benefit all parties. We will lead by example through planning that considers the entire region.

Policy 3.3.e: Preserve historic structures and sites

Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.

Principle 3.4—Limit development in naturally hazardous areas. Development in hazardous areas threatens the health, safety and welfare of human inhabitants. Steep slopes, poor soils, avalanche chutes, floodplains, dense forests and areas along fault lines offer unique opportunities for interaction with the environment, but when natural events do occur in these areas the results can be disastrous.

Policy 3.4.a: Protect development against flooding

Flooding can cause serious damage to property and threaten public safety. To minimize risks to human safety and structures development in the 100-year floodplain and floodway will only occur in compliance with the Teton County Floodplain Management Resolution.

Policy 3.4.b: Protect development against avalanches and landslides

An avalanche can easily displace a building or trap occupants inside. Development within 100-year avalanche paths should be limited. Where development does occur within an avalanche path, mitigation measures should be installed. Recent storm events have also shown the destructive power of landslides. Development in potential landslide paths should be avoided or mitigated.

Policy 3.4.c: Prohibit development on steep slopes

Development on steep slopes decreases the stability of the slopes, which can lead to erosion and landslides. In addition, the level of disturbance required to develop on steep slopes has a disproportionate impact on natural resources. Slope development also poses difficulties for emergency access. Development on steep slopes will be avoided to the greatest extent possible. When development is not avoidable, it should employ best management practices for slope stabilization, erosion control and stormwater management. Impacts should be reduced by minimizing disturbance and adapting development to fit the topography, rather than modifying the topography to accommodate development.

Policy 3.4.d: Limit development on poor soils

Development on poor soils threatens the integrity of structures, encourages erosion and landslides and may cause groundwater contamination if septic systems are used in such areas. Development on poor soils will be avoided when possible and should employ best management practices if necessary.

Policy 3.4.e: Protect development against seismic activity

The community is located in a seismically active area. To protect human safety, buildings and infrastructure, strict adherence to building code recommendations for potential seismic events will continue.

Policy 3.4.f: Protect development against wildfire

Surrounded by National Forest lands, private lands throughout the community are susceptible to wildfires. The mapped Wildland Urban Interface will continue to be updated and refined, and development in such areas will continue to mitigate for wildfire hazard.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

Strategies to direct growth out of habitat, scenery, and open space (Principle 3.1)

✓ **3.1.S.1:** Evaluate and update land development regulations in Rural Areas to better protect wildlife habitat, habitat connections, scenic vistas and rural character.

✓ **3.1.S.2:** Explore tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County.

3.1.S.3: Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses outside of Complete Neighborhoods.

✓ **3.1.S.4:** Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County.

3.1.S.5: Develop tools to reduce ecosystem impacts and preserve existing workforce housing in Conservation Subareas.

3.1.S.6: Review the CN-PRD and evaluate methods to promote its use, including a CN-PRD catalyst project; explore additional tools for transferring development potential out of Preservation and Conservation Subareas of ecological significance into Stable and Transitional Subareas in the Town and County.

Strategies to enhance suitable locations as Complete Neighborhoods (Principle 3.2)

3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.

3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.

3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use.

3.2.S.4: Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round Complete Neighborhood that includes more locally-oriented nonresidential uses and allows for additional units in exchange for conservation of Rural Areas.

3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.

3.2.S.6: Evaluate and update design regulations to encourage quality public space.

3.2.S.7: Coordinate with a public art task force to write a public art plan for the community.

3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.

3.2.S.9: Explore reduced development/utility fees in Complete Neighborhoods.

3.2.S.10: Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals but is also consistent with all three common values.

Strategies to manage growth predictably and locally (Principle 3.3)

3.3.S.1: Consider a joint Town and County staff person to execute an Adaptive Management Program and otherwise implement the Comprehensive Plan.

3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.

3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.

3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.

3.3.S.5: Begin neighborhood planning (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:

- An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
- Reference Town zoning concepts for guidance and use Town infrastructure standards; and
- A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

3.3.S.6: Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:

- An analysis of the appropriate use and amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town (see Policy 3.1.a);
- Discussion of the future location of the Teton County Fair; and
- A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

3.3.S.7: Consider adding a joint Town/County position with a focus on management and reporting of data.

Strategies to limit development in naturally hazardous areas (Principle 3.4)

3.4.S.1: Study and map avalanche and landslide areas.

3.4.S.2: Update and refine Urban Wildlife Interface and steep slopes maps.

3.4.S.3: Evaluate and update development regulations for naturally hazardous areas based on mapping.

Chapter 4. Town as the Heart of the Region - The Central Complete Neighborhood

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

What does this chapter address?

Principle 4.1 - Maintain Town as the central Complete Neighborhood

Principle 4.2 - Promote vibrant, walkable mixed use areas

Principle 4.3 - Develop desirable residential neighborhoods

Principle 4.4 - Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood

Principle 4.5 - Preserve historic structures and sites

Why is this chapter addressed?

The Town of Jackson is the community's largest and most Complete Neighborhood – making it our central Complete Neighborhood and the "Heart" of the community. Concentrating development and activity in Town is the epitome of our Growth Management Common Value of making the most ecologically suitable areas for development the most desirable places to live. Enhancing our central Complete Neighborhood as the most desirable place in the community to live, work, and play limits impacts to the ecosystem throughout the rest of the community and protects the rural, western character of Rural Areas. It also improves the quality of life in Town and the economic stability and service delivery for the entire community.

Town already contains all of the components of a Complete Neighborhood:

- defined character and quality design;
- public utilities (water, sewer, and storm sewer);
- quality public space;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.

Town offers public water, sewer and storm water services with quality public spaces and parks throughout. Town has the widest variety of housing types and the highest concentration of population in the community – with 45% of the community's population living on only 1.7% of the private land as of 2012 (see Appendix B). It is the central location for most of our commercial, government, cultural and civic services and facilities, providing employment and amenities in proximity to residences. It also has the most developed and widely used alternative transportation system in the community. All of these existing features offer the opportunity to enhance the Town as the most desirable and central location for the community to live, work and play.

To make Town a higher functioning Complete Neighborhood, it will be important to define how the different subareas of Town relate to and support one another. All subareas of Town will continue to be served by public utilities. While enhancement of public spaces and connection by complete streets is also needed in all subareas of Town, providing these amenities may require different approaches for different subareas. In subareas of more intense development, public spaces and alternate modes of transportation must be more closely incorporated and designed as part of the built form. In subareas of less development, public spaces and a complete transportation network can be provided separately from the built environment.

Not all components of a Complete Neighborhood can, should, or need to be provided in every subarea of Town for it to function as the community's central Complete Neighborhood. For example, in providing a variety of housing options and a balance of services and employment opportunities, different subareas of Town can support each other to achieve the community's Complete Neighborhood goals while achieving the desired subarea character. A subarea focused on concentrating commercial and other nonresidential development will provide more vibrancy and additional pedestrian services to the community's residents and visitors. While housing should be incorporated into subareas of nonresidential development, it does not have to be the focus, as a variety of housing types can be provided in adjacent subareas where residential development is the priority.

Likewise, a variety of housing is essential to a Complete Neighborhood, but all housing types do not need to be spread evenly throughout Town. If the community is going to enhance the integrity and charm of existing neighborhoods and make them more desirable places to live, different housing types will be more appropriate in some subareas of Town than in others. Denser housing types will be more consistent with the physical character of mixed use areas and Transitional Subareas. Further away from mixed use areas, less dense housing types and locally-oriented services can be provided to enhance the completeness of neighborhoods. In sum, Town will have a variety of housing types and amenities within walking distance, even though each subarea will not contain all housing types, services and amenities.

To ensure that Town remains the central Complete Neighborhood of the community, character definition must be addressed. Town is not identified by one single character; individual subareas within Town have different characters that contribute to the overall Complete Neighborhood. Each subarea needs to have a defined character that supports the functional relationship between the different subareas within Town. Individual identities will enhance the desirability of the community to live, work and play in each distinct subarea of Town.

Principle 4.1—Maintain Town as the central Complete Neighborhood. Historically, the Town of Jackson has been the central Complete Neighborhood with the most concentrated land use pattern in the community. As a whole, it already contains all of the components of a Complete Neighborhood. Enhancing Jackson as the "Heart" of the community will require defining how the different subareas of Town support one another to create a desirable place to live, work and play.

Policy 4.1.a: Promote a complete Town of Jackson

A key to Growth Management is the evolution of Town into a more Complete Neighborhood. Town is the best example of an existing Complete Neighborhood. Future development in the Town should enhance it as the community's central and largest Complete Neighborhood. All subareas will each have some of the components of a Complete Neighborhood appropriate for that subarea and will collectively contribute to enhancing Town as the community's central Complete Neighborhood. However, not all components of a Complete Neighborhood will be provided in all subareas of Town, as each distinct subarea will have its own defined character and role. When viewed as a whole, the Town Character Districts will work together as one Complete Neighborhood.

Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing

Town currently has the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining this diversity of housing types and styles (single family homes, duplexes, condos, carriage houses, lofts and apartments), including restricted housing of all types, is critical to reinforcing our community character, meeting our workforce housing goals and maintaining Town as the community's population center. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each subarea of Town.

Policy 4.1.c: Promote compatible infill and redevelopment that fits Jackson's neighborhoods

Infill and redevelopment will be key strategies for fostering the elements of a Complete Neighborhood in specific subareas in Town. Infill and redevelopment will be compatible in scale, use and character in Stable Subareas, and will be consistent with the desired future character in Transitional Subareas. Considerations should include the identification of appropriate relationships between land uses and development of varying intensities. An important goal will be to maintain or reestablish a strong sense of ownership by all residents of their neighborhoods. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each Subarea of Town.

Policy 4.1.d: Maintain Jackson as the economic center of the region

Continuing Town's function as the community's economic center is essential in its role as the community's central Complete Neighborhood. Town is home to the majority of the retail opportunities, jobs and basic facilities and services needed by our community and visitors. As the community's population center and central Complete Neighborhood, Town will continue to play this role into the future.

Policy 4.1.e: Promote Town as a civic and governmental center

As time passes the community will continue to invest and reinvest in public facilities, including government buildings, parks and recreation, arts and cultural facilities and public art projects. Public facilities should be located to enhance Town as the community's civic and cultural center. Specifically, public amenities should first be located in downtown Jackson, second within the Town of Jackson limits, and third within the greater Teton County. This priority is intended for public facilities with the primary function of directly serving the public, not for ancillary or support facilities.

Principle 4.2—Promote vibrant, walkable mixed use areas. As the community's central Complete Neighborhood, Jackson will continue to be the economic hub of the region, providing a great deal of the region's nonresidential uses and employment opportunities. Nonresidential subareas should be developed or redeveloped as mixed use active pedestrian subareas. These subareas will contain a variety and balance of nonresidential uses and incorporate housing/lodging uses when appropriate, utilizing both a horizontal and vertical mix of uses.

Policy 4.2.a: Create mixed use Subareas

Existing nonresidential subareas will be enhanced into vibrant, mixed use active pedestrian subareas. Both horizontal and vertical mixed uses will be utilized based upon the location and character defined in each specific Character District. Mixed use areas will allow nonresidential uses, but will also include a variety of residential and lodging uses. A vertical mix of residential, lodging, and nonresidential uses will foster a nightly, year-round "lights on" experience of use, activity and occupancy downtown.

Policy 4.2.b: Promote a balanced mix of nonresidential uses

As the economic center of the community, the Town will provide an appropriate balance of all non-residential and residential uses. Because sales tax collections are a major source of local government funding, a balance will be sought between sales tax generating and non-sales tax generating nonresidential uses. The community should monitor the various types of nonresidential uses, including visitor and local retail, private, non-profit and governmental office uses, institutional uses (including educational facilities) and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will employ tools to encourage or restrict uses based upon the results that maintain an appropriate equilibrium between all uses.

Policy 4.2.c: Create vibrant walkable mixed use Subareas

Complete streets that focus on alternative modes of transportation will be important to the enhancement of Town mixed use subareas. The primary objective in downtown Jackson will be to enhance pedestrian amenities and connectivity to support a vibrant and walkable downtown core. To achieve this goal, Town will encourage public gathering places in both public and private developments in the downtown area. Building design should complement the pedestrian experience with uses that engage people along sidewalks and designs that include building and block cut-throughs. Public spaces within these subareas may take the form of parks, streetscape amenities and/or public/semi-public spaces provided by private property owners.

Policy 4.2.d: Protect the image and function of Town Square

Town Square is Jackson's major tourism draw and can be described as the "heart of the heart". As such, it is the area that evokes the greatest amount of sentiment and concern regarding architecture, scale and character. This area will be subject to the highest level of design standards, particularly for block faces on the Town Square. A variety of tools will be used to encourage and enhance pedestrian amenities to ensure this district remains the hub of the visitor experience and center of community life into the future.

Policy 4.2.e: Maintain lodging as a key component in the downtown

A key element of the 1994 Comprehensive Plan was the establishment of the Lodging Overlay District. The purpose of the overlay was to concentrate lodging into the downtown core, where guests can access tourist-orientated amenities without a vehicle. In addition, the overlay was intended to protect the remainder of the community from expansion and sprawl resulting from tourist and lodging amenities. The community continues to support the original intent of the overlay. Expanding on the goals of the 1994 Plan, this Plan supports the provision of a variety of year-round lodging types that encourage active management for nightly year-round occupancy.

Principle 4.3—Develop desirable residential neighborhoods. A primary goal of the community is to enhance the character and integrity of Complete Neighborhoods in the Town and County. Town residential neighborhoods will be defined as either "Stable" or "Transitional," Subareas based upon their existing and desired future character. An important goal is to maintain or reestablish a strong sense of ownership by all residents of their neighborhood. The specific designation for each neighborhood and the desired future character is defined in the Illustration of Our Vision chapter.

Policy 4.3.a: Preserve and enhance Stable Subareas

The characteristics of Stable Subareas include a predominance of owner-occupied units, a variety of residential unit types, including workforce housing, and some limited nonresidential uses. Residents of these Subareas should be able to walk to local convenience commercial that should generally be within ¼ to ½ mile of their residences. Public spaces will typically be provided in public parks. Complete streets, including options for walking, biking, and transit, will be provided throughout. The consolidation of multiple lots to create larger single family homes is inconsistent with existing character and with our growth management goals. Even with a consistent physical character, the social character of these stable subareas is likely to change without efforts to preserve historic workforce occupancy.

Policy 4.3.b: Develop Transitional Subareas

Some subareas in Town are better suited for new development or re-development. In these Transitional Subareas the general public agrees that change is beneficial. Future development should provide a variety of housing types that create additional workforce housing, including multiple family owner-occupied and rental housing. These subareas should include local convenience commercial generally within ¼ to ½ mile of residences. Public spaces will typically be provided in public parks. Complete streets, including all alternative transportation modes, will be provided throughout. Character will be defined less by the existing development pattern and more by the future Vision for the subarea. Developers are encouraged to utilize the allowances and incentives because these transitional subareas are the desired location of growth. Impactful investments in public infrastructure and housing will help to bolster these subareas and support efforts to promote quality of life.

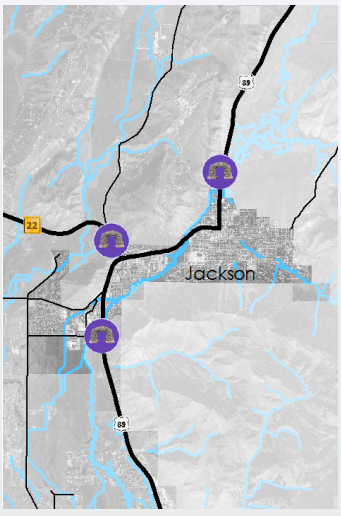
Principle 4.4—Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood. The Town of Jackson has traditionally served as the cultural, social and civic hub for Teton County and the region. Maintaining and improving public spaces will support Jackson as the community's central Complete Neighborhood, a gateway to the nation's parks and forests, and the regional center for tourism, the arts and employment. The enhancement of natural features such as Karns Meadows, Flat Creek and Cache Creek corridors will further contribute to Jackson's role as the central Complete Neighborhood.

Policy 4.4.a: Maintain and improve public spaces

Public spaces are the building blocks of a thriving community. Jackson's public spaces and civic facilities should be interesting and memorable, and should reinforce our sense of community. Town will continue to promote high quality design of public spaces, including creating attractive gateways, preserving views, and providing appealing public right-of-way amenities. The integration of fine arts professionals in the design of public spaces will be encouraged to create unique and visually engaging projects. New developments in Town should contribute to quality public spaces—including, but not limited to, pedestrian amenities, parks, outdoor squares, landscaped areas and public art.

Policy 4.4.b: Enhance Jackson gateways

The Town gateways play a special role in setting the community tone and atmosphere for the millions of guests that visit Jackson every year. Town will create a common Vision for these areas, with an emphasis on bridges and waterway features. Town will work to improve visual appeal in the public realm and encourage aesthetic improvements on private property in gateway areas. Public art projects that reflect the community, environment and character of Jackson will be encouraged to provide unique and interesting gateway enhancements.



Policy 4.4.c: Continue traditions and community events

The community will continue to sponsor and support community events in downtown Jackson that celebrate the character of the region and provide a strong sense of community for local residents. Year-round community activities and cultural events will be encouraged to utilize the downtown to foster resident and visitor interaction.

Policy 4.4.d: Enhance natural features in the built environment

Natural amenities within Complete Neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, and Cache Creek are examples of important natural feature that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within the Town and connect them to adjacent federally-managed lands such as the National Elk Refuge and Bridger-Teton National Forest. The Town will explore opportunities to enhance natural amenities within Complete Neighborhoods while preserving their ecological function.

Principle 4.5—Preserve historic structures and sites. Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.

Policy 4.5.a: Identify and preserve historically significant structures and sites

Many areas, improvements, buildings and structures in the community have features with historic character or special historic or aesthetic value. Often these historic sites represent architectural products of distinct periods in the history of Jackson. The protection, enhancement and perpetuation of sites with historic character or special historical or aesthetic value are of public necessity. The preservation of cultural and historic sites is in the interest of the people of our community, and the preservation of historically significant buildings and sites will be encouraged.

Policy 4.5.b: Support the Historic Preservation Board

The Teton County Historic Preservation Board (TCHPB) has several on-going programs that identify historic properties and nominate the most significant structures for National Register designation. The Town and County will continue to support the Historic Preservation Board in its efforts to document and preserve historic buildings and sites. Further, the Planning Commissions and elected bodies will consider the recommendations of the Board when reviewing development applications.

Policy 4.5.c: Enhance historic preservation education, outreach, and awareness

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 local history. The Town and County will continue to support these and other organizations in their efforts to advance community education and awareness beyond current levels.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

Strategies to maintain Town as the central Complete Neighborhood (Principle 4.1)

4.1.S.1: Evaluate and update base zoning requirements and performance tools consistent with principles, polices and Character Districts.

✓ **4.1.S.2** Evaluate and update regulations to allow and promote a appropriate variety of housing types identified through the Character Districts.

Strategies to promote vibrant, walkable mixed use areas (Principle 4.2)

4.2.S.1: Complete a neighborhood plan for the Town Square Character District. The plan should include design standards and use descriptions.

✓ **4.2.S.2:** Update design guidelines to provide more specificity, and predictability.

✓ **4.2.S.3:** Initiate neighborhood plans for specific mixed use subareas.

✓ **4.2.S.4:** Update land development regulations for mixed use subareas to encourage ground floor vitality and flexible upper floor mixed use.

✓ **4.2.S.5:** Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.

4.2.S.6: Explore allowing a fourth floor for workforce housing, within existing height allowances, in Subarea 2.3 Downtown.

4.2.S.7: Explore developing pedestrian zones Downtown.

4.2.S.8: Catalyze the redevelopment of Subarea 2.6 Mixed Use Office and Residential.

4.2.S.9: Revisit Subarea 2.5: North Cache Gateway, given the habitat value in the Subarea.

Strategies to develop desirable residential neighborhoods (Principle 4.3)

4.3.S.1: Initiate neighborhood plans for Transitional Subareas.

4.3.S.2 Identify locations for locally-oriented nonresidential use.

4.3.S.3: Remove barriers and catalyze development in existing high-density zones through impact infrastructure investment and support for projects that utilize housing incentives.

4.3.S.4: Develop neighborhood plans for transitional subareas to implement zoning and to facilitate the transition for existing residents.

Strategies to enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)

4.4.S.1: Coordinate with a public art task force to write a public art plan for the community.

4.4.S.2: Initiate gateway plans for the three community entrances.

4.4.S.3: Evaluate and update design regulations to encourage quality public spaces.

4.4.S.4: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features.

4.4.S.5 Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.

4.4.S.6: Evaluate future active use of Karns Meadow.

Strategies to preserve historic structures and sites (Principle 4.5)

4.5.S.1: Define criteria to identify historic buildings and sites.

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Quality of Life: Common Value 3 of Community Character

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Why is Quality of Life a Common Value?

The Jackson and Teton County community takes pride in our local identity and community character. Our natural character is protected through our ecosystem stewardship, and our physical character is guided by our Growth Management. However, the more emotional aspect of our character – our Quality of Life – is equally important to our community. We have always considered ourselves as a community first, and a resort second. We support a variety of lifestyles and employment opportunities, and we welcome others to share in the enjoyment of our intact ecosystem and western mountain lifestyle. Our Quality of Life and a quality visitor experience depend not only on Ecosystem Stewardship and Growth Management, but also on preserving the socio-economic diversity and service delivery that are so attractive to residents and visitors alike. Equally important to maintaining our quality of life, is the sustained physical, social, and economic security that is offered throughout the Town and County. Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long-term residents who steward our surrounding ecosystem and welcome visitors to do the same. Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services. Continuing to provide these services in a manner that better achieves our Vision will enhance the livability and appeal of our community. A community that offers a spectrum of housing and employment options and provides access to safe, efficient, and economical transportation and services is a desirable community to call home and an attractive destination to visit time and again. This lifestyle is a function of our Quality of Life and also leads to greater resident and visitor investment in our Ecosystem Stewardship and Growth Management values.

How are we going to achieve Quality of Life?

Chapter 5. Local Workforce Housing

- Maintain a diverse population by providing workforce housing (Principle 5.1)
- Strategically locate a variety of housing types (Principle 5.2)
- Reduce the shortage of housing that is affordable to the workforce (Principle 5.3)
- Use a balanced set of tools to meet our housing goal (Principle 5.4)

Chapter 6. A Diverse and Balanced Economy

- Measure prosperity in natural and economic capital (Principle 6.1)
- Promote a stable and diverse economy (Principle 6.2)
- Create a positive atmosphere for economic development (Principle 6.3)

Chapter 7. Multimodal Transportation

- Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure (Principle 7.1)
- Reduce greenhouse gasses from vehicles from 2012 levels (Principle 7.2)
- Coordinate transportation planning regionally (Principle 7.3)

Chapter 8. Quality Community Service Provision

- Maintain current, coordinated service delivery (Principle 8.1)
- Coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

Chapter 5. Local Workforce Housing

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

What does this chapter address?

Principle 5.1 - Maintain a diverse population by providing workforce housing

Principle 5.2 - Strategically locate a variety of housing types

Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce

Principle 5.4 - Use a balanced set of tools to meet our housing goal

Why is this chapter addressed?

Jackson and Teton County have historically been characterized by a socially and economically diverse population, united by a community commitment to Ecosystem Stewardship, Growth Management, and Quality of Life. Daily interaction between year-round residents, second homeowners, seasonal workers, long-time families and new community members has become a defining characteristic that the community wants to preserve. In other mountain resorts, the loss of a local workforce and associated diversity has indicated the loss of a sense of community. By ensuring that at least 65% of our local workforce lives locally, we can retain our valued community character.

Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the

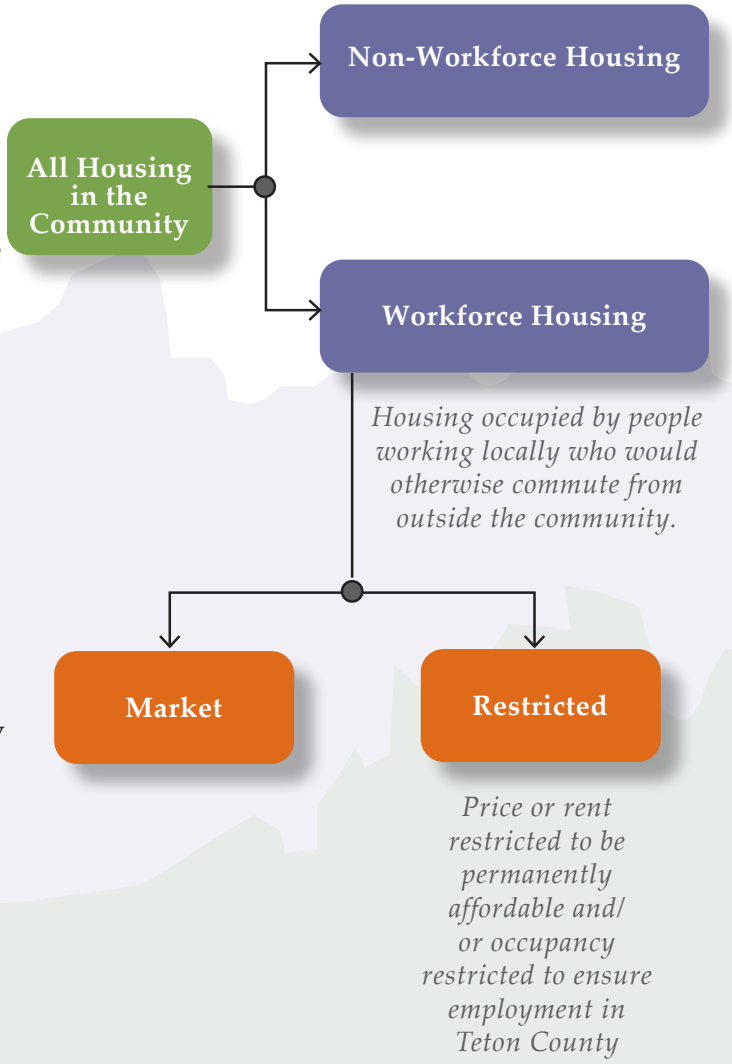
Workforce Housing

is local market and deed-restricted housing occupied by people working locally who would otherwise commute from outside the community.

valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community's Common Values by integrating understanding and appreciation of where we have been with efforts for the future.

Lack of housing that is affordable is a primary reason many local employees choose to commute. (Housing is generally considered affordable when the rent/mortgage payment, including utilities, is no more than 30% of the household's income.)Over the past 35 years land values in Jackson and Teton County have risen faster than local wages. The median home price has grown from 354% of the median income in 1986 to 1,400% in 2010 (see Appendix B). As a result, many people cannot afford to live in the community. Over the same period, the number of commuters has grown from less than 10% to 33% of the local workforce (see Appendix B).

The formal housing program established by the 1994 Comprehensive Plan has successfully used regulations, incentives, and additional funding to create over 700 restricted housing opportunities to date. The community must continue these efforts, but we must also broaden efforts to consider all available market, restricted, and cooperative solutions if we are to maintain our resident workforce and the community character it provides.



Principle 5.1—Maintain a diverse population by providing workforce housing.

We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.

Policy 5.1.a: House at least 65% of the workforce locally

The community's primary housing goal is to ensure that at least 65% of the local workforce lives locally. Other resort communities in the Rocky Mountains facing housing affordability issues have identified the loss of a resident workforce as the primary indicator of their lost sense of community. Regular monitoring of workers commuting from neighboring communities will indicate changes in the percentage of the local workforce living locally and inform housing programs, policies, regulations, and incentives that ensure we meet our primary housing goal.

Policy 5.1.b: Focus housing subsidies on full-time, year-round workers

Some members of the local workforce can find local housing that suits their needs and is affordable for their household. For those who cannot, governmental and non-governmental subsidized housing programs will continue to provide restricted housing opportunities to ensure realization of the community's housing goal. Subsidized housing is housing that is price or rent restricted to be permanently affordable and occupancy restricted to ensure employment in Teton County. Subsidized housing programs will focus on providing housing for those members of the community who work locally full-time, year-round, whether at a single or multiple jobs. Prioritizing which income levels to address will occur through the annual Housing Supply Plan.

Policy 5.1.c: Prioritize housing for critical service providers

While the community values all members of the workforce, critical service providers will receive priority when the public is subsidizing housing. Ideally, housing for critical service providers would be located on-site or within the employee's response area. Especially for volunteer service providers, living a significant distance from one's response area increases response time and reduces the efficiency of service delivery.

Principle 5.2—Strategically locate a variety of housing types. Our diverse population will continue to require a variety of housing types throughout the community. Housing options should include both ownership and rental opportunities, as well as both restricted and market housing. The strategies employed to meet the community's housing goal will be consistent with the Ecosystem Stewardship and Growth Management policies of the Plan.

Policy 5.2.a: Provide a variety of housing options

The diversity of households that the community desires requires a variety of restricted and market housing options. The demand for detached single-family housing and duplex units is strong, but other housing options (condos, small lots, lofts, and apartments) are also needed to meet the community's housing goal. In particular, multi-family units generally require less financial subsidy per unit and are more affordable for the local workforce. They also condense the development footprint and increase the viability of alternative modes of transportation. While the community is committed to the cap on residential development potential, when possible, the community should reallocate residential development potential to appropriate areas to ensure housing goals of the community are met.

Policy 5.2.b: Housing will be consistent with Character Districts

The development and redevelopment of all market and restricted housing, whether by-right or through incentive tools, will be consistent with the location, bulk, scale, and pattern described in the community's Growth Management policies and in the Illustration of Our Vision. Appropriate locations are identified in Town and County Character Districts for the allowance and encouragement of multifamily, small lot, small unit and other housing types that provide market and restricted workforce housing opportunities. No requirement, incentive, or allowance for workforce housing should directly, or indirectly, conflict with the Character Districts.

Policy 5.2.c: Provide workforce housing solutions locally

Our primary housing goal is to limit the percentage of the local workforce commuting from other counties. Therefore, required workforce housing mitigation and public investments in workforce housing will be located within our community. However, achievement of our housing goal could still mean that a large portion of our workforce will reside outside of the community and commute into the Town or County. The community will continue to pursue efforts to limit the impacts of commuters on the ecosystem and neighboring communities.

Policy 5.2.d: Allow accessory residential units (ARUs) and County guesthouses

Accessory residential units have historically provided a number of workforce housing opportunities. This will continue to be an encouraged housing type in the Town and mixed use subareas in the County as part of our balanced workforce housing program. Guesthouses will continue to be allowed in the County and may be rented long-term as part of our workforce housing program. Restrictions on size, rental period, rental occupancy, guesthouse location, and other considerations should ensure guesthouse rental is consistent with all three Common Values of the community.

Principle 5.3—Reduce the shortage of housing that is affordable to the workforce.

A shortage of housing that is affordable to the workforce is a result of many factors. To meet our primary housing goal, the community will regularly monitor the affordability and occupancy of our housing stock to understand and adapt to the forces contributing to such shortages. We will mitigate impacts from new development, preserve existing workforce housing, and create new restricted housing opportunities to avoid and reduce shortages of housing opportunities that are affordable to the local workforce.

Policy 5.3.a: Mitigate the impacts of growth on housing

Job growth has outpaced physical development since at least 2002. As a result of the gap between property values and wages, many of the new local workers cannot afford housing within the community. Developers of new residential, commercial, and other non-residential projects should continue to be required to mitigate their impact on the availability of housing that is affordable to the local workforce. In addition, employee generation that is not traditionally linked to physical "brick and mortar" development should also be mitigated. This will ensure that each developer's mitigation responsibility is proportional to the development's impact on the availability of housing that is affordable to the local workforce, and that all housing demand as a result of job growth is addressed.

Mitigation requirements will be updated following new nexus studies of employee generation and housing affordability, which will be completed regularly.

Policy 5.3.b: Preserve existing workforce housing stock

As of 2012, over 80% of workforce housing was market housing (See Appendix B). Preserving the existing workforce housing stock is critical to achieving the community's housing goal. The resale and/or redevelopment of existing market workforce housing and the combination of small lots to build larger houses are examples of possible "net losses" of housing that is affordable to the local workforce. The Town and County will explore a combination of tools to restrict and otherwise preserve the future affordability of existing workforce housing stock to avoid a shortage of housing that is affordable to the workforce. However, these tools to preserve existing workforce housing should not inadvertently deplete market workforce housing opportunities.

Policy 5.3.c: Create workforce housing to address remaining shortages

Additional subsidized workforce housing will also be needed to meet the community's housing goal. Leakage of existing housing stock from the workforce housing pool and housing impacts that are not fully mitigated by development will necessitate the creation of new subsidized workforce housing stock to address future shortages in housing that is affordable to the workforce. Incentives and direct funding should be used to create additional subsidized workforce housing. Such development may contain market components, as long as it provides a decrease in the shortage of housing that is affordable to the local workforce. Direct funding will be coordinated through the annual Housing Supply Plan.

Principle 5.4—Use a balanced set of tools to meet our housing goal. The community will create a balanced plan for monitoring and addressing workforce housing issues to achieve our housing goal. Both market and restriction based solutions will be incorporated in a balanced combination of regulations, incentives, funding, and cooperative efforts, with no one tool prioritized over any others.

Policy 5.4.a: Implement the Workforce Housing Action Plan

In 2015, the Town and County adopted the Workforce Housing Action Plan. (Appendix D) The Workforce Housing Action Plan establishes an organizational structure for the housing department and includes housing supply, housing management, funding for housing, and zoning for housing initiatives. Implementation of the Workforce Housing Action Plan began in 2016 and should continue, including annual adoption of a Housing Supply Plan to guide the public-private partnership work to preserve and create housing. The Workforce Action Plan should be evaluated and updated once enough time has passed to implement the majority of the actions.

Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing

The Town and County will avoid regulatory barriers that inadvertently preclude workforce housing in a manner that is consistent with the community's Common Values. This may include providing exemptions from certain requirements for developments that provide new subsidized workforce housing that reduces the shortage of housing that is affordable to the local workforce.

Policy 5.4.c: Promote cooperative efforts to provide workforce housing

The diversity, generational continuity, and stability sought by the community also benefits employers and developers. Housing agencies and organizations should continue to cooperate with government and non-government employers as well as developers to pursue housing solutions that are mutually beneficial to all parties involved and the community as a whole. Housing agencies and organizations should also provide housing advice, sample contracts, sample deed-restrictions, and other aid to facilitate workforce housing provision and raise awareness of the benefits of workforce housing.

Policy 5.4.d: Provide incentives for the provision of workforce housing

Incentives to provide workforce housing offer solutions that typically require less public financial subsidy. The community should provide incentives for the preservation of existing workforce housing and the construction of subsidized workforce housing. Incentives may continue to include performance-based density bonuses that enhance the character of applicable subareas of the Town and County while decreasing the shortage of housing that is affordable to the local workforce. Additional incentives such as tax reduction or deferral, fee waivers, expedited review, buy-down programs, and others should also be considered.

Policy 5.4.e: Establish a reliable funding source for workforce housing provision

A dedicated funding source should be explored to help meet the community's housing goal, in addition to allocations from the general fund for government housing program administration. Funding will enhance public opportunities to engage in cooperative efforts, provide incentives, restrict existing workforce housing stock and construct workforce housing developments that decrease the shortage of housing that is affordable to the local workforce. A reoccurring funding source will facilitate planning for implementation of our workforce housing goal by providing predictable expectations of available funding.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

5.G.S.1: Define and develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8.

Strategies to house a diverse population locally (Principle 5.1)

✓ **5.1.S.1:** Evaluate qualifying criteria for subsidized housing and update as necessary based on full-time workers, and continue to give priority to critical service providers.

5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education about the value of workforce housing.

5.1.S.3: Evaluate moving from standard deed restriction back to the modifiable template through the annual Rules and Regulations Update.

Strategies to predictably locate a variety of housing types (Principle 5.2)

✓ **5.2.S.1:** Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on multi-family housing.

5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations.

5.2.S.3: Make impactful investments in infrastructure and catalyst investments in housing projects located in transitional subareas.

5.2.S.4: Explore allowances for temporary housing and tiny homes.

Strategies to reduce the shortage of housing that is affordable to the workforce (Principle 5.3)

5.3.S.1: Complete a new nexus study for the establishment of sliding scale mitigation requirements.

5.3.S.2: Update current mitigation requirements as necessary.

5.3.S.3: Update the Employee Generation Nexus Study (created by 5.3.S.1) to look at the full range of employee generation and the full range of associated impacts, including generated employees who are not linked to a traditional "brick and mortar" physical address.

5.3.S.4: Revisit housing mitigation requirements (created by 5.3.S.2) upon the update of the Employee Generation Nexus Study (5.3.S.3).

Strategies to establish a balanced housing program (Principle 5.4)

5.4.S.1: Adopt a 10-year coordinated workforce housing implementation plan/action plan.

5.4.S.2: Evaluate the appropriate governmental structure for the Housing Authority.

5.4.S.3: Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing.

5.4.S.4: Evaluate and update existing workforce housing incentives.

5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax.

5.4.S.6: Continue to pursue State and Federal grants to fund the development of workforce housing.

5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to increase the supply of workforce housing.

5.4.S.8: Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals.

5.4.S.9: Actively enforce short-term rental prohibition in the County.

5.4.S.10: Explore the dedication of more staff and funding to the Housing Supply Program

5.4.S.11: Implement the workforce housing projects, programs, and partnerships that are annually identified in the Housing Supply Plan

Chapter 6. A Diverse and Balanced Economy

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

What does this chapter address?

Principle 6.1 - Measure prosperity in natural and economic capital

Principle 6.2 - Promote a stable and diverse economy

Principle 6.3 - Create a positive atmosphere for economic development

Why is this chapter addressed?

Historically our local economy has been composed primarily of two sectors: tourism and real estate development. While these sectors have served the community well, Jackson and Teton County will pursue a more sustainable economy as we move into the future. This pursuit means developing the existing economy to be better, not necessarily bigger. More specifically, economic sustainability in Teton County will:

- Define prosperity in terms of both natural and economic capital;
- Stress balance, resilience, and a conviction that many small efforts work better than a single, one-size-fits-all approach; and
- Pursue a more diverse and self-reliant local economy.

Better, not Bigger

economic development means improving the economy without relying on physical growth.

Natural Capital is the extension of the economic notion of capital to the natural environment. Natural Capital is thus the stock of the ecosystem that yields a continued flow of valuable ecosystem functions into the future – those parts of the ecosystem critical to continued healthy ecosystem function.

Developing a sustainable economy will allow us to continue to focus on our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. Efforts to achieve our Common Values are critical to our economy. Reciprocally, a sustainable economy is needed to pursue all of our policies and strategies for implementing our Vision and achieving our desired community character. To develop our economy without relying on physical growth that is inconsistent with our Growth Management Common Values, tourism will continue to be the basis of our economy and we will aim to reduce our reliance on real estate development. Moving forward, we must expand our approach to tourism to develop it as a more sustainable year-round economic sector. Attracting tourists as well as second home owners to the community year-round utilizes existing capacity to create greater investment in the community while limiting additional impacts to our ecosystem. It will also allow businesses and services that rely on visitors, but are also valuable to the Quality of Life of residents, to be available year-round.

Other sectors of the economy have emerged over the past decades that also bring money into the community as a result of our ecological resources and Quality of Life (see Appendix B). Continuing to encourage businesses and businesspeople that could work from anywhere to locate here because of our lifestyle will bring money into the community and attract businesses that share our Common Values. Continuing to support non-profit organizations encourages reinvestment in the health and welfare of the community. Direct and indirect utilization of the natural surroundings will remain the community's primary economic development strategy, but we must ensure that this type of economic development happens in a way that is sustainable and allows future generations to benefit from the same assets.

Principle 6.1—Measure prosperity in natural and economic capital. A healthy ecosystem is our community's most important economic asset. For our economy to be sustainable long-term, prosperity will not only be measured in economic terms, but also by how well the community preserves our natural capital. To preserve our natural capital, economic development must be consistent with all three of the community's Ecosystem Stewardship, Growth Management and Quality of Life Common Values.

Policy 6.1.a: Create a sustainable economy not reliant on growth

Our economic development strategy is to improve our economy without relying on physical growth – to be "better, not bigger." Economic development will be done consistent with our Growth Management Common Value because our economy benefits from ecosystem stewardship, and ecosystem stewardship likewise benefits from a strong economy. Real estate development will remain an economic sector in the community, but we will reduce our reliance on development as a basis of the economy.

Policy 6.1.b: Promote eco-tourism

Tourism will continue to be the basis of the economy and will continue to focus on outdoor recreation. Consistent with the community's Ecosystem Stewardship Common Value, eco-tourism, which promotes energy efficient and low impact enjoyment of the ecosystem, should have an expanded role in the overall tourism sector. Eco-tourism businesses are able to profit from the community's natural capital while promoting ecological conservation and passing along the community's stewardship ethic to visitors.

Policy 6.1.c: Establish an identity as a "green" community

The community will become a model of sustainability by addressing ecosystem and climate stewardship at the local level. We will promote these efforts in a manner that attracts visitors and businesses who share our Common Values. As a result, Jackson and Teton County will become a truly "green" community that has an enhanced Quality of Life and visitor experience, as well as a prosperous and sustainable business climate. The community will support public and private sustainability efforts as economic development initiatives as well as Ecosystem Stewardship actions.

Principle 6.2—Promote a stable and diverse economy. Improving the stability of our economy is essential to retaining our sense of community and maintaining a year-round employment and resident base. The community will continue to promote businesses that provide local stability in times of global economic volatility and develop our economy without relying on growth or development of our natural resources.

Policy 6.2.a: Enhance tourism as the basis of the economy
Tourism will continue to be the basis of our economy, and the community will enhance this sector by pursuing sustainable tourism that is not reliant on growth and consumption. Outdoor recreation tourism and eco-tourism will continue to be our primary focus. However, we will also promote cultural and heritage tourism that is less dependent on our seasonal climate, allowing for better use of our existing visitor accommodation capacity during shoulder seasons. The community will continue to avoid carnival and outlet mall-type tourist attractions as they do not support our desired community character and outdoor tourism focus. As we promote year-round occupancy and increased visitor spending, the community will broaden our approach to providing a quality visitor experience from focusing only on traditional tourists to also include second homeowners and retirees to the community.

Policy 6.2.b: Support businesses located in the community because of our lifestyle
Businesses that can be located anywhere, but choose to locate here for lifestyle reasons should continue to be supported. The fact that they locate here means that they share our Common Values, and they bring money into the community without placing additional demands on our natural resources. Similarly, non-profits that are supported by our socioeconomic character encourage reinvestment in our community and should also be supported. These sectors benefit our community's character by providing stable employment opportunities. While they may not generate local sales tax, they bring passive income into the community and invest financial resources locally.

Policy 6.2.c: Encourage local entrepreneurial opportunities
It is a goal of the community to support a community of small entrepreneurial businesses that are adaptable to dynamic global markets. By fostering a business-friendly atmosphere, a high Quality of Life, and a truly "green" community, "green collar" or sustainability-based intellectual businesses, as well as other entrepreneurs, will find the community an ideal place to live and work. The community will identify suitable locations and design regulations to allow for and attract small entrepreneurial businesses.

Policy 6.2.d: Promote light industry
To achieve economic balance and stability in the local economy, the community will conserve areas for light industrial use and identify additional areas where this use is appropriate. Local light industrial uses can provide stable employment opportunities and middle-class wages, and providing for these uses locally reduces our need to import those services and products. However, light industrial uses struggle to compete for leasable floor area with industries that need less room to make more money. Additional areas for light industry should be identified consistent with the community Vision and balanced with other community policies. The Town and County will explore opportunities for live-work light industry within Complete Neighborhoods that are consistent with the character of the surrounding area.

Policy 6.2.e: Promote Federal and State partnerships
Decisions made at the Federal and State level have implications on the local economy and community. In fact, Federal land management decisions and State tax policy might have more leverage over our economic future than local policy. As a result we will need to build and nurture partnerships with Federal and State decision-makers so that they understand, and can help us address the local impacts of regional decisions locally. Partnerships at the local, State, and Federal levels also present opportunities to support housing efforts, transportation projects, efforts to preserve and enhance our ecosystem, promote our economy, and other strategies.

Principle 6.3—Create a positive atmosphere for economic development. Attracting businesses that reflect the community's Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life will be essential to developing a "better, not bigger" economy. To attract businesses that reflect our Vision, we must create a positive and desirable atmosphere for companies where all of our Common Values are realized. Also, the community will welcome a diversity of businesses. Emphasis will be placed on tools that do not require the investment of local funds for the promotion of economic development.

Policy 6.3.a: Ensure year-round economic viability

The local economy should be developed in a way that increases year-round economic activity. Our climate has traditionally resulted in a seasonal economy with shoulder seasons in the spring and fall when economic activity slows. As the resident population and number of visitors decline in the shoulder seasons, fewer businesses remain open, and the Quality of Life and the visitor experience are diminished. The Town and County will work with others in the community, including local businesses, the Chamber of Commerce, and the Travel and Tourism Board to promote the year-round business operation, provision of community services, and occupation of accommodations.

Policy 6.3.b: Pursue many small efforts

The community will not develop its economy through large, one-size-fits-all projects or efforts. Emphasis on many small efforts is more consistent with the social, demographic, and economic diversity the community desires. This approach will ensure the local economy is more adaptable and resilient in a constantly changing global marketplace. Large projects flood the housing market with demand, and large, single-use nonresidential buildings are inconsistent with the community's character. The Town and County will continue to limit the size of nonresidential buildings and will promote small, varied economic development projects.

Policy 6.3.c: Provide jobs at a spectrum of income levels

To attract and retain a socioeconomic and demographically diverse population, the community must offer employment opportunities at a range of income levels. The preservation of a resident workforce and the associated community stability is both a housing issue and an employment issue. Because middle to high-paying jobs in the construction and real estate industry are typically unstable, the community will encourage greater diversity in employment opportunities at a similar income level in other economic sectors.

Policy 6.3.d: Facilitate viable local businesses

Self-reliance is as important as diversity in ensuring economic stability. The local production and supply of goods and services circulate local money within the community. Where possible, it is essential to connect local businesses with local consumers to reduce impacts on the ecosystem and climate from importing goods and services and keep money circulating locally. The community will explore a variety of land use regulations and other tools to support and connect the local business community, with a focus on strategies that do not require the investment of local funds.

Policy 6.3.e: Balance housing, nonresidential development, and civic uses

Implementing the "better, not bigger" economic development strategy the community desires will require a balance of all nonresidential uses, as well as a balance between jobs and housing. Active monitoring of existing and new nonresidential development will ensure we achieve this balance. It will be essential to monitor various types of nonresidential uses, including visitor and local retail; private, non-profit, and governmental office uses; institutional uses, including educational facilities; and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will use the results to maintain an appropriate equilibrium between all uses.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

6.G.S.1: Update and revise Chapter 6 so that it articulates a clear community economic vision that is consistent with the rest of the Plan.

Strategies to measure prosperity in natural and economic capital (Principle 6.1)

6.1.S.1: Market the community as a "green" location to visit, live, and work, and promote businesses based on eco-tourism.

Strategies to promote a stable and diverse economy (Principle 6.2)

6.2.S.1: Explore cultural tourism and other opportunities to fill existing capacity for lodging accommodations and services during the shoulder seasons.

✓ **6.2.S.2:** Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second homeowners, and retirees.

6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.

6.2.S.4: Explore connecting the implementation of Chapter 6 to the Travel & Tourism Board and Chamber of Commerce funding.

6.2.S.5: Create and maintain a local cost of living index.

Strategies to create a positive atmosphere for economic development (Principle 6.3)

6.3.S.1: Explore tools to promote economic development that does not require the investment of local funds.

6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle-income jobs and promote entrepreneurship.

6.3.S.3: Explore tools to connect local consumers to local suppliers.

6.3.S.4: Collect data on liveable wages as another option for mitigating the impacts of employment generation in the updated employee generation nexus study.

6.3.S.5: Support local employees through efforts of making housing, daycare, and other needs more accessible and affordable.

Chapter 7. Multimodal Transportation

> Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.

What does this chapter address?

Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure.

Principle 7.2 - Reduce greenhouse gasses from vehicles from 2012 levels

Principle 7.3 - Coordinate transportation planning regionally

Why is this chapter addressed?

A transportation system oriented toward single-occupancy automobiles is inconsistent with our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. The community's transportation vision is to create a multimodal transportation system by enhancing the current automobile-oriented system to include a network of complete streets, transit, and pathways system accessible by residents and viistors of all ages and abilities. By pursuing this Vision, the community will ensure all users of the public right-of-way, including pedestrians, bicyclists, automobile drivers, trucks, and transit riders, can do so safely and efficiently.

Transportation choices made in Jackson and Teton County have impacts throughout the ecosystem. The auto-centric travel choices of the estimated 3.5 million visitors in 2012 traveling through the community (see Appendix B) fill arterial routes into Jackson and Teton County in both summer and winter. Also, we have experienced an increase in the number of workers commuting to Jackson from Star Valley, Wyoming, and Teton Valley, Idaho adding daily traffic in the Snake River Canyon and on Teton Pass (see Appendix B). Trips in and out of the valley increase the number of wildlife-vehicle collisions and contribute to carbon emissions. With visitors and local traffic growing faster than the population (see Appendix B), the current transportation model is unsustainable and inconsistent with our Common

Alternative Transportation

means a transportation system including transit, bicycle and pedestrian modes (including the pathways system) which offer alternatives to private motor vehicle travel for many trips.

Value of Ecosystem Stewardship.

Given our Vision to preserve and protect the ecosystem to enhance our community character, our community will be a leader in the provision and use of an integrated multimodal transportation system to meet our future transportation demand. Through local transportation and Growth Management efforts and partnerships with Yellowstone and Grand Teton National Parks, Bridger-Teton and Caribou Targhee National Forests, and the Wyoming Department of Transportation (WYDOT) we can build a transportation system that is more reliant on alternatives to the automobile and therefore less impactful to our ecosystem.

Complete streets that incorporate all transportation modes (bikes, walking, cars, transit, rideshare, etc.) will also enhance our Quality of Life. While we acknowledge that our transportation vision will be accompanied by increased congestion and a reduction in the level of service on many of our roadways for the automobile, as a community, we have made this conscious trade-off to encourage a shift in our community's transportation behavior. Isolated development in Rural Areas reduces the viability of alternative transportation and requires a much higher ecosystem impact per trip. By investing in alternative transportation, Complete Neighborhoods, the most ecologically suitable places for development, will become even better places to live. Pedestrian activity and easy alternate mode access to services in our Complete Neighborhoods will support our economy and our daily interactions.

Realistically, the continued convenience, affordability, availability, and necessity of the automobile limits the amount of traffic reduction that can be achieved through shifts to alternative modes of transportation. Intersection and roadway improvements will still be required in some areas. Network improvements to increase the efficiency of public transit must be made to encourage the desired year-round mode shift to alternative modes. The community must work cooperatively with the WYDOT, other federal agencies, neighboring jurisdictions, and private landowners to utilize solutions that are both consistent with our Common Values and acceptable to partnering agencies.

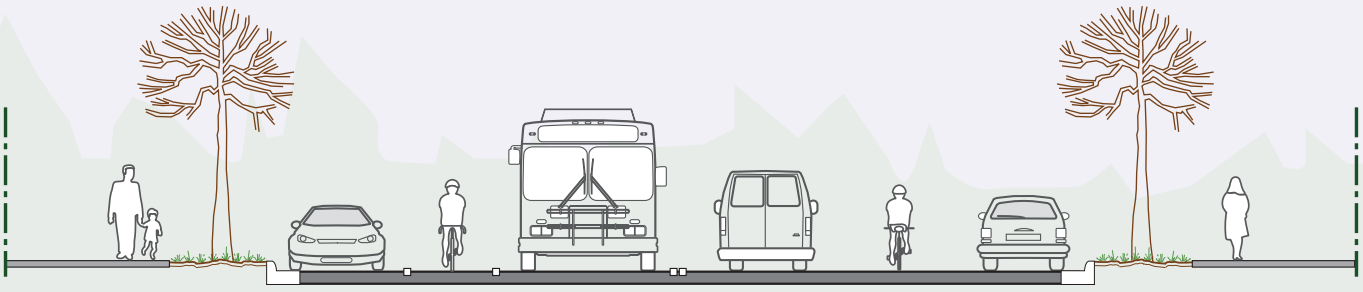
Principle 7.1—Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure. If the fastest way to travel around the community and region is by walking, biking, carpooling or taking transit, residents, and visitors will move in a way that benefits the environment, their pocketbook, and their health. To achieve this goal, capital investment in transportation must be focused on walking, biking, carpooling, and transit. Single occupancy vehicle solutions have the most significant environmental footprint while providing transportation access to a limited portion of the population. Increasingly, the transportation network will be an interconnection of walking, biking, carpool, and transit infrastructure that makes the single-occupancy vehicle the least convenient mode of travel.

Policy 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

Every day, residents and visitors in the valley consciously decide on their mode of travel. The Town and County will make walking, biking, carpooling, and riding START more convenient and efficient for residents and visitors by adding capacity for these modes of travel and prioritizing their movement through intersections. Additional capacity for single occupancy vehicles fills up with more single-occupancy vehicles. If increased capacity is provided for walking, biking, carpooling, and riding transit, people will travel by those modes. Adding walk, bike, carpool, and transit capacity moves more people in the same footprint and is expandable to meet demand.

Policy 7.1.b: Create a transportation network based on "complete streets" and "context sensitive" solutions

The Town and County will implement the "complete street" and "context sensitive" roadway design standards. The construction of complete streets and context sensitive roadways will serve as the backbone for a community-wide transportation network that supports a mode shift away from the single-occupancy vehicle. To achieve the community's transportation vision, improvements should safely accommodate all users, while prioritizing the movement of pedestrians, bicyclists, carpoolers, and transit riders.



Complete Streets

are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

Policy 7.1.c: Interconnect all modes of transportation

Our alternative transportation system will provide a means to connect all modes of travel. Park 'n' Rides, last-mile solutions, bicycle parking, complete streets, transit, micro-transit, and pathways will be incorporated into an integrated transportation system. A system of trails to connect our parklands and trailheads should be considered as part of the transportation system. The Town and County will work jointly to identify opportunities for connections between various transportation modes to make walking, biking, carpooling, and transit the quickest way to move around the community. Our new pathways should be modeled to accommodate new changes in transportation technology.

Policy 7.1.d: Maximize interconnection, redundancy, and hierarchy in the transportation network

The development of an interconnected and redundant network is critical to the assurance of a safe, efficient, and complete transportation system. In the event of a closure due to a hazard, redundancy will ensure access between locations in the community. Single occupancy vehicle capacity should only be added for health and safety. The Town and County will consider the need for interconnection, redundancy, and hierarchy when planning for our transportation network.

Policy 7.1.e: Establish a permanent funding source for an alternative transportation system

A continuous funding source should be explored to effectively and proactively increase walking, biking, carpooling, shared vehicles, micro-mobility, and transit capacity. Increased public investment will be necessary to make walking, biking, carpool, transit, and other modes the most efficient way to move around the community and fully implement the communitywide Integrated Transportation Plan. (Appendix E)

Policy 7.1.f: Complete major transportation projects based on Major Capital Group approach

The Integrated Transportation Plan (Appendix E) establishes a Major Capital Group process for evaluating when and how we will plan for and design significant transportation projects. The Major Capital Group process approaches key transportation network projects in corridor groups to ensure all alternatives for moving people through a corridor by walking, biking, carpool, and transit are considered so that the design of one component of the corridor does not preclude solutions on other components. The ITP identifies the corridors, the planning and design triggers for each corridor, and a public process for evaluating the four major capital project groups.

Principle 7.2— Reduce greenhouse gases from vehicles to below 2012 levels. One of the biggest threats to the health of the ecosystem is climate change. The most significant local contributor to greenhouse gas emissions is surface transportation – the cars, trucks, and buses we use to travel into, within, and out of the community. As stewards of the ecosystem, we will manage our transportation to reduce emissions. Cleaner vehicles, fewer trips, and trips that move more people will be prioritized over strategies focused on reducing congestion.

Policy 7.2.a: Implement a Transportation Demand Management (TDM) program

A TDM program is a strategy that changes how, when, and where people travel. The Integrated Transportation Plan includes a TDM program to decrease transportation system impact by reducing system demand, particularly at peak commute hours, rather than increasing roadway supply. The TDM program will provide incentives and disincentives to influence travelers to change their travel behavior in ways that reduce emissions and demand on the transportation system, thereby lessening the impacts to the climate from emissions and impacts to habitat from additional infrastructure – while still accommodating residents and visitors moving through the community. The TDM program will emphasize coordination and education on mode shift opportunities, such as rideshare programs, bus pass subsidies, alternative work schedules, telecommuting options, and parking management. The TDM program will address the realities of our winter climate and existing remote communities.

Policy 7.2.b: Discourage use of single-occupancy vehicles

The single-occupancy vehicle – one person driving alone in a car or truck – is the least efficient mode of travel. It requires the most emissions, infrastructure, and money of any mode. The community's investments in walk, bike, carpool, and transit infrastructure, coupled with its TDM to incentivize those modes of travel, are critical to meeting our ecosystem and quality of life goals. Single occupancy vehicle capacity may have to be added to provide redundancy to the system, and single occupancy capacity will be freed up if the desired shift in mode of travel can be achieved, but the Town and County will otherwise not invest in single occupancy vehicle capacity. This is a community choice to accommodate more trips with less impact. Traditional measures of highway congestion such as "Level of Service" as defined by the American Association of State Highway Transportation Officials (AASHTO) do not match our community's definition of transportation efficiency.

Policy 7.2.c: Explore and pilot innovative transportation solutions

Transportation is an obvious application for Principle 9.3 – Anticipate future issues and pioneer innovative solutions. The community has discussed rural high-occupancy vehicle solutions, gondolas, and tunnels. Emerging technology suggests the need for the community to explore autonomous vehicles, shared vehicles, and micro-transit. There are the solutions we have not yet identified. The single-occupancy vehicle will be the slowest mode of travel, whether we plan for it or not. It will require behavioral change. The community will have to look for new solutions to achieve our desired future.

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

In addition to emissions, wildlife-vehicle collisions are an impact of our transportation system on wildlife. The presence of additional vehicles on our roadways will increase wildlife-vehicle accidents unless mitigation is pursued. New transportation network projects and enhancements to our existing transportation system should be designed to avoid or mitigate impacts to wildlife, natural and scenic resources. Specifically, improvements should implement the Wildlife Crossings Master Plan adopted in 2018. The community will partner with WYDOT on funding and planning to achieve the wildlife permeability goals of the community.

Principle 7.3—Coordinate transportation planning regionally. The Town and County do not have jurisdiction over all components of the transportation network, and so we must lead coordinated efforts to achieve our transportation goals. Various Federal, State, local government, and non-governmental entities fund and manage pieces of the transportation system into and within the community. Coordinating the efforts of all of these entities with the land use efforts of the community is the only way we can meet our transportation and ecosystem stewardship goals.

Policy 7.3.a: Implement the Integrated Transportation Plan

A technical update to the Integrated Transportation Plan (ITP) was considered concurrently with the Adaptive Management Program of this Plan. In 2015, the Town and County adopted the ITP (Appendix E) to refine and guide the implementation of the policies of this Chapter. The ITP details actions for transit development, active transportation, transportation demand management, major capital project planning, and regional transportation planning organization. Implementation of the ITP is critical to the achievement of our transportation goals. The ITP should continue to be updated based on the schedule within the ITP.

Policy 7.3.b: Coordinate transportation network decisions

The Town and County do not have jurisdiction over much of the local trunk transportation network, meaning cooperation with WYDOT, Federal Highway Administration (FHWA), and public land managers is essential to realizing our transportation goals. It is key to communicate to WYDOT that the community has made a decision to accept SOV congestion while improving capacity through walking, biking, carpooling, and transit infrastructure. The community will work with WYDOT to incorporate our Common Values into solutions for improvements to the state highway system while recognizing the mission, goals, and Level of Service requirements of the Federal Department of Transportation. Continued cooperation with WYDOT is essential to accessing Federal funding. Collaboration with Federal Transit Administration (FTA), FHWA, and adjacent public land management agencies is equally important to successfully realizing our transportation goals. The community will also work with private interests to acquire the easements and rights-of-way needed to implement our transportation vision.

Policy 7.3.c: Establish a regional transportation strategy

The Town and County will assume a leadership role in working with other local and regional entities, such as the School District, Teton Village Association, and adjacent counties, states, and Federal land agencies, to coordinate the multimodal design and use of our regional transportation system. Regional transportation partnerships will be created to coordinate investments and programs. The development of a regional transportation strategy will be explored. The creation of a Regional Transportation Planning Organization (RTPO), as discussed in the ITP may offer the community an opportunity to coordinate our transportation system regionally, which would greatly assist in meeting our community's transportation goal.

Policy 7.3.d: Develop a land use pattern based on transportation connectivity

This Plan is designed to interconnect our Complete Neighborhoods and the Town of Jackson through a multimodal transportation system. Within existing County and Town Complete Neighborhoods, walking, biking, and transit are viable options for daily trips year-round, and these opportunities should be maintained and enhanced. In Rural Areas, the County will promote a land use pattern that supports alternative transportation by requiring interconnectivity of future developments and existing development to the best extent possible.

Policy 7.3.e: Require development to provide for walking, biking, carpooling and transit

A critical component of informed transportation planning is the concurrent review of transportation impacts with land use applications. As land use decisions are made that will result in transportation impacts, the Town and County should require that impacts be identified and mitigated. Development decisions will be made with an equal and concurrent consideration of both land use and transportation impacts. The Town and County will require facilities and building orientations that promote transit, walking, and biking. Specific provisions for walk, bike, carpool, and transit infrastructure will be required in all developments, including the provision of sidewalks, pathways, easements, transit infrastructure, and other complete street features.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed, or best practices, technology, and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in the work plan, as described in Policy 9.2.b.

Strategies to meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure (Principle 7.1) ✓

7.1.S.1 Consider a seventh cent sales tax, additional mil property tax, or other funding sources for the provision of infrastructure for alternative transportation modes.

7.1.S.2: Consider adopting "complete streets" and/or "context-sensitive" policies and updated road design standards for all roadways.

7.1.S.3: Work with WYDOT to have "complete streets" and/or "context sensitive" policies incorporated into all WYDOT roadways within the community.

7.1.S.4 Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.

7.1.S.5 Prepare comments and recommendations on the WYDOT State Transportation Improvement Plan (STIP).

7.1.S.6 Pursue transit service between Jackson and the airport/Grand Teton National Park, and other strategic route expansions.

7.1.S.7: Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other critical pathways identified in the Pathways Master Plan.

7.1.S.8: Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets.

7.1.S.9: Consider developing a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson.

7.1.S.10: Support the year-round use of pedestrian infrastructure through regular maintenance, including winter clearing of trails and pathways.

Strategies to reduce greenhouse gasses from vehicles from 2012 levels (Principle 7.2)

7.2.S.1: Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.

7.2.S.2: Create a Countywide Transportation Demand Management (TDM) program, which may include efforts to:

- Educate the community on alternative transportation options and benefits.
- Pursue home mail delivery.
- Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school.
- Establish a trip reduction coordinator to work with employers to reduce trips and facilitate rideshare.

7.2.S.3: Implement the Wildlife Crossings Master Plan.

7.2.S.4: Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.

7.2.S.5: Consider specific provisions for current planning review to require walk, bike, carpool, and transit components in new development.

7.2.S.6: Explore fare-free START bus service.

Strategies to coordinate transportation planning regionally (Principle 7.3)

7.3.S.1: Develop a Countywide Integrated Transportation Plan

7.3.S.2: Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.

7.3.S.3: The TAC, partner agencies, and non-profits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators.

7.3.S.4: Continue START service to Teton County, Idaho, and Lincoln County, Wyoming, and explore other measures to limit the impacts of commuters on the ecosystem and the region.

7.3.S.5 Explore the establishment of a joint Town-County Transportation Planning Department.

7.3.S.6: Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.

7.3.S.7: Consider hiring a staff person and/or additional staff infrastructure and capacity to implement the goals and strategies of this Chapter.

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Chapter 8. Quality Community Service Provision

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

What does this chapter address?

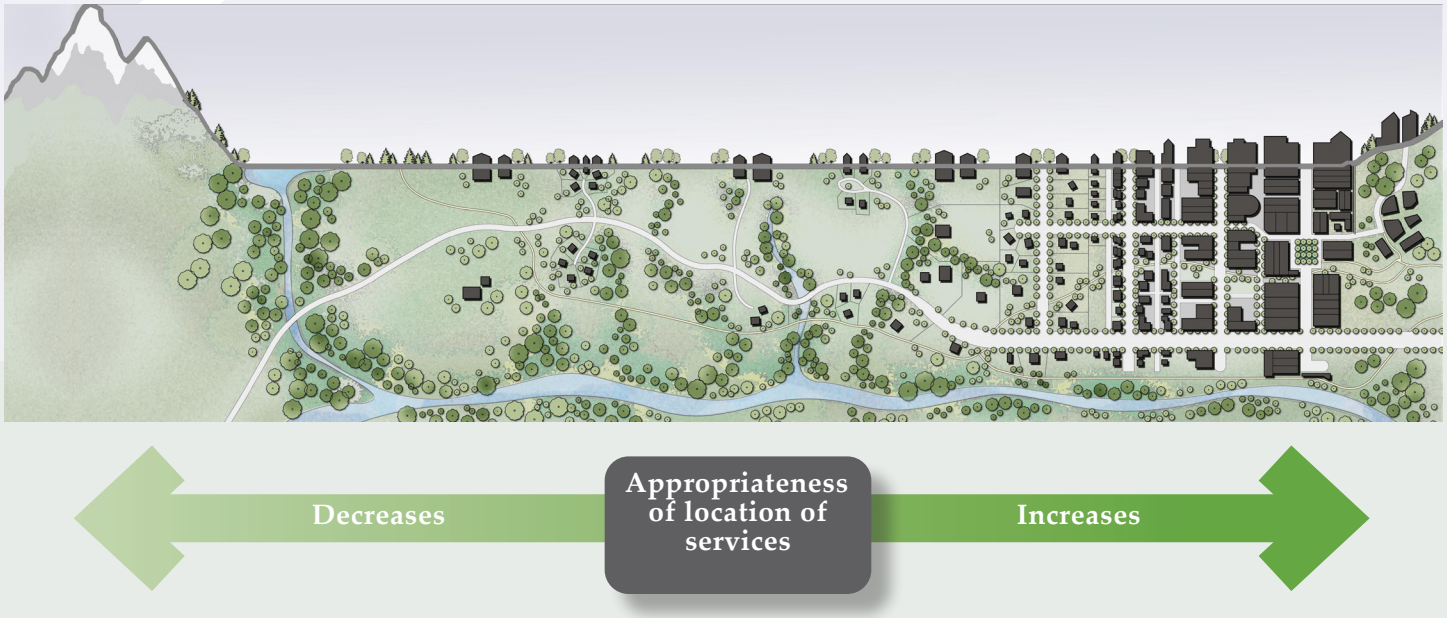
Principle 8.1 - Maintain current, coordinated service delivery

Principle 8.2 - Coordinate the provision of infrastructure and facilities needed for service delivery

Why is this chapter addressed?

Provision of life-safety, educational, social, cultural, and recreational services is central to residents' Quality of Life and a visitor's experience. Components of our community's character include engaging parks and quality recreational facilities, as well as pleasant gathering places that enhance our sense of community. Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as police, fire protection, emergency medical treatment, and water and sewer services. Residents, visitors, and businesses expect local government to provide these services year-round and take appropriate and reasonable steps to prepare for critical service delivery in times of emergency.

Continued provision of all services depends upon collaboration and coordination between government and non-government entities to efficiently maximize the services and facilities provided in a manner that is consistent with our Common Values. The Town and County must also collaborate with other service providers to ensure the needs of the community are met. This coordination is essential to understanding future capital needs and pursuing funding opportunities to maintain high quality service delivery. New development must not outpace our ability to provide quality community services to protect the health, safety, and welfare of residents and visitors. Local government must ensure that new development pays its fair share of the cost of maintaining desired service levels. By assuring the timely, efficient, and safe delivery of quality community services, we improve our safety and reinforce the integrity of our community character.



Principle 8.1— Maintain current, coordinated service delivery. The Town and County will coordinate and collaborate with independent service providers to ensure desired life-safety, educational, social, recreational, and cultural service levels are maintained consistent with the community's Common Values. Barriers to service delivery objectives will be identified, and the Town and County will budget sufficiently to meet desired service delivery objectives.

Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels

A "service level" is defined as the quality and quantity of a service provided to the community. To ensure that services are delivered to the public in a safe, efficient, and timely manner, the Town and County will use best practices in coordinating with governmental and nongovernmental service providers to accomplish the following:

1. Identify each provider's acceptable service level
2. Develop an approach to ensure desired service levels are met
3. Identify barriers to service delivery objectives
4. Develop standards for measuring service delivery success

The community should identify acceptable service levels and develop standards for measuring service delivery success for the following local government services (listed in no particular order):

- Fire, EMS and law enforcement,
- Library,
- Parks and recreation,
- Public health,
- Utilities and infrastructure,
- Public transportation,
- Weed and pest management,
- Arts, culture and community events,
- Child care,
- Waste management and recycling and
- Energy conservation.

Policy 8.1.b: Coordinate with independent service providers

The Town and County will coordinate with independent service providers, other governmental agencies, and non-governmental organizations to quantify and understand their service delivery goals, as well as their relation to the Common Values of the community. The community will derive a more significant benefit from long-term, coordinated planning efforts between the Town and County and independent service providers than would be realized through a project-by-project approach. For example, the Community Health Needs Assessment is conducted every three years to determine the health issues and needs of the community and identify solutions. The Human Services Plan includes a resource allocation plan that provides funding guidance and allows for flexibility related to a changing economy.

The Town and County will collaborate with independent service providers, other governmental agencies, and non-governmental organizations to identify acceptable service levels and develop standards for measuring service delivery success for the following services (listed in no particular order):

- Education
- Utilities and infrastructure
- Health care
- Child care
- Waste management and recycling
- Airport
- Human services
- Energy conservation
- Arts, culture and community events, and
- Public transportation.

Policy 8.1.c: Innovate past barriers to service delivery goals

Service providers may or may not be currently delivering their services at an acceptable level. The Town and County, in collaboration with independent service providers, should identify barriers to our service delivery goals and implement strategies to find efficiencies and innovations to overcome such obstacles. Whether the obstacles are geographic, political, financial, or otherwise, this approach will ensure the community's life-safety and Quality of Life objectives are met. Working jointly with governmental, non-governmental, and independent service providers will provide more significant opportunities to address barriers.

Policy 8.1.d: Ensure redundancy of services

The Town is the logical place to locate many critical and non-critical facilities and service providers. However, during natural disasters, severe weather, or other times of emergency, essential services may be delayed or entirely unavailable to those in outlying portions of the community, due to road closures or bridge failures. Therefore, it is vital to ensure that critical services and facilities are available to citizens dispersed throughout the County, particularly those who are physically separated from Town by the Snake River or Teton Pass.

Policy 8.1.e: Budget for service delivery

Budgeting allows for an annual commitment to service delivery objectives. Each year, the Town and County will evaluate service delivery objectives during the budgeting process, make appropriate modifications to the delivery approach, and affirm the desired service level with the proper amount of funding. Without adequate funding, even the most thoughtful and strategic approach will fall short of its objectives, so a careful budgeting process is essential.

Principle 8.2—Coordinate the provision of infrastructure and facilities needed for service delivery. The Town and County will coordinate the development of a communitywide Major Capital Project List. This will ensure that the community can adequately maintain existing capital facilities and provide needed future facilities, consistent with the Common Values of the community. Coordinated planning for capital projects will also allow the Town and County to ensure that new development pays its fair share of the costs of providing facilities to maintain service levels.

Policy 8.2.a: Coordinate the creation of a Major Capital Project List

The Town and County should coordinate with independent service providers, other governmental agencies, and non-government organizations to track major capital projects in the long term (5-year view). The Town and County and independent service providers will still maintain detailed individual Capital Improvement Plans, but the Town and County should coordinate the compilation of the individual plans to maintain a current Major Capital Project List. Maintenance of this list should ensure that new facilities are located consistently with the community's Common Values and that development approvals are consistent with the capacity of existing and planned facilities.

Policy 8.2.b: Design critical infrastructure and facilities for the peak effective population

Critical facilities, as defined by the electeds through service level planning, should be designed to provide an acceptable level of service to the peak effective population. Other facilities will be designed to accommodate the average demand. Temporarily reduced service levels may occur at times of peak population; however, reductions should not produce a significant threat to public safety.

Policy 8.2.c: Require mitigation of the impacts of growth on service levels

Developers should pay their fair share of the costs of future facilities and services necessitated by new development. Costs for added facilities and services as a result of the development should not be passed on to existing residents. New developments create additional demand for existing services and facilities, which impacts service delivery levels. The development will be required to provide exactions and/or impact fees that will cover the proportionate cost of public facilities and infrastructure required as a result of growth. These exactions and impact fees will be updated and evaluated regularly based on the desired level of service and infrastructure and facility needs.

Until nexus studies are in place to update exaction and impact fee requirements, the existing exactions and fees will be used to mitigate the impacts of growth on service levels.

Strategies (✔ = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

Strategies to maintain current, coordinated service delivery (Principle 8.1)

8.1.S.1: Define desired service levels from government service providers that address all policies of Principle 8.1.

8.1.S.2: Define desired service levels from, and coordinate with independent service providers to understand their service delivery plans, especially those service providers seeking local government funding.

8.1.S.3: Identify critical services and services requiring redundancy in service provision.

8.1.S.4: Develop a Principle that addresses stable funding, additional revenue, and a policy for how to use the Special Purpose Excise Tax (SPET).

8.1.S.5: Create a portal or clearinghouse where the community can quickly learn more about the various services available in the community.

8.1.S.6: Explore programs around reducing the cost of living for public employees so that they can more easily live in the community for which they work.

8.1.S.7: Explore the affordability of community services to support equitable access throughout the Town and County.

Strategies to coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

8.2.S.1: Coordinate the creation and maintenance of communitywide Major Capital Project List for all services listed in Principle 8.1.

8.2.S.2: Update exaction and impact fee nexus studies.

8.2.S.3: Evaluate and update development exaction regulations and impact fee requirements.

8.2.S.4: Identify appropriate locations for infrastructure before it is needed by projecting the location of future growth.

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Achieving Our Vision

How Are We Going to Achieve Our Vision?

This Plan is designed to be a dynamic document. These chapters provide how this Plan will remain current and consistently implemented. Although our Vision has not significantly changed over the past forty years, the circumstances within which we achieve the Vision are in fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Therefore, while the community remains consistent in our Vision, our implementation strategies must be dynamic. These chapters provide a structure for analyzing and responding to contemporary challenges without threatening the viability and attainment of the community Vision.

Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review and update of its strategies. Through this Adaptive Management and Plan Implementation Chapters, the community commits to a proactive, honest, and constant analysis of the strategies, actions, and programs intended to realize the community Vision.

Chapter 9. Adaptive Management

- Implement Plan updates when triggered (Principle 9.1)
- Monitor and implement our Vision annually (Principle 9.2)
- Anticipate future issues and pioneer innovative solutions (Principle 9.3)
- Respond to changing conditions systematically (Principle 9.4)

Chapter 10. Plan Implementation

- Implement the Plan predictably, cooperatively, and regionally (Principle 10.1)
- Use the Plan framework to implement Our Vision (Principle 10.2)
- Implement the Plan as a whole community (Principle 10.3)

Chapter 9. Adaptive Management

What does this chapter address?

Principle 9.1 – Implement the Adaptive Management Program

Principle 9.2 – Monitor and implement our Vision annually

Principle 9.3 – Anticipate future issues and pioneer innovative solutions

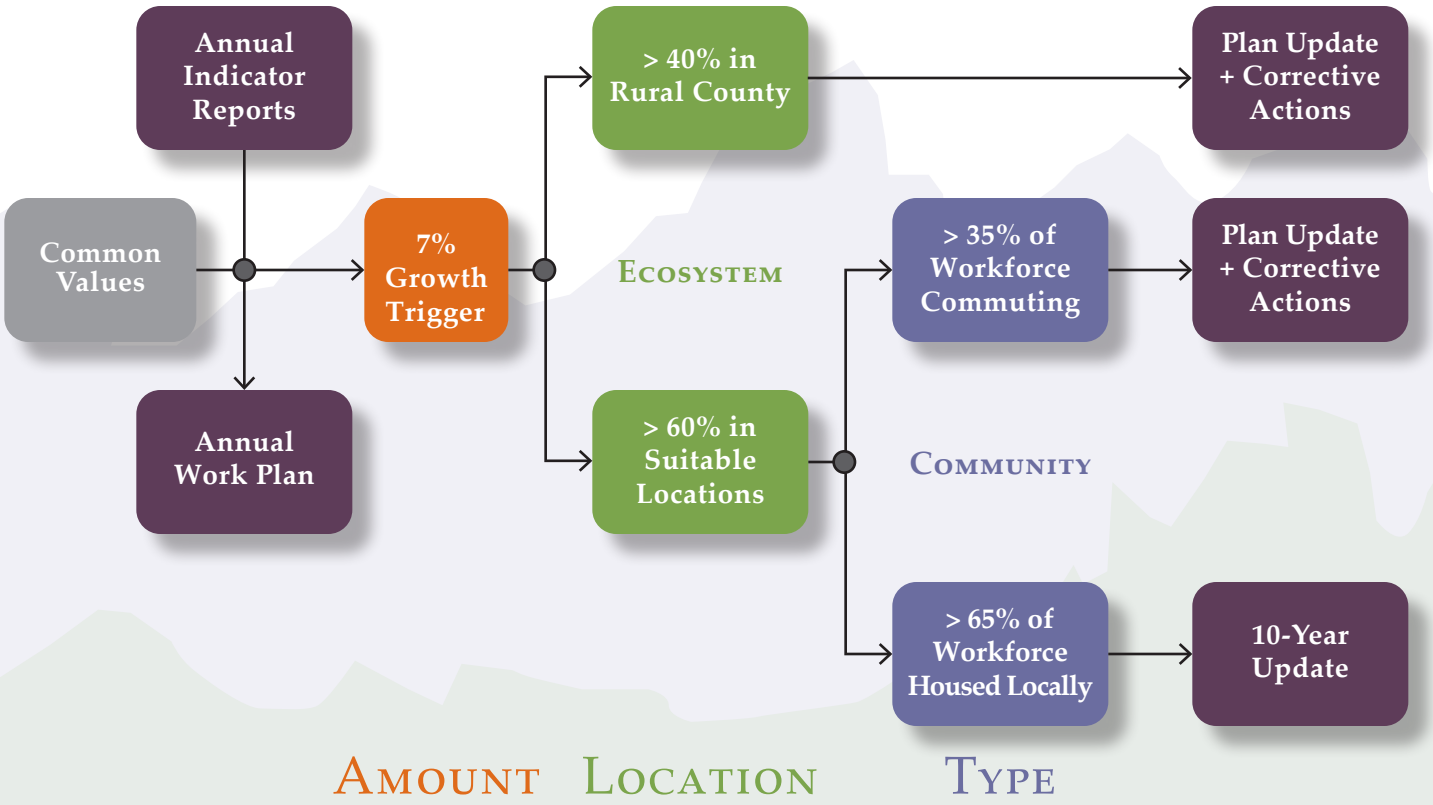
Principle 9.4 – Respond to changing conditions systematically

Why is this chapter addressed?

The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four-part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs the policies that describe our Common Values of Community Character. The geographic implementation of those policies is depicted in the Illustration of Our Vision. The success of our policy implementation is analyzed through an adaptive management program to ensure that we are Achieving Our Vision. As we identify our successes and failures in achieving our Vision, we will adapt our policies and their implementation, continuously progressing through the cycle.

The community's Adaptive Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision. The Adaptive Management Program allows the community to be adaptive, responsible, and decisive in optimizing all three Common Values of Community Character. A threshold, triggers, and feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary to ensure our desired community character is realized.

The Adaptive Management Program is supported by an annual indicator review and a Work Plan to annually prioritize implementation strategies. These yearly efforts ensure the community is continually moving toward its Vision. Annual progress is further augmented by the analysis of more ambitious solutions that may not have any precedent. We accept the risk that exploring new solutions will not yield immediate progress because we know that the best path forward involves both steady progress along known paths while also pioneering a better way.

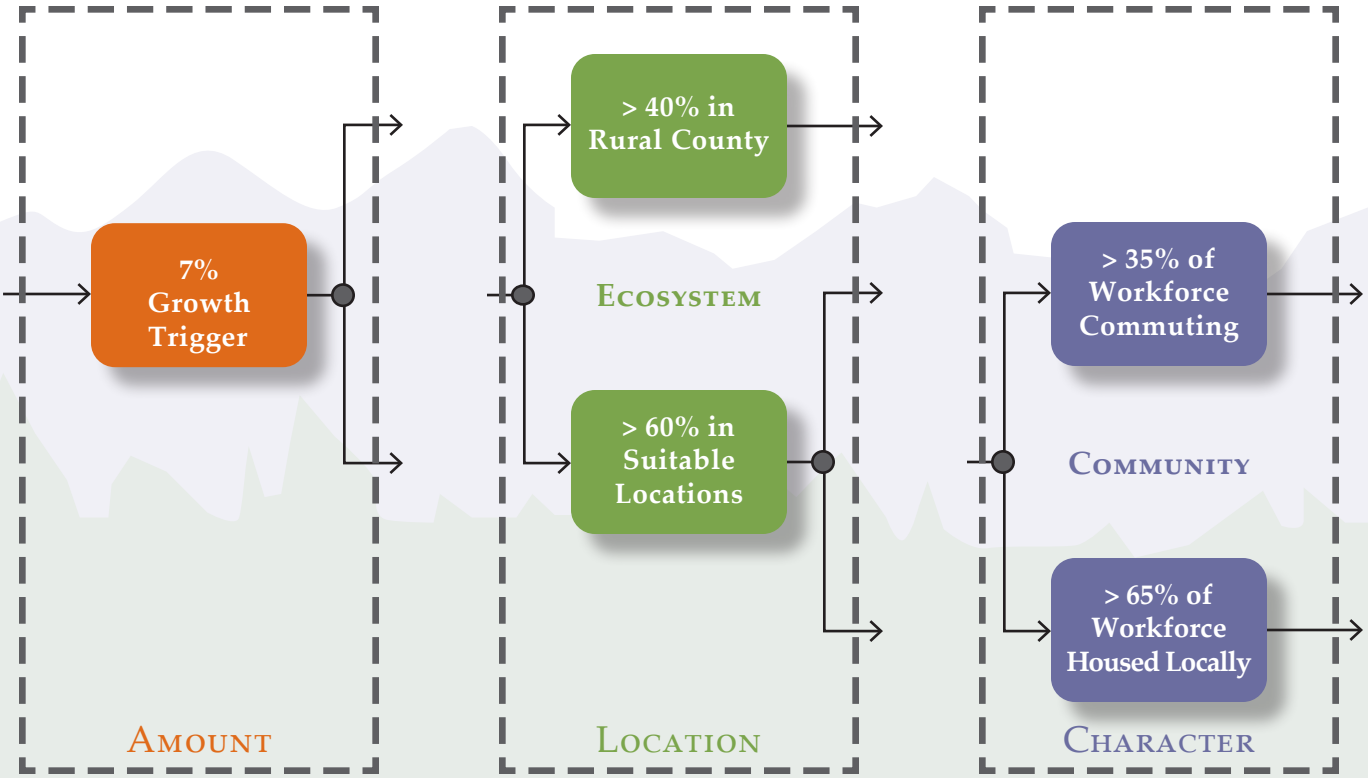

Annual Indicator Reports
Common Values
7% Growth Trigger
Annual Work Plan
> 40% in Rural County
> 60% in Suitable Locations
Ecosystem
> 35% of Workforce Commuting
Community
> 65% of Workforce Housed Locally
Plan Update + Corrective Actions
Plan Update + Corrective Actions
10-Year Update
Amount
Location
Type

Principle 9.1—Implement the Adaptive Management Program. The Adaptive Management Program is a quantitative review of our progress in achieving our Vision. It is made up of three parts: an evaluation threshold (amount of growth), two triggers (location and type of growth), and Plan updates to take corrective action. When the community has growth to its evaluation threshold, it means that the location and type of growth that has occurred warrants review by the community. This review may trigger a Plan update to ensure the community is moving toward our Vision. If a Plan update is not triggered when we hit our growth threshold, we are achieving our Vision and will continue to a regular 10-year Plan update.

Policy 9.1.a: Evaluate the need for a Plan update at 7% growth

Once a defined growth threshold has been crossed, the community will analyze whether we are achieving our Vision and our desired community character. The need for a Plan update will be determined once seven percent (7%) growth in the number of residential units existing at the end of 2020 has occurred. The 7% growth threshold allows several years for the Plan's implementation measures to take effect but is soon enough to consider adding, modifying, or refining our strategies for achieving our Vision.

Residential units are used to measure the amount of growth instead of nonresidential floor area because they are developed at a more consistent annual rate. Recently, about 150 new dwelling units have been built per year in the Town and County, and the community currently contains roughly 10,500 dwelling units. Given these numbers, the evaluation threshold for the next potential Plan update will be crossed in approximately 5 years.



Policy 9.1.b: Update the Plan if growth is not occurring in suitable locations

The location of future growth is essential to achieving our desired community character. To obtain the community's Common Value of Ecosystem Stewardship, the community prefers growth to occur in Stable and Transitional Subareas, where infrastructure and services already exist. County Preservation and Conservation Subareas of wildlife habitat, habitat connections, and scenic vistas are the least appropriate places for growth. This policy is consistent with the historic development pattern that defines our western, rural character. Development in our community has been historically concentrated in Complete Neighborhoods, allowing for the human needs of our community to be met with less impact on the surrounding ecosystem.

Our target for the location of future growth is to continue our historical, concentrated development pattern, allowing us to minimize our ecosystem impacts while respecting property rights and preserving the physical character of the community. Historically, 60% of development has occurred in Complete Neighborhoods. When the growth threshold is crossed, a Plan update will be triggered if that growth is not occurring consistent with this historical target.

Policy 9.1.c: Update the Plan if growth is not providing workforce housing

As important as the location of growth is the type of growth and ensuring that it is consistent with our Common Values of Community Character, especially Quality of Life. Setting a target for workforce housing will not only encourage the appropriate type of residential development but also address concerns about the amount of nonresidential growth by indicating the balance between employee generation and residential development. Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live.

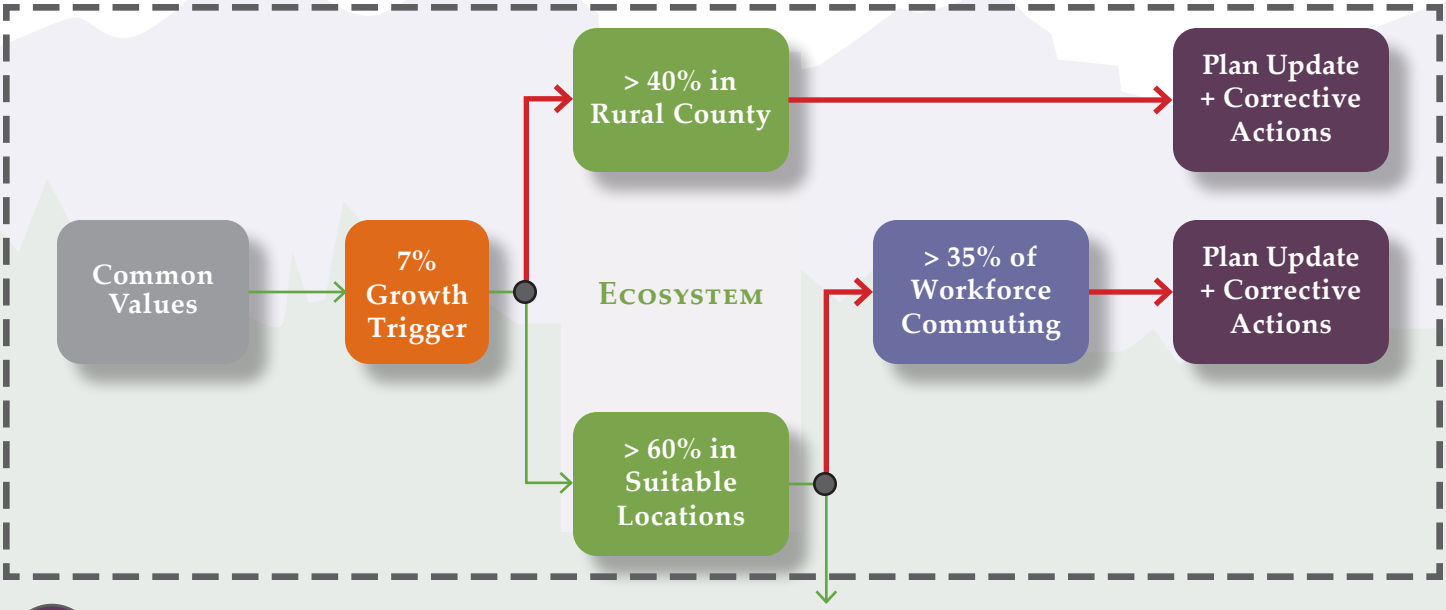
Our target for workforce housing is to retain our sense of community that results from our mainly resident workforce. In 2012, about 65% of our workforce lived locally, and 65% has been determined to be the community character tipping point in other Rocky Mountain resort communities. When the growth threshold is crossed, a Plan update will be triggered if that growth has not resulted in the targeted level of resident workforce.

Policy 9.1.d: Take corrective action through a triggered Plan update

Once a Plan update is triggered by not meeting a community target, the community will go through a process involving the public, the Joint Town and County Planning Commissions, and Joint Elected Officials to review actual growth against the goals in each chapter of this Plan. Based on the comparison, corrective actions should be explored to ensure our Vision and desired community character are being achieved. While corrective actions may not be the community's most desired strategies, they may be necessary depending on how the community is progressing toward its goals. If corrective actions are needed as a result of triggering a Plan update, the community will determine the appropriate measures and how they will be implemented. Possible corrective actions that may be considered are:

Sample Corrective Action

1. Amend the community's goals
2. Policy and Tool Refinements (PRD, Floor Area Bonus, building size, etc.)
3. CIP and Work Plan Adjustments
4. Additional Funding Sources
5. New Partnerships and Agency Documents
6. New Transitional Subareas
7. Catalyst Site Plans

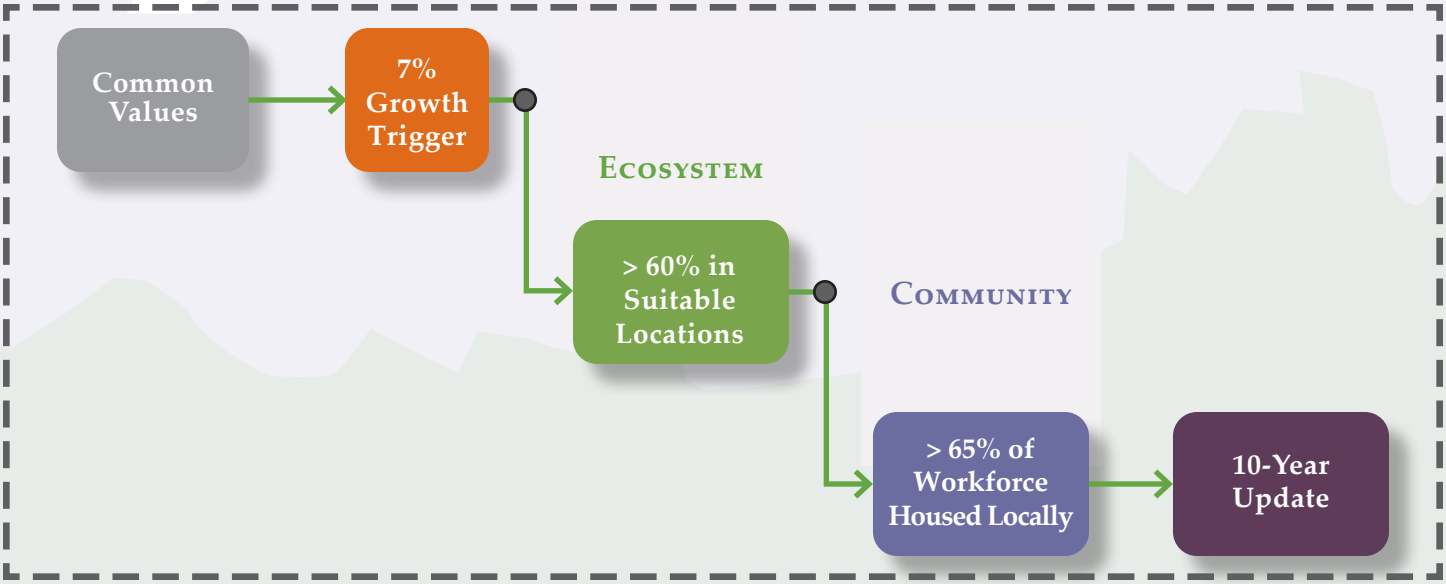


Policy 9.1.e: Update the Plan after 10 years

The community should conduct a detailed community review of the Comprehensive Plan if it has gone ten (10) years without otherwise triggering a Plan update. Even if we are meeting our targets, we should still complete an informed and focused update to the Plan every 10 years to allow the community to affirm its values and identify new implementation strategies.

The 10-year update should be a community effort, built on the lessons learned through a decade of annual indicator reports to:

- Affirm or enhance the community's Vision and Common Values of Community Character;
- Evaluate and update the Illustration of Our Vision;
- Evaluate and update the community's strategies for implementing the Vision; and
- Evaluate and update the Adaptive Management Program.



Principle 9.2—Monitor and implement our Vision annually. Annual indicator reports should be designed as a check-in on the community's progress toward achieving our Vision. Through annual indicator reports, the community will understand how we are measuring up to the Plan's framework and will have the information needed to proactively design annual work plans to move toward the community's goals.

Policy 9.2.a: Monitor indicators annually

If the Adaptive Management evaluation at 7% growth is the community's exam, the indicator reports are our annual progress report. The indicators monitor not only the Adaptive Management targets but the other measures of each of the community's goals. Each spring, the community should review the indicators listed below and other appropriate indicators to inform budgets and set an implementation work plan that will promote optimization of all 8 community goals. Between annual reviews, indicators will be updated at www.jacksontetonplan.com as data becomes available.

The following table lists annual indicators for the community to consider as part of the annual monitoring of the Plan. Indicators not listed below can be measured in the annual report as well; each indicator is or should be:

- relevant to a chapter goal of the Plan;
- reliably accessible annually; and
- understandable to the community.

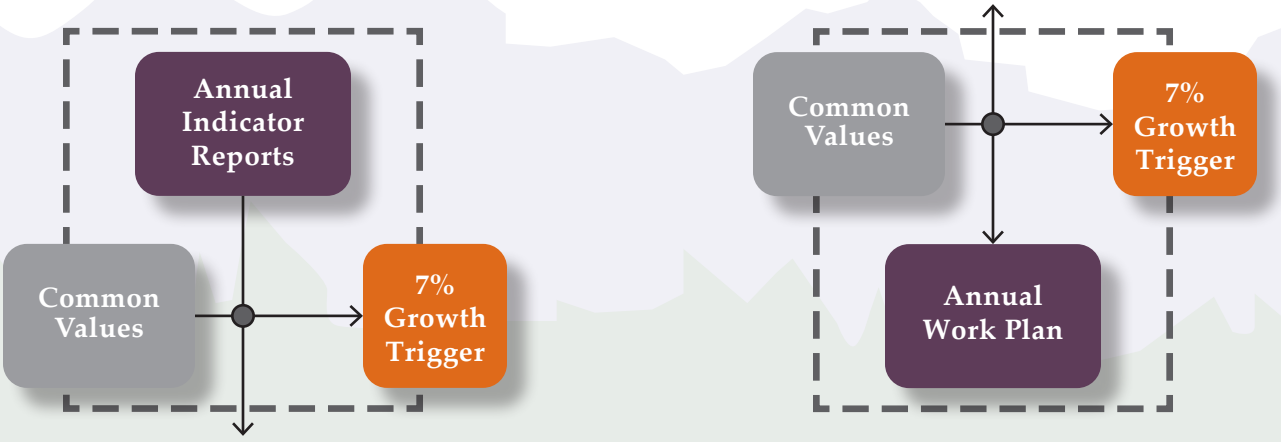
Indicator	2007	2012	2019	Goal
Chapter 1 Goal: Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.				
Health of native species				TBD see 1.G.S.1
Conservation vs subdividision of rural open space (by habitat, scenery, ag)	2,474 ac: 189 ac	475 ac: 0 ac	1 ac: 0 ac	Cons > S/D
Water quality				TBD see 1.G.S.1
Access to enjoyment of natural, scenic resources				TBD see 1.G.S.1
Chapter 2 Goal: Emit less greenhouse gases than we did in 2012.				
GHG emissions	409,652		478,868	<= 2012 total
from electricity consumption	21,896		10,673	
from natural gas/propane consumption	48,464		71,115	
from surface travel	254,638		308,207	
from air travel	70,546		83,466	
from other sources	14,108		5,408	
Air quality				Clean
Chapter 3 Goal: Direct at least 60% future growth into Complete Neighborhoods to preserve habitat, scenery and open space, and provide workforce housing opportunities.				
Location of growth	48% CN	54% CN	65% CN	>60% CN
Buildout	+ 17 36%	0 36% CN	- 2,190 62% CN	<= 0 Net from 2012 <=2012 & >60% CN
Workforce housing pipeline			281	WH >2012
Chapter 4 Goal: The Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities.				
Percentage of jobs in Town				>= 2012
Percentage of housing in Town	42%	41%	41%	>=2012
Percentage of retail sales in Town				>= 2012
Percentage of education floor area in Town	71%	76%	62%	>=2012
Percentage of cultural activity in Town				>=2012
Chapter 5 Goal: Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.				
Percentage of the workforce living locally	65%	59%	56%	>= 65%
Housing stock profile	38% MF	38% MF 58% WH	38% MF 62% WH	Variety >2012
Chapter 6 Goal: Develop a sustainable, vibrant, stable and diversified local economy.				
Comparative growth rates:				Balance
Residential Units	1.4%	0	1.3%	
Lodging Units	0.4%	0	0.7%	
Commercial Floor Area	1.3%	0	0.9%	
Institutional Floor Area	1.5%	0	1.4%	
Effective Population		0		
Per capita GDP	0.2%	0	2.0%	
Per capita jobs	-1.4%	0	4.5%	
Per capita income	3.6%	0	2.7%	
Cost of living	-10.3%	0	7.0%	
Vehicle Miles Traveled	0.9%	0	4.3%	
Lodging Occupancy	53|25|95 (%)	42|18|87 (%)	62|19|84 (%)	> 2012
Jobs by industry				Diversity
Chapter 7 Goal: Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.				
SOV vs. walk/bike/bus travel time				SOV >
START ridership	713,000	879,000	1,081,000	3.6M in 2035
Walk/bike mode share		17.2%	21.8%	>=20% in 2035
Capital Project Group benchmarks				See ITP
Wildlife Vehicle Collisions	197	206	267	< 2012
Chapter 8 Goal: Timely, efficiently, and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.				
Level of Service (by service)				TBD see 8.1.S.1 & 8.1.S.2

Policy 9.2.b: Establish an implementation work plan annually

A work plan for implementing the community's Vision will be established each year as part of the budget process. In setting the work plan, the community should evaluate the work completed over the past year, review annual indicators, and prioritize strategies for implementation based on how well the community is achieving our Vision and which implementation measures are most needed. The work plan will be composed of the strategies from the Common Values to be implemented the following year. A complete list of all strategies that have been completed and are yet to be completed is attached as Appendix F, and each year's work plan will update the list. The work plan may also include the implementation of preemptive corrective actions before the triggering of a Plan update if the community believes it is appropriate.

The resources required to implement the strategy will be considered, along with the parties responsible for implementing the strategy, the timeframe for implementing the strategy, and the goal of the implementation. As strategies are completed and/or new best practices, technology and information become available, the work plan may include strategies that are not listed in the Common Values. However, every task in the work plan should be:

- relevant to a principle of the community that needs to be addressed;
- implementable by the responsible party; and
- effective in addressing the relevant community principle.



Policy 9.2.c: Review indicators and set implementation work plan publicly

Each year, staff will prepare the annual indicator report and present it to the Joint Town and County Planning Commissions at a public hearing. The Joint Planning Commissions will make recommendations to the Town Council and Board of County Commissioners regarding the appropriate indicators to be measured and the implementation work plan for the following year. At a Joint Information Meeting, the Town Council and Board of County Commissioners will consider the annual indicator report and the recommendations from the public, staff, and Joint Planning Commission. By joint action, the elected officials will set an implementation work plan for the following year and provide any direction regarding indicators to be monitored for the following year's report.

Policy 9.2.d: Engage the public in a two-way conversation about implementation.

Public engagement throughout the planning process provides for two-way communication with the community, fosters more effective outcomes, and enhances support of those outcomes. Part of the annual monitoring and implementation of the Plan will be consistent outreach on the community's values and implementation priorities. The Town and County will encourage and provide multiple opportunities for meaningful conversation with the community as a whole through all planning processes from the big picture visions to implementation projects.

Principle 9.3 – Anticipate future issues and pioneer innovative solutions. Existing implementation tools will not be enough to fully achieve the community's aspirational goals. We have identified many tools that will move the community toward its Vision. We have also purposefully set the Vision out of reach of conventional approaches to challenge ourselves to explore the adjacent possible and reset the leading edge. To find new solutions, we will have to be willing to analyze and perhaps pilot atypical approaches that do not have historical precedent and may not yield tangible progress.

Policy 9.3.a: Analyze new ideas

Too often, best practices are viewed as our best option when it comes to tackling issues at the community, regional, national, or global scale. While tried and true best practices should be implemented, it is essential that the Town and County act as a leader in developing innovative solutions to existing and future issues that sometimes require an outside-the-box style of thinking. Considering our place in the intact, but vulnerable, Greater Yellowstone Ecosystem, and our legacy of holding ourselves to a higher standard, we will be willing to analyze improbable futures, without expectation of immediate results, knowing that the innovative solutions we eventually pioneer will make a real impact. We will use scenario planning and analytics from outside the planning profession and stay committed to innovation, even when it is not yielding tangible progress.

Policy 9.3.b: Pilot new ideas

Beyond analyzing scenarios and possible solutions is piloting implementation methods. Pilot programs put solutions on the ground in a limited scope to test the costs and benefits before larger scale implementation. Some pilot programs will not yield the desired outcome and will be discontinued. The lessons learned will inform future innovation, while the lasting impacts will be minimal. Instituting pilot programs as part of our planning and budgeting process is the only way we will be able to avoid decision making that defaults to established best practices because of their known costs. By using pilot programs, the community will be able to try more options before it makes significant investments.

Policy 9.3.c: Engage the public to seek new ideas

Innovation requires new ideas. There are different forecasts of the future, and the issues that we will have to address. Engaging the public to identify new ideas and possible futures will be vital to the success of this principle. For the public to be encouraged to propose ideas, they will have to see their ideas being analyzed and truly considered, and people from outside the planning profession should be brought into the process to ensure the conversation is not limited by limited past experience.

Principle 9.4—Respond to changing conditions systematically. The cornerstone of this Plan is continued, coordinated monitoring and adaptation by the Town and County to effectively implement the policies of this Plan. This Plan is intended to be a dynamic document and may need to be amended and updated as community conditions change. Amendments may include policy enhancements within the Common Values or Achieving Our Vision to better achieve the community's Vision or improvement of the Illustration of Our Vision to more effectively implement the land use policies of this Plan.

Policy 9.4.a: Review Plan amendments annually in coordination with Plan monitoring

Proposed amendments to the Comprehensive Plan will be reviewed annually. Regardless of when they are introduced, they will be considered the following calendar year by the Joint Planning Commission and then jointly by the Town Council and Board of County Commissioners. Consideration will occur at the same annual meetings where the annual indicator report is reviewed, and the implementation work plan for the following year is set. This promotes a simultaneous and comprehensive review of proposed amendments, indicators of achievement of our Vision, and the work plan for better achieving our Vision. Concurrent and comprehensive review promotes adaptation to changing conditions while discouraging overreaction to opportunities that do not adequately balance the community's Common Values.

Amendments will be reviewed and adopted by the following process.

Plan Amendment Review

PLAN AMENDMENT PROPOSAL	On or before December 31 of prior calendar year	An application to amend the Plan shall be submitted to the Town Community Development Director or County Planning Director. A Plan amendment can be proposed by: • the Town Community Development Director; • the Town or County Planning Director; • the Town or County Planning Commission; • the Town Council, the Board of County Commissioners; or • any member of the public.	Submittal
STAFF RECOMMENDATION	Coincides with Indicator Report	Review of the application by Town and County Planning staff with a recommendation to the Joint Planning Commission.	Review
JOINT PC CONSIDERATION	At annual Plan review hearing	Public hearing before the Joint Planning Commission regarding the application with Joint Planning Commission recommendation to the elected officials.	
JOINT BCC/COUNCIL CONSIDERATION	At annual Plan review hearing	Public hearing of application before the joint Town Council and Board of County Commissioners.	
BCC/COUNCIL DECISION	Within 30 days of hearing	Joint approval, approval with conditions, or denial of the application. An application that is not jointly approved will not be adopted into the Plan.	Decision

Policy 9.4.b: Amending Our Common Values of Community Character or Achieving Our Vision

Amendments to the principles and policies that make up our Common Values and Achieving Our Vision will be periodically necessary to respond to changing community conditions and better implement the community Vision. To approve an application to amend our Common Values or Achieving Our Vision, the Town Council and Board of County Commissioners will consider whether it:

- Better achieves one or more of the eight Chapter goals of the Plan;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan; and
- Responds to indications that at least one of the following situations exists:
    - The policies of this Plan are not being implemented.
    - The community's characteristics have substantially changed, warranting a revision to the Plan's policies directly related to the change in characteristics.
    - The values and priorities of the community have changed.

Policy 9.4.c: Amending the Illustration of Our Vision

Illustration of Our Vision amendments may be periodically necessary to better implement the policies of the Comprehensive Plan in certain areas and to respond to policy amendments. Each Character District is a site-specific articulation and refinement of the community Vision. They will be evaluated and amended independently of specific development applications to ensure that changes to the Character Districts focus solely on better achieving the community Vision. To approve an application to amend the Illustration of Our Vision, the Town Council and Board of County Commissioners will consider whether it:

- Better achieves one or more of the eight Chapter goals of the Plan;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan;
- Is compatible with the overall desired character of the district in which it occurs; and
- Responds to one of the following:
    - The community's characteristics have substantially changed, warranting a revision to the Character District directly related to the change in characteristics.
    - The values and priorities of the community have changed, warranting a Character District revision.

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Chapter 10. Plan Implementation

What does this chapter address?

Principle 10.1 – Implement the Plan predictably and cooperatively

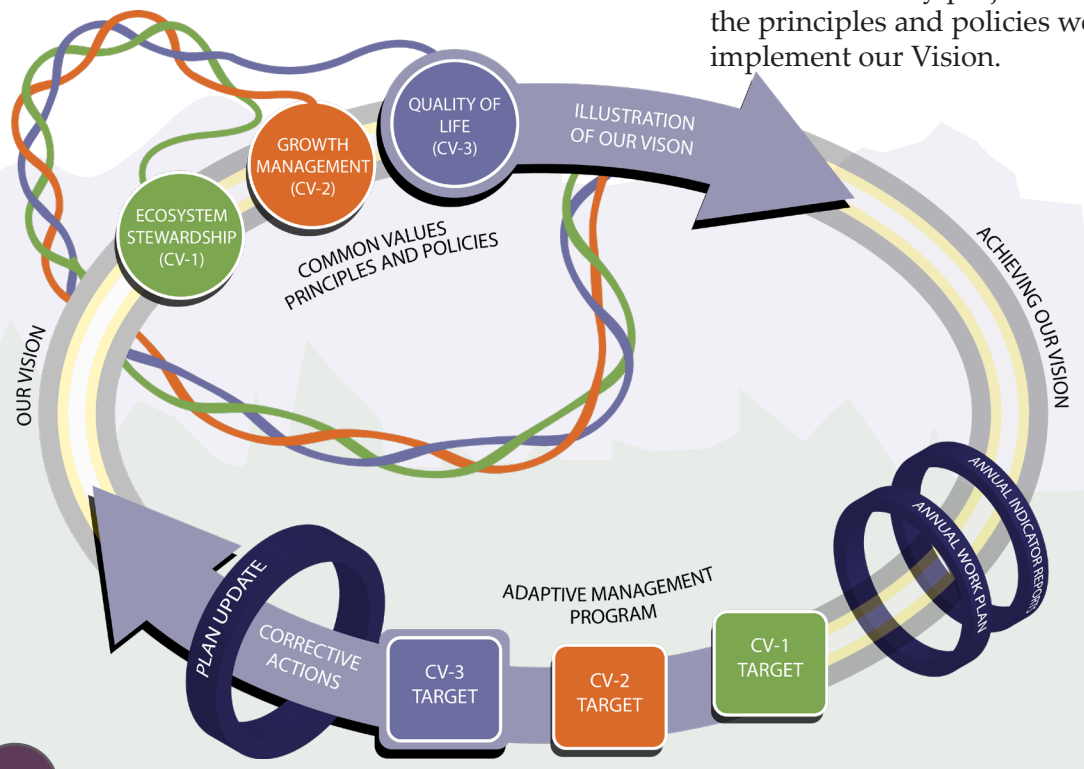
Principle 10.2 – Use the Plan framework to implement Our Vision

Principle 10.3 – Implement the Plan as a whole community

Why is this chapter addressed?

This Plan is a comprehensive statement of how we will grow as a community. Its Vision is the product of our 3 Common Values. Our 3 Common Values are further defined by 8 Chapter Goals. How we will achieve each Chapter Goal is laid out in Principles, Policies, and Strategies. Where we will accomplish each Chapter Goal is mapped and detailed through Character Districts and Subareas. How we will measure success and adapt our implementation of the Chapter Goals is defined through our Adaptive Management Program.

The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. This chapter outlines the principles and policies we will follow as we implement our Vision.



Principle 10.1— Implement the Plan predictably, cooperatively, and regionally.

Implementation of our Vision relies upon cooperative planning, between the Town and County and beyond, to ensure comprehensive, predictable ecosystem stewardship, growth management, and quality of life. Past approaches that relied on discretionary review of individual implementation strategies achieved some success, but also divided the community and resulted in unintended consequences. In implementing this Plan, we are committed to predictable, cooperative decision making that is locally relevant and regionally responsible.

Policy 10.1.a: Plan predictably and comprehensively

The comprehensive plan is stronger than the sum of its individual parts. The community is committed to the advancement of all three Common Values. Opportunities focused on advancing one Common Value must be evaluated for their impact on the other two Common Values. If achieving one Common Value means regressing in the achievement of another, the opportunity will not be pursued. The Town and County will monitor trends and analyze future scenarios to capitalize on opportunities when they arise, but will not rush into changes of Plan without careful consideration.

Policy 10.1.b: Plan jointly, as one community

The Town and County's commitment to joint planning is nationally renowned and locally crucial to the realization of our Vision. Just as it was in the early 1990s, our ecosystem stewardship, growth management, and quality of life values do not recognize the Town boundary. In this Plan, the Town and County recommit to jointly planning the community and each doing its part to implement the Vision. The County will direct growth out of habitat and preserve open space. As the central complete neighborhood, the Town will make the most appropriate place for growth the best place to live, work, and play . The Town and County also commit to coordination with other government and non-government agencies in the implementation, review, and enhancement of the Plan.

Policy 10.1.c: Plan based on community engagement

This Plan is based on the Common Values of the entire community. The public engagement that informed the Plan was based on the fundamentals of engaging the entire community. Implementation of the Plan will be based on the same fundamentals, relying on the comprehensive, representative comment over the "last and loudest" comment. That engagement will be ongoing to ensure the Plan remains relevant.

Policy 10.1.d: Maintain control over our own community Vision

In attempting to realize our Vision, the community recognizes that exporting solutions and relying on State or Federal intervention makes us more reliant on outside Visions of our future. Decisions in this community should be based on the policies of this Plan. We will work with partners from around the State and region to find mutually beneficial solutions for all communities. At the same time, we will ensure that we are not dependent on other communities in meeting or defining our community's Vision.

Policy 10.1.e: Cooperate with regional communities and agencies to implement this Plan

The ability of the community to achieve the priorities of this Plan specifically related to wildlife stewardship, transportation issues, and workforce housing is intertwined with our ability to cooperate and communicate with neighboring communities and State and Federal agencies. The Town and County will continue to coordinate with nearby communities and land managers to implement the framework of this Plan, identify shared interests and available resources, and address issues affecting the entire ecosystem.

Principle 10.2 – Use the Plan framework to implement Our Vision. Our Vision should inform all of our decisions as a community. However, as specific questions arise, decision-makers should not, and do not, have to operationalize the Vision as a single sentence. The Vision informs the entire structure of the Plan, and the whole Plan should be used in decision making. Our Vision is an acknowledgment of ecosystem health. It is a commitment to support all three Common Values without prioritization of one at the expense of another. The Illustration of Our Vision is our geographic optimization of all three Common Values. The Comprehensive Plan is more durable than the sum of its individual parts. Decisions should be based on the same commitment to mutual support and comprehensive optimization of all 3 Common Values.

Policy 10.2.a: Further all three Common Values of Community Character together

While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support of and reliant upon the others. Our community cannot move forward if any one of our three Common Values is left behind.

Ecosystem Stewardship (CV-1)

- Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery
- Chapter 2. Climate Sustainability

Growth Management (CV-2)

- Chapter 3. Responsible Growth Management
- Chapter 4. Town as the Heart of the Region – The Central Complete Neighborhood

Quality of Life (CV-3)

- Chapter 5. Local Workforce Housing
- Chapter 6. A Diverse and Balanced Economy
- Chapter 7. Multimodal Transportation
- Chapter 8. Quality Community Service Provision

Policy 10.2.b: Use adaptive management to ensure we are Achieving Our Vision

Although our Vision has not significantly changed over the past forty years, the circumstances within which we implement our Vision are in continual fluctuation. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and strategies intended to achieve our Vision and desired community character. Through ongoing monitoring, a trigger for the more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our policies, we commit to predictable, accountable, and measurable pursuit of our Vision and desired community character.

Policy 10.2.c: Illustration of Our Vision

Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. Defining the desired character for areas of the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision.

Policy 10.2.d: Applicability of the Comprehensive Plan

This Plan is comprised of numerous elements. It can function when all of its parts are present and adopted. Correctly, our Common Values of Community Character work with the Illustration of Our Vision. The policies of the Plan enumerate broad goals to aid in the fulfillment of the community Vision. The Character Districts supply detail, spatial clarity, and predictability by geographic area within the community. These two elements are inextricably related and, therefore, must only be adopted together, as the Plan would be otherwise incomplete.

The Comprehensive Plan is a policy document that articulates the community Vision and does not have a regulatory effect or the force of law. The Land Development Regulations (LDRs) and other implementation mechanisms provide the means to implement the community Vision with the force of law. Where conflicts arise between the Comprehensive Plan and the LDRs or other implementation mechanisms, the mechanism with the force of law will prevail. Additionally, tools envisioned by this Plan but not implemented through a mechanism with the force of law are effectively unavailable until a mechanism with the force of law is in place.

Principle 10.3 – Implement the Plan as a whole community. Implementation of the Comprehensive Plan is the responsibility of the entire community. Elected officials, Town and County Planning Departments, and other government and non-government organizations all have specific roles. The participation of the community is equally essential to the success of the Comprehensive Plan, as all decisions ultimately affect the community's ability to achieve our desired Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. Therefore, the community must remain invested in the successful implementation of this Plan.

Policy 10.3.a: The Community will implement the Plan daily

The Jackson/Teton County community plays an important role in the success of the Comprehensive Plan. Specifically, this Plan challenges each citizen to:

Make day-to-day decisions that are consistent with the policies of the Comprehensive Plan. Each member of the community is responsible for shifting his/her mode of travel, minimizing wildlife impacts, reducing resource consumption, finding workforce housing solutions, and supporting local businesses. If community members do not take responsibility for the implementation of this Plan and encourage their peers to do the same, we will not achieve our Vision.

Stay involved in local government and monitor the decisions of elected officials, Planning Directors, and other governmental and quasi-governmental agencies. The citizens of Jackson/Teton County must stay involved in comprehensive planning efforts. Where the government and other organizations are falling short in the implementation of this Plan, the community will hold them accountable and take additional action where needed.

Policy 10.3.b: Local professional and public planners will administer the Plan.

Town and County Planning Staff, as well as private American Institute of Certified Planners (AICP) certified planners, are professionally bound to work in the interest of the comprehensive community Vision. (Reference the AICP Code of Ethics and Professional Conduct) Because of this professional obligation, it is these planners who the community will rely upon to administer the Plan.

Specifically, Town and County Planning Staff is responsible for:

- producing and presenting annual indicator reports;
- executing annual implementation work plans based on the strategies of the Plan and direction from the elected officials;
- facilitating an Adaptive Management Program public review and exploring corrective actions when the Plan update is triggered;
- facilitating the 10-year update of the Plan;
- processing amendments to this Plan; and
- reviewing land development regulations, zoning maps, and other Plan implementation measures for consistency with this Plan.

Policy 10.3.c: Elected Officials will set and fund the Plan

The Town Council and Board of County Commissioners are responsible for making decisions that are consistent with this Plan. They are also responsible for allocating the necessary funding to implement the policies and strategies contained in this Plan. Furthermore, they are responsible for working with neighboring jurisdictions to find regional solutions to transit and housing issues that have the least impact on the entire ecosystem. Elected officials are responsible for collaborating with other governmental and non-governmental service providers to plan for appropriate service delivery and coordinate major capital projects. Elected officials should familiarize themselves with the contents of this Plan to ensure that the Plan remains an accurate reflection of the community Vision. Each year, elected officials will be responsible for:

- receiving and reviewing the annual indicator report presented by staff;
- determining the strategies to be included in the implementation work plan for the next year; and
- budgeting appropriately to achieve the objectives of this Plan.

Policy 10.4.d: Governmental and Non-Governmental Organizations will cooperate in Plan implementation

Governmental and non-governmental agencies and organizations are responsible for working with Town and County planners to find solutions to community issues that are consistent with this Plan. These agencies and organizations will play a crucial role in data collection to monitor indicators, analyze the success of strategies, and study the feasibility of proposed strategies. The collective input from all governmental and non-governmental agencies and organizations will help monitor community perception of and satisfaction with this Plan. Agencies and organizations are also responsible for working together to pool resources and find mutually beneficial solutions to achieve community goals.

Illustration of Our Vision

Why Illustrate Our Vision?

Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. Our Vision is that development is designed to enhance our community character and located in suitable areas to preserve and protect the ecosystem and western, rural character. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development enhances our Quality of Life. In all other areas, the Illustration of Our Vision depicts how we will preserve and improve wildlife habitat, wildlife connectivity, scenic vistas, and open space.

Defining the desired character for the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision. The Illustration of Our Vision will inform land development regulations that ensure no policy of this Plan is forgotten and that all policies are implemented within the proper context.

The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information, we can determine what policies and strategies are appropriate in which locations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.

How is the Vision Illustrated?

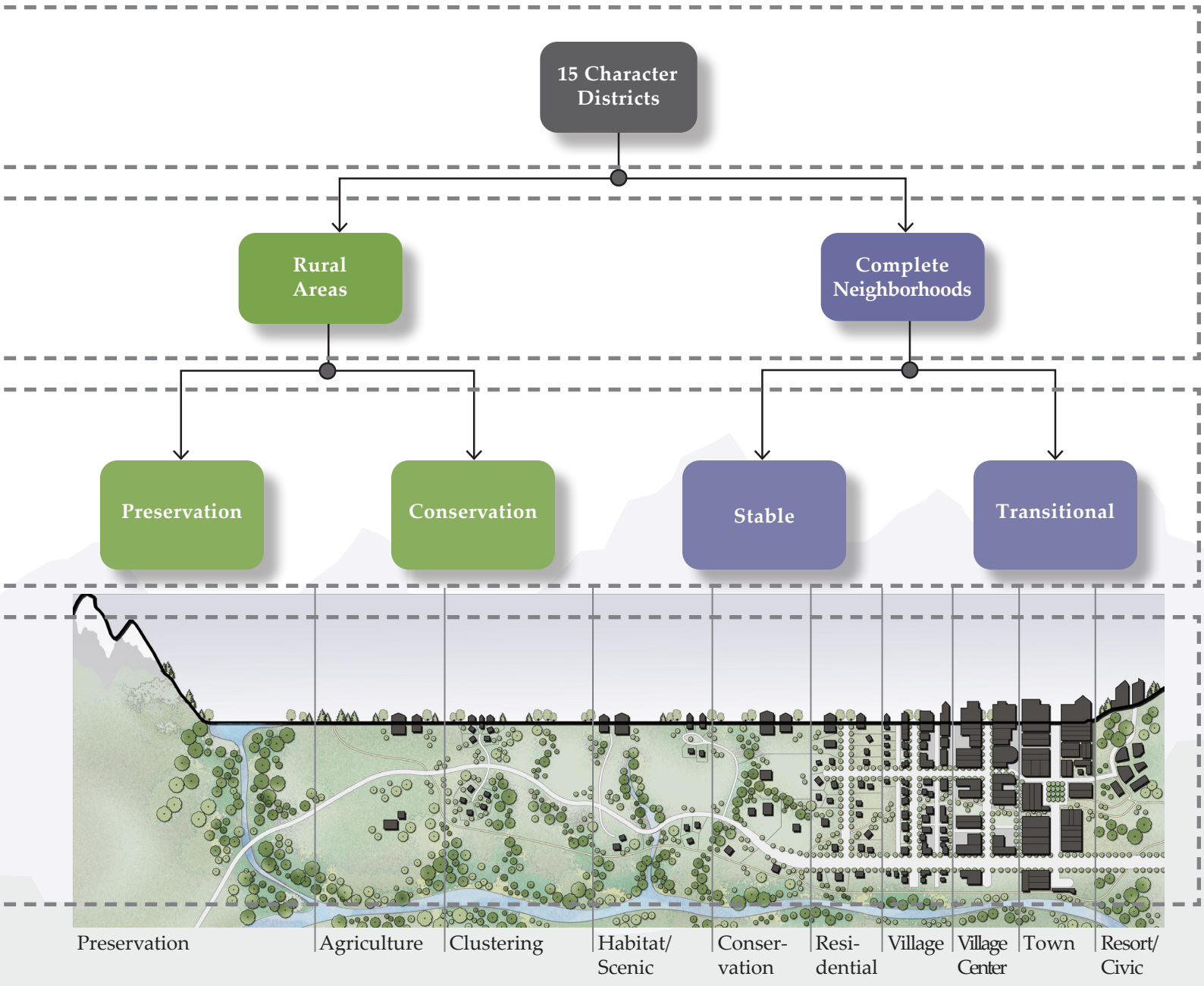
The Illustration of Our Vision depicts the policies of the community's three Common Values of Community Character through four levels of character classification.

At the highest level, the private lands of the community are divided into Character Districts – areas with common natural, visual, cultural, and physical attributes, shared values, and social interaction. Character District boundaries are based on a layering of the best available quantitative and qualitative data for each of the three Common Values of Community Character (Ecosystem Stewardship, Growth Management, Quality of Life) to identify areas that share similar characteristics (see Appendix B Framework Maps).

While our community's 15 Character Districts share Common Values, each has a unique identity, based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on ecosystem stewardship or a Complete Neighborhood focused on enhancing Quality of Life. The map on pages IV-4 and IV-5 show the Character District boundaries, defines Complete Neighborhood and Rural Area characteristics, and identifies the classification of each Character District.

At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the 2012 character of the subarea and the desired future character for the entire Character District. Stable and Transitional Subareas are the most suitable locations for people to live, work, and play. Subareas focused on Ecosystem Stewardship are designated as Preservation or Conservation. The map on pages IV-6 and IV-7 show the subareas and define the subarea classifications.

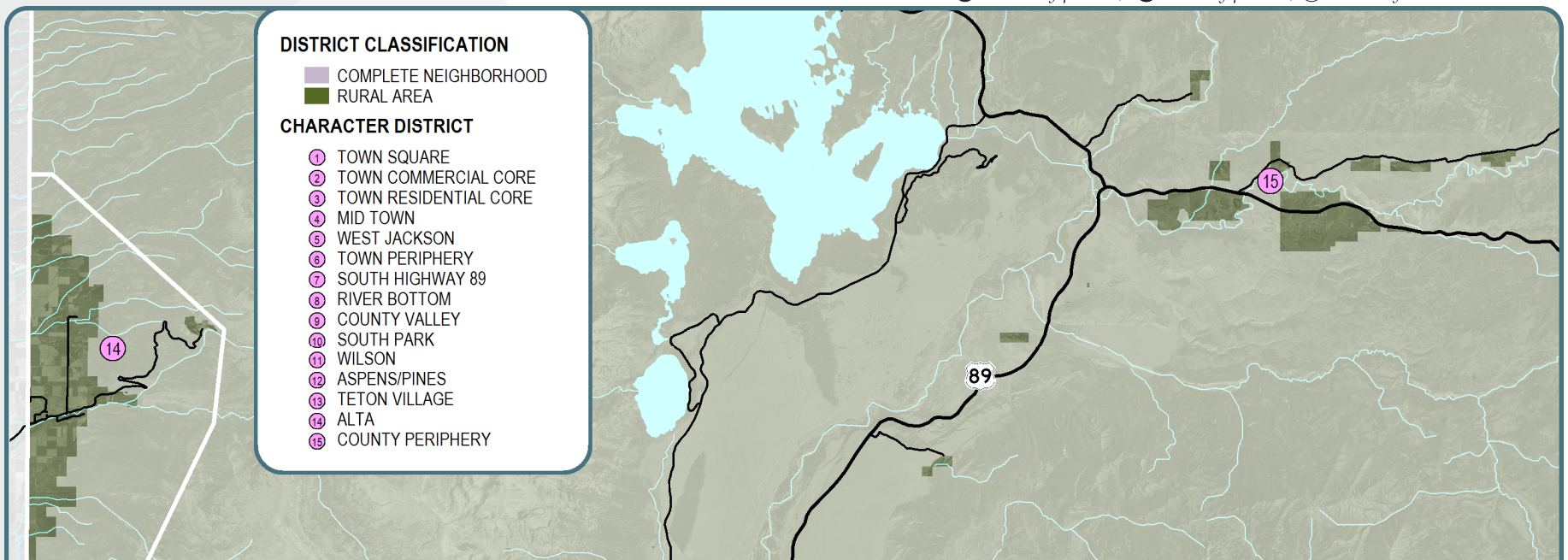
Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character-Defining Features provide the highest level of site-specific detail; however, the characteristics are still conceptual and will inform specific regulations, incentives, and programs. The characteristics valued by the community within a subarea are mapped, described, and illustrated. On pages IV-8 and IV-9 is a legend that describes the symbols and graphics used on the Character-Defining Features Maps. An appropriate Neighborhood Form(s) is also identified for each subarea. A Neighborhood Form determines the general pattern and intensity of development that meets the desired character. On pages IV-10 and IV-11 is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities.

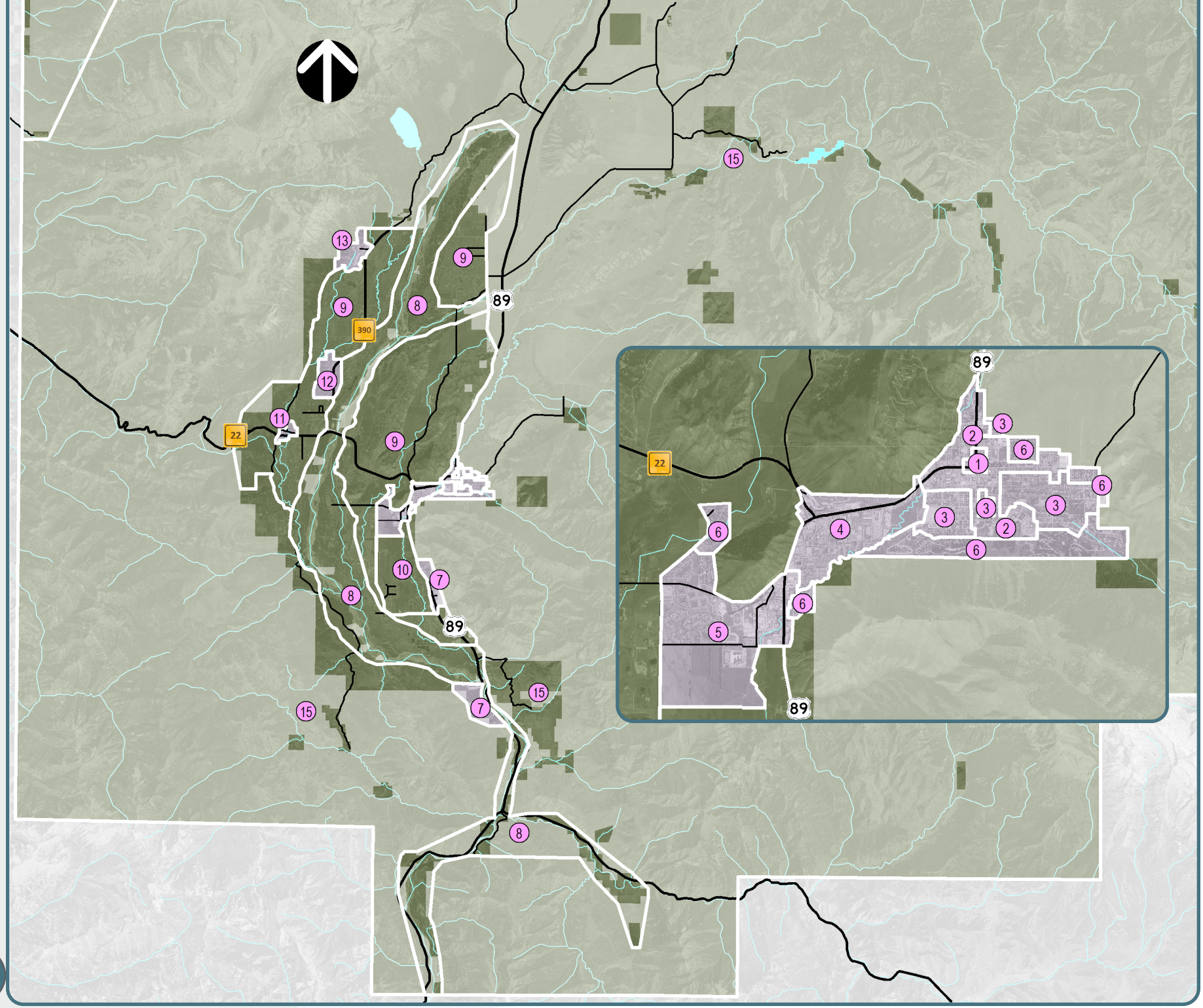

15 Character Districts
Rural Areas
Complete Neighborhoods
Preservation
Conservation
Stable
Transitional
Preservation
Agriculture
Clustering
Habitat/ Scenic
Conser- vation
Resi- dential
Village
Village Center
Town
Resort/ Civic

Complete Neighborhoods + Rural Areas

		Character Districts														
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Complete neighborhoods characteristics:	Defined character and high-quality design	●										◒	◒	●		
	Public utilities (water, sewer, and storm sewer)	●	●	●	●	●	●	◒	◒	◒	●	◒	●	●		
	Quality public spaces	●	●	●	●	●	◒		◒		◒	●	●	●	◒	
	A variety of housing types		●	●	●	●		◒				◒	◒	●		
	Schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences	●	●	◒	◒	◒						●		◒		
	Connection by complete streets that are safe for all modes of travel	◒	◒	◒	◒	◒						◒				
Rural areas characteristics:	Viable wildlife habitat and connections between wildlife habitat			◒	◒	◒	◒	●	●	◒	◒	◒	◒		◒	●
	Natural scenic vistas				◒			◒	◒	●	●			●	◒	◒
	Agricultural and undeveloped open space				◒		◒	◒	◒	●	●		◒	◒	●	◒
	Abundance of landscape over built form						◒	◒	●	●	◒	◒	◒		●	●
	Limited, detached single family residential development						◒	◒	●	●	●				●	●
	Minimal additional nonresidential development			◒			●		●	●	●				●	●

● *Generally present;* ◒ *Partially present;* ○ *Generally absent*

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Stable, Transitional, Preservation + Conservation Subareas

Stable Subarea

- Subareas in which no change to the existing character is necessary
- Development will be infill that maintains the existing identity or vitality
- The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

Transitional Subarea

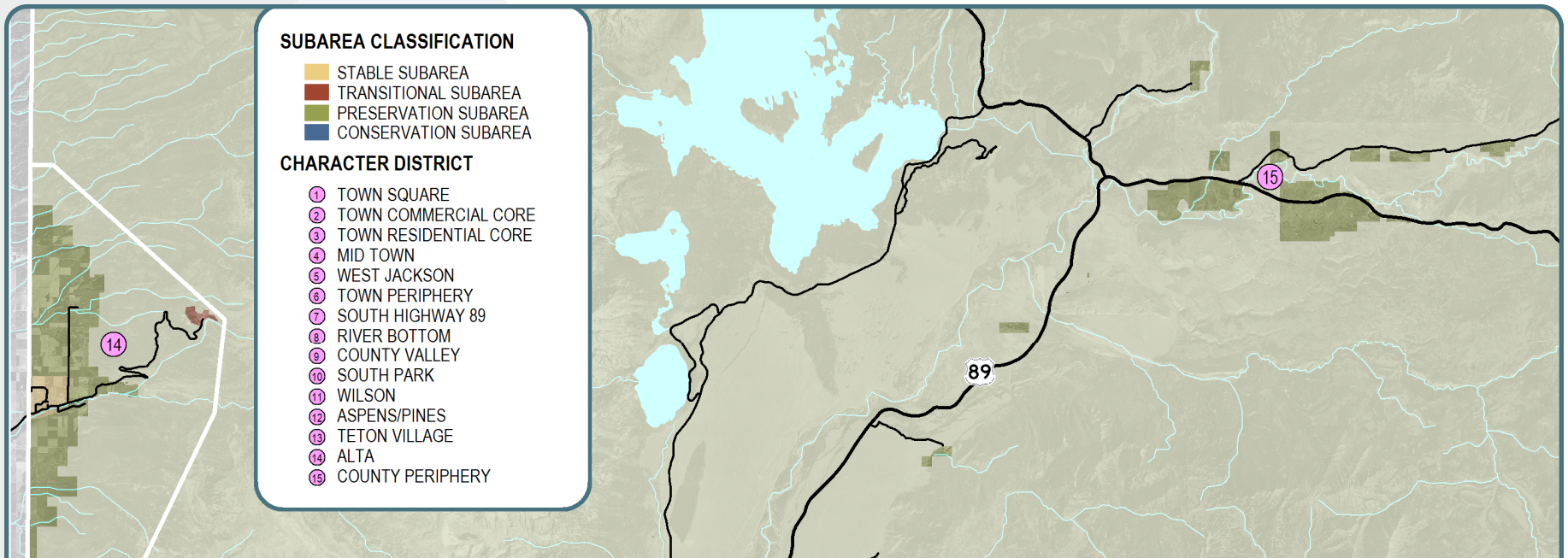
- Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

Preservation Subarea

- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

Conservation Subarea

- Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on enhanced conservation
- Areas that benefit from an increase in open space, scenic resources, and habitat enhancement
- Goals include balancing existing development with improved wildlife permeability and scenic enhancements



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22
390

Character Defining Features - Map Symbols

The Character-Defining Features Maps depict the characteristics that define each district and subarea. Below is a list of symbols and map attributes that are used on the maps. Locational characteristics are shown on the map using colored symbols or map attributes. Other aspects depicted using black symbols, generally apply to a subarea but are not location-specific. All mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations for certain attributes.

Common Value 1 – Ecosystem Stewardship

Wildlife Permeability: Design for wildlife permeability should be a characteristic of the subarea.

Agriculture: Agricultural use should be characteristic of the subarea.

Wildlife Highway Crossing: Wildlife-vehicle collision mitigation emphasis site as identified by the Western Transportation Institute and Montana State University College of Engineering in 2012.

Crucial Habitat: Bald eagle, trumpeter swan, mule deer, elk, and/or moose crucial winter habitat; mule deer and/or elk migration corridor; and/or bald eagle and trumpeter swan nesting area; and/or cutthroat trout spawning area as identified by the Conservation Research Center of Teton Science Schools in 2008.

Scenic Corridor/Vista: Scenic highway corridors and vistas, as identified on 1994 Community Issues Maps.

Common Value 2 – Growth Management

Gateway: A gateway into the community.

Public Parking: Existing parking provided by the Town of Jackson as of 2012.

Road Corridor Enhancement: A roadway corridor that will be characterized in the future by enhanced pedestrian and commercial vitality.

Creek Corridor Enhancement: A creek within a Complete Neighborhood that will be characterized in the future by enhanced recreational opportunities and ecological value.

Common Value 3 – Quality of Life

Workforce Housing: Housing occupied by the workforce should be a characteristic of the subarea.

START Service: START service should be a characteristic of the subarea.

Local Convenience Commercial: Local convenience commercial should be located within the subarea.

Industrial: Light industrial and heavy retail use should occur in the subarea.

Parks and Recreation: Existing parks and recreation facilities as of 2012.

School: Existing schools as of 2012.

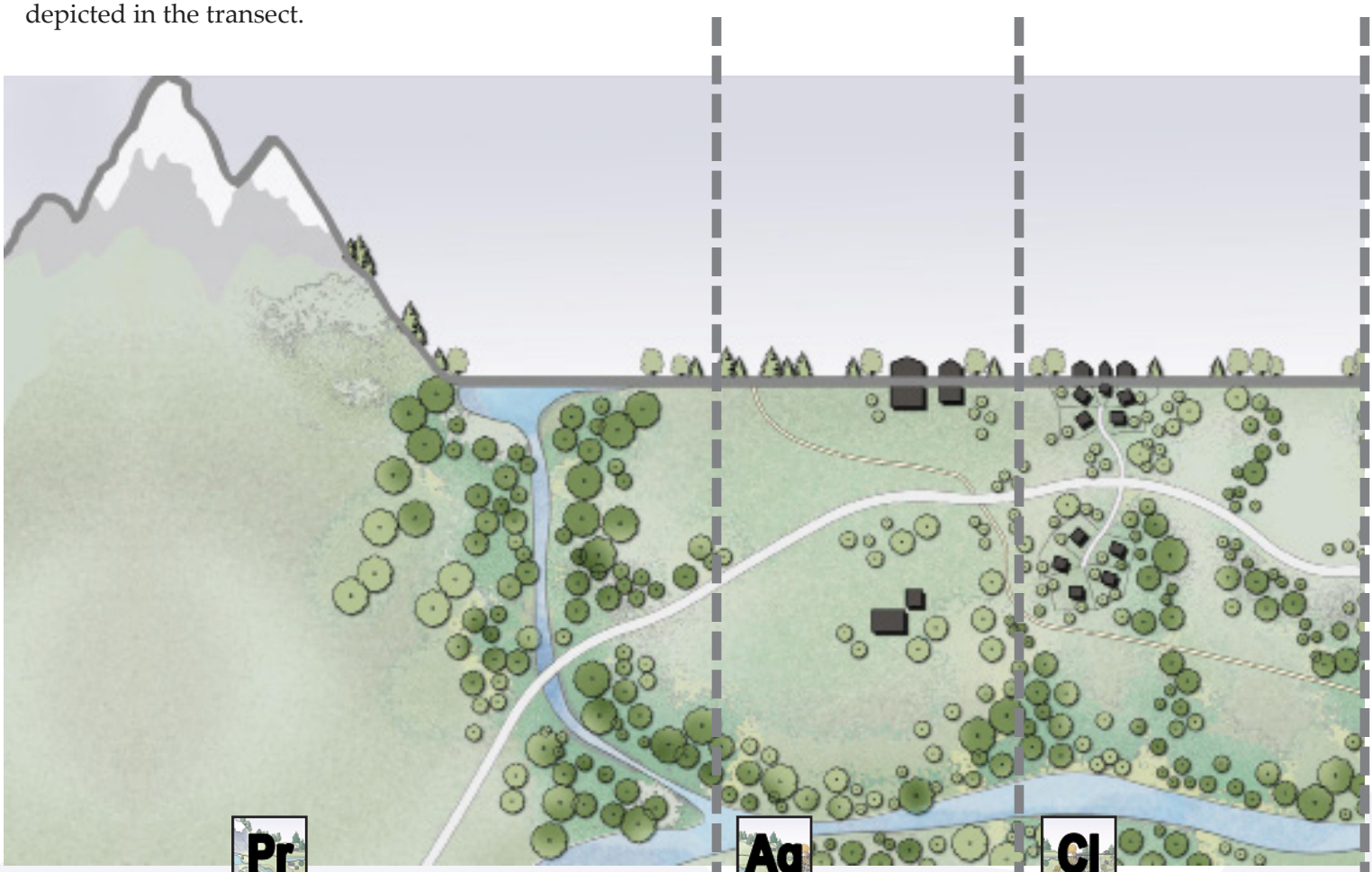
Critical Transportation Network Project: Transportation network projects identified in Policy 7.2.d.

Existing/Proposed Pathways: Existing and proposed pathways identified in the Pathways Master Plan (2007).

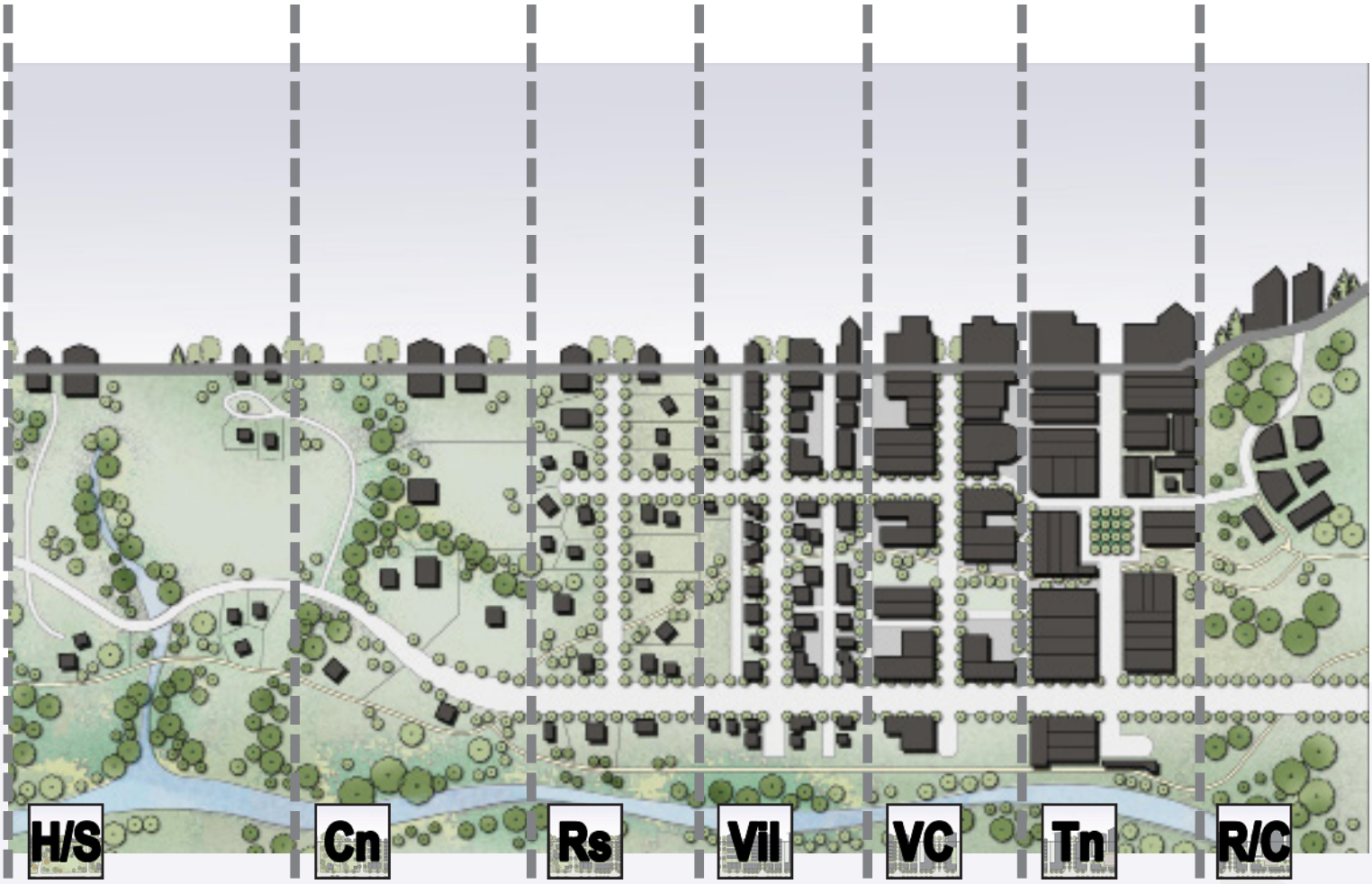
Improved Interconnectivity: An area that will be characterized in the future by increased interconnectivity.

Character Defining Features - Neighborhood Form Continuum

A Neighborhood Form identifies the general pattern and intensity of development representative of an individual character. One or more Neighborhood Forms are associated with each subarea. Below is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities that define our character. The table below the transect describes characteristic acreages, heights, uses, and special considerations for each Neighborhood Form. These general characteristics are not prescriptive and are only meant to help explain the general pattern and intensity depicted in the transect.



	Preservation	Agriculture	Clustering
Acres	n/a	70+	35+
Height	n/a	n/a	2 story
Use	Preservation	Residential, Conservation	Residential, Conservation
Special Considerations	Preserved open space, wildlife habitat	Agricultural exemptions + incentives, scale of historic agricultural compounds	Improved wildlife habitat, open space and scenic protection with respect for private property rights, integrated transportation planning, scale of historic agricultural compounds



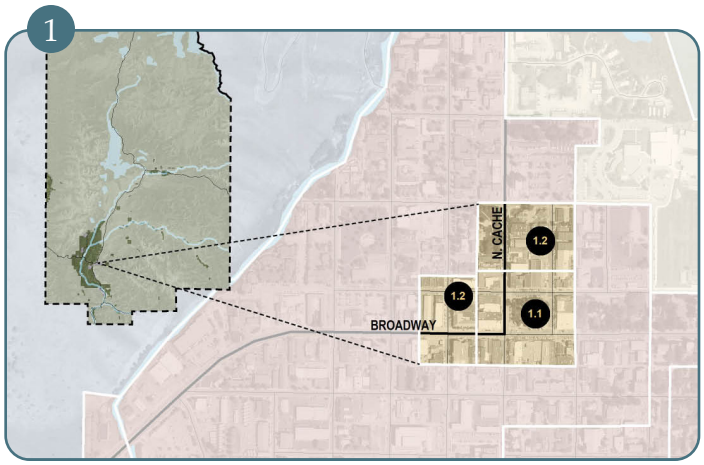
Habitat/Scenic	Conservation	Residential	Village	Village Center	Town	Resort/Civic
+/- 35	1-5	± 1	n/a	n/a	n/a	n/a
2 story	2 story	2 story	2-3 story	2-3 story	2-3 story	n/a
Residential, Conservation	Residential	Residential	Residential, Local Convenience Commercial, Civic	Residential, Commercial, Industrial, Civic	Residential, Commercial, Civic	Resort, Civic
Design for wildlife and/ or scenery, scale of historic agricultural compounds	Design for wildlife and/or scenery, predominance of landscape over built form	Design for wildlife and/ or scenery, predominance of landscape over built form	Variety of housing types, complete streets, workforce housing	Mixed use, pedestrian oriented, complete streets, workforce housing	Pedestrian oriented, public spaces, complete streets, workforce housing, employment center	Master Planned, more intense development, public, semi-public facilities

What Does the Illustration of the Vision Address?

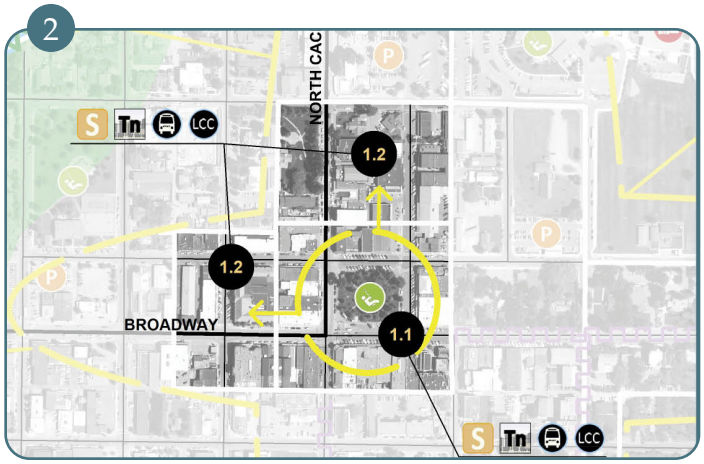
Our community's Vision is illustrated in 15 Character Districts. Each Character District has unique issues, opportunities, and objectives. Each Character District contributes to the overall implementation of the Comprehensive Plan and will ensure that preservation and development occur in the desired amount, location, and type throughout the community.

Each Character District is composed of 6 parts:

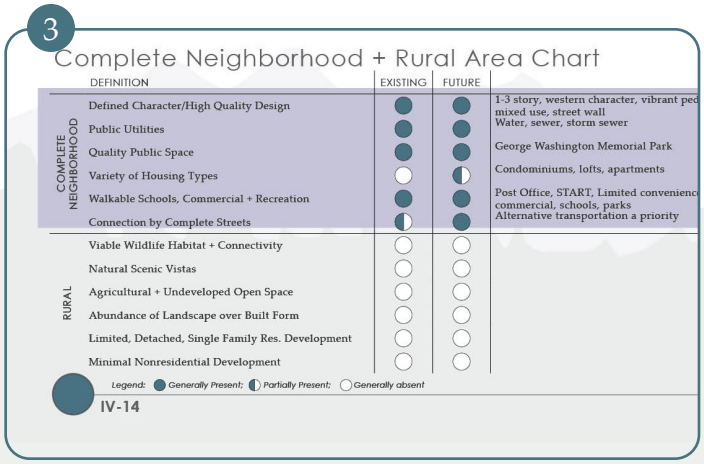
1. The Vicinity Map identifies the district boundaries and the size of the district in relation to the entire community. It also depicts the boundaries of the district subareas and their Stable, Transitional, Preservation, or Conservation classification.



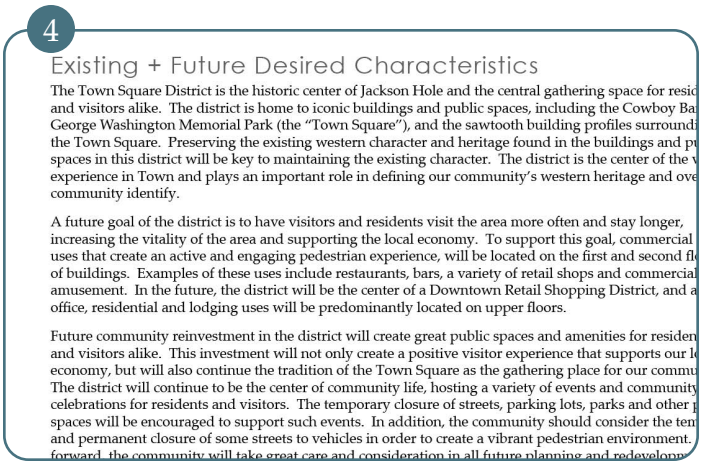
2. The Character-Defining Features Map depicts the 2012 and future characteristics that define each district and subarea. Characteristics are described through mapping or shown symbolically. Mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations of attributes. A complete list of symbols used on the maps can be found on pages IV-8 and IV-9.



3. The Complete Neighborhood/Rural Area Table indicates whether the district had the characteristics of a Complete Neighborhood or a Rural Area in 2012. It also demonstrates whether those characteristics will be maintained or enhanced in the future. This table serves to explain the classification of the district and identify the district's broad focus, fundamental issues, and opportunities.



4. Existing + Future Characteristics describe in words the 2012 and future character of the district, focusing on the elements of character that should be preserved or enhanced. This chapter provides the overall goals and vision for the district.


4

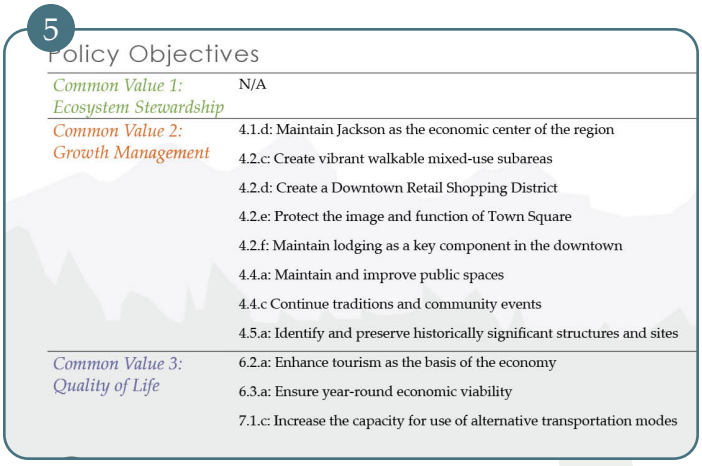
Existing + Future Desired Characteristics

The Town Square District is the historic center of Jackson Hole and the central gathering space for resid and visitors alike. The district is home to iconic buildings and public spaces, including the Cowboy Ba George Washington Memorial Park (the "Town Square"), and the sawtooth building profiles surround the Town Square. Preserving the existing western character and heritage found in the buildings and pu spaces in this district will be key to maintaining the existing character. The district is the center of the v experience in Town and plays an important role in defining our community's western heritage and ove community identify.

A future goal of the district is to have visitors and residents visit the area more often and stay longer, increasing the vitality of the area and supporting the local economy. To support this goal, commercial uses that create an active and engaging pedestrian experience, will be located on the first and second fl of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. In the future, the district will be the center of a Downtown Retail Shopping District, and a office, residential and lodging uses will be predominantly located on upper floors.

Future community reinvestment in the district will create great public spaces and amenities for residen and visitors alike. This investment will not only create a positive visitor experience that supports our l economy, but will also continue the tradition of the Town Square as the gathering place for our commu The district will continue to be the center of community life, hosting a variety of events and community celebrations for residents and visitors. The temporary closure of streets, parking lots, parks and other p spaces will be encouraged to support such events. In addition, the community should consider the tem and permanent closure of some streets to vehicles in order to create a vibrant pedestrian environment. forward, the community will take great care and consideration in all future planning and redevelopm

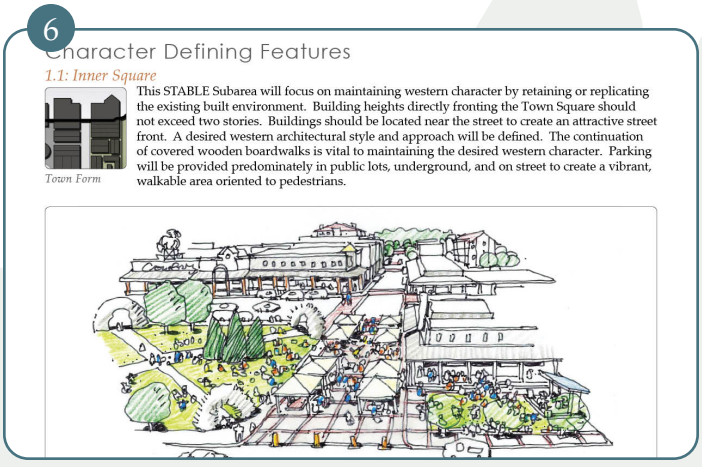
5. The Policy Objectives are policies from the Common Values of Community Character chapters of the Comprehensive Plan that are particularly relevant and should be implemented in the district. There may be other policies that apply to the district, but these are the key objectives to be met in the district for the community to achieve our Vision.


5

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed-use subareas
	4.2.d: Create a Downtown Retail Shopping District
	4.2.e: Protect the image and function of Town Square
	4.2.f: Maintain lodging as a key component in the downtown
	4.4.a: Maintain and improve public spaces
	4.4.c Continue traditions and community events
	4.5.a: Identify and preserve historically significant structures and sites
Common Value 3: Quality of Life	6.2.a: Enhance tourism as the basis of the economy
	6.3.a: Ensure year-round economic viability
	7.1.c: Increase the capacity for use of alternative transportation modes

6. The Character-Defining Features describe each subarea through text, Neighborhood Forms, and photos and/or drawings. The focus of the description is the character priorities that will allow for the desired character of the district, and consequently, the community Vision to be achieved. The Neighborhood Form(s) depict the general pattern and intensity of development that meets the desired character, while the illustrations and/or photos provide a more detailed illustration of the desired built form. The entire continuum of Neighborhood Forms can be found on pages IV-10 and IV-11.


6

Character Defining Features

1.1: Inner Square

Town Form

This STABLE Subarea will focus on maintaining western character by retaining or replicating the existing built environment. Building heights directly fronting the Town Square should not exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

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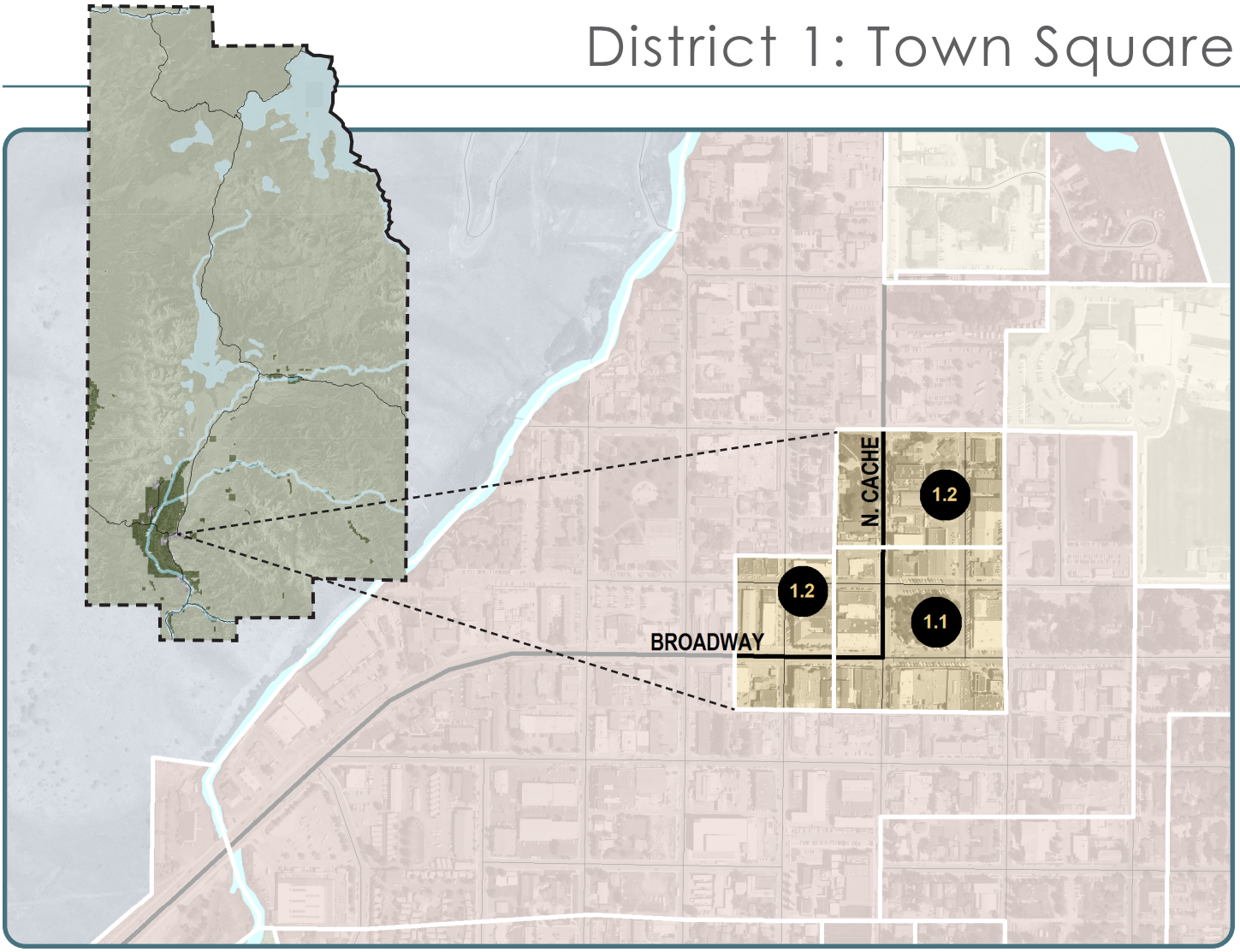
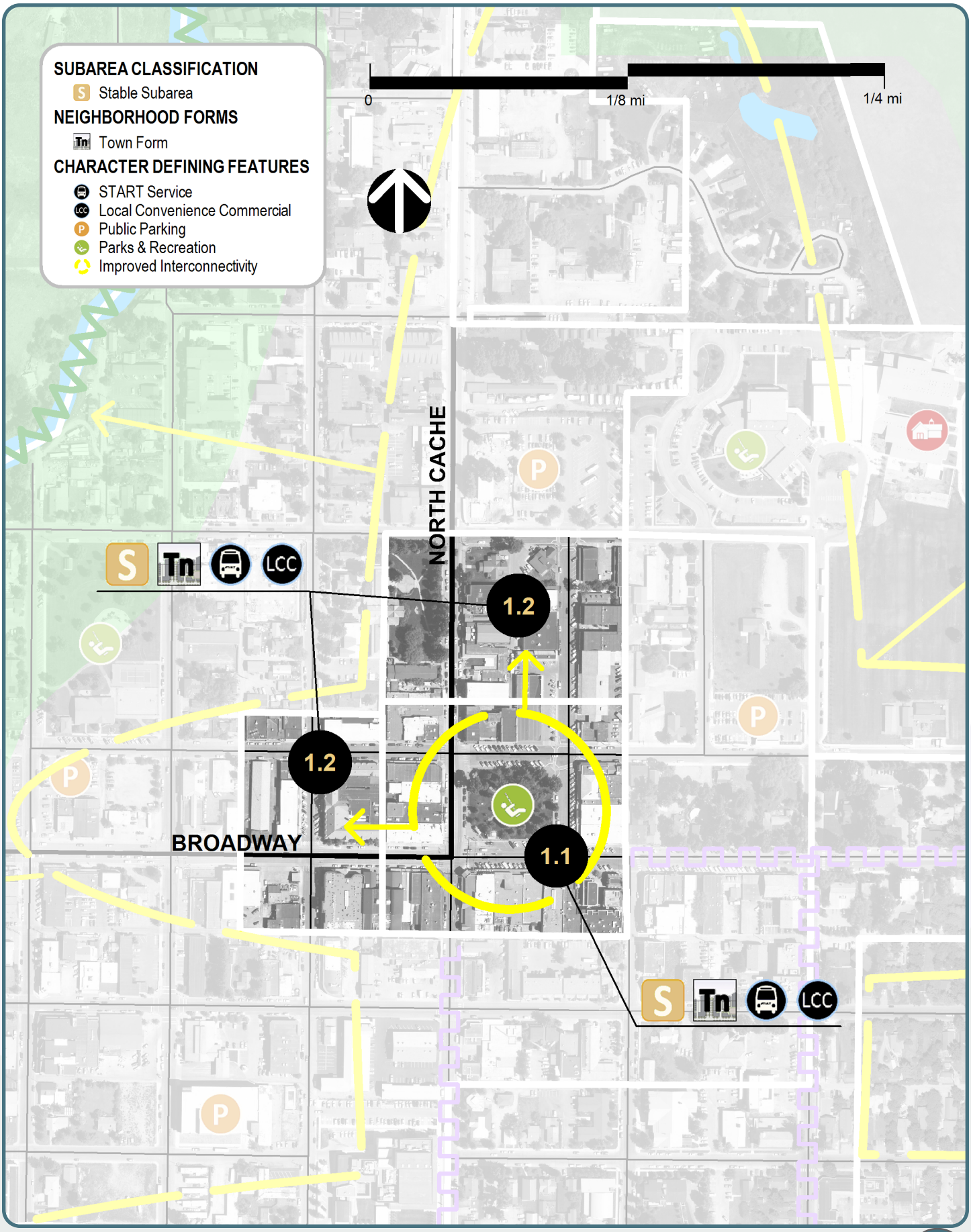
District 1: Town Square



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	●	●	1-3 story, western character, pedestrian vibrancy, street wall
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	George Washington Memorial Park
	Variety of Housing Types	○	◑	Condominiums, lofts, apartments
	Walkable Schools, Commercial + Recreation	●	●	Post Office, START, Limited convenience commercial, schools, parks
	Connection by Complete Streets	◑	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	○	○	
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◑ *Partially Present;* ○ *Generally absent*


SUBAREA CLASSIFICATION
S Stable Subarea
NEIGHBORHOOD FORMS
Tn Town Form
CHARACTER DEFINING FEATURES
START Service
LCC Local Convenience Commercial
P Public Parking
Parks & Recreation
Improved Interconnectivity
0
1/8 mi
1/4 mi
NORTH CACHE
BROADWAY
S
Tn
LCC
1.2
1.2
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2012 + Future Desired Characteristics

The Town Square District is the historic center of Jackson Hole and the central gathering space for residents and visitors alike. The district is home to iconic buildings and public spaces, including the Cowboy Bar, George Washington Memorial Park (the "Town Square"), and the sawtooth building profiles surrounding the Town Square. Preserving the western character and heritage found in the buildings and public spaces in this district will be key to maintaining the character. The district is the center of the visitor experience in Town and plays an important role in defining our community's western heritage and overall community identify.

A future goal of the district is to have visitors and residents visit the area more often and stay longer, increasing the vitality of the area and supporting the local economy. To support this goal, commercial uses that create an active and engaging pedestrian experience, will be located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. In the future, the district will be the center of a Downtown Retail Shopping District, and as such office, residential and lodging uses will be predominantly located on upper floors.

Future community reinvestment in the district will create great public spaces and amenities for residents and visitors alike. This investment will not only create a positive visitor experience that supports our local economy, but will also continue the tradition of the Town Square as the gathering place for our community. The district will continue to be the center of community life, hosting a variety of events and community celebrations for residents and visitors. The temporary closure of streets, parking lots, parks and other public spaces will be encouraged to support such events. In addition, the community should consider the temporary and permanent closure of some streets to vehicles to create a vibrant pedestrian environment. Moving forward, the community will take great care and consideration in all future planning and redevelopment in the district.

Policy Objectives

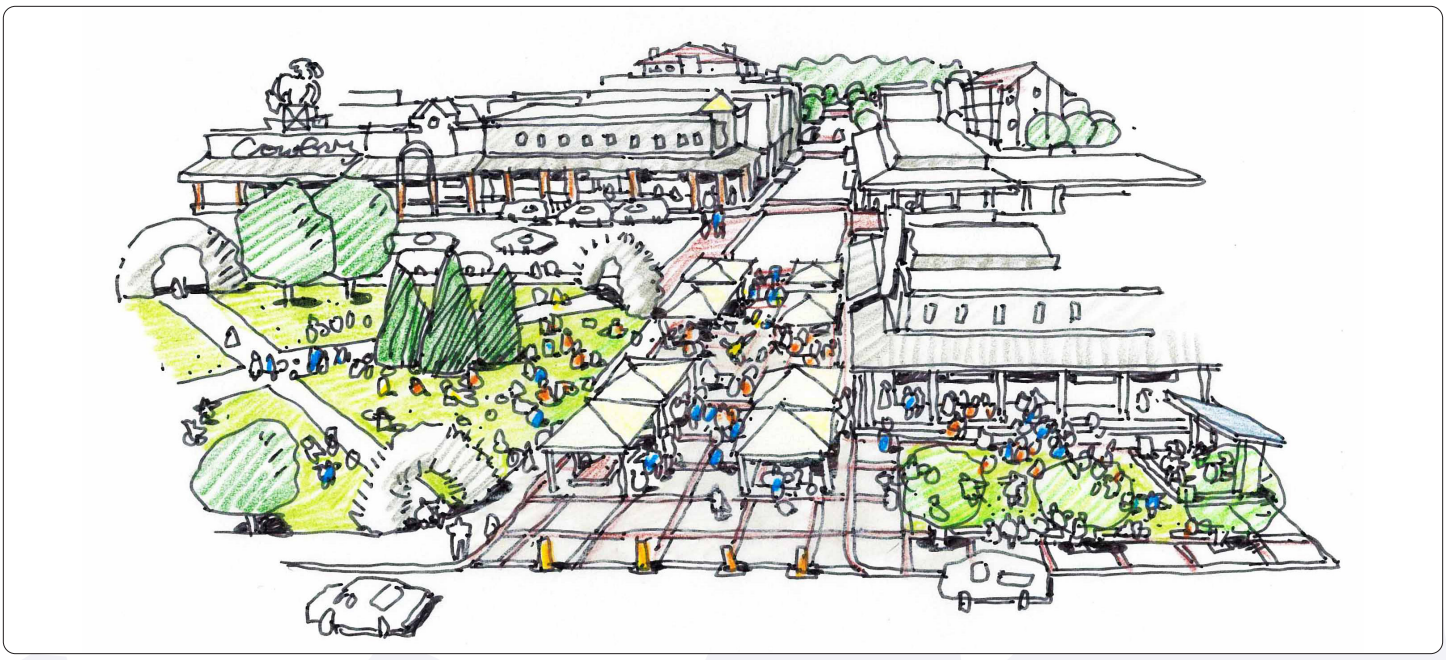
Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.d: Maintain Jackson as the economic center of the region 4.2.c: Create vibrant walkable mixed use Subareas 4.2.d: Protect the image and function of Town Square 4.2.e: Maintain lodging as a key component in the downtown 4.4.a: Maintain and improve public spaces 4.4.c Continue traditions and community events 4.5.a: Identify and preserve historically significant structures and sites
Common Value 3: Quality of Life	6.2.a: Enhance tourism as the basis of the economy 6.3.a: Ensure year-round economic viability 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

Character Defining Features

1.1: Inner Square

Town Form

This STABLE Subarea will focus on maintaining western character by retaining or replicating the built environment. Building heights directly fronting the Town Square should not exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

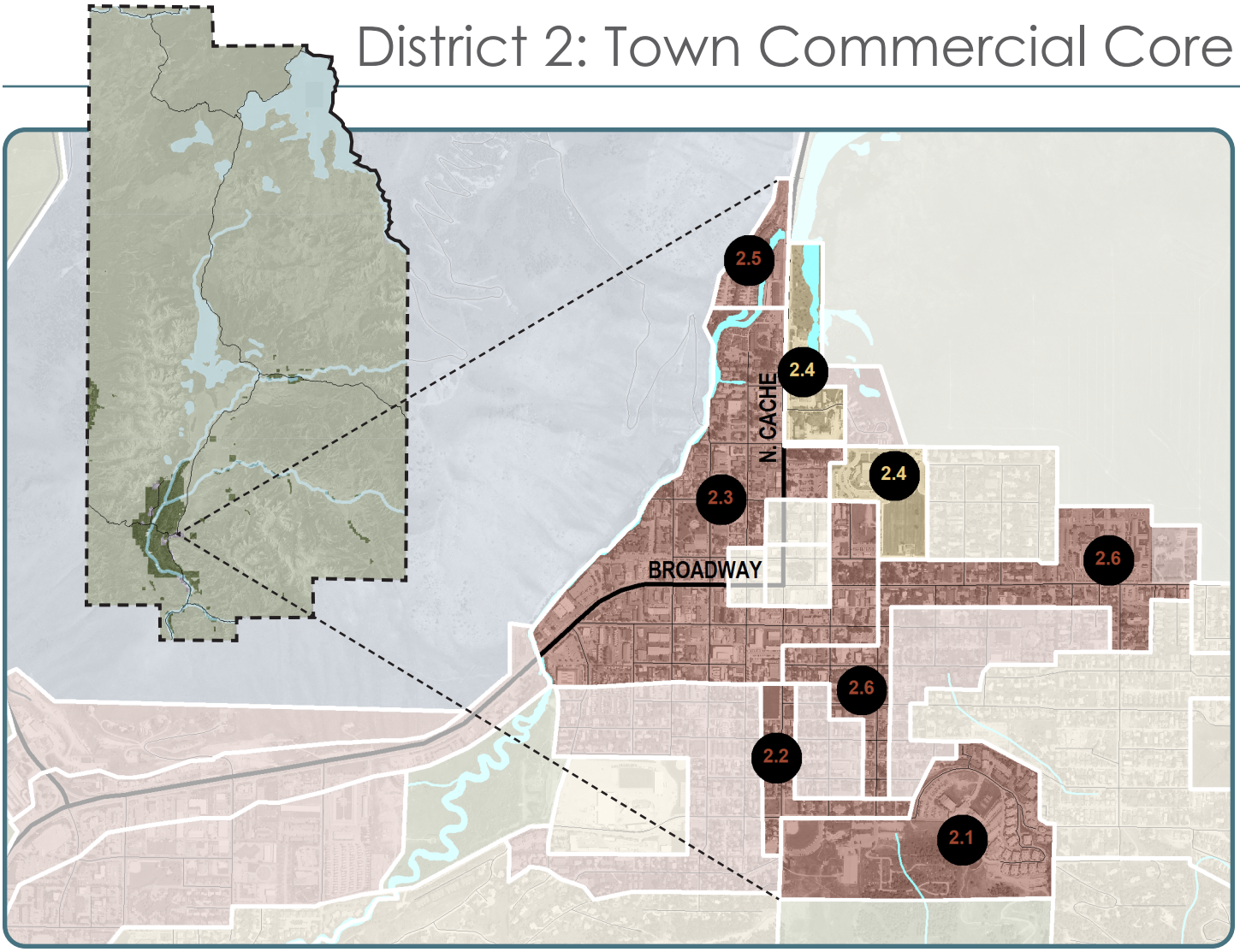


1.2: Outer Square

Town Form

This STABLE Subarea will focus on maintaining western character consistent with the character of the district. Building heights will be allowed up to three stories, to provide lodging, residential and other non-residential uses on upper floors supporting our tourist economy and Growth Management goals. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined in coordination with the Inner Square (Subarea 1.2). The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

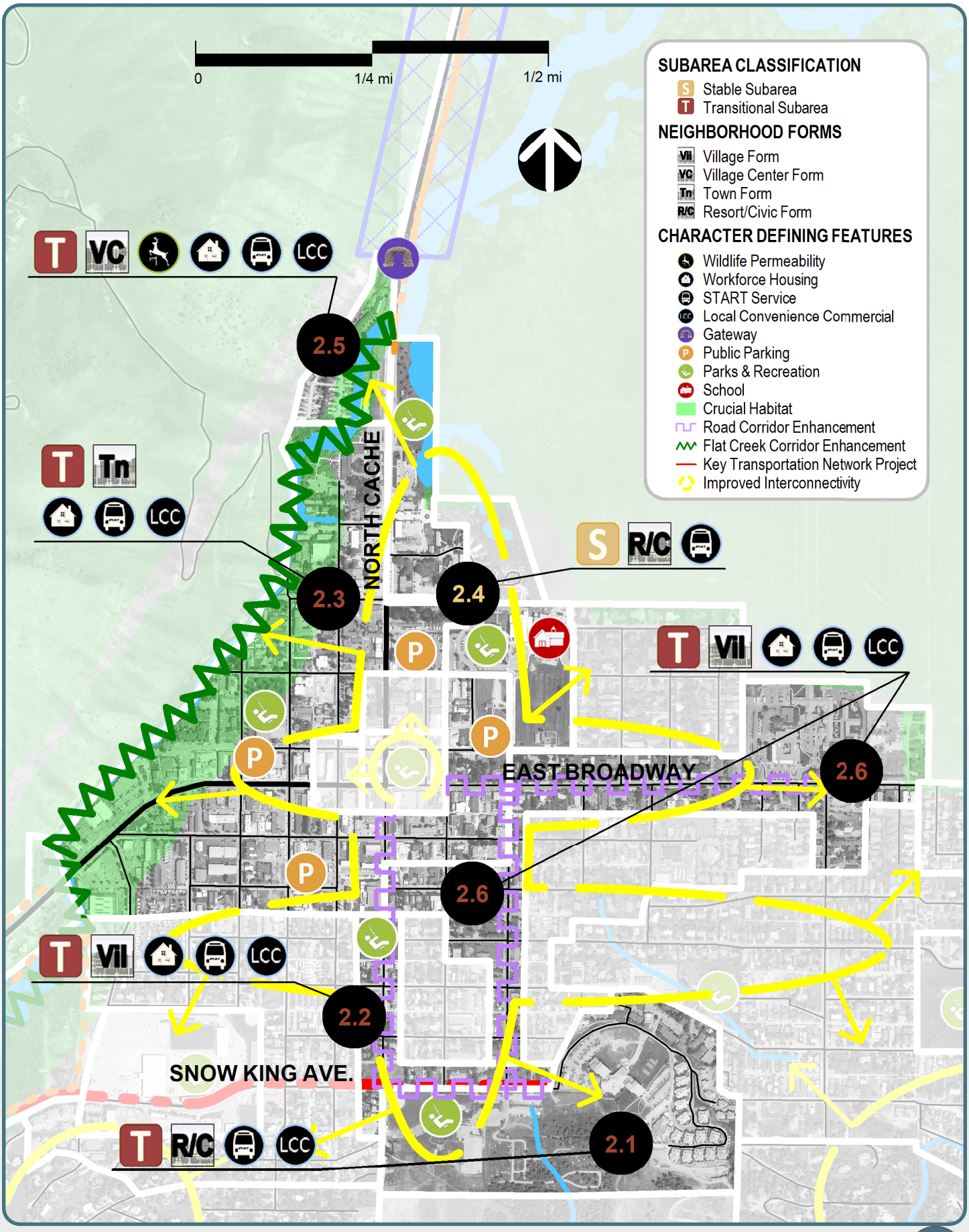
District 2: Town Commercial Core



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	●	2-3 stories, vibrant pedestrian mixed use, street wall
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	Miller Park, Phil Baux Park, Snow King, Center for the Arts
	Variety of Housing Types	◐	●	Duplex, condominiums, apartments, multifamily
	Walkable Schools, Commercial + Recreation	●	●	Post Office, START, Limited convenience commercial, school, parks, pathways
	Connection by Complete Streets	◐	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	○	◐	Flat Creek enhancements
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*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SUBAREA CLASSIFICATION
Stable Subarea
Transitional Subarea
NEIGHBORHOOD FORMS
Village Form
Village Center Form
Town Form
Resort/Civic Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
Local Convenience Commercial
Gateway
Public Parking
Parks & Recreation
School
Crucial Habitat
Road Corridor Enhancement
Flat Creek Corridor Enhancement
Key Transportation Network Project
Improved Interconnectivity
NORTH CACHE
EAST BROADWAY
SNOW KING AVE.
2.1
2.2
2.3
2.4
2.5
2.6

2012 + Future Desired Characteristics

The Town Commercial Core is the economic hub of Teton County. The district contains a significant amount of the community's commercial uses, employment opportunities and lodging capacity. The future goal is to create a vibrant pedestrian-oriented mixed use district with a variety of non-residential and residential uses. A key component of achieving this goal will be to have visitors and residents visit the area more often and stay longer by increasing the availability of lodging and residential units and creating a vibrant Retail Shopping District.

Our community will strive to find creative solutions to develop the district into a year-round economic hub, by maintaining high lodging occupancy and sales tax collections during the shoulder seasons (April-May and October-November). Finding the correct balance of non-residential, non-profit and residential uses will be key to ensuring that the district remains economically and socially viable. In addition, it will be important to provide opportunities for local entrepreneurs and businesses that choose to locate in the community for our lifestyle.

The district is anchored by two primary economic and community centers, each with their own unique identity and role - Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). A key goal of the district will be to better connect these subareas for each to benefit from the other's vitality, complementary uses, and activities while supporting the overall success of the district as the center for our tourist based economy.

Historically, buildings have been one, two or three stories, oriented both to the street and to large parking areas provided onsite. New buildings should be pulled to the street, creating an attractive street wall with parking located predominantly underground or out of sight. In the future the district should be defined by strategically located public parking lots and on street parking. This will create a welcoming pedestrian experience where visitors and residents park once and enjoy a variety of uses and community events on foot. Flat Creek is the significant natural feature of this district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community. An important goal of the district will also be the enhancement of the northern gateway into Town at the Flat Creek bridge consistent with Policy 4.4.b.

The gridded network of streets and alleys create connectivity and redundancy for both pedestrians and the automobile and should be maintained. Future improvements to the district's streetscape to create inviting public spaces and accommodate a wide array of complete street amenities will be essential to achieving a vibrant mixed use district. Public reinvestment in this district will be encouraged to create great public spaces and amenities for residents and visitors alike.

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing 4.1.d: Maintain Jackson as the economic center of the region 4.2.c: Create vibrant walkable mixed use Subareas 4.2.e: Maintain lodging as a key component in the downtown 4.4.b: Enhance Jackson gateways 4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options 6.2.b: Support businesses located in the community because of our lifestyle 6.2.c: Encourage local entrepreneurial opportunities 6.3.a: Ensure year-round economic viability 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

Character Defining Features

2.1: Snow King Resort

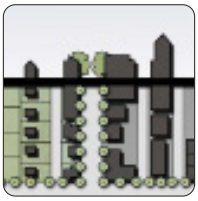
Resort/ Civic Form

This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the "Town Hill", providing a host of winter and summer recreational amenities.

In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, to support the local tourism-based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

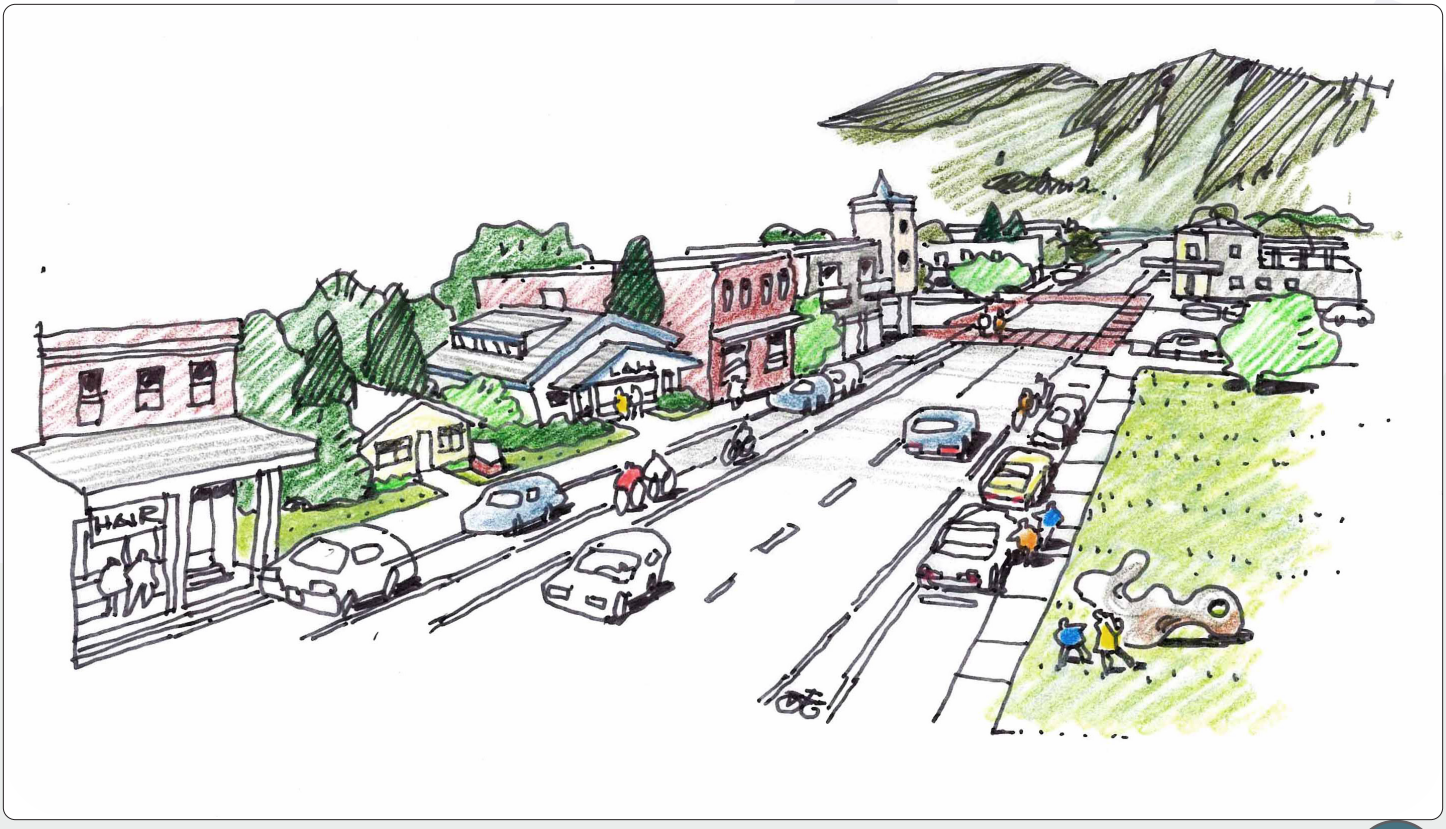
2.2: Snow King and South Cache Corridors



Village Form

This TRANSITIONAL Subarea is envisioned as a pedestrian-oriented mixed use corridor comprised of mixed use and/or multifamily residential structures. The goal of the corridor will be to provide an attractive pedestrian link between Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). The corridor is anchored by the Center for the Arts, the community hub for cultural events and activities and other public spaces, including the Center for the Arts Park, Phil Baux Park and the Snow King base area.

The goal of this subarea will be to provide an attractive pedestrian link between Downtown, Snow King and the many under-utilized public spaces in the area. To achieve this, ground-level uses should add vitality and street life that support the Center for the Arts and attract residents and visitors to the subarea. Upper floors should provide residential uses, designed to promote workforce housing. Buildings should be two stories in height and front the street. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.



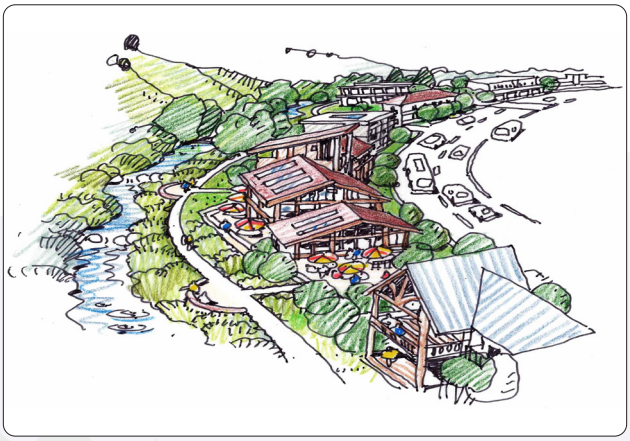
2.3: Downtown

Town Form

This large, mixed use, TRANSITIONAL Subarea currently consists of a variety of retail, restaurant, office and other commercial activities, along with long-term residences and lodging in a variety of building sizes and forms. Downtown is the center of civic, cultural, economic and social activity for our community as well as the center of the visitor experience, as a significant amount of lodging is located here. The 2012 character and built form is varied and inconsistent.

The goal of this subarea is to create a vibrant mixed use area by accommodating a variety of uses and amenities. The subarea will be the starting point for the development of a refined Lodging Overlay boundary and future discussion of the type and size of lodging desired. A key challenge will be to provide a balance between lodging and long-term residential housing. Future structures will be predominantly mixed use, while multifamily structures will be allowed if it properly addresses the street. Commercial uses that create an active and engaging pedestrian experience will be predominantly located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. Furthermore, as portions of the subarea will be located within a future Downtown Retail Shopping District, uses such as office, residential and lodging will be predominantly located on upper floors.

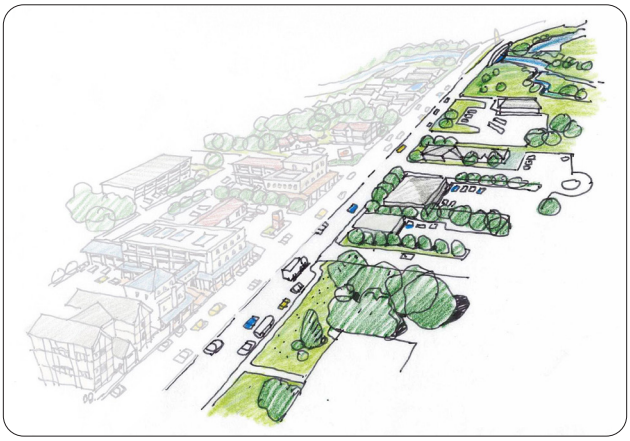
A goal of this subarea will be to create a consistent building size and form. In the future, a variety of two to three story buildings are desired. A fourth floor could be considered when a project is providing additional benefits such as, workforce housing. Buildings should be located to create an attractive street wall and take advantage of good urban design principles including massing, articulation and the provision of public space. The pedestrian realm will be of great importance in this mixed use subarea, and emphasis should be placed on adding improvements focusing on the pedestrian experience. Parking should continue to be provided predominately in public lots and on street to create a vibrant, walkable area that is oriented to the pedestrian. On-site parking should be predominantly underground or screened from view. Future redevelopment should enhance the Flat Creek corridor for recreational and ecological purposes. Buildings should front onto the creek to provide opportunities for interaction and enjoyment of this community resource.



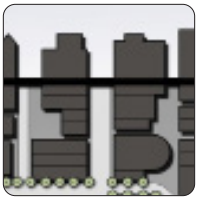
2.4: Public/Civic Campus

Resort/ Civic Form

This STABLE Subarea is defined by institutional facilities such as the Davey Jackson Elementary School, the Teton County/Jackson Recreation Center, and the various State and Federal Agencies along North Cache Street. This area will continue to provide these essential public services in a central location consistent with the sustainability and community service policies of the Plan. In the event that lands within this subarea are conveyed into private ownership, any development of non-public uses could require this subarea to be amended.

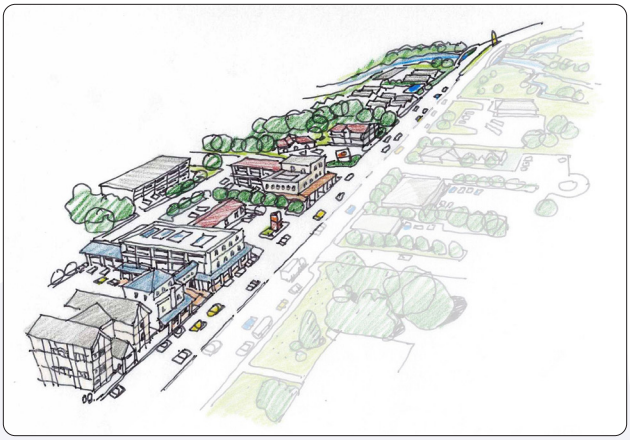


2.5: North Cache Gateway

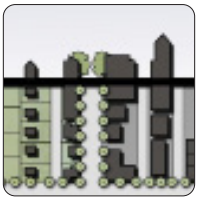


Village Center Form

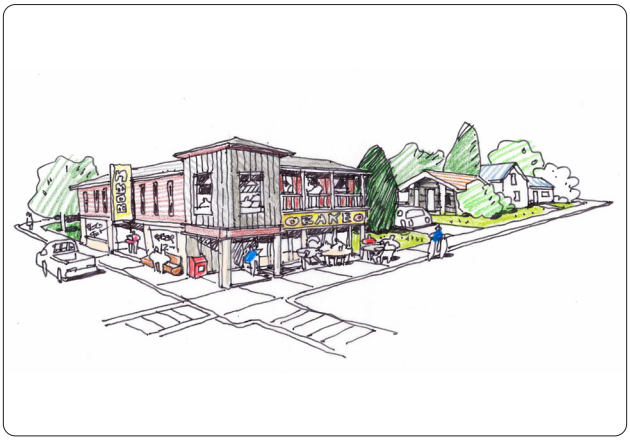
This mixed use, TRANSITIONAL Subarea will be characterized as a key gateway into the Town from the National Parks and the airport to the north. Flat Creek enhancement is of great importance here, and redevelopment should seek to promote Flat Creek as a recreational and ecological amenity. The 2012 mix of non-residential and residential uses, including workforce housing, are appropriate. The redevelopment of these uses should take the form of two and three story buildings that address North Cache Street and the Flat Creek corridor, with an emphasis on providing workforce housing. Redevelopment should maintain wildlife permeability and enhance the natural form and function of Flat Creek and the undeveloped hillsides. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape.



2.6: Mixed Use Office and Residential



Village Form



This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. The 2012 institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

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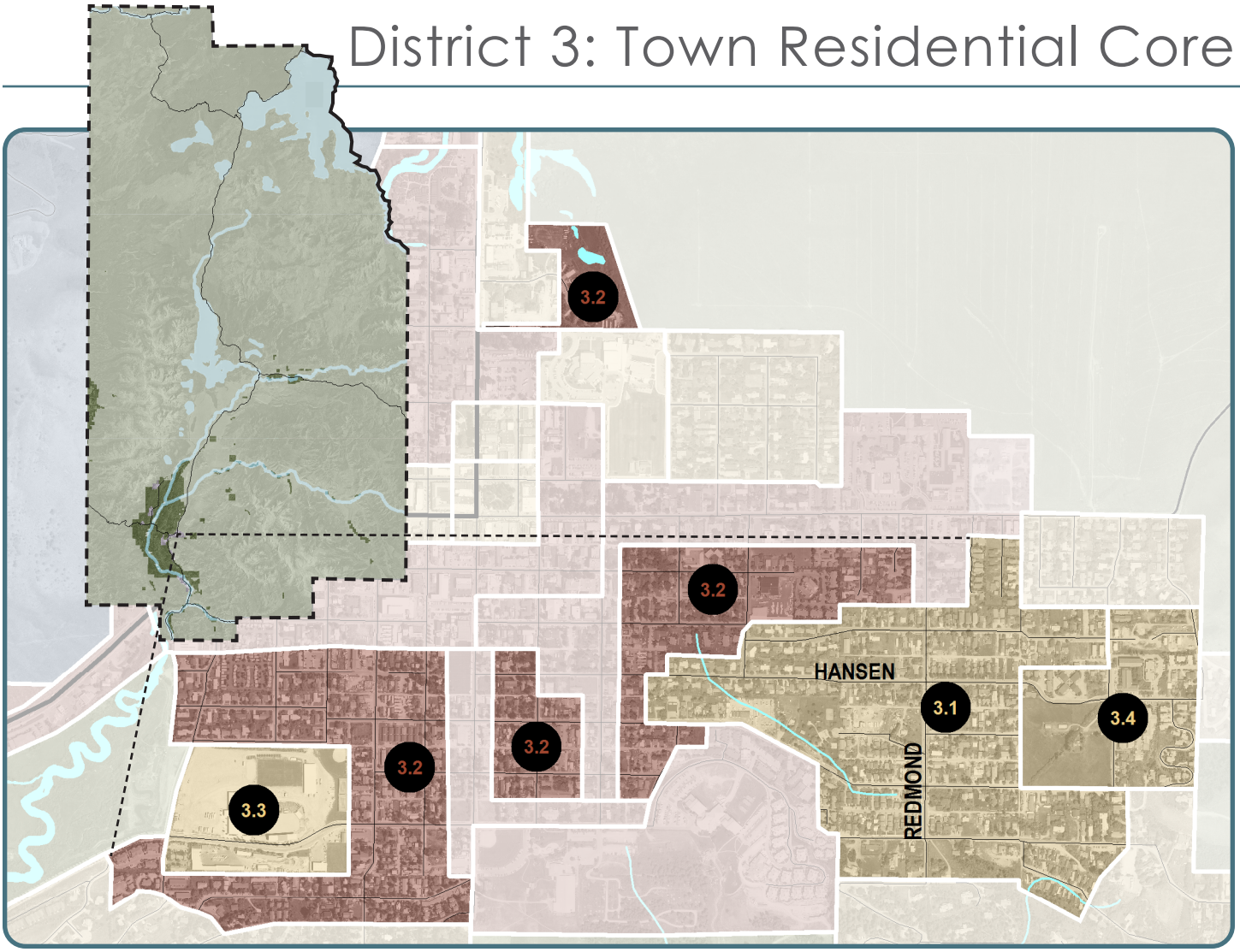
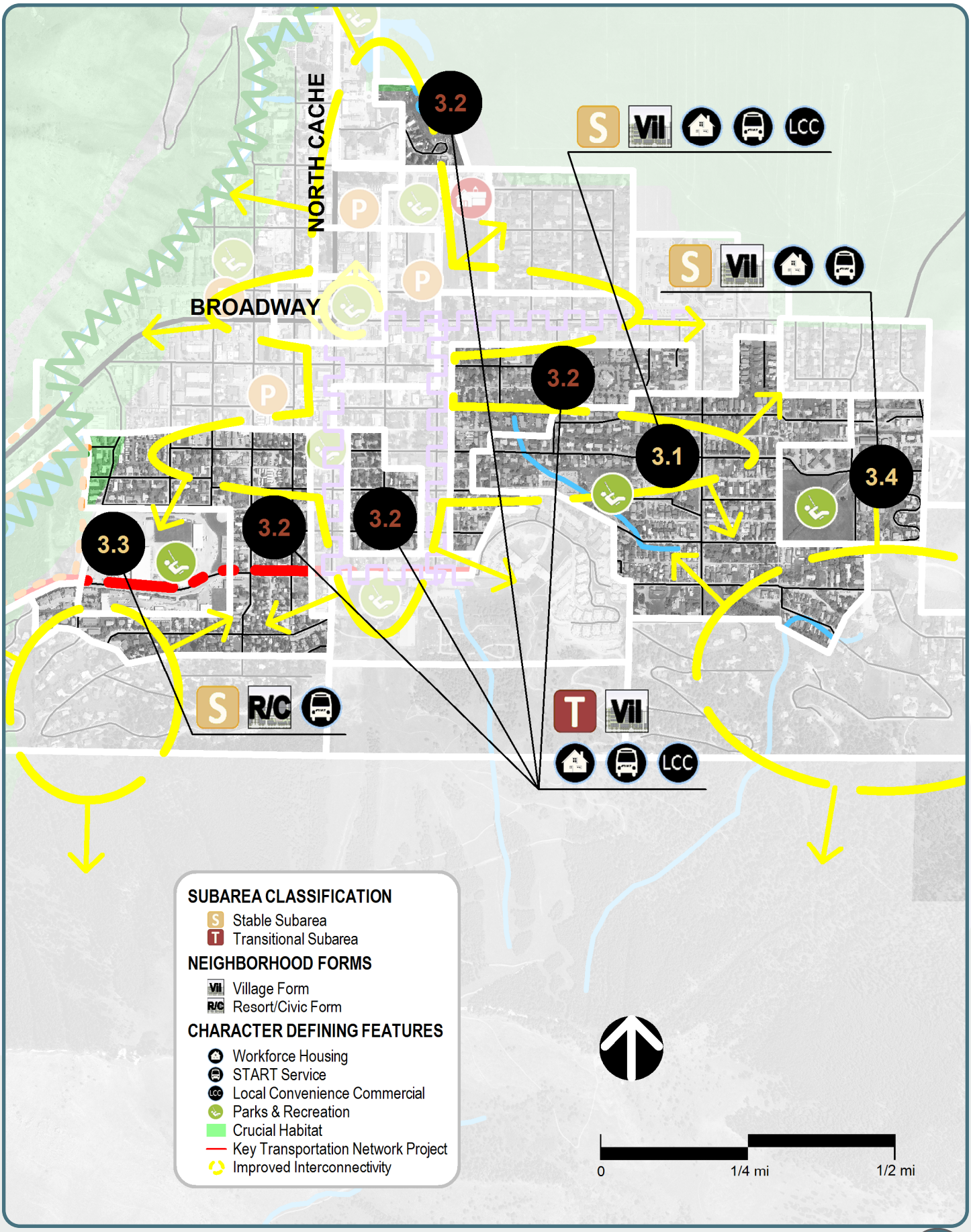
District 3: Town Residential Core



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◐	2-3 stories, variety of residential forms
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	Mike Yokel Park, May Park, Rodeo Grounds
	Variety of Housing Types	●	●	Single family, duplex, tri-plex and multifamily
	Walkable Schools, Commercial + Recreation	◐	●	START, limited convenience commercial, schools, parks, pathways
	Connection by Complete Streets	◐	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Flat Creek and Cache Creek enhancement
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	◐	◐	Limited convenience commercial

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


NORTH CACHE
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SUBAREA CLASSIFICATION
S Stable Subarea
T Transitional Subarea
NEIGHBORHOOD FORMS
VII Village Form
R/C Resort/Civic Form
CHARACTER DEFINING FEATURES
Workforce Housing
START Service
LCC Local Convenience Commercial
Parks & Recreation
Crucial Habitat
Key Transportation Network Project
Improved Interconnectivity
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1/2 mi

2012 + Future Desired Characteristics

The Town Residential Core is comprised of a variety of housing types and forms, including single family, duplex, tri-plex and multifamily occupied primarily by the local workforce. Some of the district's key characteristics are its proximity to the Town Commercial Core (District 2) employment opportunities and Complete Neighborhood amenities, a 2012 gridded transportation network, and a mix of low to high density residential development.

The district is envisioned to contain a variety of residential densities, a variety of residential types (such as single family, duplex, tri-plex and multifamily), and a variety of building sizes to maintain and meet our community's Growth Management and workforce housing goals. The consolidation of multiple lots to create larger single family homes is inconsistent with the district's existing and desired character. An important goal within the district will be to reestablish a strong sense of ownership by this district's residents.

The gridded transportation system, including areas with and without alleys, provides great connectivity for all modes and should be maintained and enhanced whenever possible. Complete street amenities, including continued and expanded START service, are appropriate and should be added at every opportunity in keeping with the existing residential character. These amenities should be developed to link residents to key community features found in the district, including parks, schools, and local convenience commercial. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved to support regional transportation goals.

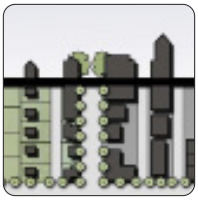
The district is well-served by a majority of Complete Neighborhood amenities that should be maintained and enhanced in the future. Limited local convenience commercial and mixed use office development is currently found in the district and should continue in the future to achieve the Complete Neighborhood and economic sustainability goals of the Plan. A full-service grocery store in the eastern part of the district would limit trips across town. The district is in need of redevelopment and reinvestment to ensure it is a desirable residential neighborhood with a strong sense of community ownership into the future.

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing 4.3.a: Preserve and enhance Stable Subareas 4.3.b: Develop Transitional Subareas 4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options 5.3.b: Preserve existing workforce housing stock 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

Character Defining Features

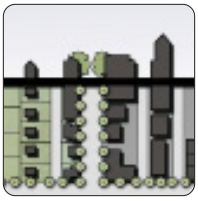
3.1: East Jackson



Village Form

This residential, STABLE Subarea will continue to provide a variety of housings types, including single family, duplex and tri-plex with up to three units per lot when both a street and alley frontage is provided and up to two units per lot when only street or alley access is provided. Multifamily development is not currently found in this area and is not desirable in the future. Being a Stable Subarea, the size and scale of future buildings will be compatible with the character of the area, which includes a wide variety of building sizes and scales. Structures will be of comparable bulk and scale regardless of the number of units provided therein. Up to two stories will be allowed and may be configured in a variety of layouts, with both attached and detached units. Structures should be pulled toward the street where possible and building footprints should be minimized to allow for adequate yards and landscaping. Some areas with single family character will maintain this characteristic in the future with only one dwelling unit per lot.

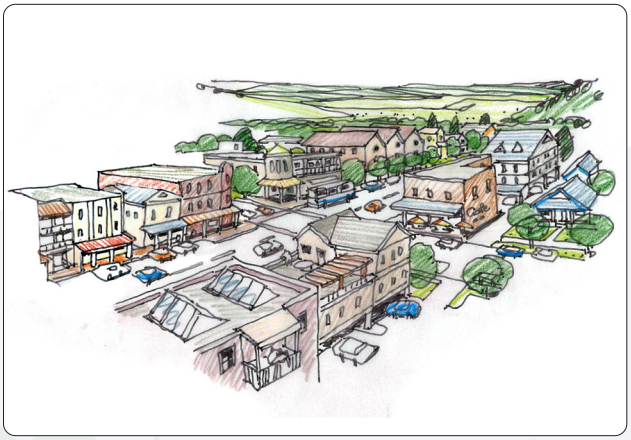
3.2: Core Residential



Village Form

This residential, TRANSITIONAL Subarea is currently made up of a variety of single family and multifamily residential types, with some larger residential developments and non-conforming commercial uses. Redevelopment, revitalization and reinvestment are highly desired in this subarea. Due to its central location in the core of Town near employment and Complete Neighborhood amenities, the future character of this subarea will include some increased density and larger buildings than in East Jackson (Subarea 3.1).

In addition, to the development pattern described for East Jackson (Subarea 3.1), multifamily residential uses will be encouraged to replace commercial uses and to blend the borders of the Town Commercial Core (District 2) with the Town Residential Core (District 3). Multifamily structures will be predominantly found on larger residential lots and along mixed use corridors. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. The density and intensity found in areas containing multifamily structures may be greater than what is generally allowable in other areas. For these larger structures, the dominant building mass should be located near the street and be broken into multiple smaller buildings when possible. Parking should be minimized and screened from view as much as possible. In areas where office uses have historically existed, consideration should be given to allow a mix of office and residential uses. Future mixed use office development should be of the same bulk, scale and intensity of the residential uses.

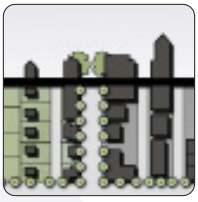


3.3: Rodeo Grounds Institutional Area

Resort/ Civic Form

This STABLE Subarea is characterized by its two institutional land uses - the rodeo grounds and the Town Public Works facility. The Town Public Works facility is an essential facility that should be maintained in its current, central location consistent with the sustainability and community services policies of the Plan. Similarly, the location and use of the Rodeo Grounds supports the Town as Heart of Region policies of this Plan and should be allowed to remain in its current location, unless an alternate location is identified. The future use of this subarea will be determined through a neighborhood planning process (referenced in Strategy 3.3.S.6). The neighborhood planning process is intended to identify the appropriate future location of the Teton County Fair and the best location for additional housing opportunities that enhances all three Common Values of Community Character. Any future neighborhood planning processes of this subarea will include consultation with Teton County.

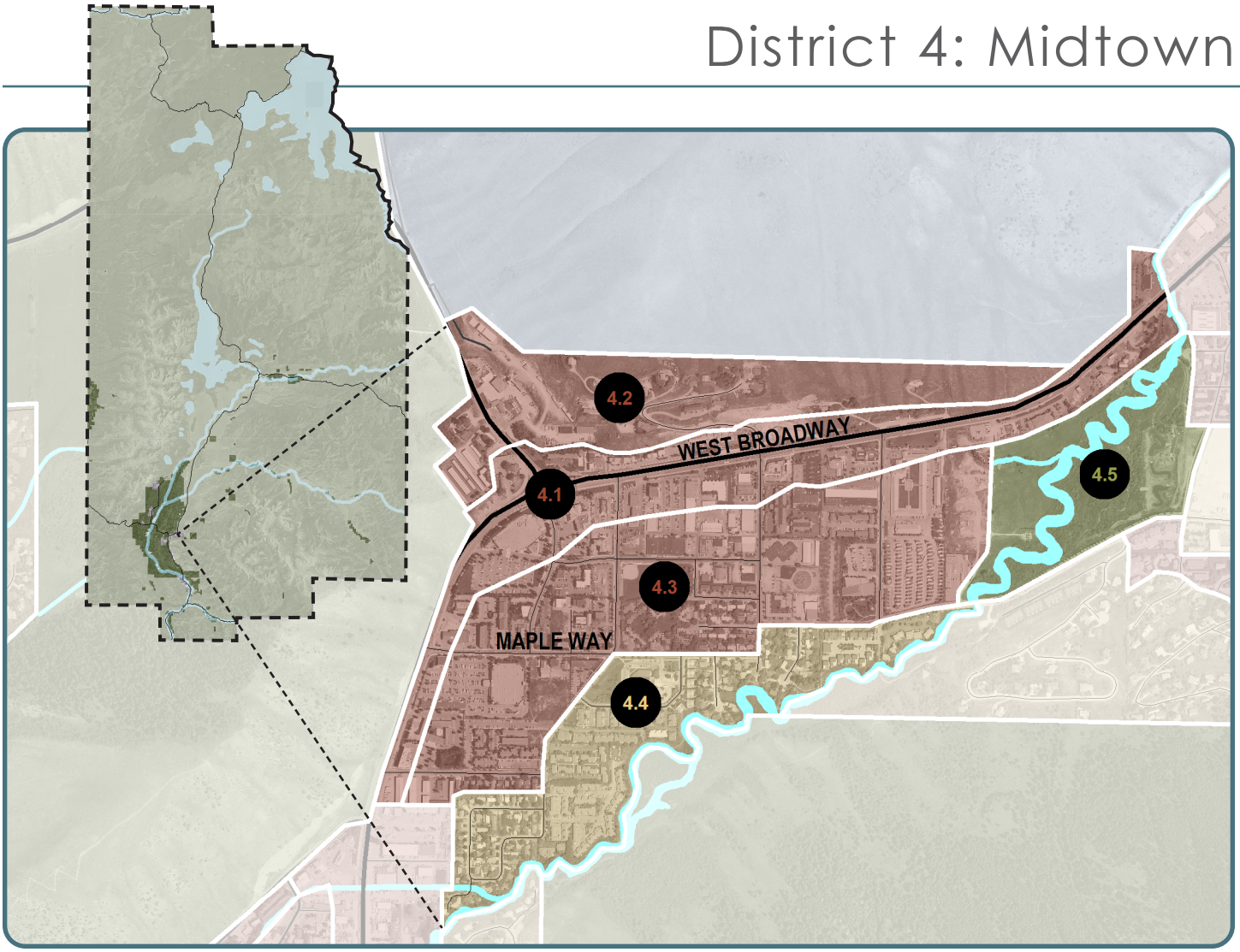
3.4: May Park Area



Village Form

This residential, STABLE Subarea currently provides a variety of housing types in a variety of building forms with a mix of rental and ownership units. Multifamily structures such as the Pioneer Homestead contain a significant number of units and serve a critical housing need in the community, which should be maintained and supported. The future character of this subarea will maintain the medium to high density development pattern with a mix of small lot single family, duplex, tri-plex, and multifamily structures. For all structures, the dominant building mass should be located near the street, with parking predominantly to the rear and screened from the view of the public right of way. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. These structures should be broken into multiple smaller buildings when possible. Any opportunity to extend the adjacent gridded street network through this area would be beneficial. A primary feature of this area is the currently undeveloped May Park. The future use and development of this park will increase the livability of the area and support the existing and future medium to high density residential development.

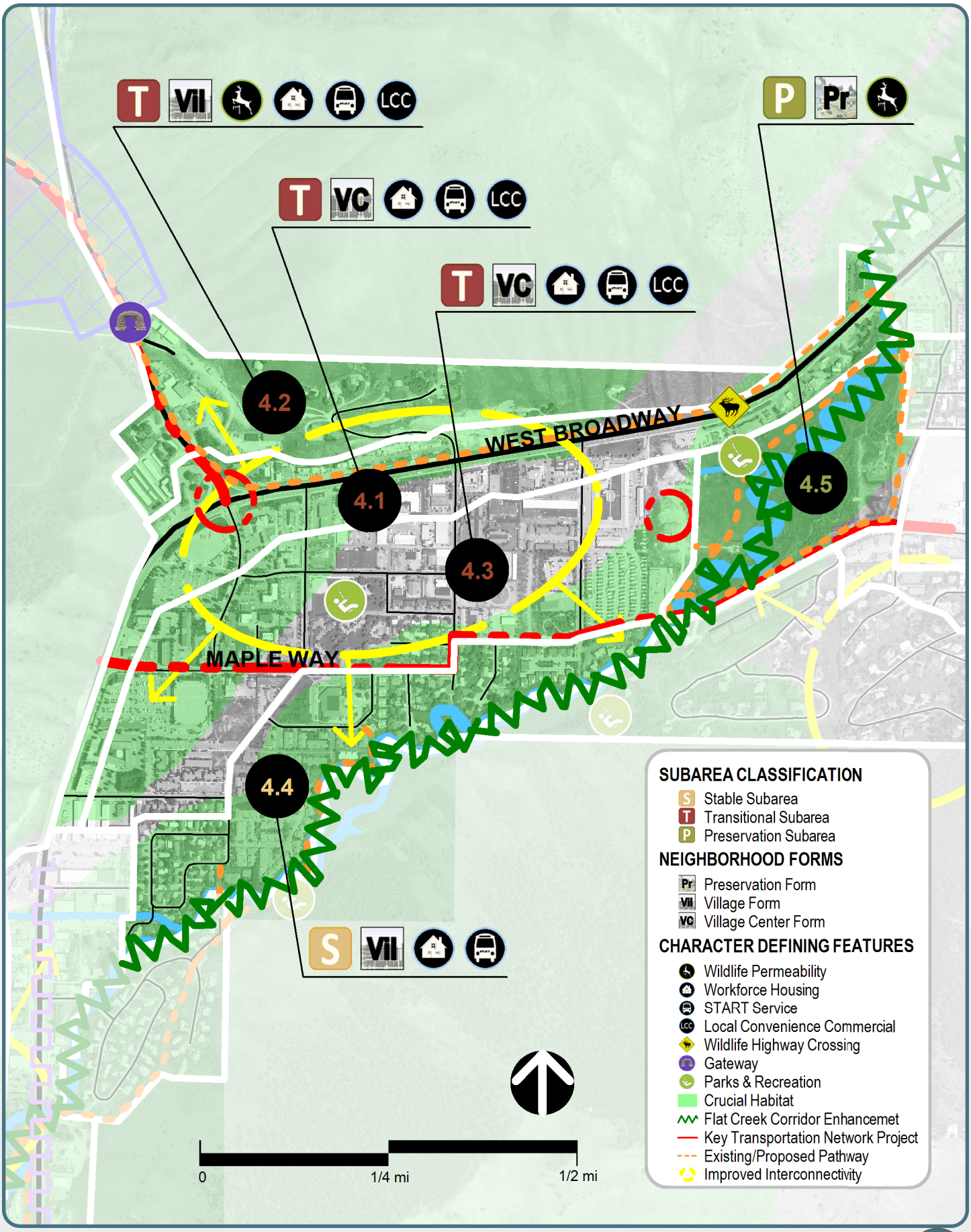
District 4: Midtown



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	●	2-3 stories, vibrant pedestrian mixed use, street wall with landscape buffer
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	Powderhorn Park, Karns Meadow and Garaman Park Pathway
	Variety of Housing Types	●	●	Single family, duplex, condominiums, townhomes, apartments, multifamily
	Walkable Schools, Commercial + Recreation	◐	●	Post office, START, limited convenience commercial, schools, parks, pathways
	Connection by Complete Streets	◐	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Flat Creek enhancement, wildlife crossings
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	◐	◐	Karns Meadow
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*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WEST BROADWAY
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SUBAREA CLASSIFICATION
S Stable Subarea
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P Preservation Subarea
NEIGHBORHOOD FORMS
Pr Preservation Form
Vll Village Form
VC Village Center Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
Local Convenience Commercial
Wildlife Highway Crossing
Gateway
Parks & Recreation
Crucial Habitat
Flat Creek Corridor Enhancemet
Key Transportation Network Project
Existing/Proposed Pathway
Improved Interconnectivity
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1/4 mi
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2012 + Future Desired Characteristics

Midtown is one of the most Complete Neighborhoods in the community. It contains many of the service, office and retail establishments that meet Teton County residents' daily needs. It also contains a significant amount of workforce housing in a variety of housing types, including single family, duplex and multifamily structures. Another important characteristic of the district is the "Y", the intersection of the community's two main highways, U.S. 89 and Wyoming 22. Midtown is a highly visible district that is experienced on a daily basis by most residents. Today, the land use pattern is automobile-oriented and made up of large superblocks containing low intensity single-use structures (both residential and non-residential) surrounded by significant surface parking, with little connectivity between blocks and lots. It is also the location of a significant amount of lodging uses developed prior to the Lodging Overlay that will be allowed to continue in the future. Flat Creek and the Karns Meadow are significant natural features in this district.

The future vision is to create a walkable mixed use district with improved connectivity and increased residential population. Key to achieving this vision will be the creation of a concentrated and connected land use pattern with a smaller block system than currently exists. To support this goal, future land uses will continue to include a variety of non-residential uses serving the needs of the local community and a variety of residential types focusing on workforce housing in multifamily and mixed use structures, specifically including deed-restricted rental units. Mixed use, non-residential and multifamily residential buildings should be two to three stories in height and oriented to the street. Four story structures may be considered when adjacent to a natural land form. In the future, a landscape buffer between buildings and the street with well-designed green space and/or hardscape will be important to create an attractive pedestrian environment becoming of a desirable, walkable, mixed use district. Parking areas should be predominantly located behind buildings or screened from view. The creation of complete streets will be critical to increase connectivity between uses and between blocks and lots by all modes of travel. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved to support regional transportation goals.

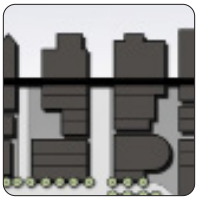
Despite the intensity of human activity within the district, Midtown contains or is adjacent to prominent natural resource lands such as the Karns Meadow, Flat Creek, East Gros Ventre Butte, High School Butte and the northwestern foot of Snow King Mountain. A key characteristic of this area is the mule deer movement corridor between East Gros Ventre Butte and Karns Meadow, and consequently, the high rate of wildlife vehicle collisions along West Broadway Avenue. The natural resources found in or adjacent to this district should be considered in the course of future planning, with development being located in a way that protects wildlife habitat and facilitates wildlife movement through the district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community.

Whether it is enhancing the gateway to Town at the Y intersection, redeveloping under-utilized properties with mixed use structures, improving alternative transportation infrastructure and connectivity, or enhancements to Flat Creek - change in this district is desirable.

Policy Objectives

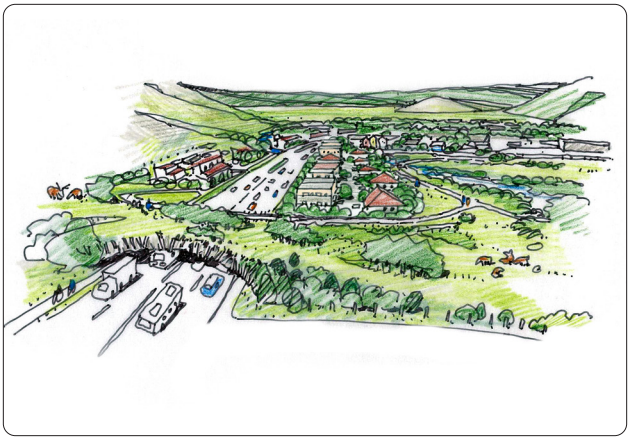
Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing 4.1.d: Maintain Jackson as the economic center of the region 4.2.c: Create vibrant walkable mixed use Subareas 4.3.a: Preserve and enhance Stable Subareas 4.3.b: Develop Transitional Subareas 4.4.b Enhance Jackson gateways 4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options 5.3.b: Preserve existing workforce housing stock 6.2.b: Support businesses located in the community because of our lifestyle 6.2.c: Encourage local entrepreneurial opportunities 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit 7.1.f: Complete major transportation projects based on Major Capital Group approach 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts

4.1: Midtown Highway Corridor



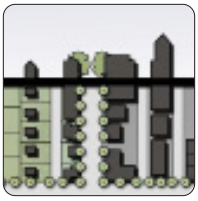
Village Center Form

This mixed use, TRANSITIONAL Subarea is dominated by West Broadway Avenue, Highway 22 and the Y intersection. Development intensity should be oriented towards these roadways and configured in two to three story mixed use buildings with adequate setbacks and screening proportional to these busy highway corridors and intersections. Along the north side of West Broadway four stories buildings will be allowed when they are built into and used to screen the adjacent hillside. All building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape. Parking areas should be predominantly in the rear or screened from view. The lower levels of buildings should contain a variety of non-residential uses including retail, service and office uses catering to locals, while residential uses should be located predominantly on the upper levels of mixed use buildings or to the rear of a site and away from the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. It will be important to successfully integrate the land uses and patterns in this area with adjacent subareas.



A goal of the subarea will be to implement complete street amenities, balancing the needs of vehicle and alternative transportation users. Pedestrian connectivity across West Broadway Avenue will be needed to ensure access to the neighborhood amenities located in the southern portion of the district. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots. A key challenge in this area will be to identify a solution to accommodate a wildlife crossing along West Broadway Avenue.

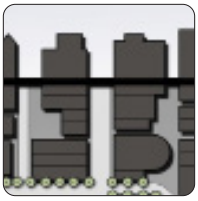
4.2: Northern Hillside



Village Form

This TRANSITIONAL Subarea must strike a delicate balance between allowing some mixed use and residential development while maintaining wildlife permeability and the natural form of the undeveloped hillsides. A key to successful future development will be to sensitively place development in harmony with the existing terrain to minimize land disturbance. Development intensity in this subarea should be less than that found within the adjacent Midtown Highway Corridor (Subarea 4.1). Structures will be allowed up to two stories and may be configured in a variety of layouts with attached and detached units blending into the natural surroundings. Smaller building footprints will be encouraged to provide adequate open and/or landscaped areas. A variety of residential types, including live/work, multifamily, and duplexes, may be appropriate in this area depending on the specific characteristics of a site and its topography. Low density single family housing may continue to be appropriate at the edges of this area, particularly when adjacent to undisturbed hillsides. Future development should address wildlife permeability and assist in guiding wildlife movement to future roadway crossings.

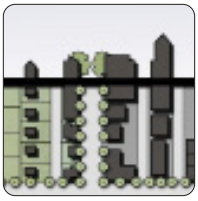
4.3: Central Midtown



Village Center Form

This TRANSITIONAL Subarea in the core of the district will be critical in achieving the overall goal of transforming the area into a walkable mixed use district. Opportunities should be taken to expand the currently limited street network to break up large blocks and increase connectivity for all transportation modes. Key to this transition will be the addition of increased residential intensity in a variety of types and forms to take advantage of the Complete Neighborhood amenities in the area. Mixed use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multifamily structures in a variety of forms will also be desirable. Mixed use and multifamily residential buildings should be a combination of two and three story structures oriented to the street, though a buffer should be placed between buildings and the street with green space and/or hardscaping. Parking areas should be predominantly located behind buildings or screened from view. Live-work housing opportunities will be encouraged, as well as any other opportunities to promote local entrepreneurship. Single family residential units are not envisioned for this area. Particular care and attention will need to be given to ensure a successful transition between this mixed use subarea to the adjacent Midtown Residential (Subarea 4.3). The location of buildings and parking, types of uses and overall intensity of use should be considered to ensure a successful blend of these two subareas.

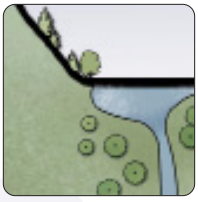
4.4: Midtown Residential



Village Form

This residential, STABLE Subarea should continue as a single family and multifamily residential neighborhood with a mix of ownership and rental units in close proximity to Complete Neighborhood amenities. Pedestrian and bicycle connections should be enhanced, both in terms of internal destinations and those beyond, particularly to schools in other districts. Portions of this subarea also function as a wildlife movement corridor. In the future, wildlife permeability to and from Flat Creek will be maintained and enhanced. Development should also occur in a manner that is sensitive to hillsides, and smaller building footprints should be encouraged to provide open and/or landscaped areas. Future improvements to Flat Creek and the adjacent pathway and park system will be needed to support the health of this natural feature for wildlife and residents.

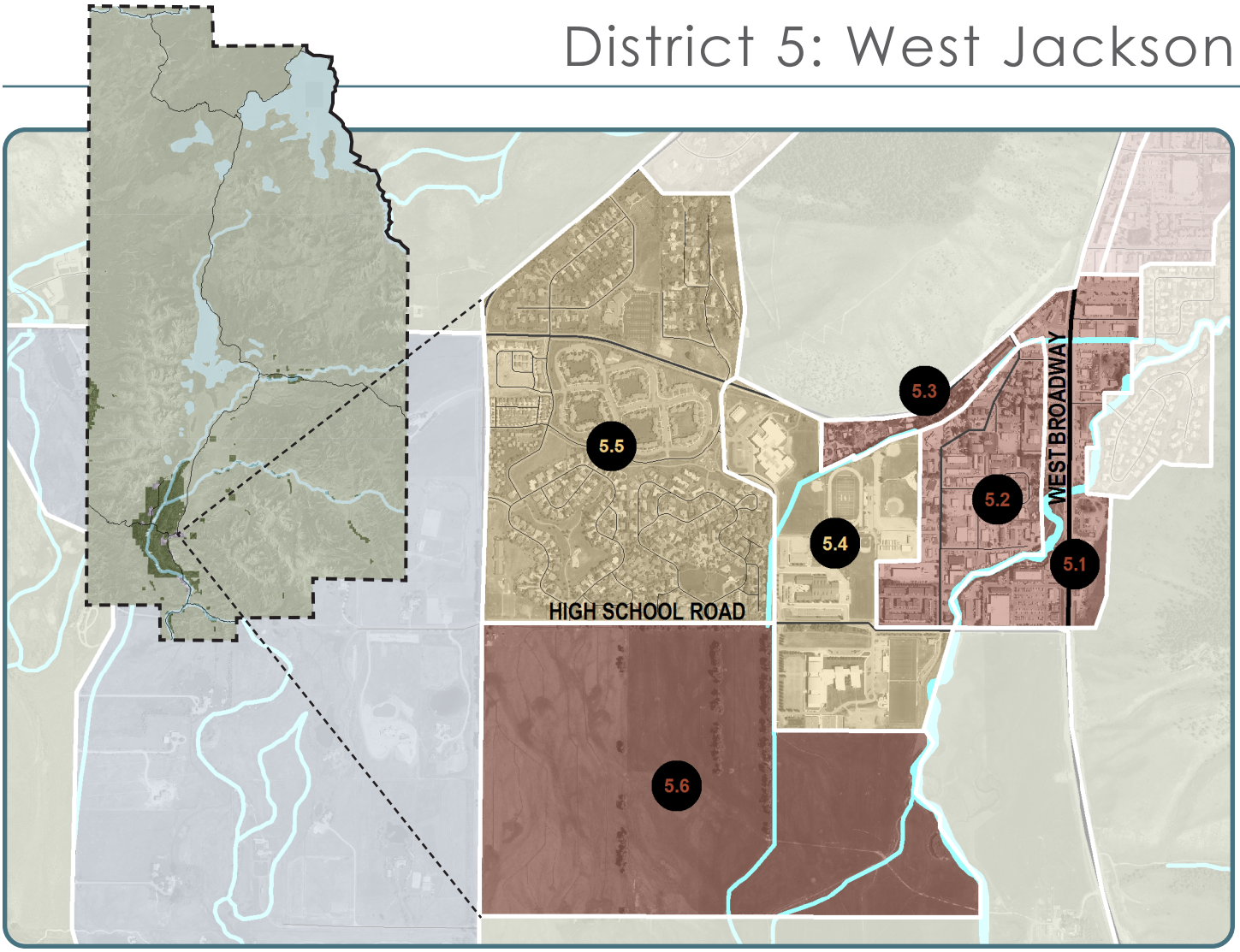
4.5: Karns Meadow



Preservation Form

This PRESERVATION Subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. Moving forward wildlife needs will need to be carefully balanced with providing the recreational and other amenities envisioned in the original land owner's conveyance of the property. The future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the area.

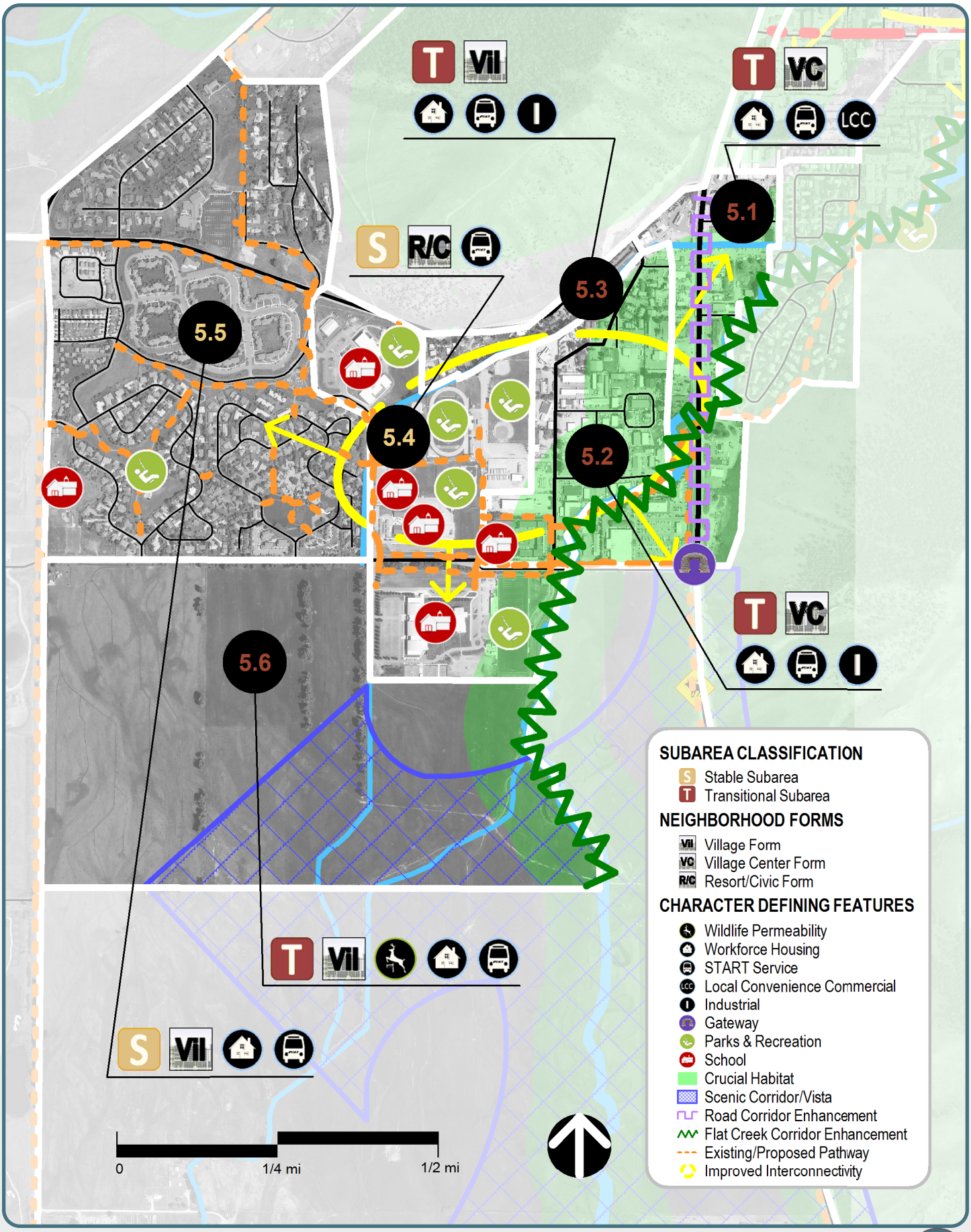
District 5: West Jackson



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◐	Variety of residential, non-residential and industrial buildings and land use patterns
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	Rangeview Park, school playgrounds and fields, pathways
	Variety of Housing Types	●	●	Single family, duplex, condominiums, townhomes, apartments, multifamily,
	Walkable Schools, Commercial + Recreation	◐	●	START, local convenience commercial, schools, parks, pathways
	Connection by Complete Streets	◐	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Flat Creek enhancement
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


T VII
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SUBAREA CLASSIFICATION
S Stable Subarea
T Transitional Subarea
NEIGHBORHOOD FORMS
VII Village Form
VC Village Center Form
R/C Resort/Civic Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
LCC Local Convenience Commercial
I Industrial
Gateway
Parks & Recreation
School
Crucial Habitat
Scenic Corridor/Vista
Road Corridor Enhancement
Flat Creek Corridor Enhancement
Existing/Proposed Pathway
Improved Interconnectivity

2012 + Future Desired Characteristics

West Jackson currently exists as one of the most Complete Neighborhoods within the community, with its most significant characteristic being its wide variety of land uses. This diverse district is highly automobile-oriented and contains a variety of non-residential uses, a variety of residential types and sizes, light industrial and the majority of the community's public schools. It also contains a large undeveloped agricultural area south of High School Road, and Flat Creek as a prominent natural feature.

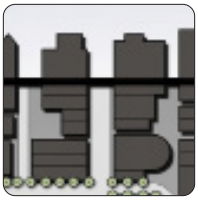
The future goal of the district will be to take advantage of the existing variety of land uses and Complete Neighborhood amenities and develop them into a more attractive and well connected district. The continuation of light industrial uses is necessary to support the local economy. The preservation of residential areas that provide workforce housing, will be essential in meeting the Growth Management and workforce housing goals of the community. Enhancement of the southern gateway into Town into a mixed use corridor with improved connectivity and visual appearance will also be important. A key challenge of the district will be to address transportation congestion, safety and connectivity issues. Possible solutions may come in many forms, including consideration of an east/west connector south of High School Road and/or the Tribal Trails connector, complete street improvements to collector roads including High School, Middle School, Gregory Lane and South Park Loop and improved alternative mode connectivity throughout the district.

Policy Objectives

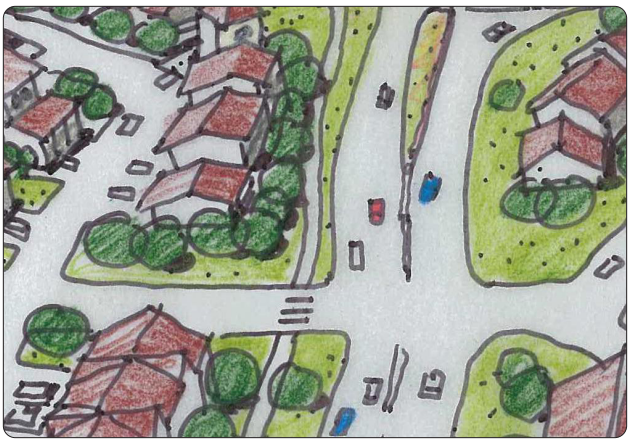
Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing 4.1.d: Maintain Jackson as the economic center of the region 4.2.c: Create vibrant walkable mixed use Subareas 4.3.a: Preserve and enhance Stable Subareas 4.3.b: Develop Transitional Subareas 4.4.b Enhance Jackson gateways
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock 6.2.b: Support businesses located in the community because of our lifestyle 6.2.c: Encourage local entrepreneurial opportunities 6.2.d Promote light industry 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit 7.1.f: Complete major transportation projects based on Major Capital Group approach

Character Defining Features

5.1: West Jackson Highway Corridor



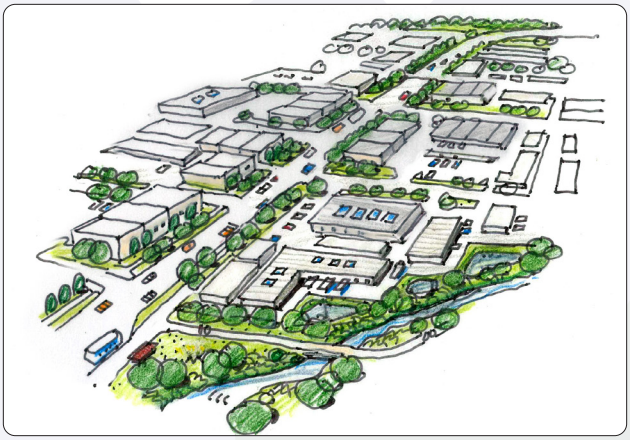
Village Center Form



This mixed use, TRANSITIONAL Subarea is dominated by South Highway 89 and acts as the southern gateway to the Town. In the future, the enhancement of the Highway 89 corridor will be achieved by high quality mixed use development with improved internal circulation between lots and adjacent residential areas. Specific attention should be given to consolidating the multiple access points to the highway in this area. Development intensity should be oriented towards the corridor and configured in two and three story mixed use buildings with an adequate landscape buffer from the busy highway corridor. Parking areas should be predominantly in the rear or screened from view. On lower levels of buildings, a variety of non-residential uses catering to locals will be desirable, with residential uses predominantly located on the upper levels or to the rear of lots and not adjacent to the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots.

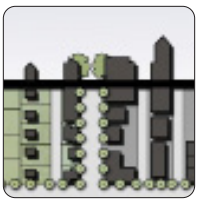
5.2: Gregory Lane Area

Village Center Form



This TRANSITIONAL Subarea will support the community goal of maintaining and promoting light industry uses to support the local economy while continuing to accommodate a significant amount of residential use. Light industrial development and redevelopment will be promoted, and bulk, scale and use allowances will first and foremost accommodate light industry and heavy retail uses. The current development pattern will be intensified to accommodate larger structures in more creative land use patterns, including live-work development. In the future, complete street improvements are desired but will need to be balanced with the need to accommodate large vehicle traffic. Livability enhancements through improved site and building design will be a goal but secondary to promoting light industry uses. Providing improved pedestrian/bike amenities to connect the existing and future resident populations with the surrounding Complete Neighborhood amenities will be a focus of improved livability. A third priority will be future improvements to Flat Creek, including the establishment of an appropriate setback to support the health of this natural feature for wildlife and residents.

5.3: High School Butte



Village Form

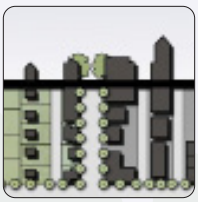
This TRANSITIONAL Subarea will be comprised of a variety of housing types and forms including single family, duplex, tri-plex, and multifamily occupied primarily by the local workforce. Mixed use will also be desirable to provide additional opportunities for local entrepreneurial and industrial and service uses. The future development pattern should take advantage of the substantial grade change in this area to allow for two to three story single and mixed use structures screened from view.

5.4: School Campus

Resort/ Civic Form

This STABLE Subarea will continue to provide the necessary land for future community schools and recreational amenities. The community will continue to support and plan for the possible expansion of the School District Campus. Particular attention needs to be given to addressing the traffic congestion in this area due to the pulse of single occupancy vehicle and school bus traffic associated with the school and recreational uses. Possible solutions will come in many forms, including a shift in current behavior away from the use of the single occupancy vehicle and complete street improvements to High School, Middle School and South Park Loop Roads, including improved pedestrian and bicycle connectivity throughout the subarea and from surrounding districts into the subarea.

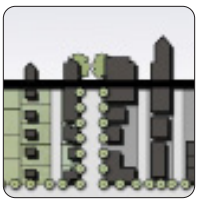
5.5: West Jackson Residential



Village Form

This residential, STABLE Subarea provides much of the community's workforce housing in a wide variety of housing types, including single family, duplex, tri-plex and multifamily. In the future, effort should be made to ensure that this neighborhood retains its vitality, cohesiveness and accessibility for the local workforce. An important goal of the subarea will be to maintain a strong sense of ownership and community in the area.

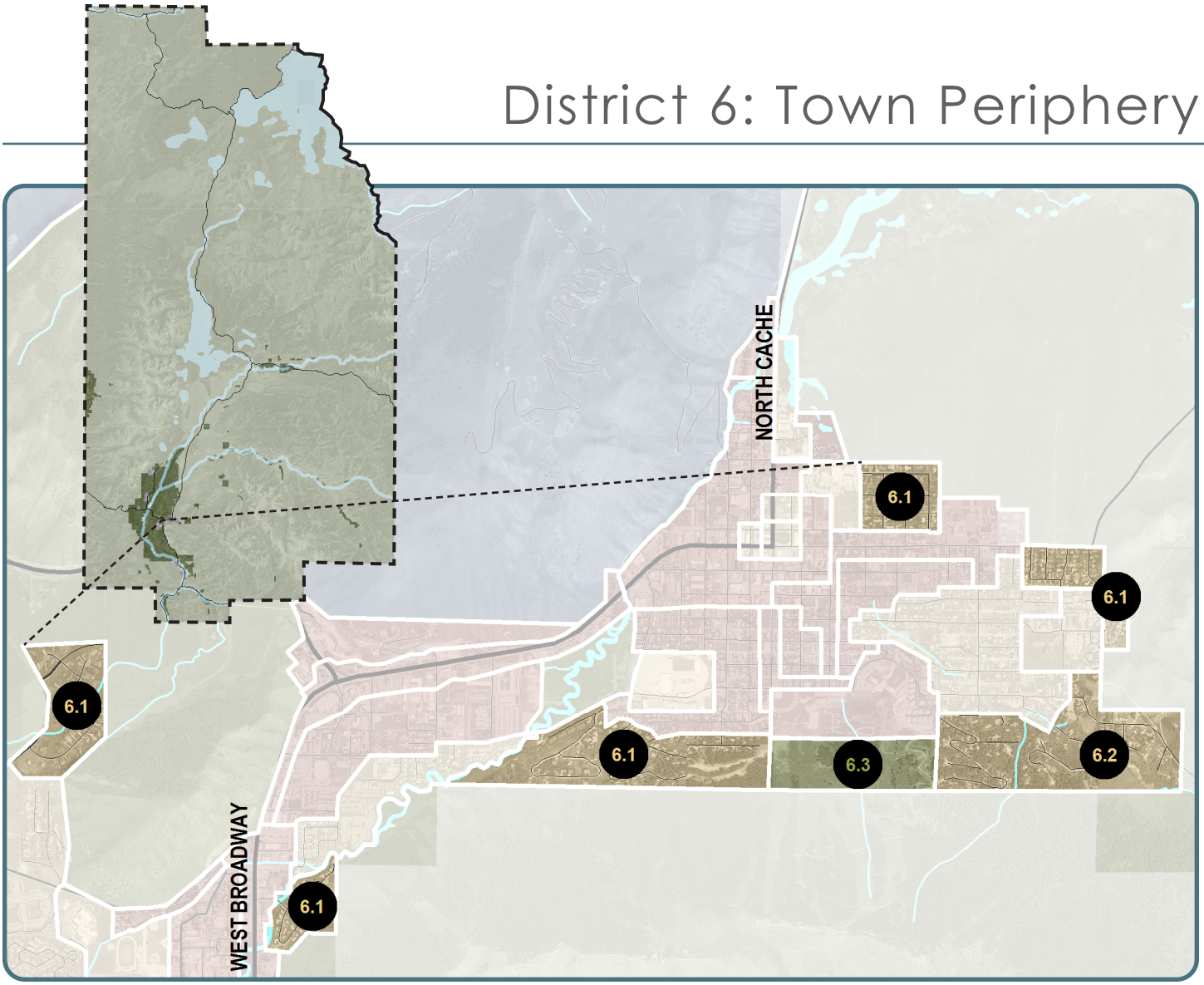
5.6: Northern South Park



Village Form

This TRANSITIONAL Subarea is identified as a location for future residential development at a similar density to the adjacent West Jackson Residential (Subarea 5.5) neighborhoods. While the priority of the community is to infill and redevelop other already developed Stable/ Transitional Subareas to meet the Growth Management goals of the Plan, this subarea is also a suitable location to meet those goals due to its close proximity to many Complete Neighborhood amenities. The development of the subarea may be guided by a neighborhood planning effort (referenced in Strategy 3.3.S.5) completed in a timely manner by the County in consultation with the Town and the landowners within the Subarea. Any resulting neighborhood plan will include options to improve transportation, circulation, and connectivity within and around the Subarea. An appropriate Flat Creek buffer will also need to be established to ensure the wildlife, natural and scenic values associated with this community resource are maintained.

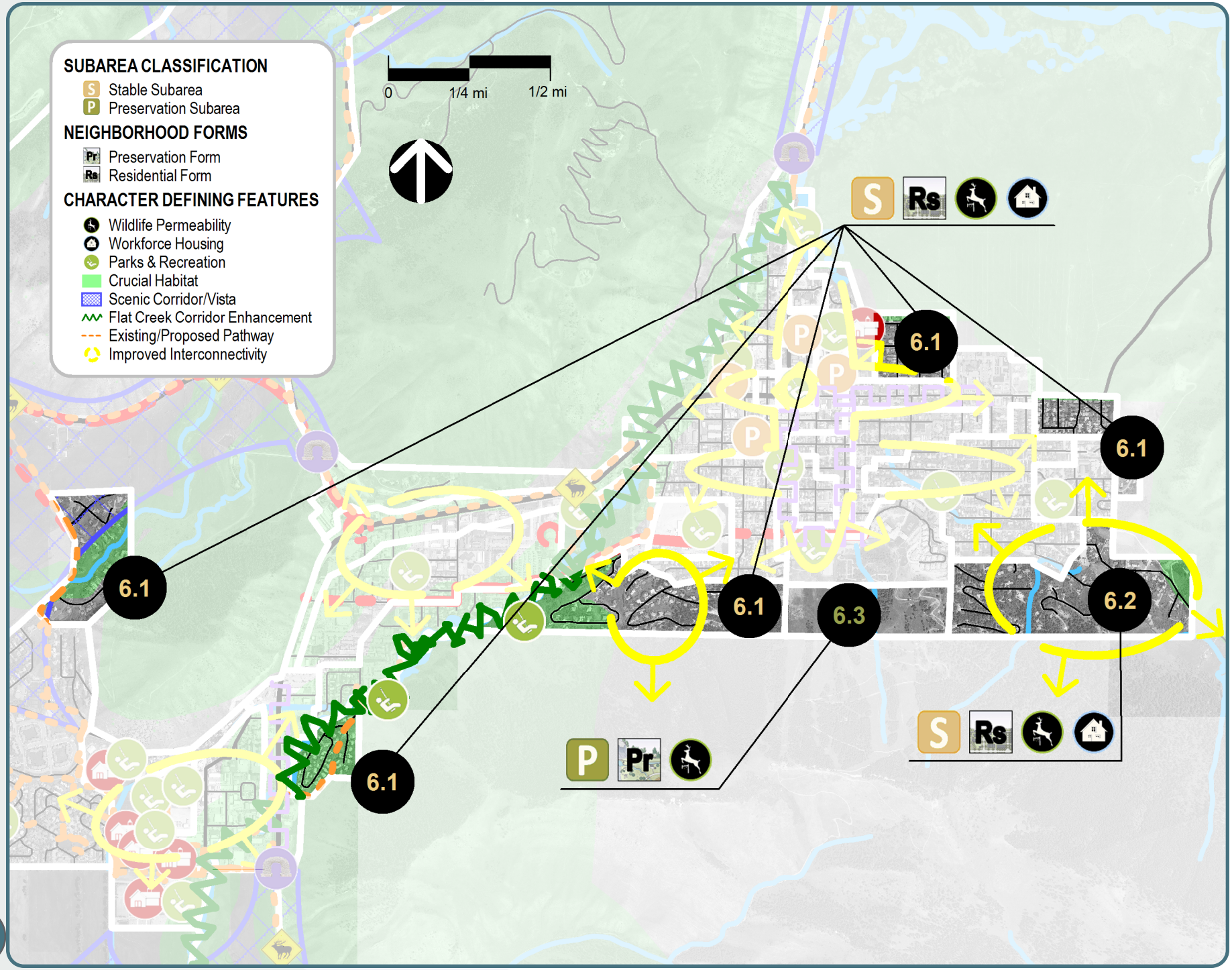
District 6: Town Periphery



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◑	Single family homes; interface between urban and rural
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	◑	◑	Public lands
	Variety of Housing Types	○	○	Single family detached
	Walkable Schools, Commercial + Recreation	○	○	START, schools, parks, pathways over typical ¼ to ½ mile
	Connection by Complete Streets	○	◑	Alternative transportation a priority on collector streets only
RURAL	Viable Wildlife Habitat + Connectivity	◑	◑	Flat Creek and Cache Creek enhancements, wildlife permeability
	Natural Scenic Vistas	○	◑	Forested hillsides
	Agricultural + Undeveloped Open Space	◑	◑	Snow King hillside
	Abundance of Landscape over Built Form	◑	◑	Maintain current character
	Limited, Detached, Single family Res. Development	◑	●	
	Minimal Nonresidential Development	●	●	

Legend: ● *Generally Present;* ◑ *Partially Present;* ○ *Generally absent*


SUBAREA CLASSIFICATION
S Stable Subarea
P Preservation Subarea
NEIGHBORHOOD FORMS
Pr Preservation Form
Rs Residential Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
Parks & Recreation
Crucial Habitat
Scenic Corridor/Vista
Flat Creek Corridor Enhancement
Existing/Proposed Pathway
Improved Interconnectivity
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2012 + Future Desired Characteristics

The Town Periphery District is located at the edges of Town, acting as the interface between the rural land of the unincorporated County and the National Forest. This district is made up of predominantly low density single family residential development. Located at the periphery of the district is a wildlife presence that is part of the defining character of the district. These areas are close to many of the amenities of a Complete Neighborhood located in other Town districts; however, they are often not within the preferred ¼ to ½ mile walking distance. The street network primarily consists of low volume residential streets without any pedestrian or other alternative mode accommodations.

In the future, the desired character will remain the same, with low density single family development remaining the principal land use. While further subdivision of this Complete Neighborhood may be necessary to further the Growth Management goals of the Plan it should be in keeping with 2012 character. The establishment of both minimum and maximum lot and house sizes should be developed to preserve the 2012 character. New buildings should match 2012 character in size and scale, even when lot combination resulting in a single larger lot would permit construction of a larger home or building. Residents in these areas do not wish to add any significant amenities to become more Complete Neighborhoods. Their close proximity to local convenience commercial, START bus, parks, pathways, and other amenities in adjacent districts is a desirable characteristic and should be maintained.

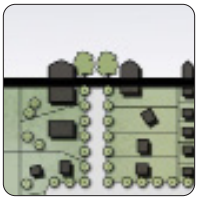
All future development, including improvements to existing properties, should be designed to improve wildlife permeability by providing wildlife friendly fencing, keeping development setback from riparian areas/wetlands, and implementing other solutions known to increase permeability. The street networks will be maintained with limited alternative mode improvements on collector roadways. Pedestrian/bike amenities such as pathways will be added to connect this district to surrounding districts with Complete Neighborhood amenities and to connect our community to adjacent public lands. A challenge in this district will be maintaining its workforce housing demographic in the future. Maintenance of the expansive forested hillsides is also necessary to achieve the goal of preserving its scenic value, which is enjoyed from many areas outside of the district.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability 1.3.b: Maintain expansive hillside and foreground vistas
Common Value 2: Growth Management	4.3.a: Preserve and enhance Stable Subareas 4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock

Character Defining Features

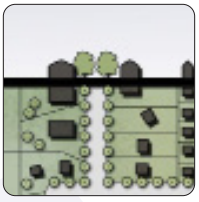
6.1: Low to Medium Density Neighborhoods



Residential Form

This residential, STABLE Subarea is defined by low to medium density platted single family homes with some pockets of multifamily development which should be maintained in the future. Consideration of clustered/multifamily development to preserve large portions of open space and/or wildlife habitat/movement corridors will also remain an option. In the future, building size should maintain the bulk and scale to avoid the construction of much larger homes than existed in 2012. Development should be sensitive to the steep slopes, avalanche terrain and other natural features found in the subarea. Portions of this subarea also function as a wildlife movement corridor between the National Forest, Karns Meadow and the Southern hillsides of East Gros Ventre Butte. Wildlife permeability should be maintained or improved.

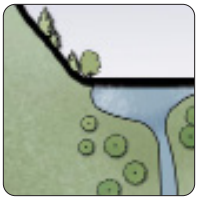
6.2: Upper Cache



Residential Form

This residential, STABLE Subarea is defined as low density single family with a prevalence of landscape over the built environment. Future subdivision will be in keeping with the traditional development pattern with no increase in density beyond what existed in 2012. On each lot, only a single family home will be allowed. In the future, building size should maintain the predominance of landscape over the built environment to avoid the construction of much larger homes than existed in 2012. Wildlife permeability should be maintained or improved. Development should also occur in a manner that is sensitive to the steep slopes, avalanche terrain and other natural features found in the subarea. Commercial and recreational equestrian uses will be allowed, while other commercial uses producing large amounts of traffic and high impacts should be reduced. The addition of other Complete Neighborhood amenities is not desirable. Local residential streets will continue to be low volume with limited alternative mode improvements. Consideration of alternative mode improvements will be made on collector streets such as Cache Creek Drive.

6.3: Snow King Slope



Preservation Form

This PRESERVATION Subarea will continue to serve its role as the "Town Hill", providing a variety of summer and winter recreational amenities to the community. In addition, the subarea has wildlife habitat and scenic values that will need to be balanced with recreational uses. Future development should be limited to recreational amenities and supporting structures allowed under the Snow King Master Plan, including but not limited to, multi-purpose pathways, terrain parks, up-hill transportation, ski terrain and amenities.

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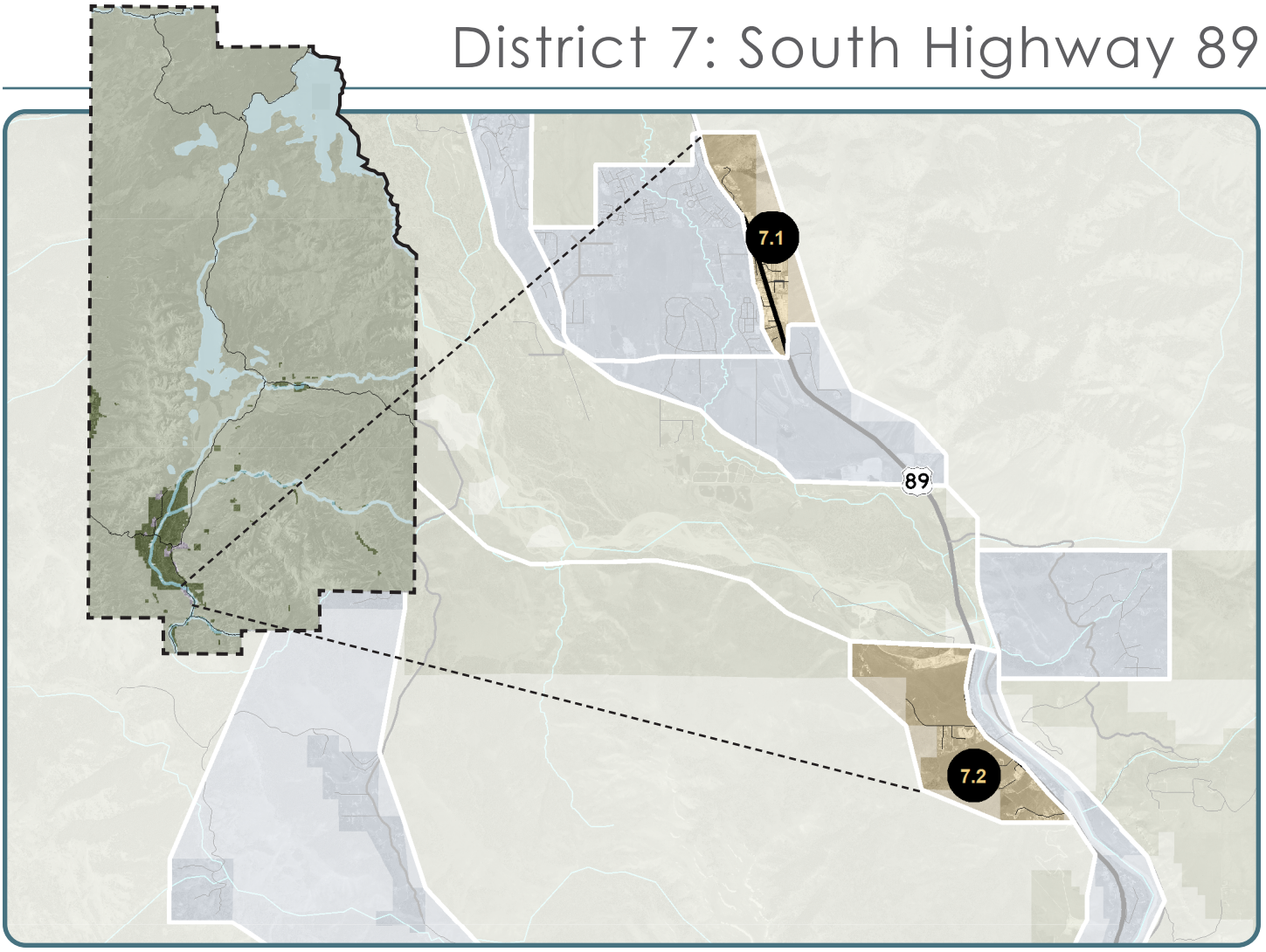
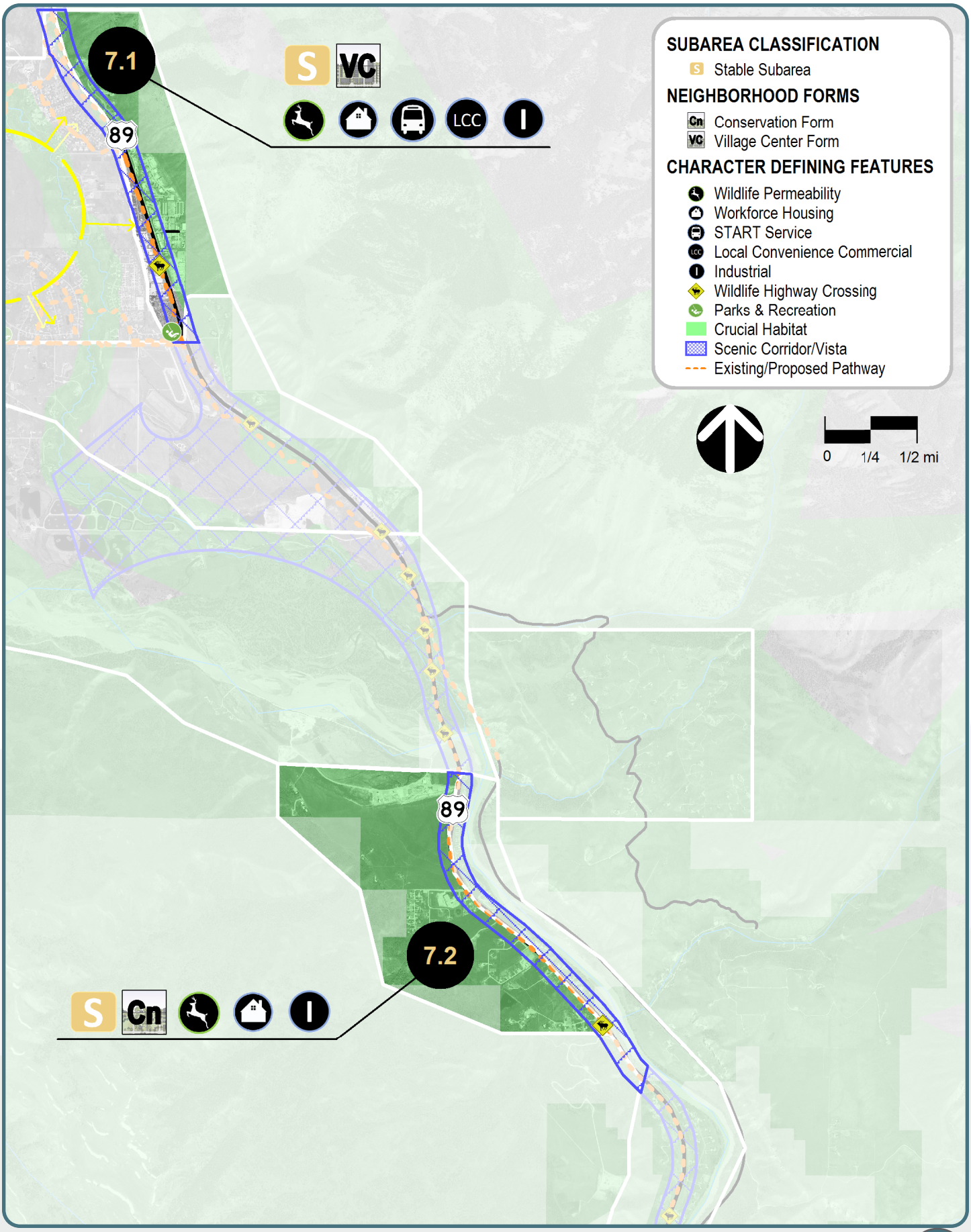
District 7: South Highway 89



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◑	Improve highway gateway treatment
	Public Utilities	◑	◑	Sewer in some areas
	Quality Public Space	○	◑	Improve livability of industrial areas
	Variety of Housing Types	◑	◑	Encourage ARUs with industrial
	Walkable Schools, Commercial + Recreation	○	○	Improve walkability in north
	Connection by Complete Streets	○	◑	Improve safety for all modes in industrial areas
RURAL	Viable Wildlife Habitat + Connectivity	●	●	Enhance wildlife permeability and protect habitat
	Natural Scenic Vistas	◑	◑	Enhance foreground and corridor as gateway
	Agricultural + Undeveloped Open Space	◑	◑	Maintain open space through clustered development
	Abundance of Landscape over Built Form	◑	◑	Maintain landscape abundance in south
	Limited, Detached, Single Family Res. Development	◑	◑	Predominately single family in south
	Minimal Nonresidential Development	○	○	Accessory nonresidential in south

Legend: ● *Generally Present;* ◑ *Partially Present;* ○ *Generally absent*


7.1
89
S
VC
LCC
7.2
89
S
Cn
SUBAREA CLASSIFICATION
Stable Subarea
NEIGHBORHOOD FORMS
Cn Conservation Form
VC Village Center Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
Local Convenience Commercial
Industrial
Wildlife Highway Crossing
Parks & Recreation
Crucial Habitat
Scenic Corridor/Vista
Existing/Proposed Pathway
0 1/4 1/2 mi

2012 + Future Desired Characteristics

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

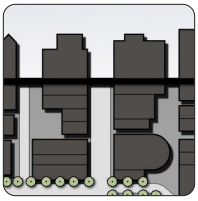
While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged.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

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.b: Protect wildlife from the impacts of development 1.1.c: Design for wildlife permeability 1.3.b: Maintain expansive hillside and foreground vistas
Common Value 2: Growth Management	3.2.b: Locate nonresidential development in Complete Neighborhoods
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock 6.2.c: Encourage local entrepreneurial opportunities 6.2.d: Promote light industry 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

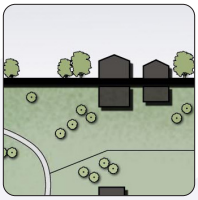
7.1: South Park Business Park



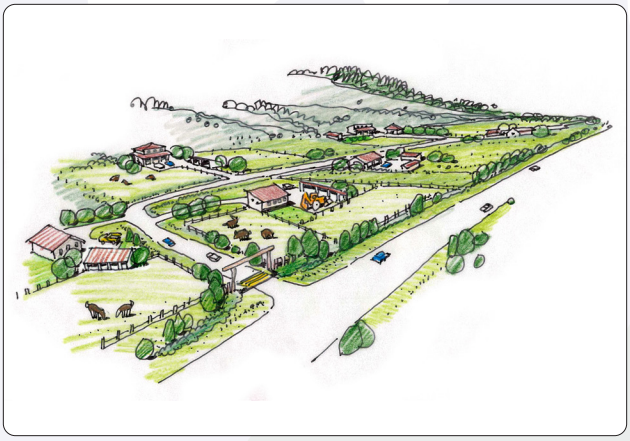
Village Center Form

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

7.2: Hog Island Home Business

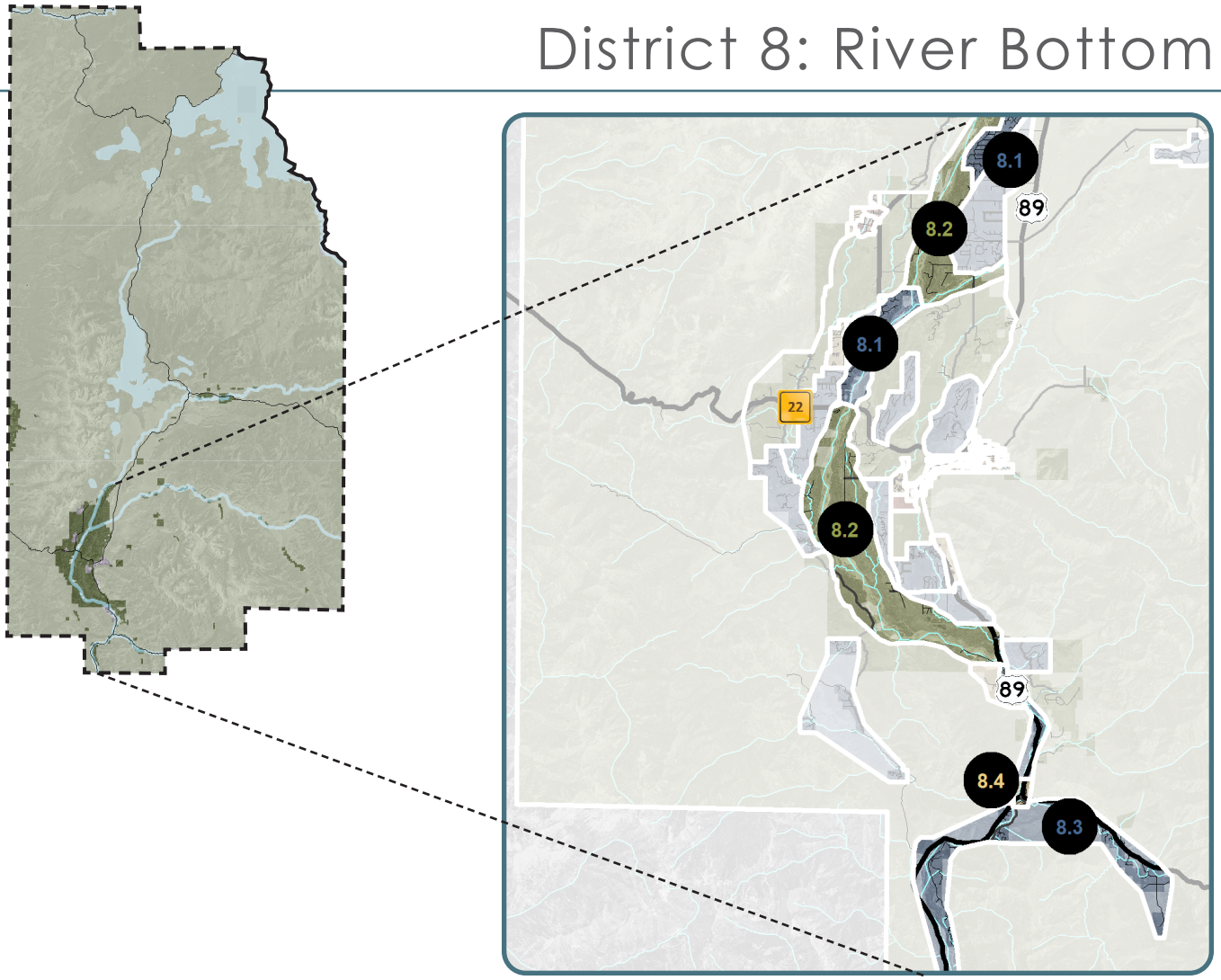


Conservation Form



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

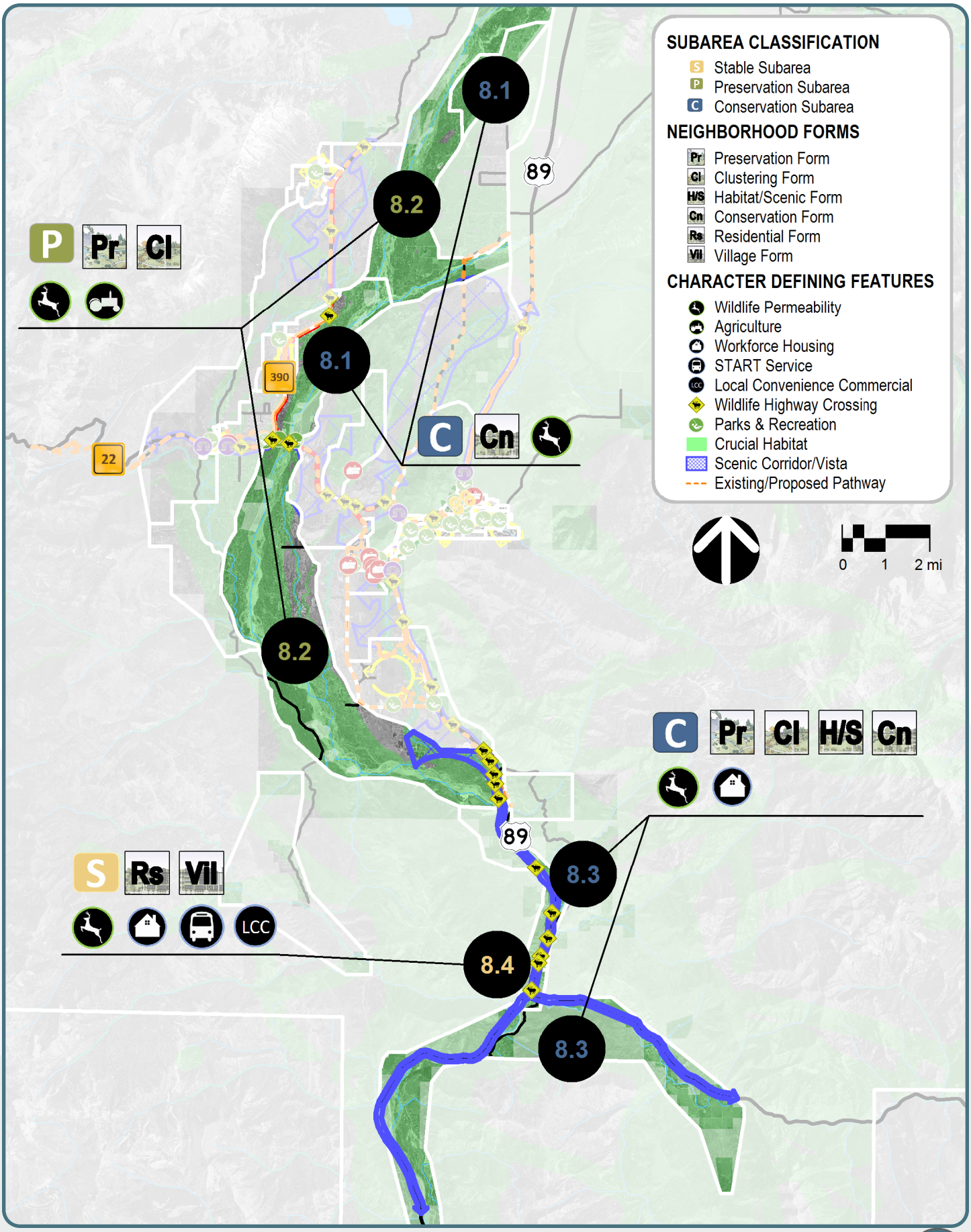
District 8: River Bottom



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	○	Implement wildlife friendly design best practices
	Public Utilities	◐	◐	Water and sewer in some areas
	Quality Public Space	◐	◐	Responsible public use of Snake River levees
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	◐	Pedestrian connectivity in Hoback
	Connection by Complete Streets	○	○	
RURAL	Viable Wildlife Habitat + Connectivity	●	●	Maintain and enhance crucial habitat/connectivity
	Natural Scenic Vistas	◐	◐	Enhance scenic treatment where highway parallels river
	Agricultural + Undeveloped Open Space	◐	●	Conserve existing open space
	Abundance of Landscape over Built Form	●	●	Increase clustering
	Limited, Detached, Single Family Res. Development	●	●	Detached single family
	Minimal Nonresidential Development	●	●	Concentrate nonresidential development in Hoback

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


SUBAREA CLASSIFICATION
S Stable Subarea
P Preservation Subarea
C Conservation Subarea
NEIGHBORHOOD FORMS
Pr Preservation Form
Cl Clustering Form
H/S Habitat/Scenic Form
Cn Conservation Form
Rs Residential Form
Vil Village Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Agriculture
Workforce Housing
START Service
Local Convenience Commercial
Wildlife Highway Crossing
Parks & Recreation
Crucial Habitat
Scenic Corridor/Vista
Existing/Proposed Pathway
0 1 2 mi
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8.2
8.1
8.2
8.3
8.4
8.3
89
89
390
22
P Pr Cl
C Cn
C Pr Cl H/S Cn
S Rs Vil
LCC

2012 + Future Desired Characteristics

The Snake, Gros Ventre, and Hoback River riparian corridors are the most important wildlife habitat and wildlife movement corridors in the community. While these areas are largely hidden from public view, preserving their natural function is critical to achieving the Vision of the community. The private lands within this district are generally removed from community services, and residential development is mostly of a low density.

In the future, the functionality of this district's wildlife habitat and habitat connections should be maintained or enhanced. Wildlife permeability through the district should be improved, and efforts to restore degraded habitat and preserve a network of crucial habitat will be emphasized. Non-development conservation of open spaces should be the focus of future efforts, while respecting private property rights. Development potential should be directed out of this district and into Complete Neighborhoods whenever possible. Development that does occur should be clustered adjacent to existing development and designed to protect wildlife habitat and wildlife movement corridors. Redevelopment efforts should focus on improving the functionality of wildlife habitat and connections.

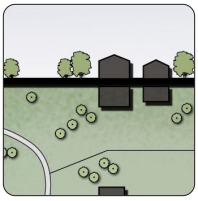
Responsible public use of the rivers and eco-tourism that maintains or enhances wildlife viability are desired. The levee system along the Snake River provides an opportunity for residents and tourists to appreciate the ecosystem and engage in stewardship. Public and commercial access to the levee and rivers will be managed with an emphasis on conservation of wildlife habitat and movement.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.1.h: Promote the responsible use of public lands
	1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhoods subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
Common Value 3: Quality of Life	6.1.b: Promote eco-tourism

Character Defining Features

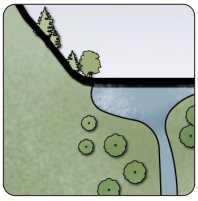
8.1: Existing River Bottom Subdivisions



Conservation Form

This CONSERVATION Subarea is characterized by single family homes on multiple acres adjacent to the Snake River. While this subarea is largely developed, it is increasingly inhabited by wildlife because of the effective wildlife friendly design standards that have been implemented in many subdivisions such as tight building envelopes, prohibitions on boundary fencing and strict dog controls. Implementation of such wildlife friendly design best practices will be encouraged throughout existing subdivisions where they may not currently exist. Undeveloped lands should also be designed based on wildlife friendly principles, if non-development conservation cannot be accomplished. Additional public access to the Snake River should be designed and managed to protect wildlife viability.

8.2: Large River Bottom Parcels

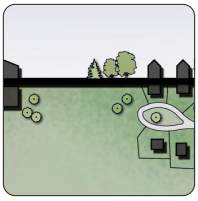


Preservation Form

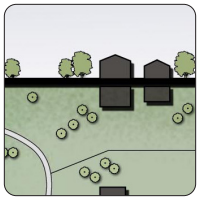
Clustering Form

This PRESERVATION Subarea is characterized by large lot development and undeveloped crucial habitat that will ideally remain in an undeveloped natural state. Non-development conservation is the preferred land use in this subarea, but private property rights will be respected. Agriculture will continue to be encouraged and accessory uses that facilitate the viability of agriculture may be appropriate. Efforts and incentives should focus on directing development potential out of the subarea into Complete Neighborhoods. Development that does occur should be clustered in a manner that improves the function of the overall network of wildlife habitat throughout the community. The scale of development should be rural in character, consistent with the historic agricultural compounds of the community. Habitat should continue to be protected and restored, and public access and commercial efforts along the Snake and Gros Ventre Rivers should be managed to respect wildlife use of the area.

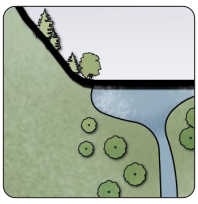
8.3: Canyon Corridor



Habitat/ Scenic Form



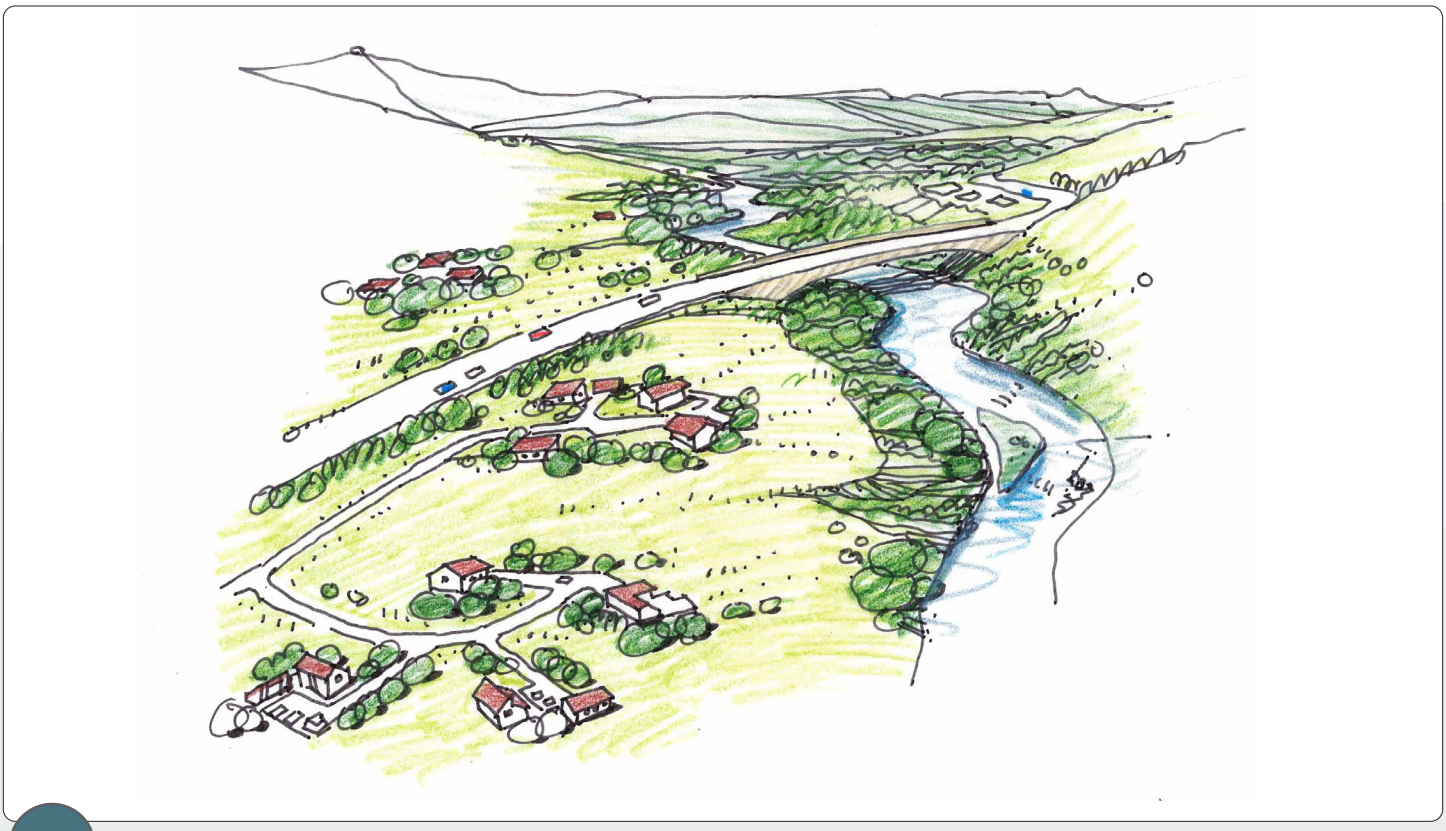
Conservation Form



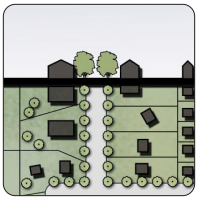
Preservation Form

Clustering Form

This CONSERVATION Subarea is characterized by river canyons, with highway development parallel to the rivers that is more intense than the development elsewhere in the district. The goal for the future is to reduce impacts on wildlife and scenic resources while respecting property rights. Development and redevelopment should incorporate aesthetic features to improve the scenic quality of the highway corridor. Redevelopment should eliminate or reduce non-residential use and implement wildlife friendly and scenic corridor design best practices, if incentives to reduce density are not successful. New development should be located away from the river and screened from the highway, if non-development conservation cannot be accomplished. Measures to avoid or mitigate wildlife vehicle collisions should become a defining characteristic of the subarea, and development should be designed to facilitate the effectiveness of these measures. Public and commercial access to the Snake and Hoback Rivers should be preserved and managed with a focus on stewardship of the ecosystem.



8.4: Hoback Junction

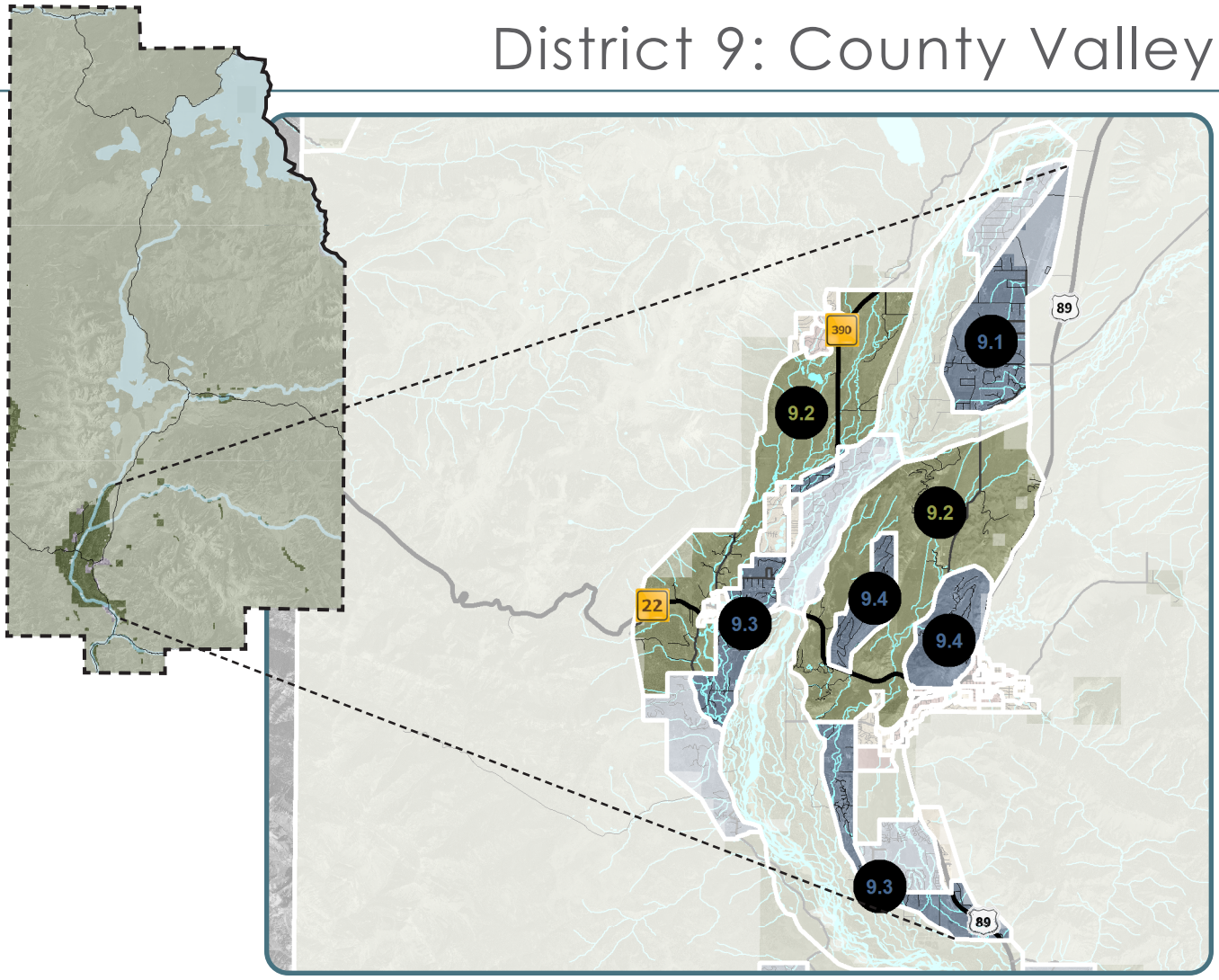


Residential Form

Village Form

This STABLE Subarea is a small highway commercial neighborhood within the Canyon Corridor (Subarea 8.3). Hoback Junction should continue to provide convenience commercial to the residents of the district and other areas in the southern portion of the community, as well as those traveling through the district. The subarea will also continue to support outdoor recreation businesses, especially those reliant upon the river. Within walking distance of the commercial area the residential character should continue to emphasize single family housing, including workforce housing, on town-sized lots. Future amenities for this subarea might include increased pedestrian connection from residential areas to the commercial area and a park 'n' ride facility to increase transit viability.

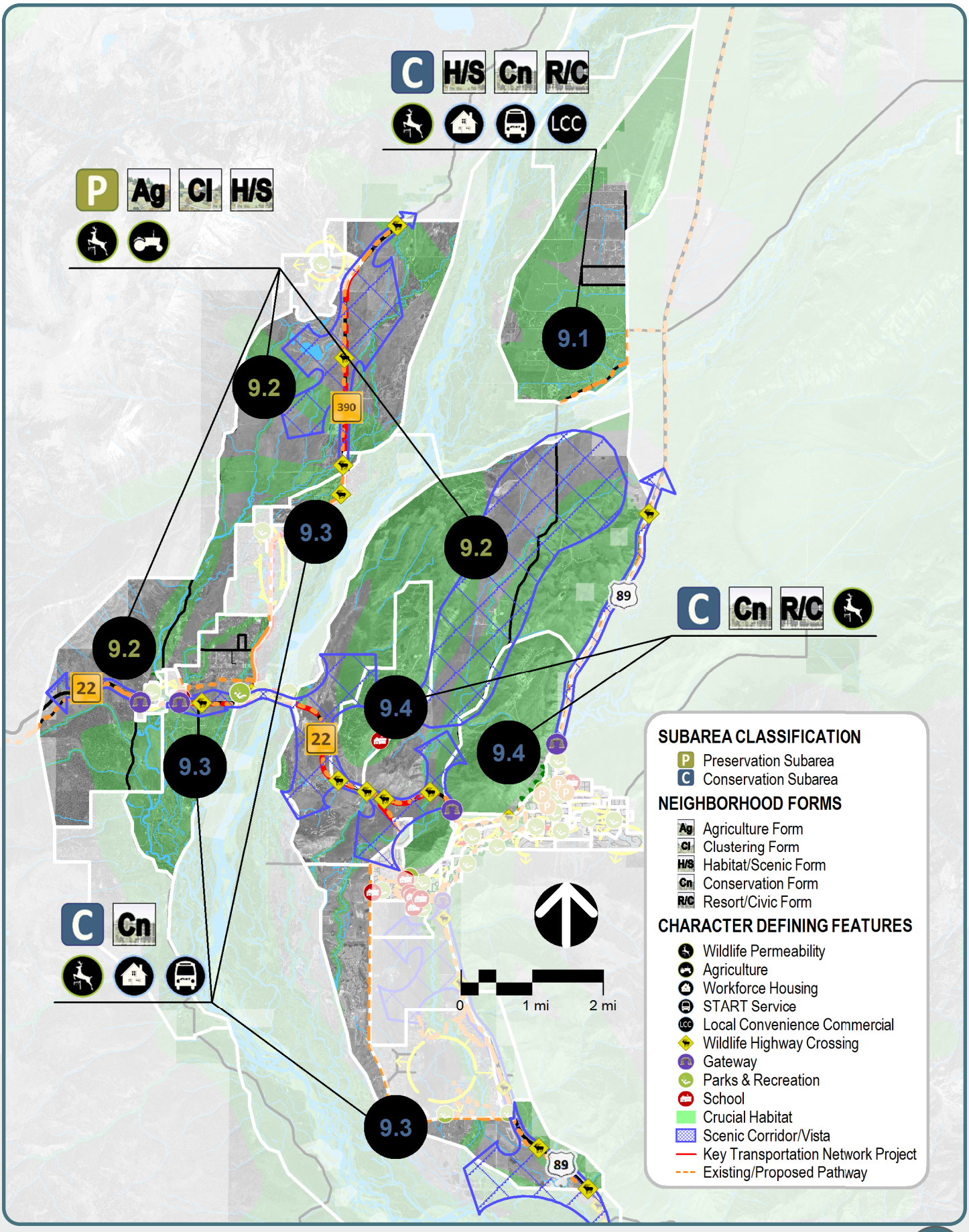
District 9: County Valley



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	○	
	Public Utilities	◐	◐	Water/sewer in some areas
	Quality Public Space	○	○	
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	○	
	Connection by Complete Streets	○	◐	Design transportation network projects for all modes
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Protect existing habitat and connectivity
	Natural Scenic Vistas	●	●	Preserve iconic scenic vistas
	Agricultural + Undeveloped Open Space	●	●	Conserve agricultural open space
	Abundance of Landscape over Built Form	●	●	Cluster built form and preserve open space
	Limited, Detached, Single Family Res. Development	●	●	Detached single family
	Minimal Nonresidential Development	●	●	Additional commercial development inappropriate

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


C H/S Cn R/C
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9.1
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390
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89
C Cn R/C
9.2
22
9.4
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9.4
C Cn
9.3
89
0
1 mi
2 mi
SUBAREA CLASSIFICATION
P Preservation Subarea
C Conservation Subarea
NEIGHBORHOOD FORMS
Ag Agriculture Form
Cl Clustering Form
H/S Habitat/Scenic Form
Cn Conservation Form
R/C Resort/Civic Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Agriculture
Workforce Housing
START Service
LCC Local Convenience Commercial
Wildlife Highway Crossing
Gateway
Parks & Recreation
School
Crucial Habitat
Scenic Corridor/Vista
Key Transportation Network Project
Existing/Proposed Pathway

2012 + Future Desired Characteristics

This Rural Area is the location of the majority of the community's iconic scenic vistas. The agricultural open spaces of Spring Gulch, Walton, Hardeman, Poodle, Puzzle Face, Snake River and Melody ranches along with the skylines of the Gros Ventre Buttes define the character of this district. Large areas have been preserved from development by conservation easements, and much of the development is well clustered around Spring Creek Ranch and three golf courses. However, there are also older developments adjacent to the river bottom that have historically provided workforce housing.

Scenic vistas should continue to be the primary characteristic of the district. The continuation of agriculture and other means of avoiding development should be encouraged. Development potential that is realized would ideally be directed into a Complete Neighborhood. Development that does occur should be clustered adjacent to existing development and designed to protect scenic vistas and agricultural viability. Additional non-residential development is inappropriate; however, provision of convenience commercial within resort development may provide an amenity for surrounding residents. Both residential and non-residential redevelopment should encourage additional clustering and otherwise reduce scenic and wildlife impacts while preserving workforce housing opportunities.

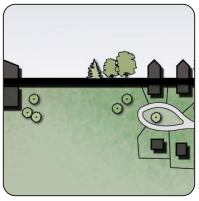
The other primary characteristic of this district is its transportation role. State Highways 22 and 390, North Highway 89 and Spring Gulch Road traverse this district. These scenic arterial roads serve as our transportation backbone to the north and west. The future character of these roadways should include additional capacity for alternate modes as well as wildlife-vehicle collision mitigation, such as wildlife crossings, and scenic enhancement.

Policy Objectives

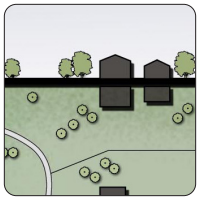
Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability 1.3.a: Maintain natural skylines 1.3.b: Maintain expansive hillside and foreground vistas 1.3.c: Maintain natural landforms 1.4.b: Conserve agricultural lands and agriculture 1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhood subareas 3.1.c: Maintain rural character outside of Complete Neighborhoods
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock 7.1.f: Complete major transportation projects based on Major Capital Group approach 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

9.1: Jackson Hole Golf & Tennis



Habitat/ Scenic Form

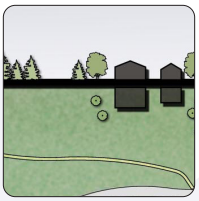


Conservation Form

Resort/ Civic Form

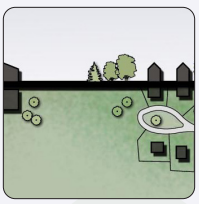
This CONSERVATION Subarea in the elbow between the Snake and Gros Ventre Rivers is characterized by medium to low density resort development and housing historically occupied by the workforce. The existing development is visually buffered from North Highway 89 by Grand Teton National Park, but is very important for wildlife movement between the two rivers. The future character of this subarea should be more natural than it is today while respecting property rights. Redevelopment projects should be encouraged to restore natural landforms and vegetation and should be designed to increase wildlife permeability if incentives to reduce density are not successful. New development should implement wildlife friendly design best practices if non-development conservation cannot be accomplished. The workforce housing character of the areas of older development should be preserved to the extent possible. The Jackson Hole Golf and Tennis Planned Resort should not expand in footprint or entitlements, but provision of locally oriented services within the existing allowed floor area would benefit the residents of the area and is encouraged. An additional amenity to the subarea could be START service as part of a route from Town to the airport.

9.2: Agricultural Foreground



Agriculture Form

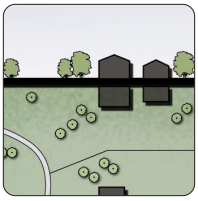
Clustering Form



Habitat/ Scenic Form

This PRESERVATION Subarea should remain characterized by agricultural open space. Agriculture and other non-development methods of preserving the open space, while respecting private property rights, are the priority. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Where possible, development potential should be directed into the Complete Neighborhoods that border this subarea. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds of the community. Identified road projects through this subarea should increase connectivity for all modes travel, incorporate wildlife crossings or other wildlife-vehicle collision mitigation where appropriate, and include scenic enhancements such as burying the power lines along Highway 22.

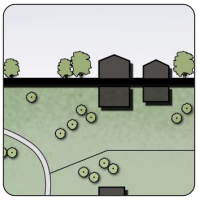
9.3: Existing County Valley Subdivisions



Conservation Form

This CONSERVATION Subarea borders the River Bottom (District 8) and agricultural open space. It is currently characterized by older, low density, single family, workforce housing, but it is important for wildlife movement. The goal for this subarea is to improve wildlife permeability and maintain the workforce housing character to the extent possible, while respecting private property rights. Improved screening of development using natural vegetation and landforms that draw attention away from the development and toward the adjacent scenic foregrounds should also be encouraged. Redevelopment should be sited and designed to improve wildlife permeability and enhance wildlife habitat connections regardless of whether incentives to preserve workforce housing or reduce density are successful. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

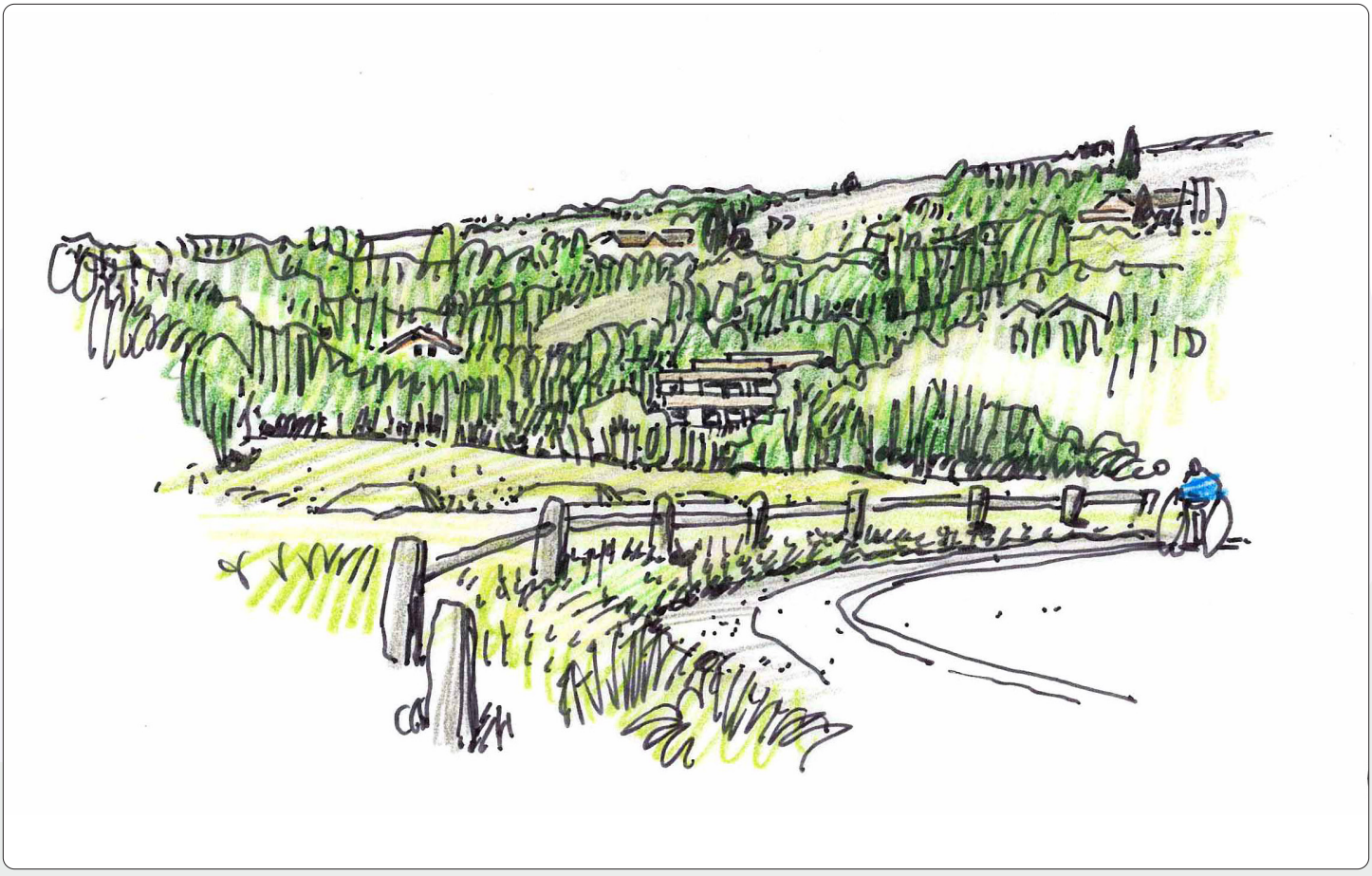
9.4: Gros Ventre Buttes



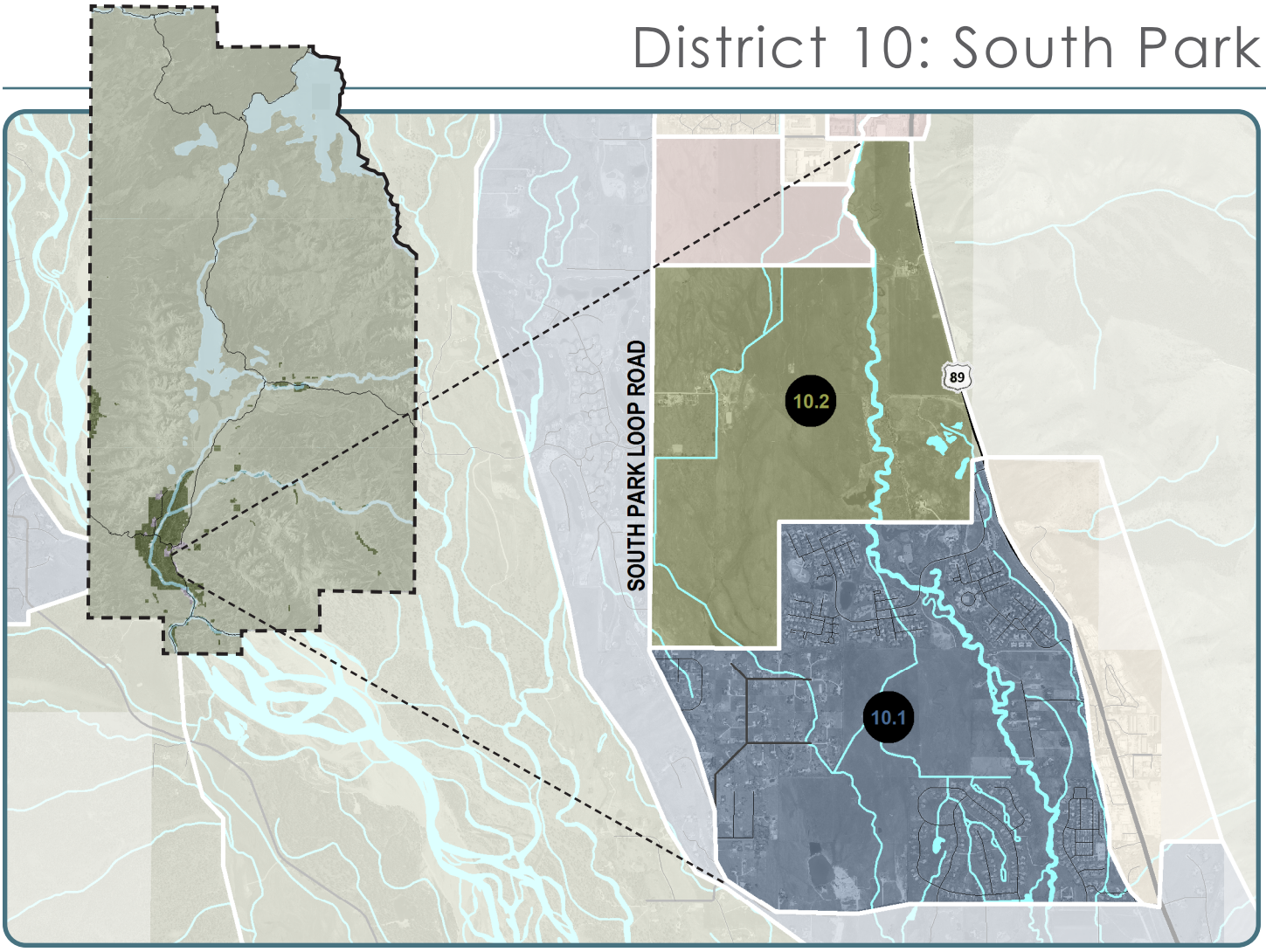
Conservation Form

Resort/ Civic Form

This CONSERVATION Subarea is characterized by scenic skylines and residential and resort-type development, as well as slope habitat for wildlife. Natural skylines should remain the defining characteristic of the subarea, while respecting private property rights. Development and redevelopment should be located and designed to preserve natural skylines, if non-development conservation and incentives to restore natural skylines are not successful. Wildlife habitat and habitat connections should also be protected and enhanced through the location and design of development. In addition, existing highway commercial should be redeveloped into a residential character more consistent with the rest of the subarea to the extent possible.



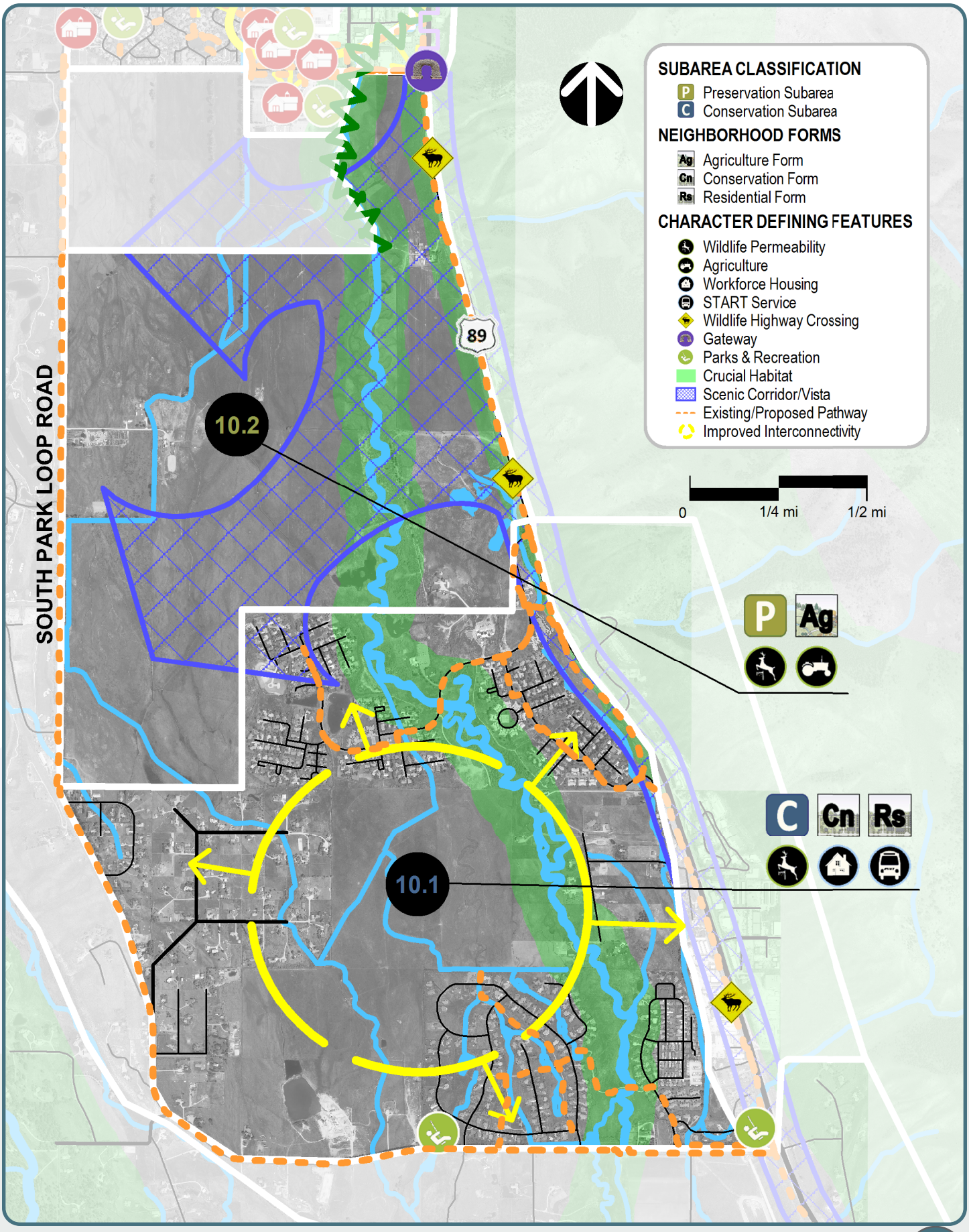
District 10: South Park



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	○	
	Public Utilities	●	●	Sewer and some water
	Quality Public Space	◐	◐	Neighborhood parks, pathways
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	◐	Potentially add a school and increase interconnectivity
	Connection by Complete Streets	○	○	
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Protect Flat Creek and open space
	Natural Scenic Vistas	●	●	Preserve agricultural foreground gateway
	Agricultural + Undeveloped Open Space	●	●	Conserve agricultural open space
	Abundance of Landscape over Built Form	◐	●	Improve clustering
	Limited, Detached, Single Family Res. Development	●	●	Predominately detached single family
	Minimal Nonresidential Development	●	●	Maintain existing

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


SUBAREA CLASSIFICATION
P Preservation Subarea
C Conservation Subarea
NEIGHBORHOOD FORMS
Ag Agriculture Form
Cn Conservation Form
Rs Residential Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Agriculture
Workforce Housing
START Service
Wildlife Highway Crossing
Gateway
Parks & Recreation
Crucial Habitat
Scenic Corridor/Vista
Existing/Proposed Pathway
Improved Interconnectivity
0
1/4 mi
1/2 mi
SOUTH PARK LOOP ROAD
89
10.2
10.1
P
Ag
C
Cn
Rs

2012 + Future Desired Characteristics

South Park is, and should continue to be, the agricultural southern gateway into Jackson. The existing agricultural open space that defines the character of the district provides a scenic foreground for Teton views, wildlife habitat connectivity, reference to our community's heritage and stewardship ethic, and a quiet rural setting for residents. The most important habitat in the district is the Flat Creek riparian corridor; however, the intensity of wildlife vehicle collisions on South Highway 89 shows the importance of the district's open space for wildlife movement in all directions. Existing development is predominately residential and largely occupied by the workforce. It is clustered to the southeastern portion of the district, with the densest areas well screened from the highway by topography, vegetation, and other development. The existing developments are well served individually by pathways, parks, and infrastructure, but lack interconnection and require highway travel to access convenience commercial and other amenities.

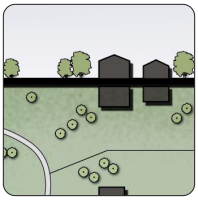
The district should maintain the character that it has today. Agriculture and other means of preserving open spaces should be encouraged, and development should be directed into a Complete Neighborhood wherever possible. Development that does occur should be clustered adjacent to existing development. Wildlife habitat connectivity and permeability should be enhanced through existing development and across Highway 89. The Flat Creek corridor should be preserved and enhanced with a focus on wildlife habitat and movement. Provision of START service and possibly a school will be encouraged to better serve the workforce living in and around this district. Future character should also include improved interconnectivity and internal connection to the commercial amenities along South Highway 89 via pathways and potentially via roadways. Roadway connections between existing neighborhoods should be based upon proposals from the affected neighborhoods.

Policy Objectives

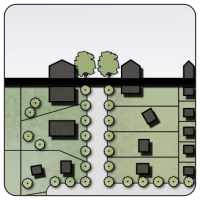
Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhoods subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	7.2.d: Reduce wildlife and natural and scenic resource transportation impacts
	7.3.d: Develop a land use pattern based on transportation connectivity

Character Defining Features

10.1: Southern South Park



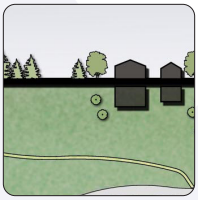
Conservation Form



Residential Form

This CONSERVATION Subarea will continue to be defined by clustered housing including workforce housing that allows for wildlife movement. Preservation and enhancement of the wildlife habitat along the Flat Creek corridor and through developed areas is essential for wildlife movement; it is this wildlife use of the Flat Creek corridor that should continue to define its character. The open space interior to this subarea is a defining feature and should be preserved to the extent possible while respecting private property rights through promotion of agricultural use, directing development potential into a Complete Neighborhood, or other methods. Any development of the existing open spaces should be clustered adjacent to existing development. The resident workforce character of this subarea should also be preserved to the extent possible. Redevelopment should be designed to enhance wildlife movement, whether or not efforts to reduce density without decreasing workforce housing opportunities are successful. In the future, residents should be able to travel via pathway and potential via roadway between existing subdivisions and access nonresidential amenities on the highway without using the highway or South Park Loop Road. Roadway connections between existing neighborhoods should be based upon proposals from the affected neighborhoods. In addition, this subarea should be regularly served by START.

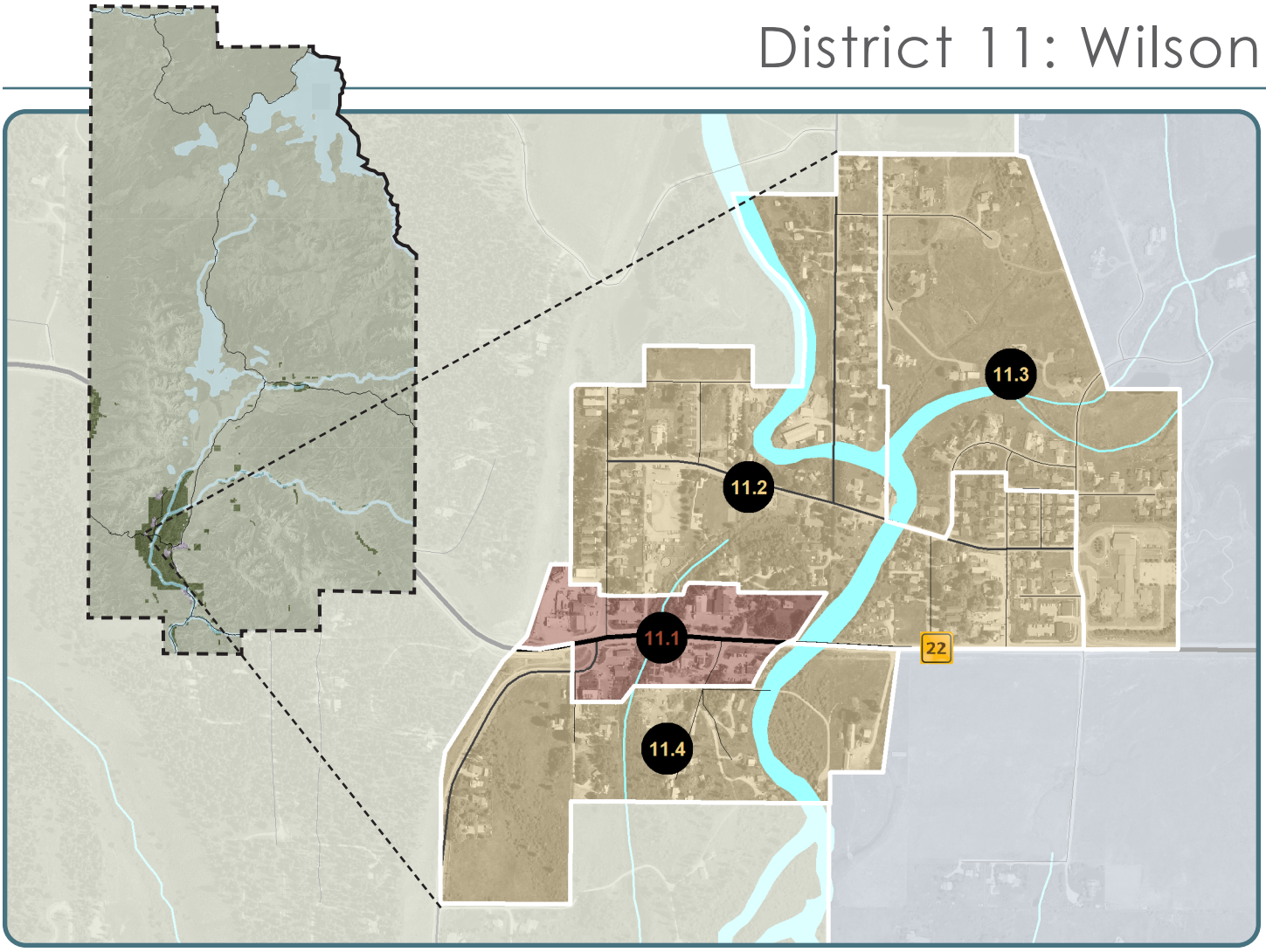
10.2: Central South Park



Agriculture Form

This PRESERVATION Subarea is defined by agricultural open space. The most important of these open spaces is the area between Flat Creek and the highway. This area not only provides the scenic gateway into Town, but also preserves an open area for a wildlife crossing of the highway that would allow for movement of wildlife throughout the district to crucial habitat nearby. Continued agricultural use of the subarea will maintain the open space that defines the district and is the ideal use of the subarea. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Development potential should be directed into Complete Neighborhoods wherever possible, while respecting private property rights. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds and neighborhoods of the community.

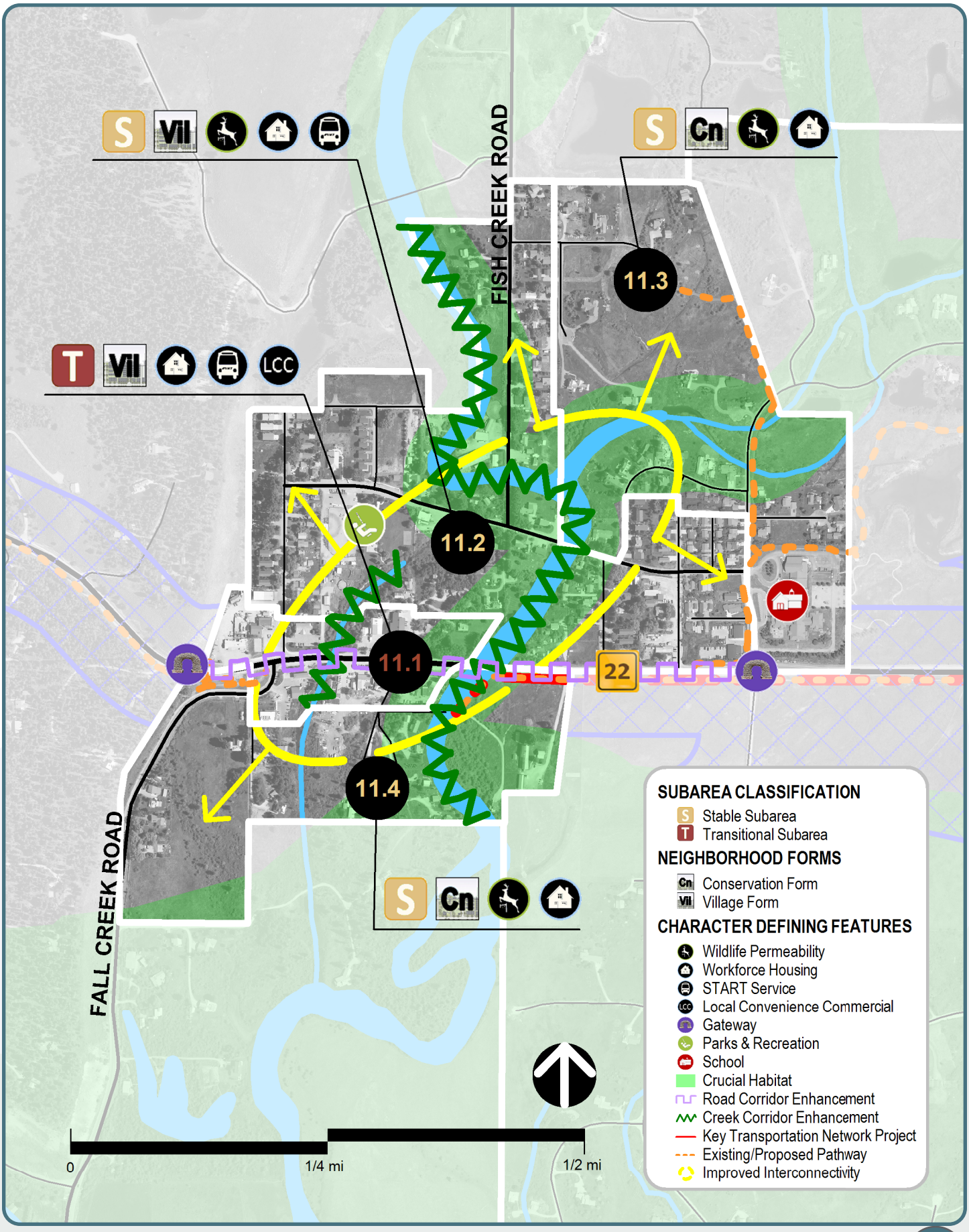
District 11: Wilson



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	◐	●	Defined character for subareas
	Public Utilities	◐	◐	Sewer
	Quality Public Space	●	●	Enhance parks, pathways, Fish Creek
	Variety of Housing Types	◐	◐	Single family with some ARU/duplex
	Walkable Schools, Commercial + Recreation	●	●	Maintain local oriented core and amenities
	Connection by Complete Streets	◐	●	Improve pedestrian connectivity
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Maintain/enhance permeability
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	◐	◐	Maintain existing ratio
	Limited, Detached, Single Family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


FISH CREEK ROAD
FALL CREEK ROAD
11.1
11.2
11.3
11.4
22
0
1/4 mi
1/2 mi
SUBAREA CLASSIFICATION
Stable Subarea
Transitional Subarea
NEIGHBORHOOD FORMS
Conservation Form
Village Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
Local Convenience Commercial
Gateway
Parks & Recreation
School
Crucial Habitat
Road Corridor Enhancement
Creek Corridor Enhancement
Key Transportation Network Project
Existing/Proposed Pathway
Improved Interconnectivity

2012 + Future Desired Characteristics

Wilson is a small Complete Neighborhood with a broad reach. While relatively few residents live within the district, many more outside the district rely on it for services and consider it their home. In addition, Wilson is the western gateway into the community for those travelling over Teton Pass. Wilson is characterized by quality social, economic, and natural amenities. It has parks, a community center, an elementary school, childcare, a general store, a hardware store, offices, medical services, restaurants, and bars all within walking distance. Fish Creek and the riparian areas of Wilson provide crucial wildlife habitat and wildlife movement corridors. Surrounding the district is permanently conserved agricultural open space.

Protecting Wilson's character while enhancing the district and meeting the community's Growth Management Common Value is the primary issue in Wilson. Wilson's future character should be consistent with that which endears it to so many community members today. The district's residential subareas should have stable character and Wilson should continue to provide locally-oriented commercial and neighborhood amenities that limit the need for trips from the west bank into Town. The provided services should be supported by the residents of the district and those otherwise passing through the district without relying on additional development potential or attracting trips from elsewhere in the community. Pedestrian connectivity in the district should be enhanced by improved pedestrian access from the residential subareas into the commercial core, a more pedestrian-oriented design of the commercial core, and safe and convenient pedestrian crossing of Highway 22 in the commercial core and at the school. In addition, START should become a more convenient and viable option for residents of Wilson and surrounding areas. Wildlife will continue to inhabit and move through the periphery and riparian corridors of Wilson.

Policy Objectives

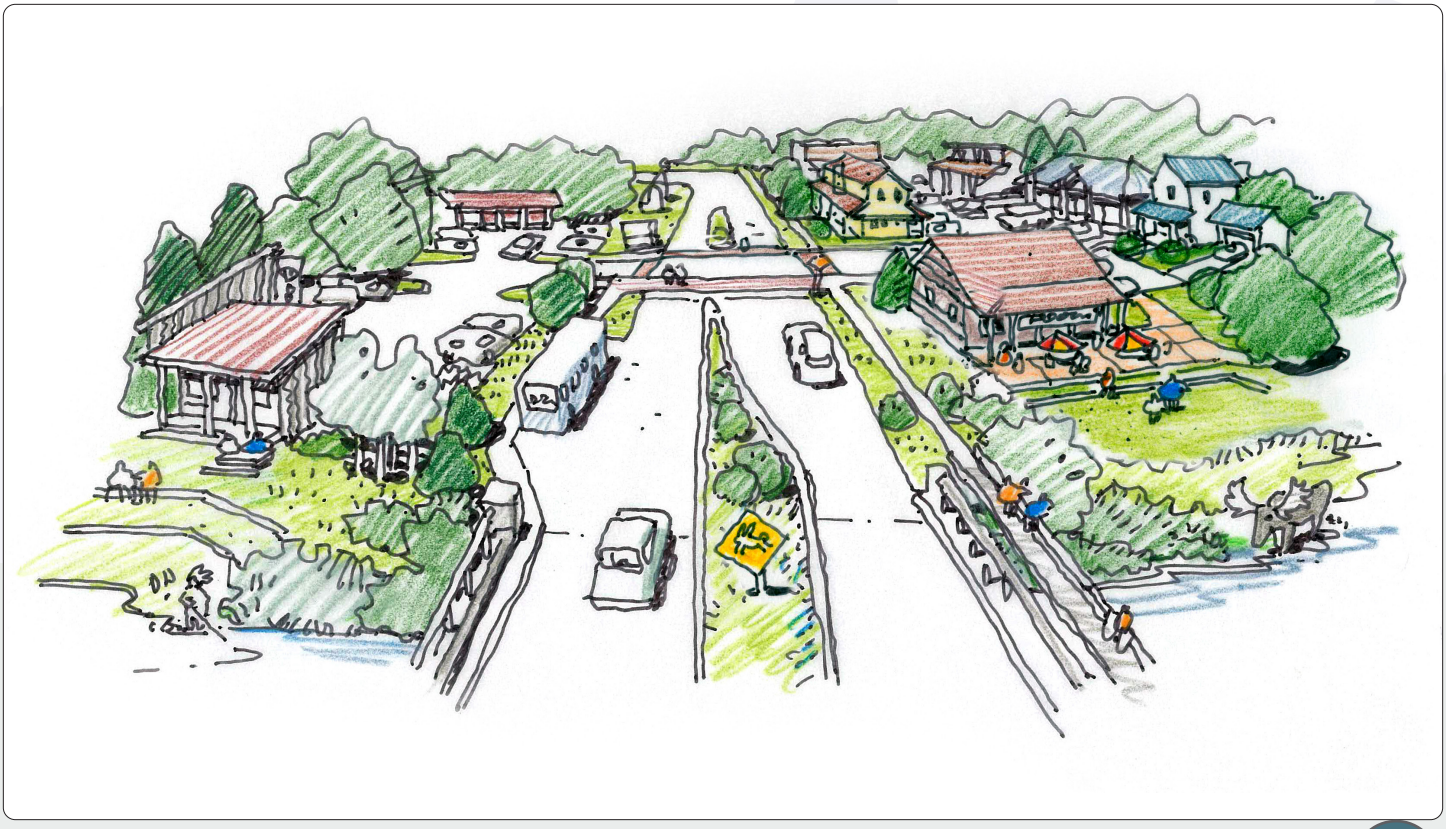
Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
Common Value 2: Growth Management	3.2.b: Locate nonresidential development in Complete Neighborhoods 3.2.d: Emphasize a variety of housing types 3.2.f: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock 6.2.c: Encourage local entrepreneurial opportunities 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

Character Defining Features

11.1: Wilson Commercial Core

Village Form

This TRANSITIONAL Subarea is defined by its future character as a vibrant, mixed use, active, pedestrian core. It will retain its commercial character, providing locally-oriented commercial uses that serve the residents and visitors of Wilson without attracting additional vehicle trips. Small unit attached and detached housing, including workforce housing, should be added to enhance the residential character of the subarea. However, buildings should continue to be no more than two stories. Development should be set back from, but also oriented toward, Fish Creek and Edmiston Spring Creek to preserve their ecological value while drawing attention to them as natural amenities. The design of the Highway 22 corridor is key to addressing all users of the commercial core. Calming highway traffic and improving highway crossings will enhance the pedestrian character of the subarea, inviting residents of the district to travel by foot or bike into the commercial core. Pedestrian and bicycle infrastructure should be separated from the highway, and a median should be added to the highway cross section. At the eastern and western entrances to the subarea, buildings should be pulled to the highway to create a gateway into the core. Within the core, buildings may be pushed back further from the street to allow an on street parking character without requiring parking on the highway. However, the majority of the parking should be located behind buildings or screened from view.

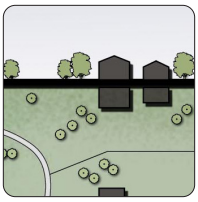


11.2: Wilson Townsite

Village Form

This STABLE Subarea is defined by its history as the original Wilson townsite. The 50 foot by 150 foot lot pattern should be preserved and creation of smaller or larger lots should be discouraged. Each lot should contain a single family home with a possible accessory residential unit. Building size should be consistent with the 2012 character of the subarea. Protection of this character will allow this subarea to continue to provide workforce housing opportunities. Wildlife permeability should be maintained through the location and design of development and redevelopment. Streets should continue to be rural in character with natural drainage swales and no sidewalks, while being enhanced with off street pathways connecting the residential subareas of Wilson to the commercial core.

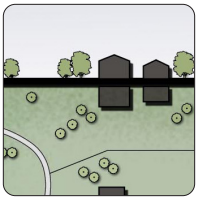
11.3: Wilson Meadows



Conservation Form

This STABLE Subarea is defined by larger platted lots than the Wilson Townsite and serves to blend the townsite density into the more rural surroundings. The one to two-acre lots in this subarea should continue to be developed with detached single family homes. Development should be located and designed for wildlife permeability. Development should be set back from Fish Creek and the adjacent riparian area to preserve their habitat function. Pedestrian and bike connections to the commercial core would enhance the livability of this subarea, and connections from other subareas of the district to the school would enhance the livability of the entire district. At the school, traffic should be slowed and a safe Highway 22 crossing for schoolchildren and other pedestrians is encouraged.

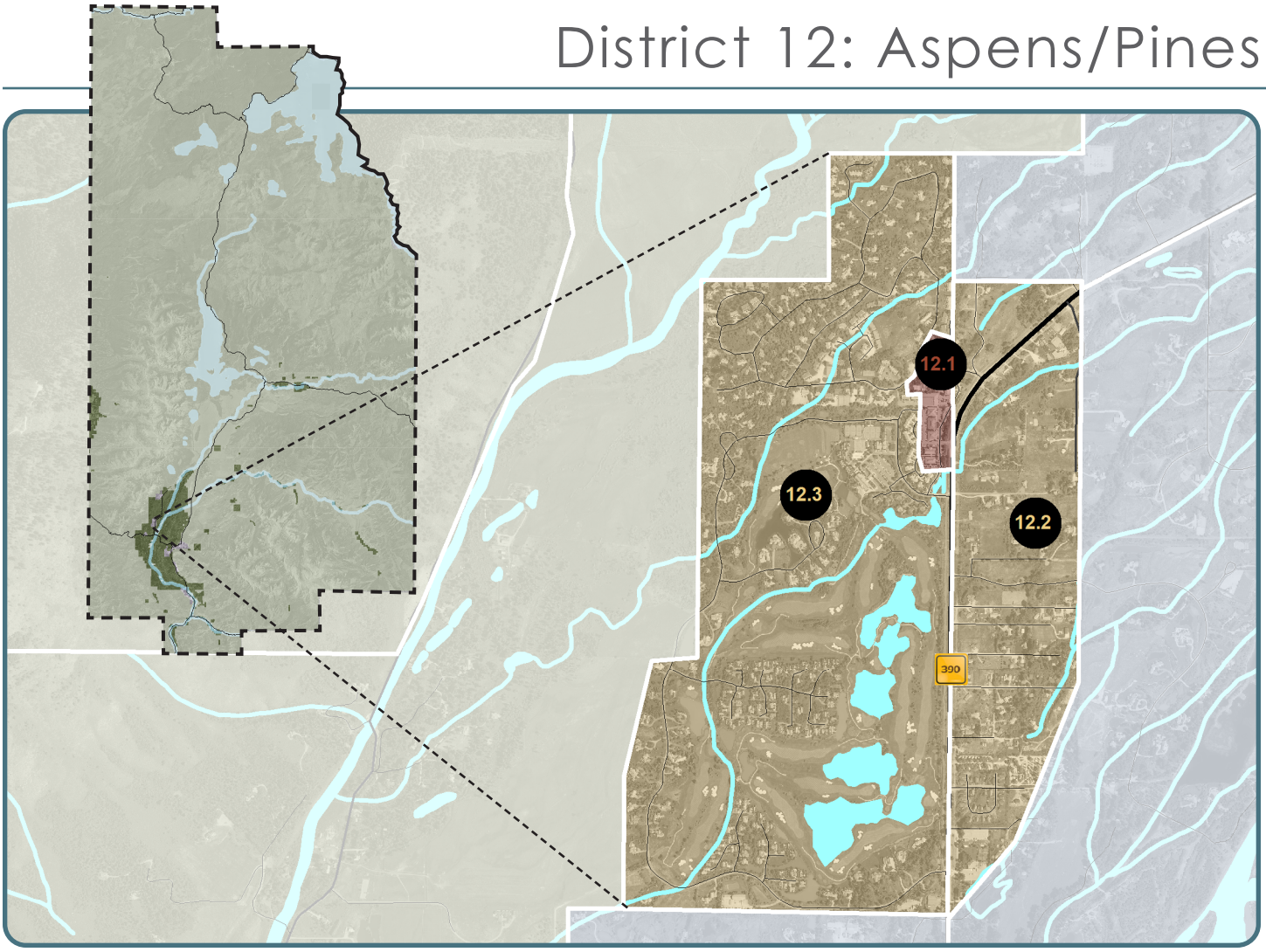
11.4: South Wilson



Conservation Form

This STABLE Subarea, south of the commercial core, is defined by wildlife movement and larger lots than the rest of Wilson. It is less developed than the subareas to the north and serves as a corridor for wildlife to move from the Teton Pass area to Fish Creek and the Snake River. One detached residential unit per three acres or more will continue to characterize development. Obstructions to wildlife movement should be avoided or minimized through development and redevelopment. Of special consideration are Fish Creek, Edmiston Spring Creek and the wetlands of this district, which should be protected and enhanced to provide habitat and habitat connectivity. The proximity of this subarea to the commercial core, coupled with its relatively low density, should allow pedestrians and cyclists to share the internal roads with vehicles to access the amenities of the commercial core.

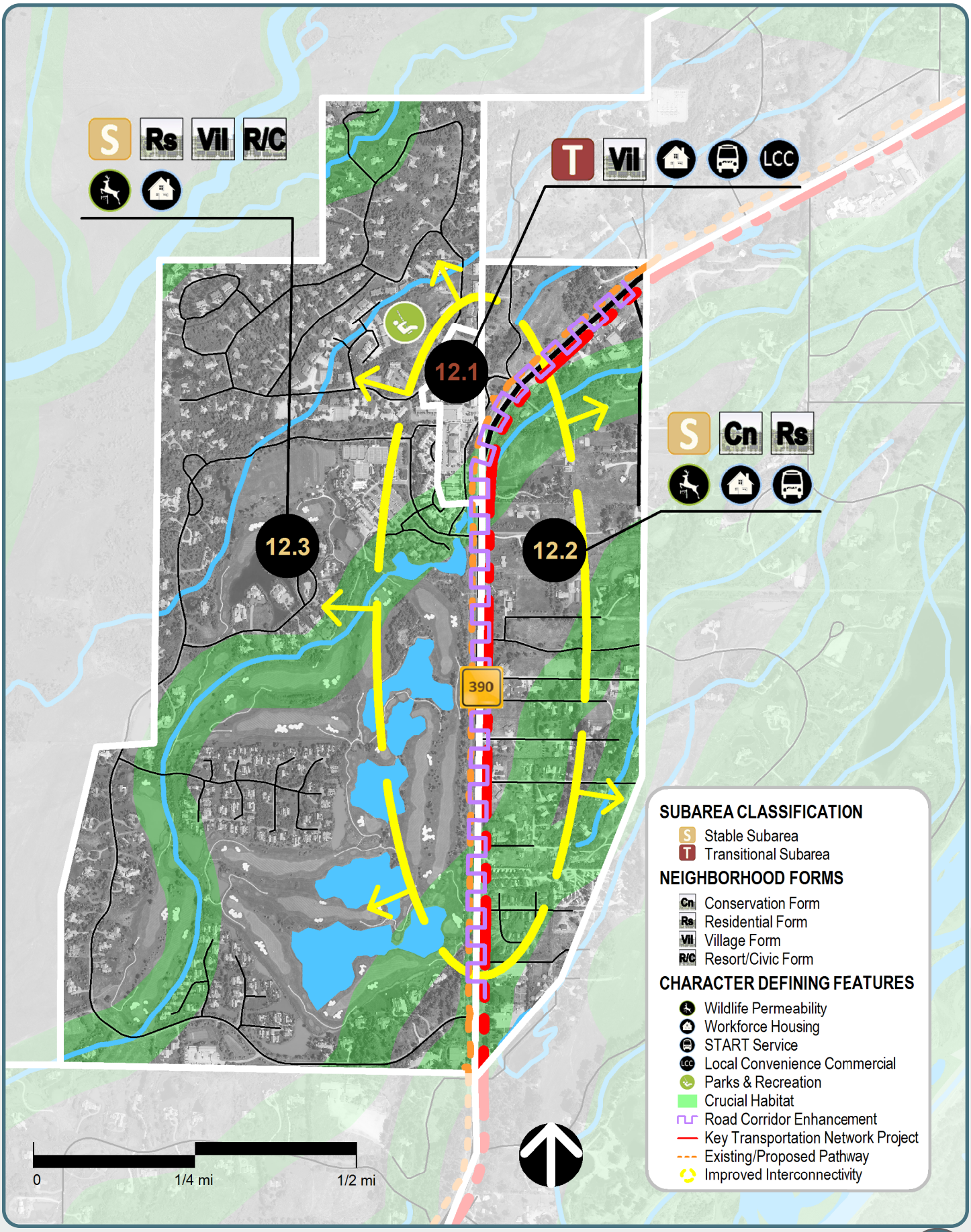
District 12: Aspens/Pines



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	◐	●	Connect subareas
	Public Utilities	●	●	Water and sewer
	Quality Public Space	●	●	Improved access to quality public spaces
	Variety of Housing Types	◐	●	Maintain housing variety
	Walkable Schools, Commercial + Recreation	○	●	Improved pedestrian connection to existing amenities
	Connection by Complete Streets	○	○	Improved safety and connectivity for all modes
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Preserve riparian areas and permeability
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	◐	◐	
	Abundance of Landscape over Built Form	◐	◐	Maintain ratio
	Limited, Detached, Single Family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


S
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12.3
390
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1/4 mi
1/2 mi
SUBAREA CLASSIFICATION
Stable Subarea
Transitional Subarea
NEIGHBORHOOD FORMS
Cn Conservation Form
Rs Residential Form
Vll Village Form
R/C Resort/Civic Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
Local Convenience Commercial
Parks & Recreation
Crucial Habitat
Road Corridor Enhancement
Key Transportation Network Project
Existing/Proposed Pathway
Improved Interconnectivity

2012 + Future Desired Characteristics

The Aspens/Pines Complete Neighborhood is characterized by a variety of housing types and non-residential uses developed in distinct subareas. Highway 390 runs through the middle of the district, connecting and separating the different subareas. To the west of Highway 390 is a master planned community with a commercial core as well as a mix of detached single family units and clustered multifamily units occupied by the workforce, retirees, and visitors. The commercial core provides local convenience commercial, office space and resort-type recreational amenities to the diverse residents of the area. To the east of the highway is a gradient of development intensity that ranges from non-residential and medium density workforce housing in the south to low density housing, including workforce housing, and a few highway commercial establishments in the north. The district is adjacent to the Snake River corridor and contains riparian habitat and open spaces that serve as wildlife movement corridors.

In the future, this district should have a more cohesive character, highlighted by better connectivity and increased workforce occupation of existing units. Non-residential use should be consolidated to the commercial core on the west side of the road to the extent possible. The highway corridor should be redesigned to be safe for all modes of travel as well as wildlife. Both sides of the highway should be connected to the commercial core by pedestrian infrastructure, and the district should become better connected to the rest of the community through increased START service. Development should be designed for wildlife permeability, and the riparian habitat in the district should be protected and enhanced.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
Common Value 2: Growth Management	3.2.b: Locate nonresidential development in Complete Neighborhoods 3.2.d: Emphasize a variety of housing types 3.2.e: Promote quality public spaces in Complete Neighborhoods
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options 5.3.b: Preserve existing workforce housing stock 6.2.b: Support businesses located in the community because of our lifestyle 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit 7.1.f: Complete major transportation projects based on Major Capital Group approach 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts

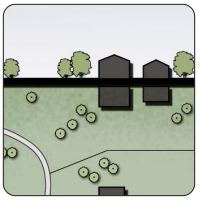
Character Defining Features

12.1: Aspens/Pines Commercial Core

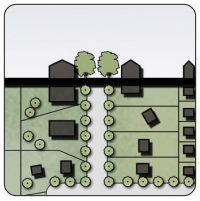
Village Form

This TRANSITIONAL Subarea should redevelop to become a more vibrant, active, pedestrian, mixed use core. The mix of local and visitor services as well as office opportunities for business located in the community because of our lifestyle should be preserved as the subarea redevelops. Non-residential development in other parts of the district would be better located within this subarea as well. Residential opportunities should be incorporated into the subarea without adding height to the two-story character. As redevelopment occurs it should become more oriented toward a complete "main street" parallel to the highway that may be a continuation of the existing frontage road. The "main street" should be developed with pedestrian-oriented buildings on both sides. In areas between the "main street" and the highway, buildings should address both frontages. The existing pathway and other pedestrian infrastructure should connect this subarea to residential subareas. Parking should be consolidated off of the main street and double as a park n' ride facility in conjunction with increased START service to the district.

12.2: 390 Residential



Conservation Form

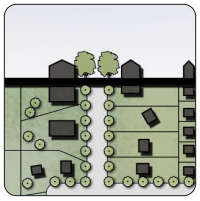


Residential Form

This largely developed STABLE Subarea is characterized primarily by detached single family homes, including homes occupied long-term by the workforce. In the future, the denser development in the southern portion of the subarea should be designed to better blend into this character. Non-residential development should be directed into the Aspens/Pines Commercial Core (Subarea 12.1) to the extent possible. Enhancements to the district should include increased wildlife permeability and improvements to the connectivity within the subarea and to other subareas of the district. Highway access should be consolidated to the extent possible to minimize congestion on the highway and enhance the sense of community within the subarea. Year-round pedestrian connections should be established to the existing pathway across the highway that connects to the commercial core.

12.3: Aspens/Pines Residential

Village Form

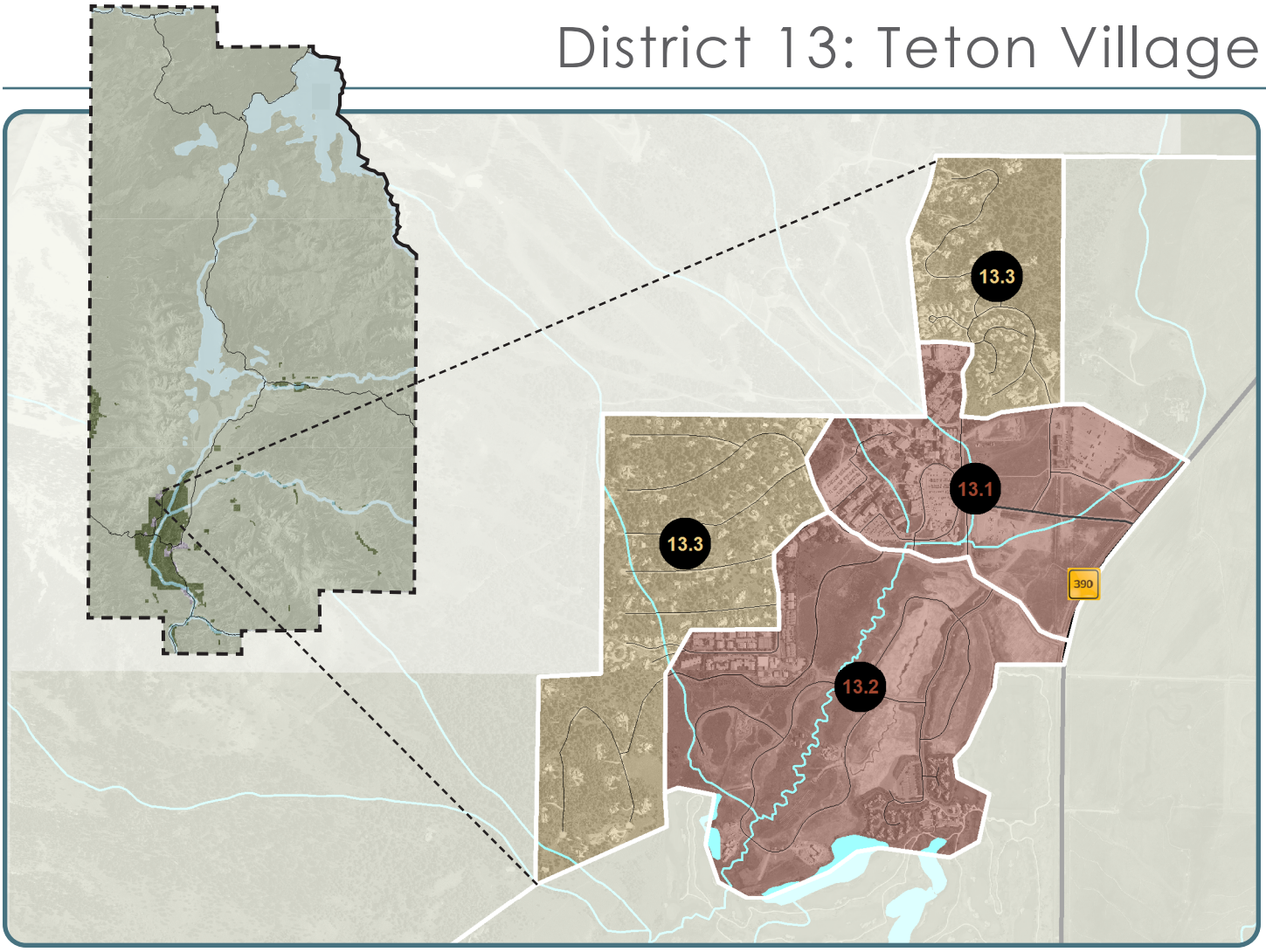


Residential Form

Resort/ Civic Form

This STABLE Subarea should remain a mix of housing types organized around open space. The subarea will continue to be characterized by retiree, workforce, and visitor occupation; however, a more year-round, workforce character will be encouraged. The wildlife permeability that comes from clustered development around open space should be preserved. The Aspens common area should be enhanced into a higher-quality public space with better connection to the Aspens/ Pines Commercial Core (Subarea 12.1). Throughout the subarea, year-round pedestrian amenities should be improved to reduce the need for vehicle travel within the district.

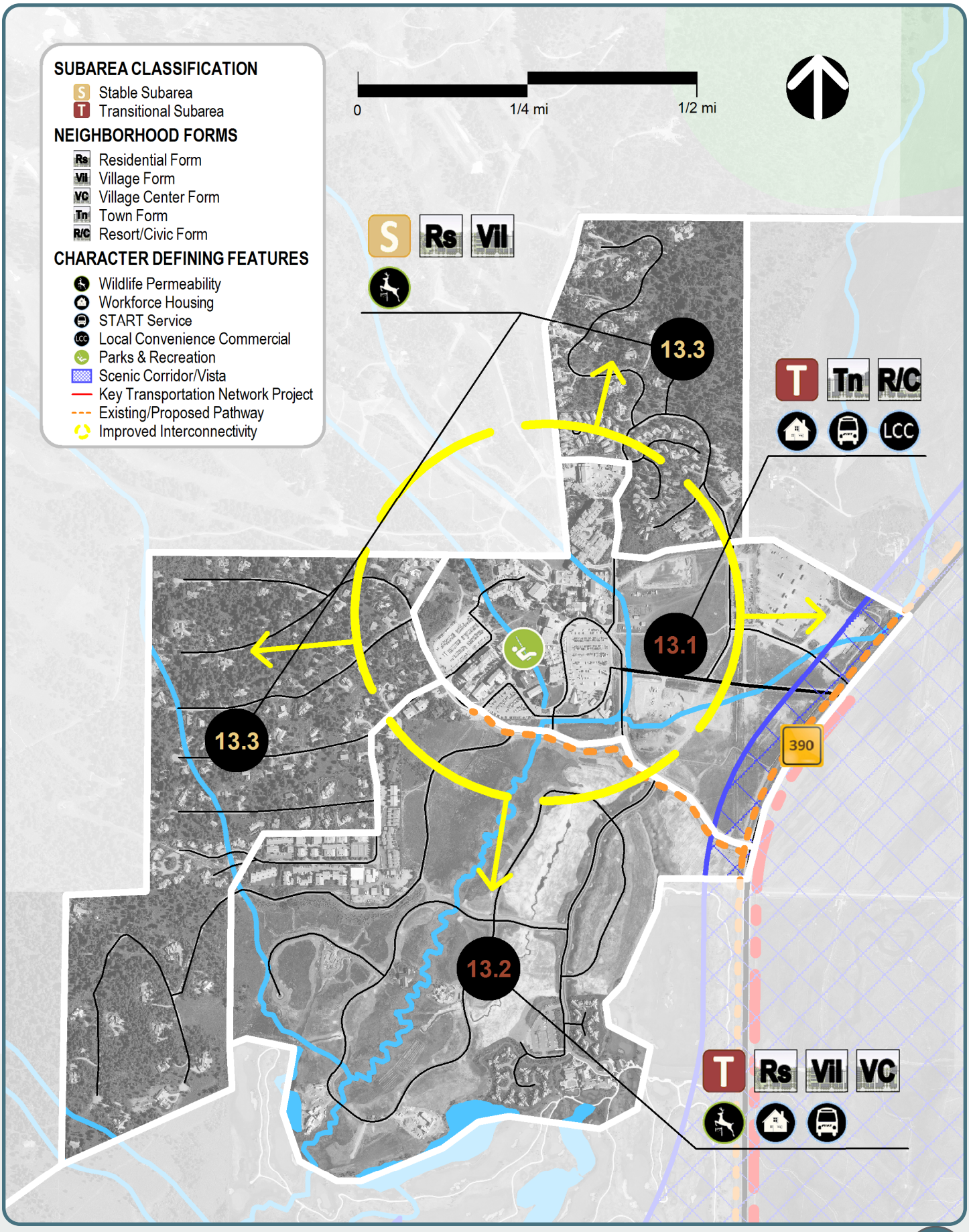
District 13: Teton Village



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	●	●	Bavarian/mountain modern resort community
	Public Utilities	●	●	Water and sewer
	Quality Public Space	●	●	Expand village commons as core expands
	Variety of Housing Types	●	●	Continue to develop a variety of housing types
	Walkable Schools, Commercial + Recreation	◐	●	Add amenities and pedestrian connectivity
	Connection by Complete Streets	○	●	Improve transportation network for all modes
RURAL	Viable Wildlife Habitat + Connectivity	○	○	
	Natural Scenic Vistas	●	●	Maintain scenic foreground
	Agricultural + Undeveloped Open Space	◐	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single Family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


SUBAREA CLASSIFICATION
S Stable Subarea
T Transitional Subarea
NEIGHBORHOOD FORMS
Rs Residential Form
Vil Village Form
VC Village Center Form
Tn Town Form
R/C Resort/Civic Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Workforce Housing
START Service
LCC Local Convenience Commercial
Parks & Recreation
Scenic Corridor/Vista
Key Transportation Network Project
Existing/Proposed Pathway
Improved Interconnectivity
0
1/4 mi
1/2 mi
S
Rs
Vil
T
Tn
R/C
LCC
T
Rs
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VC
13.1
13.2
13.3
13.3
390

2012 + Future Desired Characteristics

Teton Village is a resort community that serves as a major employment center and economic driver for Teton County, particularly in the winter. The district is organized around the Jackson Hole Mountain Resort and is defined by a high intensity core, dominated by lodging and other visitor-oriented non-residential uses in some of the largest buildings in the community. Outside of the core are lower intensity residential areas surrounded by scenic agricultural open spaces. Teton Village is well-served by public utilities and has access to some locally-oriented services and amenities. However, a lack of pedestrian connectivity between residential and non-residential areas, limited local convenience commercial and a lack of full-time residents prevent Teton Village from feeling like a true village.

In the future, Teton Village's world class resort character should be enhanced to include a village feel through the addition of a year-round community. Planned restricted workforce housing will provide a base of full-time residents as well as reduce peak traffic on the Moose-Wilson road. Additional units, which would be directed out of Rural Areas and into the Teton Village footprint and designed for occupancy by year-round residents, should be encouraged to further enhance the village character in the district and communitywide Growth Management goals. Local convenience commercial, a school, or other amenities that support permanent residency will be needed as a year-round character is developed. A reallocation or increase in amount of commercial allowed in the district may be appropriate to achieve this goal.

Coordination of the two Resort Master Plans that govern the majority of the district will be crucial to enhancing the Teton Village resort into a cohesive village resort community. This effort should be focused on reworking the amount, location, and design of allowed development to accommodate a year-round village character while retaining the quality and competitiveness of the resort. Intensity of development should step down from an expanded commercial core to lower density residential areas at the edges of the district, where it interfaces with adjacent agricultural lands and open space. As the intensity of development decreases, wildlife permeability should become a greater emphasis of design. In the future the district should benefit from improved circulation for pedestrians and vehicles and enhanced public transit – both within the Village and to key destinations such as Town, the airport and Grand Teton National Park.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.3.b: Maintain expansive hillside and foreground vistas
Common Value 2: Growth Management	3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods 3.2.b: Locate nonresidential development in Complete Neighborhoods 3.2.c: Limit lodging to defined areas 3.2.d: Emphasize a variety of housing types 3.2.e: Promote quality public spaces in Complete Neighborhoods
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options 6.2.a: Enhance tourism as the basis of the economy 6.2.b: Support businesses located in the community because of our lifestyle 6.2.c: Encourage local entrepreneurial opportunities 6.3.a: Ensure year-round economic viability 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

Character Defining Features

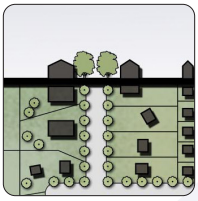
13.1: Teton Village Commercial Core

Town Form

Resort/ Civic Form

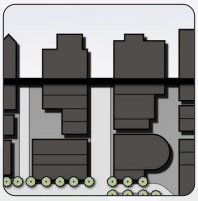
The future character of this TRANSITIONAL Subarea is a walkable, urban commercial core. Development of this subarea should occur from the Village core toward the highway between the access roads. The location of transit hubs and the layout of the interconnected complete streets will define circulation in the district. A pedestrian mall anchored at one end by the tram and at the other by a future community building should act as the district's primary mixed use corridor. The subarea should include local and visitor-oriented non-residential uses that enhance our tourist economy and provide an inviting atmosphere for entrepreneurs and business located here because of our lifestyle. Multifamily workforce housing, separated from lodging but with access to amenities, should be located toward the edges of the subarea. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Buildings should be set close to street corridors with height and bulk decreasing from the core to the periphery, stepping down from multi-story, multi-use buildings near the base of the Mountain Resort to two or three-story buildings along the eastern edge, eventually transitioning to a park, recreational fields or open space as a visual buffer along the highway. Pathways and sidewalks leading out of the commercial core should be implemented to improve connectivity with adjacent residential subareas.

13.2: Teton Village Residential Core



Residential Form

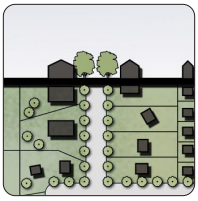
Village Form



Village Center Form

This TRANSITIONAL Subarea is comprised of multifamily housing and the area planned for future development of a variety of housing types. Its future character will be as a residential subarea with a mix of housing densities and types, workforce housing opportunities. Density should decrease from the areas adjacent to the Teton Village Commercial Core (Subarea 13.1) to the south. Development along the northern edge could consist of multifamily housing to blend the bulk of the Teton Village Commercial Core (Subarea 13.1) into the subarea. Development along the western edge will be of a style and scale compatible with adjacent residential development. Farther south, density will decrease to large single family lots and be designed to be more permeable for wildlife. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Pathways, trails and transit service connecting this residential subarea to the Teton Village Commercial Core (Subarea 13.1) should be designed to provide access to amenities.

13.3: Teton Village Single Family



Residential Form

Village Form

This STABLE Subarea is characterized by a lower density residential development pattern. The pattern of single family lots should continue to be permitted and preserved in this portion of the district. Development should work with the topography, rather than against it, with buildings constructed into the hillside to avoid significant grading and protect the forested hillside views. Houses should be designed to allow wildlife movement through the subarea. Additional residential potential may be directed into this subarea from Rural Areas if it can be incorporated into the existing character as year-round workforce housing. Increased pedestrian and shuttle connections into the Teton Village Commercial Core (Subarea 13.1) should be encouraged to provide enhanced access to amenities and recreation.

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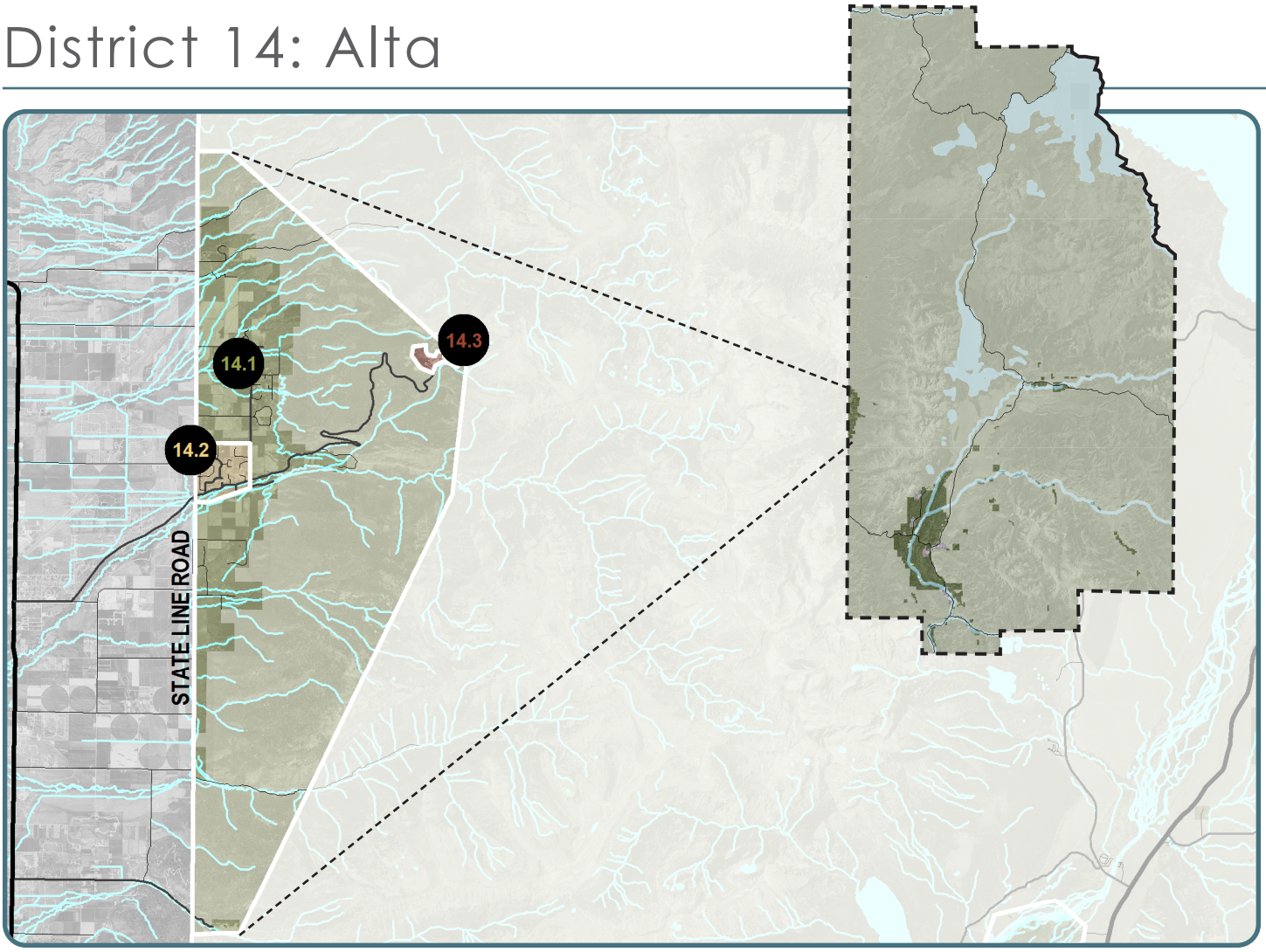
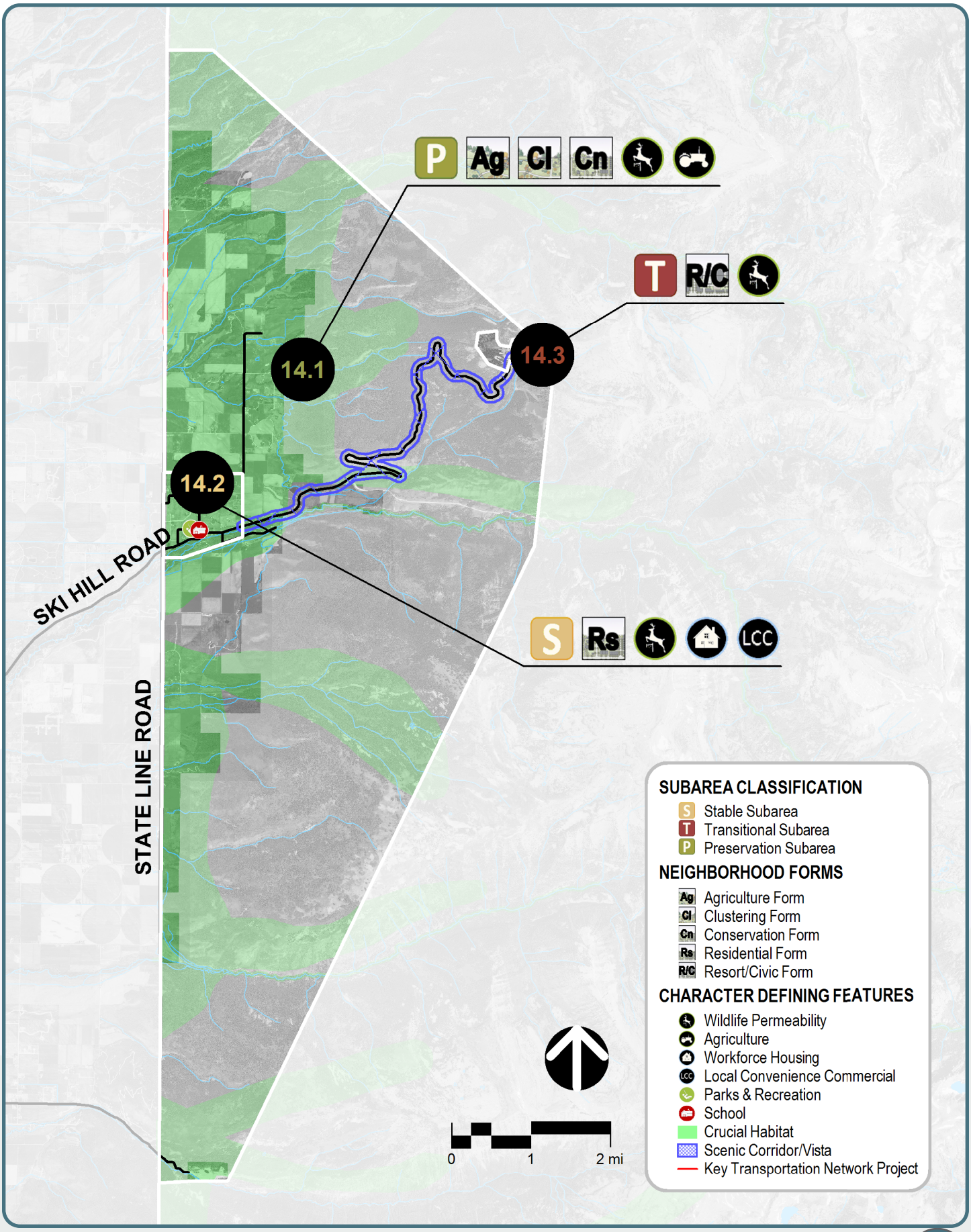
District 14: Alta



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◐	Targhee Town cluster character
	Public Utilities	○	○	
	Quality Public Space	◐	◐	Community park
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	◐	Cluster development to be walkable to amenities
	Connection by Complete Streets	○	◐	Connect State Line Road
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Maintain/enhance existing habitat/connectivity
	Natural Scenic Vistas	◐	◐	Maintain scenic agricultural foregrounds
	Agricultural + Undeveloped Open Space	●	●	Conserve agriculture and agricultural open space
	Abundance of Landscape over Built Form	●	●	Cluster development in the Alta core
	Limited, Detached, Single Family Res. Development	●	●	Detached single family
	Minimal Nonresidential Development	●	●	Revitalize existing nonresidential

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*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SKI HILL ROAD
STATE LINE ROAD
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SUBAREA CLASSIFICATION
Stable Subarea
Transitional Subarea
Preservation Subarea
NEIGHBORHOOD FORMS
Agriculture Form
Clustering Form
Conservation Form
Residential Form
Resort/Civic Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Agriculture
Workforce Housing
Local Convenience Commercial
Parks & Recreation
School
Crucial Habitat
Scenic Corridor/Vista
Key Transportation Network Project

2012 + Future Desired Characteristics

Alta is one of the last districts in the County to have its character predominantly defined by active agriculture. Agriculture and its inherent benefits – including scenic vistas, wildlife use and local crop production – combine to serve as the primary basis of the Alta economy. Alta's limited residential and non-residential development is generally dispersed; however, Alta does have a core of clustered workforce housing around a park, school, and library. Alta remains reliant on Teton County, Idaho for most retail needs and some municipal services.

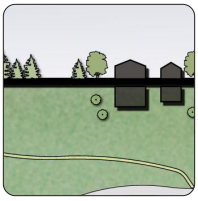
Maintenance of agricultural character is the priority in Alta. Future development should be directed into the Alta Core (Subarea 14.2) as infill or clustered adjacent to existing development, while respecting private property rights. The Alta Core (Subarea 14.2) provides more compact single family uses, a limited amount of non-residential and commercial uses and several community amenities. Pedestrian connectivity should be improved in the Alta Core (Subarea 14.2) and the district should be further enhanced by connecting the community to South Leigh Canyon via the completion of State Line Road. Grand Targhee Resort should develop consistent with its recently approved master plan.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhood subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	7.1.a: Increase the capacity for walking, biking, carpooling and riding transit
	7.3.d: Develop a land use pattern based on transportation connectivity

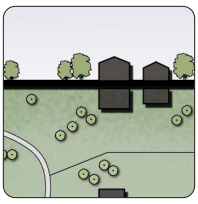
Character Defining Features

14.1: Alta Farmland



Agriculture Form

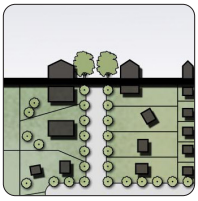
Clustering Form



Conservation Form

This PRESERVATION Subarea is characterized by large parcels and accounts for the majority of the land area in Alta. The highest priority for this subarea is to preserve agricultural lands and uses, while respecting private property rights. Agriculture will be encouraged through regulatory exemptions and allowances. Existing home business, contractor and other accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Development potential should be directed into the Alta Core (Subarea 14.2) wherever possible. Development that does occur should be clustered near existing development and be designed to protect the viability of agriculture and wildlife permeability. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. The preservation of scenic vistas, wildlife habitat, riparian areas and wildlife permeability is another priority. A key transportation project for this subarea that will improve connectivity, reduce vehicle miles traveled and improve the sense of community is completing the connection of State Line Road to South Leigh Creek Canyon.

14.2: Alta Core



Residential Form

This STABLE Subarea is presently characterized by the Alta School, the Alta Library, a church, a partially complete park, lodging and a cross country ski track. These amenities are located next to subdivisions with lots ranging in size from 1/3 to 5 acres. The goal for this subarea is to maintain character while allowing for infill of 1/3-acre lots to accommodate the preservation of agricultural lands. Development should be located within walking distance of community amenities, and individual developments should be interconnected. Commercial uses should not expand; however, efforts to revitalize existing commercial uses are appropriate and should be of a nature and scale to protect the character of the Alta community. Completing the park is a priority.

14.3: Grand Targhee Resort

Resort/ Civic Form

The focus of this TRANSITIONAL Subarea is to create a year-round, small scale resort community that is pedestrian-oriented. A primary objective is to enhance year-round visitation and to provide recreation and job opportunities for the local community. This subarea will develop in accordance with the recently approved master plan. The master plan is intended to be dynamic and subject to some evolution in design but not density, intensity, or footprint.

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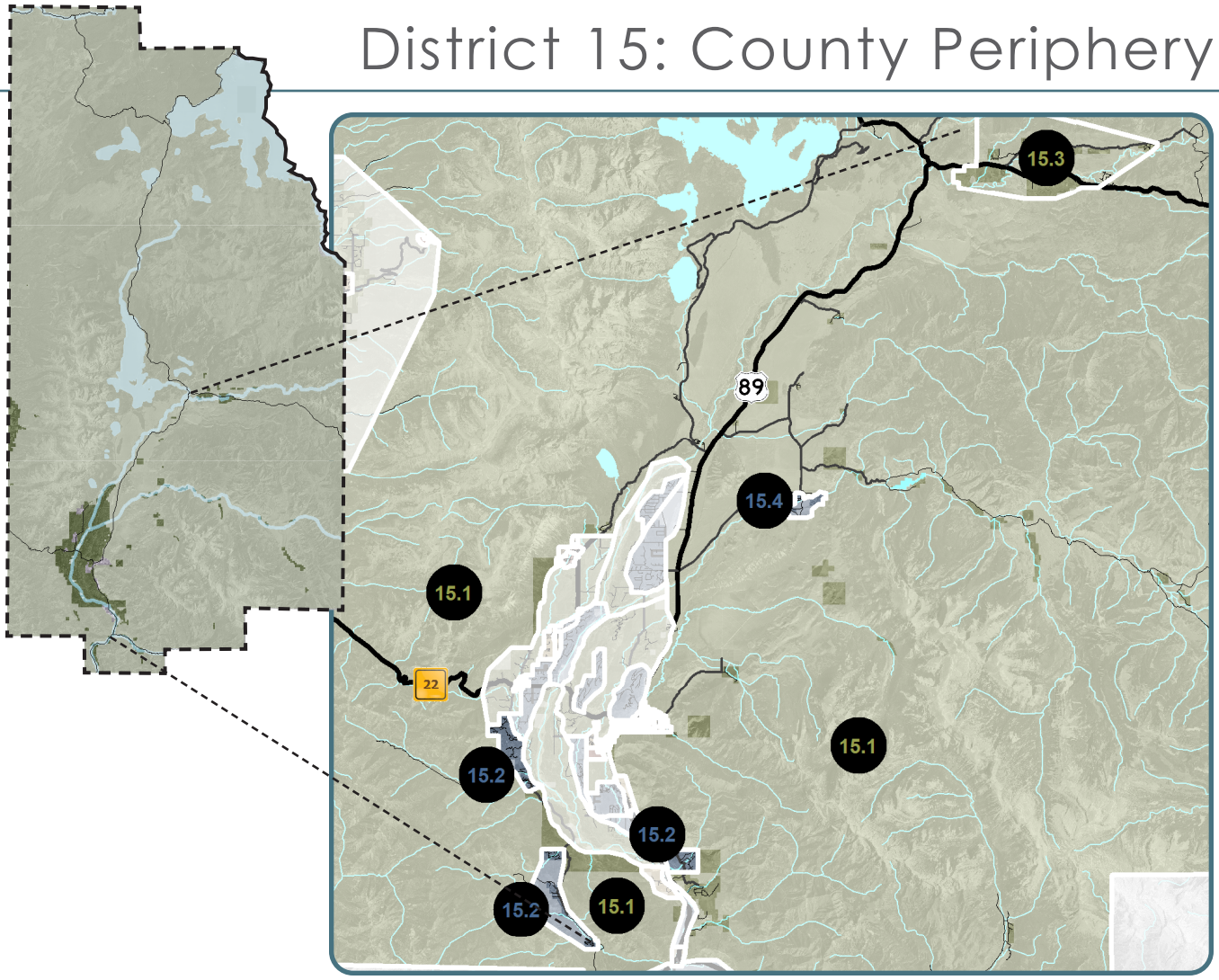
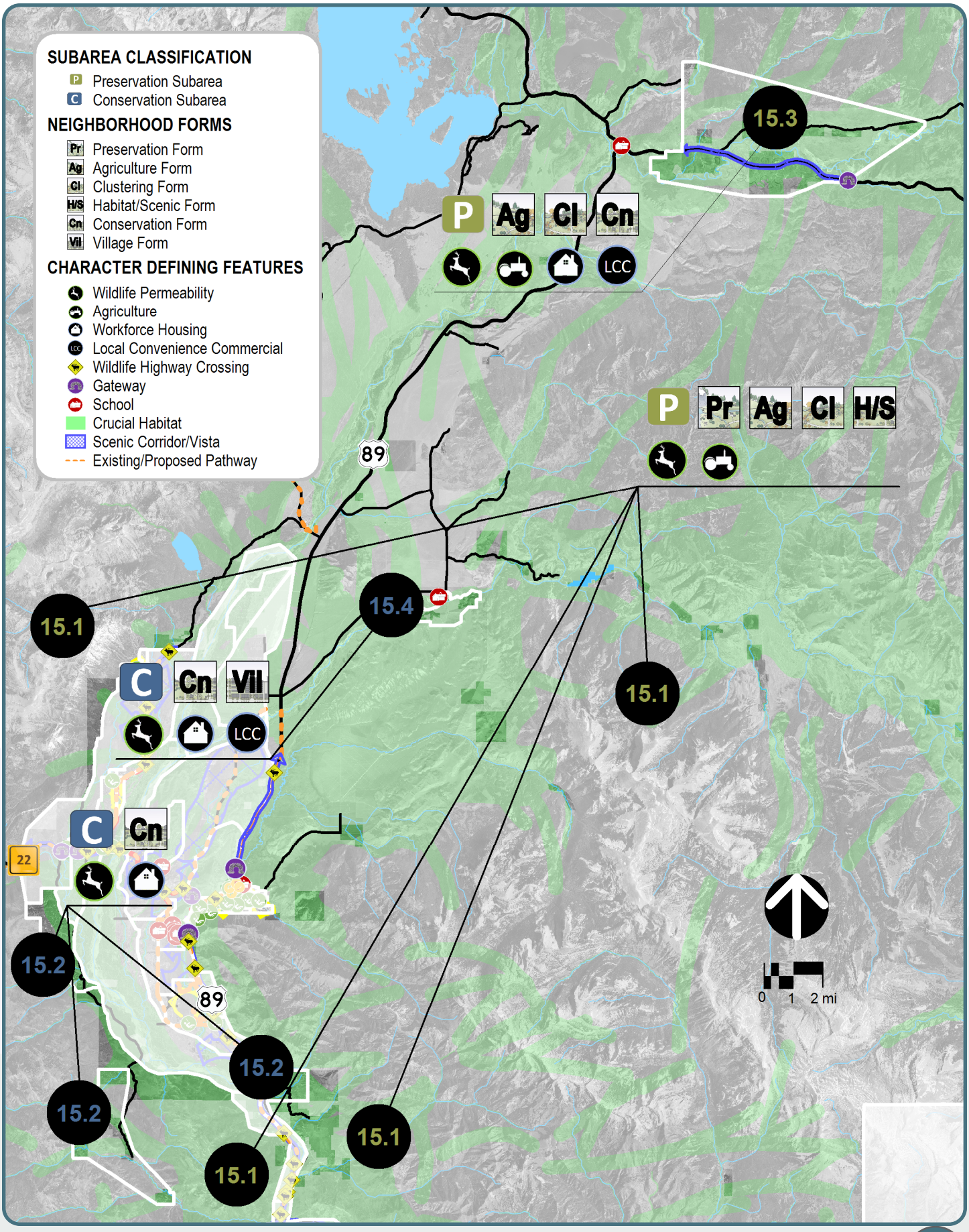
District 15: County Periphery



Complete Neighborhood + Rural Area Chart

	DEFINITION	2012	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	○	
	Public Utilities	○	○	
	Quality Public Space	○	○	
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	○	
	Connection by Complete Streets	○	○	
RURAL	Viable Wildlife Habitat + Connectivity	●	●	Preserve habitat/connections at federal land interface
	Natural Scenic Vistas	◐	◐	Protect agricultural foreground in Buffalo Valley
	Agricultural + Undeveloped Open Space	◐	●	Conservation of existing open space
	Abundance of Landscape over Built Form	●	●	Continue to cluster and minimize development
	Limited, Detached, Single Family Res. Development	●	●	Detached single family
	Minimal Nonresidential Development	●	●	Enhance existing convenience commercial

Legend: ● *Generally Present;* ◐ *Partially Present;* ○ *Generally absent*


SUBAREA CLASSIFICATION
P Preservation Subarea
C Conservation Subarea
NEIGHBORHOOD FORMS
Pr Preservation Form
Ag Agriculture Form
Cl Clustering Form
H/S Habitat/Scenic Form
Cn Conservation Form
Vil Village Form
CHARACTER DEFINING FEATURES
Wildlife Permeability
Agriculture
Workforce Housing
Local Convenience Commercial
Wildlife Highway Crossing
Gateway
School
Crucial Habitat
Scenic Corridor/Vista
Existing/Proposed Pathway
15.3
P Ag Cl Cn
LCC
P Pr Ag Cl H/S
89
15.1
15.4
C Cn Vil
LCC
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C Cn
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89
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2012 + Future Desired Characteristics

The County Periphery is by far the largest of the Character Districts, encompassing the agricultural lands and open space that surround the more developed areas of the Town and County. The character of the County Periphery is overwhelmingly rural. Development consists primarily of single family dwellings on large lots and dispersed non-residential uses such as dude ranches, outfitters, schools and limited local commercial. The prevalence of landscape over built form supports crucial wildlife habitat and migration corridors at the interface between private and Federal lands. The open spaces also provide scenic vistas, particularly in the foreground along the highway in areas such as Buffalo Valley. While the district is characterized by relatively dispersed development, the County Periphery contains a handful of small, remote communities including Buffalo Valley, Red Top and Kelly, each with a distinct, strong identity.

In the future, the County Periphery should remain rural in character, with a focus on preservation of wildlife habitat, wildlife movement corridors, scenic vistas, agriculture and open space, while respecting private property rights. New development should be directed into Complete Neighborhoods elsewhere in the community or clustered near existing development. Development that does occur should be clustered and designed to protect wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The preservation of the small outlying communities in the district is a priority. Improvements to roadways, connectivity and convenience commercial access in key locations should be encouraged to enhance livability and self-sufficiency and reduce vehicle trips into Town. Coordination with neighboring federal agencies is important to ensure these communities remain viable.

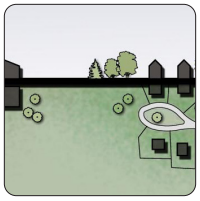
Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.1.b: Protect wildlife from the impacts of development
	1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhood subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
	3.3.d: Strive not to export impacts to other jurisdictions in the region
Common Value 3: Quality of Life	7.2.d: Reduce wildlife and natural and scenic resource transportation impacts

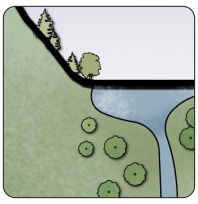
Character Defining Features

15.1: Large Outlying Parcels

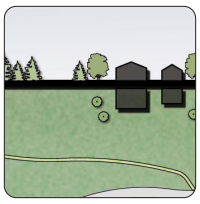
Clustering Form



Habitat/ Scenic Form



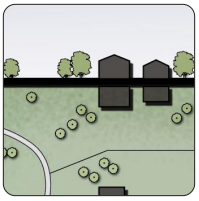
Preservation Form



Agriculture Form

This PRESERVATION Subarea is characterized by open space and rural character. It is comprised of large lots and isolated smaller lot subdivisions surrounded by public land. Generally the subarea has limited, clustered built form and provides critical wildlife habitat and movement corridors. Conservation is a priority, with a focus on preserving wildlife habitat and connectivity, while respecting private property rights. Development potential should be directed away from these critical areas where possible. Development that does occur should be clustered and designed to protect, wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Given the remote nature of this subarea, on-site renewable energy and coordinating provision of services with adjacent jurisdictions is encouraged. Environmentally-sensitive roadway system enhancements that minimize impacts to the environment while improving the safety of access should be pursued.

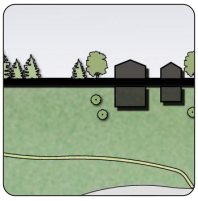
15.2: Game Creek/South Fall Creek



Conservation Form

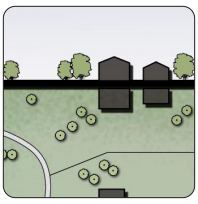
This CONSERVATION Subarea is characterized by single family homes on multiple acres that are removed from the core of the community and surrounded by National Forest. The priority in this subarea is preserving and enhancing wildlife permeability while respecting private property rights. Incentives to reduce density and the human impact on wildlife habitat through redevelopment should be explored. Redevelopment should be designed to improve wildlife permeability and enhance wildlife habitat connections, if incentives to reduce density are not successful. Where lot combination is achieved, development should still be of a scale consistent with 2012 character. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

15.3: Buffalo Valley

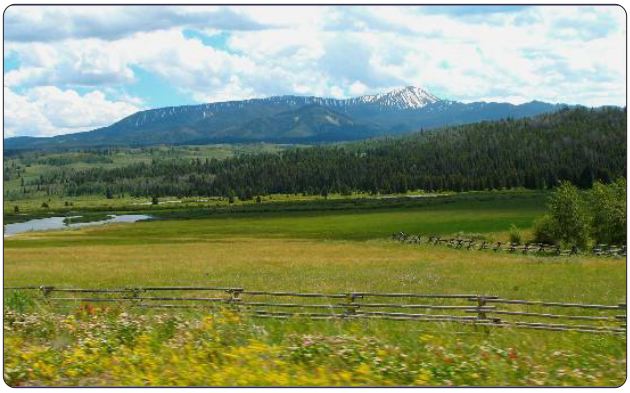


Agriculture Form

Clustering Form

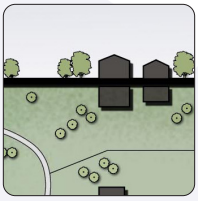


Conservation Form



This PRESERVATION Subarea stretching from Moran to the base of Togwotee Pass is the scenic gateway to the National Parks and our community for drivers coming from the northeast. The focus of this subarea will be preserving the scenic agricultural foregrounds as well as a year-round community. Like existing development, new development should be clustered and be designed to preserve the scenic agricultural foregrounds. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Ideally, development will be occupied by year-round residents that will continue to support the convenience commercial and elementary school amenities that define Buffalo Valley as a community. Opportunities may exist to coordinate with adjacent federal land managers and concessionaires that are in need of workforce housing. Maintaining the blend of resort, local convenience commercial and dude ranch uses will keep the subarea viable and self-sufficient and reduce the need for residents to travel into Town.

15.4: Kelly



Conservation Form

Village Form

This CONSERVATION Subarea is characterized by the original Kelly townsite and surrounding lower density residential development on the hillside. The focus in this subarea will be on maintaining the existing development pattern while seeking opportunities for improved wildlife permeability in crucial areas for wildlife. The local school and small store that provide many needed amenities to residents should be maintained, but allowances for solely commercial uses should not be expanded. Future development should be limited to promote wildlife permeability and protect rural character, though private property rights will be respected. A reduction of density through lot combinations or additional conservation will be encouraged. New structures should be limited to a scale consistent with a 50 by 150 lot to match character, even where lot combination is achieved. All development should be designed to facilitate wildlife movement.

Glossary

Appendix A

Accessory Residential Unit (ARU). An Accessory Residential Unit is a dwelling unit, which is clearly incidental and subordinate to the principal residential or nonresidential use of the property. An ARU meets the definition of a dwelling unit, which is a building or portion of a building containing one or more rooms, a separate bathroom and a single kitchen, designed for occupancy by one family for residential purposes.

Affordable (housing). Housing is affordable if the ratio of a household's income to its cost of housing does not cost burden the household.

Alternative Transportation. A transportation method such as transit, bicycling or walking that is an alternative to travel by single occupancy vehicle.

Best Management Practices. Methods and techniques found to be the most effective or practical for achieving an objective.

Capital Improvement Plan (CIP). A short-term plan that identifies capital projects and equipment purchases, provides a planning schedule, and identifies financing options.

Catalyst Site Plan. A conceptual site plan for an actual site that is representative of the desired and allowed development or redevelopment of the site.

Character District. An area with common natural, visual, cultural and physical attributes, shared values and social interaction.

Clustering. Grouping development on a portion of the development site for purposes of providing open space to protect wildlife habitat, wildlife movement, scenic resources, and/or agriculture.

Commercial Use. A subset of nonresidential uses, such as office, retail and services.

Common Values (Common Values of Community Character). The three mutually-supportive values shared by the community that fulfill our Vision and define our community character - Ecosystem Stewardship, Growth Management and Quality of Life. Each Common Value is composed of the principles and policies of the community.

Community Character. The combination of all three of our Common Values.

Complete Neighborhood. A Character District that provides: defined character and high quality design; access to public utilities such as water, sewer and storm sewer; quality public spaces; a variety of housing types; schools, childcare, commercial, recreation and other amenities within walking distance (1/4 to ½ mile) of residences; and, connection by complete streets that are safe for all modes of travel.

Complete Street. Street designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

Conservation Subarea. Subareas of existing development and platted neighborhoods with high wildlife values where development and redevelopment should focus on improved conservation, that would benefit from increase in open space, scenic resources and habitat enhancement, and where the goals include balancing existing development with improved wildlife permeability and scenic enhancements.

Context Sensitive Design. Roadway standards and development practices that are flexible and sensitive to community values, allowing transportation system design to better balance and support our Common Values.

Cumulative Impacts. The combined, incremental effects of development activity. Although the impact of any individual development activity may be insignificant, their combined impacts over time can be measureable and significant.

Deed-Restriction. A legal restriction in the form of a deed, lease, covenant or other means which is recorded against the property that restricts ownership rights such as occupancy, use, rental rates, transfer, etc.

Development Potential. The amount and type of future development allowed to occur in the future. Development Potential is generally determined by subtracting existing development from the maximum possible development on each parcel.

Eco-Tourism. Tourism that promotes energy efficient and low impact enjoyment of the ecosystem by profiting on the community's natural capital while promoting ecological conservation and stewardship.

Focal Species. A group of species that indicate the health of all native species and includes culturally and economically significant species.

Growth Management. Proactively planning for what we want – rural open spaces and high quality, desirable complete neighborhoods. If the most ecologically suitable places for development are also the most desirable places to live or ecosystem and community character will both benefit.

Guesthouse. An accessory residential unit occupied by guests of the residents of the principle dwelling free of charge. In some cases a guesthouse may also be rented long-term to a member of the local workforce.

Home Business. A business conducted outside a residential dwelling, but on the same lot and in conjunction with a residential dwelling, that is owned and operated by a person residing the dwelling.

Indirect Impacts. Impacts of a development activity that occur at a different time or place from the development activity itself. Indirect impacts are often considered a subset of cumulative impacts.

Infill. The process of developing or redeveloping vacant or underused parcels within existing developed areas or complete neighborhoods.

Level of Service (LOS). The quality and quantity of service provided to the community. In transportation, a qualitative measure that describes traffic conditions in terms of speed, travel time, freedom to maneuver, comfort, convenience, traffic interruptions and safety.

Live/Work. A building or spaces within a building used jointly for commercial and residential purposes where the residential use of the space is secondary or accessory to the primary use as a place of work.

Local Convenience Commercial. Nonresidential use that serves the year-round residents of the area in which it is located, such as markets or groceries, pharmacies, eateries, day cares and dry cleaning/laundry or banking services.

Lodging Overlay. An identification of the lands that are appropriate for lodging uses defined as rental for less than 30 days.

Market Housing. Housing that is not restricted.

Mitigation. The offsetting or reduction of the impacts of a development on a stated community goal.

Mixed Use. Residential, commercial and other nonresidential uses located in a single building or development.

Natural Capital. The extension of the economic notion of capital to the natural environment. Natural Capital is thus the stock of the ecosystem that yields a continued flow of valuable ecosystem functions in the future—those parts of the ecosystem critical to continued healthy ecosystem function.

Natural Resources Overlay (NRO). A zoning overlay that protects wildlife habitat and wildlife movement corridors.

Neighborhood Form. The general pattern and intensity of development representative of a certain character.

Nonresidential Use. Nonresidential use is a use other than residential, which includes agricultural; institutional; visitor and local retail, private, non-profit, and government offices; lodging; recreation/resort; industrial; and aeronautical uses as well as home and temporary uses.

Open Space. Undeveloped wildlife habitat and migration corridors; scenic vistas and natural skylines; natural waterbodies, floodplains and wetlands; agricultural land; and areas of active recreation that relieve recreation pressure in areas of greater ecological value.

Peak Effective Population. The peak population actually in the community during a season including year-round residents, present part-time residents, and visitors.

Planned Resort. A master planned area that encourages recreational activities that rely on natural attributes of the area, contributes to community character and economy, and provides quality visitor experiences. A Planned Resort contains a mix of land uses, both residential and nonresidential, is pedestrian-oriented and provides access to alternative modes of transportation.

Preservation Subarea. Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary, where additional amenities and infrastructure are inappropriate, but which may benefit from clustered residential development that improves preservation of open space.

Redundancy (transportation). The concept of a transportation network that encompasses multiple and alternate routes to prevent the overburdening of certain transportation routes and to ensure continued access should a road or bridge close due to a natural hazard or other event.

Restricted Housing. Housing that is price or rent restricted to be permanently affordable and/or occupancy restricted to ensure employment in Teton County.

Riparian Area. Ecosystems that occur along waterbodies, including stream or riverbanks, floodplains, lakeshores and wetlands.

Rural Area. A Character District that provides: viable wildlife habitat and connections between wildlife habitat; natural scenic vistas; agricultural and undeveloped open space; abundance of landscape over built form; limited, detached single family residential development; and minimal additional nonresidential development.

Scenic Resources Overlay (SRO). A zoning overlay intended to preserve and maintain the County's most frequently viewed scenic resources that are important to both its character and economy. In Scenic Areas within the SRO, the location, design and landscaping of development is regulated so that the development preserves, maintains or compliments the County's important scenic resources.

Service Level. The quality and quantity of service provided to the community.

Single Occupancy Vehicle (SOV). A motor vehicle occupied only by the driver.

Skyline. The visual line at which the earth or vegetation and the sky appear to meet. The skyline is typically viewed as the top of a ridge, hillside or butte.

Stable Subarea. Subareas in which no change to the existing character is necessary and any new development will be infill that maintains the existing identity or vitality of the area, but which may benefit from strategic infill or development of non-existing Complete Neighborhood amenities.

Stewardship. The careful and responsible management of something entrusted to one's care.

Subsidized Housing. Housing that is price or rent restricted to be permanently affordable and occupancy restricted to ensure employment in Teton County.

Sustainability. A system of practices that are healthy for the environment, community and economy and can be maintained for current and future generations.

Suitable Location (for development). Stable and Transitional Subareas.

Transitional Subarea. Subareas where most of the community would agree that development and redevelopment or a change in character would be beneficial. These subareas would benefit from reinvestment and revitalization, with the goals for development including improving access to jobs, housing and services and reducing reliance on single-occupancy trips.

Transect. A continuum of Neighborhood Forms that make up our community and shows the relationship between the various development patterns and intensities that define our character.

Transportation Demand Management (TDM). A strategy that changes how, when and/or where people travel by providing incentives and disincentives to influence travelers to change their travel behavior.

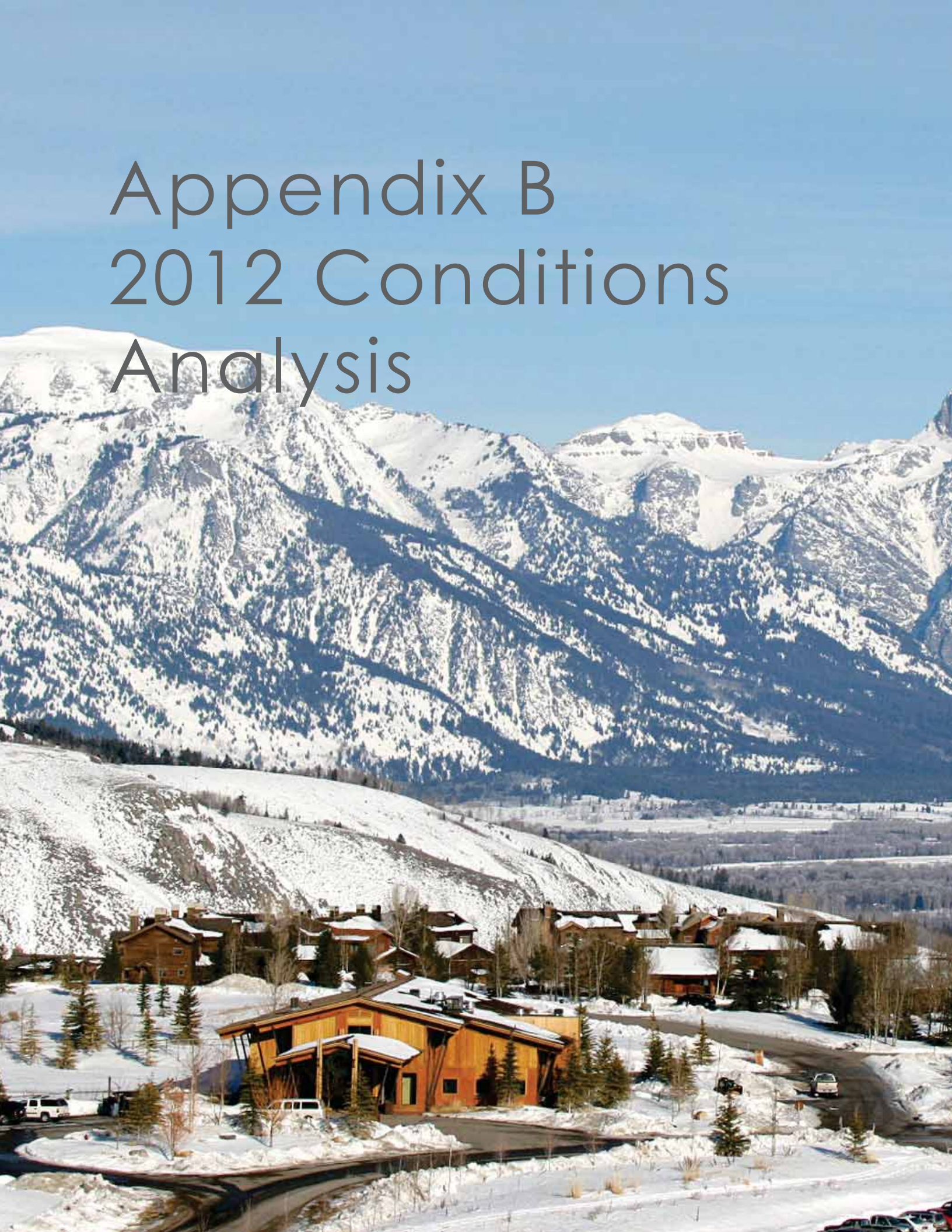
Viewshed. The area from which a fixed point, often of particular scenic value, is visible. Protected viewsheds are often roadways or other public areas.

(our, community) Vision. The basis for the Comprehensive Plan that informs the polices that describe our Common Values. Our Vision is to, "Preserve and protect the area's ecosystem in order to ensure a healthy environment, community, and economy for current and future generations."

Wildlife Friendly Fencing. Fencing designed to be permeable to wildlife movement, typically by limiting the height of the fence and making use of certain materials and spacing of wires and posts.

Workforce Housing. Local market and deed-restricted housing occupied by people working locally who would otherwise commute from outside the community.

Appendix B
2012 Conditions Analysis



2012 Conditions Analysis

Appendix B

Introduction

This report presents the information on the socio-economic, land use, and transportation conditions and trends of Jackson/Teton County, Wyoming that were considered as the Comprehensive Plan was updated in 2012.

1994 Comprehensive Plan Themes

Jackson and Teton County adopted the core of the Comprehensive Plan in 1994, at the same time the Land Development Regulations (LDR) were adopted. The initial adoption occurred with the recognition that several key topics still needed completion, and the town and county adopted additional chapters, and the relevant LDR, in subsequent years, as follows:

- Chapter 5, Affordable Housing: The analysis of affordable housing was performed in 1994, and the county and town adopted Chapter 5, Affordable Housing in early 1995.
- Chapter 8, Transportation: The chapter was prepared during 1998 and1999 and adopted in January, 2000.
- The town and county also considered, but did not adopt, impact fees in 1996.

The 1994 Plan replaced a comprehensive plan and LDR that had been in place since 1978. A major stimulus for the 1994 Plan was a series of traffic projections and the resultant roadway improvements they foretold. The community realized that a significant amount of growth was occurring and feared that the character of the town and county were about to change.

As result, the town and county launched a joint planning effort designed to produce a single comprehensive plan and LDR for both jurisdictions. Central to the effort was the objective to direct growth away from a blanket of three and six acre lots that the county's plan and LDR at the time allowed. The town and county hired a consulting firm to prepare a community character based Comprehensive Plan and LDR. The consultants completed their work and the town and county planning commissions further developed the plan to its completion.

Evaluating the effectiveness of the 1994 Plan can take various forms, largely because the plan is highly qualitative in its goals and objectives and lends itself to variable interpretations. But this review attempts to focus on measurable items that relate to several major themes of the 1994 Plan and the recurring topics in local planning discussions.

This Analysis report reviews several fundamental elements of development and growth, recognizing that overlap exists across the various elements. More specifically this review considers:

- The location and pattern of development;
- Type and character of development, that has occurred since 1994 -- reviewed for consistency with the plan goals;

- Accomplishments toward open space and natural resource protection;
- Affordable housing;
- Transportation; and,
- The balance between resort development and community development.

The 1994 Plan stresses maintaining the character of the community and establishes qualitative goals to guide development. While this character approach defines the community's values, it deemphasizes quantitative goals and only generally describes the vision in geographic terms. However, the 1994 Plan describes "Community Issues Maps" and a "Futures Map" that outline areas for open space preservation, development, and affordable housing centers. The progress toward pursuing the outline of the plan's key themes and community vision is reviewed below.

Community Character

The 1994 Plan describes a pattern of residential development for the county that differs from the pattern that had evolved during prior years. Cluster subdivisions with associated open space are promoted as a way to allow development to continue while protecting the community's character.

Cluster Subdivisions—Preservation of Open Space

The cluster subdivisions work moderately well in preserving open space. The cluster subdivision lots average 2.7 acres in size with an average of 4.3 acres of open space. However, the cluster model has been used only 33 times since 1994, creating 337 residential lots. In the unincorporated county 1,555 building permits have been issued during the same time period, indicating that most of the residential development occurred on prior subdivided land or on large unsubdivided tracts.

Cluster Subdivisions—Scattered

While clustering and open space preservation occur within these developments, cluster subdivisions are widely scattered throughout the county and only the subdivisions adjacent to Wilson are located near a node of existing development.

Town Redevelopment

The 1994 Plan provides insufficient analysis and guidance on the town's impending redevelopment phase.

Preservation of Natural, Scenic, Agricultural Resources

Scenic Corridors

Protection of the scenic corridors has been very well established along most major roadways.

Preserved Open Space – Acres

Over 9,000 acres of open space has been preserved by conservation easements in the natural resource area (26% of the sensitive lands). Since 1994, 175 new building sites have been approved in the natural resource area on 773 acres. These sites have 1,775 acres of required open space.

Wildlife Habitat

While many acres of open space have been created in the natural resource overlay area, the scattered nature of development raises concerns about the fragmentation of wildlife habitats. A broader approach to protecting wildlife sensitive areas may be needed than the open space requirements that are applied on individual developments.

Development Pattern

Chapter 1, Community Vision, of the 1994 Plan establishes a vision statement to guide land development applications and public investments. This chapter presents a geographical description of planning issues and opportunities as the link between the vision statement and the goals of the 1994 Plan. The geographical description is referred to as the "Community Issues Maps" and the "Futures Map." This review assesses the progress toward achieving the community vision by using the geographical description in Chapter 1 to analyze the location of land developments and the pro-active initiatives of the community.

Unincorporated Teton County

The Futures Map for the unincorporated county is described in the 1994 Plan as consisting of the following objectives:

1. Preservation of open space (hay meadows in South Park, Spring Gulch, ranchlands along Teton Village Road, Buffalo Valley and Alta);
2. Maintaining neighborhood conservation areas in previously developed areas;
3. Anticipated growth at Teton Village and Grand Targhee, and limited commercial growth near the Aspens, Wilson and Hoback Junction;
4. Affordable housing centers in the northwest corner of South Park on the south side of High School Road and in Wilson and Hoback Junction.
5. The development location in the unincorporated county has followed this visual outline very well, as described below. However, it is important to note that not all of the properties of the areas listed have been permanently protected.

Open Space Preservation

Maintaining open space and scenic corridors along the major roadways, and in Alta and Buffalo Valley, has been very well accomplished to date. Essentially the entire length of the Highway 22 corridor has been preserved by open space easements with a single 50 acre parcel of land remaining unprotected just west the Highway 22 / Highway 390 intersection.

South Park/Hog Island: Large tracts of open spaces remain along the Highway 189/191 corridor through South Park and Hog Island, however, three large parcels remain available for development. The largest parcel, the Hereford Ranch immediately south of town, presents significant planning questions for the community as this property continues to provide open space and scenic views while lying in the path of development and providing opportunities to meet some of the community's development needs. The other key parcels along this corridor are on Hog Island south of the Evans gravel processing site and south of the Wyoming Department of Transportation facility.

Alta and Buffalo Valley: Alta and Buffalo Valley have experienced the least amount of development changes since 1994 and continue in a rural character, but offer significant planning questions for the future.

Approximately 1,000 acres of land in Alta is actively ranched, but the long-term viability of this activity is in question. The future use of this land will have a large impact on the character of Alta. The Hatchet Ranch in Buffalo Valley has been preserved as open space, but additional land along the highway corridor remains available for development.

Teton Village Road: A portion of the ranch lands along the northern end of Highway 390 have been developed by the recent expansion of Teton Village, while the remainder of the road corridor in this vicinity has been protected by open space easements.

Spring Gulch: Finally, preserving Spring Gulch has been an emphasis of the land owners in the area, and the Spring Gulch Preserve and the area remains largely open space.

Areas Suitable for Development

Commercial Development: The 1994 Plan has successfully limited commercial development in the unincorporated county to the designated areas, thereby avoiding additional commercial sprawl. However, the proposed development plans at Teton Village, including the Snake River Associates land, and Grand Targhee Resort are very large scale and long-range plans. The 1994 Plan does not provide sufficient guidance for the community to evaluate these plans and relate them to the community's vision.

Wilson: While Wilson is identified as an area appropriate for development, the 1994 Plan is not explicit in how this village should be developed. Projects that have occurred in Wilson, such as Wilson Meadows and the Housing Authority's project on the old Wilson School site have been very controversial due to differing perspectives on the 1994 Plan for the area.

Outside of 1994 Plan Locations: Furthermore, the 1994 Plan does not address how much and where development should occur outside of the few locations targeted in the 1994 Plan. The projected population growth in the 1994 Plan far exceeds the capacity of the locations that are identified as appropriate for growth, but the 1994 Plan does not establish clear direction for managing this additional development.

Affordable Housing Centers

NW Corner of South Park, Wilson and Hoback Junction: The 1994 Plan successfully steered affordable housing to Wilson in the form of Wilson Meadows and the Housing Authority's development on the old Wilson School site. No affordable housing has been develop in Hoback Junction or the northwest corner of South Park.

Other Locations not in 1994 Plan: The demand for affordable housing outstrips the capacities of the identified housing centers. The 1994 Plan fails to identify an ample number of areas for affordable housing, much as it insufficiently plans for the projected overall population growth. Additional significant affordable housing developments exist along Highway 390 (Millward) and in South Park (Sage Meadows,) where land and infrastructure are available.

Town Development

The Futures Map for the Town of Jackson is summarized in the 1994 Plan as follows:

1. Preserve steep hillsides around town;
2. Preserve jurisdictional wetlands along Flat Creek in the Karns Meadow and immediately north of High School Road;
3. Provide higher density in West Jackson;

4. Provide visitor commercial in the town core and Snow King and provide community services along West Broadway;
5. Provide a park-n-ride at the intersection of highways 189 and 22;
6. Provide a pedestrian network around the Town Square; and,
7. Provide design improvements along West Broadway in terms of internal circulation, signage, landscaping and other techniques to improve the visual entrance.

Redevelopment

Town development generally has been consistent with the 1994 Plan Vision Statement, however, the plan and vision for town do not address the full range of issues. Most significantly, the 1994 Plan does not address redevelopment issues as the town enters a significant redevelopment phase. The general goal of preserving community character has not been reconciled with the desire for, and inevitability of redevelopment.

Affordable Housing

The two housing goals in the 1994 Plan (and subsequent housing section updates) are to:

1. provide a variety of quality affordable housing for Teton County's socially and economically diverse population; and,
2. establish a balanced program of incentives, requirements, and public and private actions to provide affordable housing.

Amount of Affordable Housing Since 1995

The amount of affordable and employee housing that has been developed since 1995 is impressive and appropriate to meet the community's quantitative goals. However, while the quantitative goals established in 1995 are being reasonably met, the housing problem is getting worse and the 1995 goals do not reflect the region's current needs.

Location of Affordable Housing

While the locations of the affordable housing developments generally match the locational criteria in the comprehensive plan, there are a few inconsistencies. Pioneer Homestead is a multi-family housing development for the senior population in East Jackson, but is logically located adjacent to the existing senior housing development. The Millward housing development and the proposed Osprey Creek development on Highway 390 raise questions about the appropriateness of their locations. This highway corridor is not called out in the1994 Plan as a location for affordable housing. And finally, Old West Cabins and the affordable units in the Hog Island subdivision are located in areas not listed for affordable units.

Affordable Housing Provided a Varity of Ways

The inventory of affordable and employee housing units has been produced in a variety of ways that include developer requirements and incentives and direct public initiatives.

Transportation

Chapter 8, Transportation, the most recently adopted chapter of the 1994 Plan, was prepared through 1998-99 and adopted in January, 2000. It is the most detailed Plan chapter and establishes goals designed to slow the

normal growth in traffic through a series of approaches. Key to these mitigation approaches are alterations to the land use pattern to reduce the dependency on the automobile and the enhancement of alternative modes of travel. Transportation goals fall into five basic categories:

1. Land use;
2. Alternative modes of travel;
3. Roads and streets;
4. Funding; and
5. Administration.

Daily Traffic Volume

Daily traffic volume has been growing about 3% per year on the major roadways outside of the Town of Jackson. This rate of growth exceeds the 1994 Plan projections by 15% to 200%. Traffic growth on major roads in the town are reasonably consistent with the Plan goals.

Mixed-Use Development Policies

The land use policies in the comprehensive plan designed to redirect development and slow traffic growth have not been fully embraced. Increased density at Teton Village and recent legislative changes in town begin to implement the policies, but the land use policies in the 1994 Plan have not had the intended effect on traffic growth.

Alternative Modes

The creation of opportunities for alternative modes of travel has been achieved through the accomplishments of the transit system and pathway program, and the transit ridership has grown significantly in recent years. Despite the growth in transit ridership, traffic growth continues to exceed Plan goals.

Resort/Community Balance

A goal of the 1994 Plan is to remain a community first and a resort second. The 1994 Plan also contains discussion about maintaining a balance between resort development and the community; however, it does not provide guidelines to define the balance. This review analyzes the ratio of visitor accommodations to the total community development.

2020 Projections for Balance

Projecting current trends in residential development to 2020 and assuming full build out of the resort master plans indicate that resort accommodations will be a smaller proportion of the total community development. However, the region has seen significant shifts in resort development, away from tourism based and increasingly towards lifestyle residential-based. Skyrocketing housing prices have also led to impacts on the town's workforce population, of which an increasing percentage now lives elsewhere and commutes, leading to a less socially-diverse community than 10 years ago.

Themes Not Addressed in 1994 Plan

The 1994 Plan does not address several contemporary issues that the community is concerned with today, including:

- Sustainability and climate change (energy and resource use),
- Shifting economy (from tourism to professional and service-based) and
- Detailed design principles and guidance for Downtown Jackson.
- Other themes may emerge during this update process. The plan update will address these topics and others.

Analysis of **2012** Conditions

Any number of reports and studies were complete during the Comprehensive Plan update process. All reports created as part of the process are contained in the documentation of the process and can be found online at www.jacksontetonplan.com. This report does not aim to incorporate all of the information available, but instead provides a brief overview of the key information that helped inform the Comprehensive Plan update. It is organized into the same themes used to analyze the 1994 Comprehensive Plan.

Community Character

Population and Households

The most recent population figures available are from the 2010 Decennial Census. It estimated the full-time population of Teton County to be 21,294 people in 8,973 households. As indicated in Table 1, below, from 1990 to 2000 the community as a whole grew by 7,078 people and 3,120 households (5% annually). While from 2000 to 2010 the community grew less than half as much, by only 3,043 people and 1,285 households (1.6% annually). The Town of Jackson absorbed more than half of the growth from 1990 to 2000 (3,939 people and 1,747 households), while the unincorporated County absorbed over two-thirds of the growth from 2000 to 2010 (3,043 people and 952 households).

Table 1: Population and Household Trends, 1990-2010

Geography	1990	2000	Growth	Rate(yr)	2010	Growth	Rate(yr)
Population							
Town	4,708	8,647	3,939	6.3%	9,577	930	1.0%
County	6,465	9,604	3,139	4.0%	11,717	2,113	2.0%
Community	11,173	18,251	7,078	5.0%	21,294	3,043	1.6%
Households							
Town	1,884	3,631	1,747	6.8%	3,964	333	0.9%
County	2,684	4,057	1,373	4.2%	5,009	952	2.1%
Community	4,568	7,688	3,120	5.3%	8,973	1,285	1.6%

Source: US Census, 2010

Geography	1990	2000	Growth	Rate(yr)	2009	Growth	Rate(yr)
Housing Units							
Town	1,901	3,457	1,556	6.2%	3,898	441	1.3%
County	3,039	4,068	1,029	3.0%	6,053	1,985	4.5%
Community	4,940	7,525	2,585	4.3%	9,951	2,426	3.2%

Source: Buildout Taskforce, 2009; Building Permits 2000-2009; 1990 estimate

Population and Households – Projections

The demographic and housing information in Table 1 provides the information on the population and housing units for the years 1990-2010. The Housing Needs Assessment report (2007) also includes population and household forecasts through the year 2020, which are included in Table 2 below. The Wyoming Department of Administration forecasts almost 7,000 new people in Teton County and the Town of Jackson between 2005 and 2020.

Assuming a continued trend of 45% of the population in the Town of Jackson and 55% in the unincorporated county, this means that of the 7,000 new people, the County could have approximately 3,850 new residents and Jackson could have approximately 3,150 new residents

Table 2: Population and Household Forecast 2020

	Past Growth (US Census)			Forecasted Growth			
	1990	2000	2010	2005	2010	2015	2020
Population							
Town	4,708	8,647	9,577				
County	6,465	9,604	11,717				
Community	11,173	18,251	21,294	19,705	22,352	24,703	26,671
Households							
Town	1,884	3,631	3,964				
County	2,684	4,057	5,009				
Community	4,568	7,688	8,973	8,300	9,415	10,406	11,235

Source: US Census; Housing Needs Assessment (2007)

Seasonal Population Fluctuations

Because of the enormous attraction of the national parks and public lands in the Jackson Valley, it is important to recognize the great variation of population in the valley from season to season—both visitors and seasonal workers. This seasonal fluctuation has implications for services and facilities of the town and county and private providers, such as the hospital. It is difficult to pinpoint exact numbers of visitors and seasonal workers. The Housing Needs Assessment report contains some of the data, including employee turnover by season, and unfilled jobs by season and type. In addition, Sustaining Jackson Hole reports contain detailed information on the summer, winter, and shoulder season recreational activities and visitors.

Community Diversity

The ethnic diversity within the community is changing. One notable trend is the steady increase in the Latino population as a component of residents and the workforce. At the beginning of the Comprehensive Plan update, the Teton County Public Health Department estimated the countywide Latino population in 2006 at 2,700 people. Latinos represent 15 percent of the population of Teton County. Since 1995, the population has increased about 600 percent. Table 2 below also shows the steady increase of the Hispanic population since the 1970s, with an increase of 650 percent from 1990 to 2000 and another 170 percent from 2000 to 2010 (according to the U.S. Census).

Table 3: Change in Hispanic Population in Teton County

	1970	1980	1990	Δ	2000	Δ	2010	Δ
Community		132	158	20%	1,185	650%	3,191	169%
Town of Jackson			81		1,024	1,164%	2,607	155%
Unincorp. County			77		161	109%	584	363%

Source: US Census, 2010

Another notable trend is the rising numbers of Eastern Europeans who reside in the community as seasonal workers for the national parks and summer tourism industry. However, no quantitative data is readily available to support this observation.

Age

The Teton County population is aging. The median age has steadily grown over the past 40 years from about 28 in 197 to 35 in 2010. As of 2010, the largest age groups in Teton County are the 30 to 39 years and 20 to 29 years groups (17.4 and 17.2 percent of the population respectively). Fifty-five percent of the population is under the age of 40. The 40 to 49 and 50 to 59 each make up about 14.5 percent of the population. The population older than 59 drops, with 60- to 69-year olds making up 9.8 percent of the population, while people 70 years or older account for just 6 percent.

Preservation of Natural, Scenic, Agricultural Resources

Open Space

Open space is commonly preserved by conservation easements in Teton County. The Jackson Hole Land Trust, Teton County Scenic Preserve Trust and the Nature Conservancy have been the leaders in securing easements. As of February, 2011, approximately 22,140 acres have been protected by conservation easements, or fee ownership by the Jackson Hole Land Trust. This represents about 28% of the 78,000 acres of private land in the county.

Table 4: Land Under Conservation Easement in Teton County, 2011

	Private Land (acres)	Under Conservation Easement (acres)	percent
Community	78,030	22,140	28%
NRO & SRO	11,650	4,130	35%
NRO	23,240	6,720	29%
SRO	12,530	5,790	46%
No Overlay	30,610	5,500	18%

Source: Teton County, February 2011

Active agriculture also preserves opens space. Based on Teton County Assessor and Teton County Planning Department definitions of agriculture about 36,000 acres of agricultural open space existed in February 2011 and 32% of that was under conservation easement.

Table 5: Agricultural Open Space in Teton County, 2011

	Private Land (acres)	Under Conservation Easement (acres)	percent
Community	78,030	22,140	28%
Active Agriculture	36,000	11,360	32%

Source: Teton County, February 2011

Resource Protection

Additional development regulations apply in parts of Jackson/Teton County that are located within the natural resource and scenic resource overlay districts. These overlay districts cover large portions of the county and a very small portion of the town is in the NRO. They generally do not diminish the overall density and development potential on lands but do affect the location of structures within parcels.

Natural Resource Overlay(NRO)

The purpose of the NRO is to provide protection to the most important and sensitive natural areas throughout the county that provide critical winter habitat and migration routes essential for survival of elk, mule deer, and moose, as well as nesting habitat and trout spawning areas. Development is restricted from migration routes and, from within 300 feet of a trumpeter swan nest, or within 150 feet of cutthroat trout spawning areas or within 400 meters of a bald eagle nest (an amendment to this standard is pending). (Note: This list is not all inclusive; check Section 3270 of County LDRs.)

Approximately 45% of the private land in Teton County or 34,900 acres is mapped as Natural Resource Overlay (NRO) in the Land Development Regulations. Since 1994, 38 residential developments have been approved in the NRO. These developments resulted in 175 residential lots on 773 acres of development area, or building envelope, and 1,775 acres in required open space easements. 345 dwelling units have been constructed in the NRO since 1994, representing 22% of the 1,555 units that were permitted in the unincorporated county. Approximately 31% of the dwelling units (290 units) permitted during 1978 to 1994 were located in areas that were later mapped as NRO.

Scenic Resource Overlay (SRO)

The purpose of the SRO is to preserve and maintain the County's most frequently viewed scenic resources. It establishes foreground development standards and skyline development standards.

Designated scenic areas make up 24,185 acres. (Some open space acreage is in both the NRO and SRO.) Since the 1994 adoption of the SRO, 16 residential developments were approved in scenic areas. These developments created 243 new building sites on 492 acres of development area. Open space easements were recorded for 1,608 acres of land in these developments.

Natural Features Protection

Jackson and Teton County have development standards in place to protect environmental quality. The rivers, streams, wetlands, and slopes are all shown on the Natural Features map.

Rivers, Streams, and Wetlands

Development is prohibited within wetlands and water bodies. The LDRs also required setbacks for wetlands and water bodies as follows:

- Rivers: 150-foot setback.
- Riparian vegetation: County setback not less than 50 feet and not more than 150. Town setbacks are 20, 25, and 50-foot, depending on the specific stream.
- Wetlands: 30-foot setback.

Slopes

Development is prohibited on slopes steeper than 25 percent and only 50 percent of land area steeper than 25 percent counted in computing permissible density. According to GIS information, about 19,520 acres of private land are covered by slopes that are 25 percent or greater.

Development pattern

This section provides a summary of current land use and development patterns in Teton County and the Town of Jackson.

General Land Ownership

The federal government owns 97 percent of the land in Teton County. Of the federal land, the National Park Service owns about 45 percent of the land, the Elk Refuge accounts for one percent, and the Forest Service owns and manages almost 51 percent. A number of other state and local agencies and trusts own land throughout the Town of Jackson and unincorporated county, leaving approximately 74,640 acres (2.8 percent) in private ownership, as shown in Table 6.

Most of the private land is located in Jackson Hole (approximately 60,000 acres). 1,182 acres of private land are within the Town of Jackson. The outlying communities of Alta and Buffalo Valley have 6,890 acres and 4,030 acres of private land respectively. (See Framework Maps and Table 6)

Table 6: Countywide Ownership

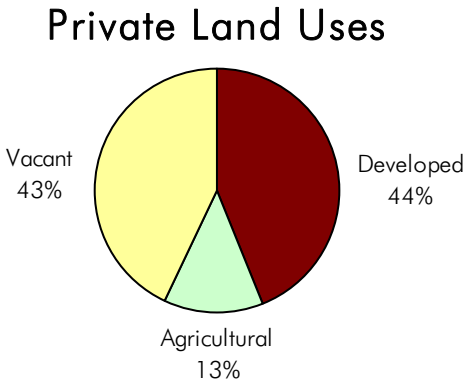
	County (ac)	Town (ac)	Community (ac)	%
Community	2,695,696	1,594	2,697,290	100%
Private Land	74,848	1,286	76,134	2.8%
Federal	2,613,108	30	2,613,138	97%
Park Service	1,219,919		1,219,919	45.2%
Forest Service	1,365,835	21	1,365,857	50.6%
Fish and Wildlife	24,698	8	24,706	0.9%
BLM	2,652		2,652	0.1%
State	7,326	39	7,365	0.3%
Game and Fish	2,510		2,510	0.1%
WyDOT	40		40	0%
Land & Investments	4,777		4,777	0.2%
Local Government	413	239	652	0%
Teton County	192	20	212	0%
St. Johns Hospital		18	18	0%
School District	77	29	106	0%
Town of Jackson	144	172	316	0%

Source: Teton County, 2007

Land Development Status

Countywide

Map data in 2007 indicated that of the private land in the county, 30,939 acres were developed for residential and non-residential uses (44 percent of the private lands). 10,003 acres were agricultural (13 percent of private lands) and 31,257 acres were vacant (i.e., these may be agricultural but without a structure). (Note: Of these vacant and agricultural lands, 11,025 acres were restricted



from development by conservation easements, and 30,234 acres still have potential for development.)

In addition, 1,431 acres of vacant land in the unincorporated county had building permit applications that were either closed or pending.

Town of Jackson

Within the Town of Jackson corporate limits, most parcels of land in the town contain development structures, but significant additional potential is permitted under current regulations. In 2007, the town had 458 acres of public land (including parks, schools, libraries, hospitals, and other civic uses). Of the private lands, 1,001 acres were developed and 135 acres were vacant on 145 lots of varying sizes (i.e., only12% of land is vacant). The only location where the town can physically expand is to the south—toward South Park because of steep terrain and public lands limiting expansion in other directions. Also, because so little vacant land exists, development pressure is currently occurring for redevelopment, especially close to the town square and downtown.

Table 7: Development Status (for County and Town)

	County (ac)	Town (ac)	Community (ac)	% of private
Community	2,695,696	1,594	2,697,290	
Public	2,613,108	30	2,613,138	
Private	74,848	1,286	76,134	
Agricultural/Vacant	10,003		10,003	13.1%
Developed	33,587	1,151	34,738	45.6%
Vacant	31,258	135	31,393	41.2%

Source: Teton County, October 2007.

(Note: Of the vacant and agricultural lands listed in Table 9, 11,025 acres are restricted from development by conservation easements)

Existing Development

In 2009 the Joint Planning Commissions asked a Buildout Taskforce comprised of Town and County Staff and interested citizens to determine the amount of existing and potential development. As of July, 2009, 9,951 residential units and 8 million square feet of nonresidential floor area existed in the community. Of the existing development about 57 percent of nonresidential floor area and 39 percent residential units were located in the Town of Jackson.

Table 8: Existing Development (for County and Town)

	County	% of total	Town	% of total	Community
Nonresidential (sf)	3,476,829	43.2%	4,576,840	56.8%	8,050,669
Residential	6,053	60.8%	3,898	39.2%	9,951
Dwelling Units	4,693				
ARU/Employee Units	75				
Short-Term Rentable Units	1,285				

Source: Buildout Taskforce 2009, Teton County

Potential Development

The Buildout Taskforce also reviewed the current Land Development Regulations and applied a number of assumptions to determine the additional future potential. Based on those assumptions 11,100 additional units could be added in the community with 77 percent (8,575 units) to be added in the unincorporated County. An

additional 6.6 million square feet of commercial could also be added to the community with about half of the development happening in the Town and half in the unincorporated County.

Table 9: Additional Future Potential Development (for County and Town)

	County	% of total	Town	% of total	Community
Nonresidential (sf)	3,179,295	48.1%	3,436,498	51.9%	6,616,093
Residential	8,575	77.2%	2,534	22.8%	11,109
Base Dwelling Units	3,556		1,130		
PRD Dwelling Units	3,630		266		
ARU/Employee Units	1,234		1,138		
Short-Term Rentable Units	155				

Source: Buildout Taskforce 2009, Teton County

Development Pattern

One way to evaluate development patterns is to identify the number of subdivisions developed via the community character approach of cluster subdivisions (PRDs) introduced in the 1994 Plan, and the number of times the character of an area was altered. As of 2007, 33 cluster subdivisions (PRDs) had been approved that created 337 residential lots. These developments occupy 2,340 total acres and resulted in 1,436 acres of open space, or 61% of the land area of the subdivisions. The development area from these subdivisions total 904 acres. On average, the cluster subdivisions generate residential lots with 2.7 acres of development area and 4.3 acres of open space.

The cluster subdivisions are widely scattered throughout the county and very few of them are located adjacent to existing nodes of development. While a degree of clustering is achieved on the individual development parcels, a dispersed pattern of development continues to occur.

The following developments resulted in zoning changes that altered the character of their respective sites:

- Hog Island subdivision (rezoned from rural to suburban);
- Old West Cabins redevelopment;
- Three Creek golf course development (grand fathered master plan);
- Wilson Meadows (rezoned from rural to suburban);
- Snake River Associates expansion to Teton Village (rezoned from rural to resort); and
- WyDOT facility on Hog Island.

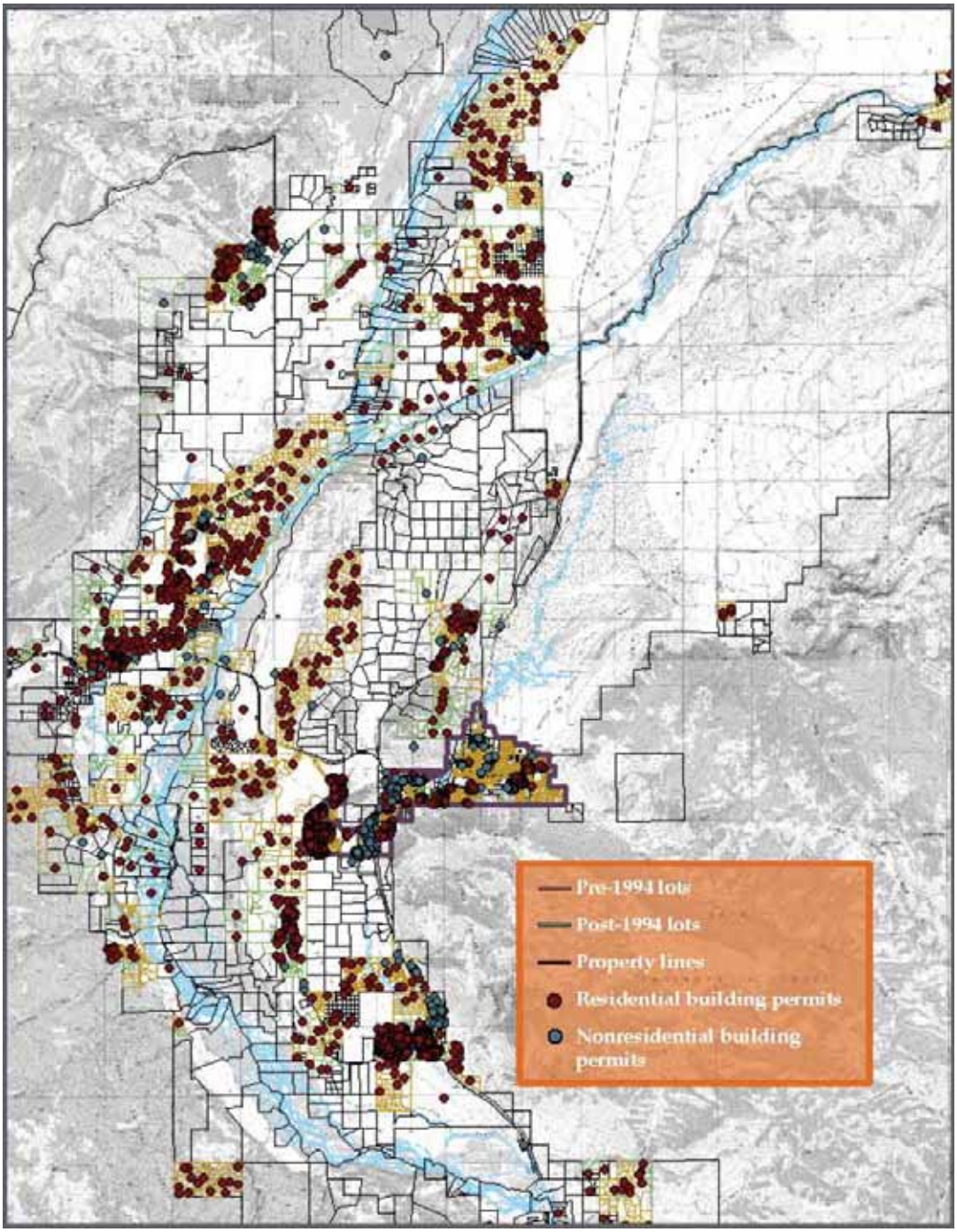
Looking at net change in potential allows for a quantification of the success of community efforts to conserve open space and not alter character. From 1994 conservation easements and zoning district changes resulted in a net decrease of nearly 600 potential units.

Table 10: Net Change in Development Potential 1994-2007

	County	Town	Community
Conservation Easements			-906
Approved Zoning District Changes	217	108	325
Net Change in Development Potential			-581

Source: Teton County, June 2007

Another way to evaluate development patterns is to look at where units were built. From 1994 to 2007 the majority of the units built in the County were developed on lots platted between 1978 and 1994.



Infrastructure and Service Districts

Water

The Town of Jackson obtains all of its water from groundwater and serves the incorporated town limits as well as a number of subdivisions up Spring Gulch Road to Spring Creek Resort, including:

- Saddle Butte,
- Three Creeks, and

- Teton Science School.

The town currently operates seven wells that draw roughly 8,670 gallons/minute (7.3 mg/d) – significantly below their permitted water rights of 11,100 gallons/minute (9.5 mg/d). The town's abundance of water is due in part to its planning a supply that meets state standards for production based on peak summer demand. The large tourism fluctuation in the summer more than doubles water demand that the town must meet—from a winter peak demand of 3 mg/d to a summer peak demand of 7.3 mg/d.

Recently approved developments will close this gap slightly; they are anticipated to increase the committed production from 7.3 mg/d to 8.2 mg/d. If future development necessitates the addition of an eighth well, the town already has purchased the site for the future well. In addition, the town has 2.8 mg of water storage capacity.

In addition, Wilson Meadows is in the Aspen/Pines sewer district but has its own water district. Rafter J and Melody Ranch have their own water districts but receive sewer from the town (as indicated below). Aspen Pines and Teton Village have their own districts for both water and sewer. The county contains several other small water districts (see the Framework Map for Common Value 3).

Sewer

The Town of Jackson operates an aerated lagoon sewage treatment system with the capacity to treat 5 mg/d, but currently uses only half of that capacity (2.5 mg/d peak). If future development necessitates additional capacity, the current treatment facility can be upgraded to provide an additional 1 mg/d of capacity.

In addition to its incorporated limits, the town provides sewer service to locations in the county, including:

- Three Creeks,
- Wilson Sewer District (but not Wilson Meadows)
- Melody Ranch
- Rafter J
- Valley View Sewer Co
- Teton Science School
- Ranches at Jackson Hole
- Spring Gulch
- Spring Creek Ranch Subdivision
- Jackson Hole Golf and Tennis
- Gros Ventre Utility

In addition, in the unincorporated county Teton Village and Aspens/Teton Pines providing sewer.

Schools

All schools in the county are within a single school district, Teton County School District #1. The district includes six elementary schools, one middle school, and two high schools and had a 2007-2008 enrollment of 2,320 students. The Framework Map for Common Value 3 illustrates the location of each school. Table 18 below shows changes in enrollment by school since the 2000-2001 school year.

Table 11: Teton County School District Enrollment Trends 2000-2008

School	00-01	07-08	% change
Elementary	943	1,090	15.6%
Alta	53	50	-5.7%
Colter	263	344	30.8%
Jackson	342	420	22.8%
Kelly	47	37	-21.3%
Moran	20	12	-40.0%
Wilson	218	227	4.1%
Middle	561	494	-11.9%
Jackson Hole	561	494	-11.9%
High	737	736	-0.1%
Jackson Hole	688	686	-0.3%
Summit	49	50	2.0%

Like the county itself, the student population is predominantly (75.9%) white, with a second largest racial population of Hispanic (21.8%). Over 85% of the diversity is concentrated in four of the 16 geographic areas defined and used by the school district in its enrollment tracking: Town of Jackson ((39.1%), West Jackson (36.7%), Hog Island /Hoback (5.7%), and Melody (4.2%).

Table 12: Teton County School District Student Demographic Composition

Race	Total	% Total
Asian	34	1.5%
Black	6	0.3%
Hispanic	496	21.8%
American Indian	12	0.5%
White	1,724	75.9%
Total	2,272	100.0%

Fire Stations

Fire stations are located in Town, Hoback, Adams Canyon in South Park, Highway 390, Teton Village, Moran, and Alta(See Framework Map for Common Value 3). Currently the region has only three river crossings, although only one is in a convenient location on Highway 22. In addition to the fire station locations, EMT services are less widely distributed.

Affordable Housing

Housing Units

The number of housing units, housing prices, and home values has been increasing steadily in Teton County. Between 1990 and 2000, about 2,600 new housing units were built. Over 2,400 more have been added between 2000 and 2009. Because a significant amount of the 3 percent of privately owned land in Teton County has largely been developed, conserved, or is zoned for rural densities, constraints on the market have increased average housing prices substantially.

Prices and Affordability

The 2007 Teton County Housing Needs Assessment provides a great deal of current information about the prices and affordability of housing in Teton County, which we have not replicated here. In sum, while the

community has made headway in providing affordable housing in recent years, most local workers are priced out of free-market homes. In 1986 the median home price was 350 percent of the median income. By 1993 it had risen to 650 percent, and by 2007 to 1,800 percent of median income. Even with the nationwide drop in home values, the median selling price for a home in 2010 was 1,400% of median income.

Second Homes

In the past, many Teton County homes were used as "second" homes owned by non-residents for seasonal and vacation use. This has become less true in recent years. According to HUD data, the percent of Teton County homes used as a primary home increased from 65 percent in 1990 to 80 percent in 2007 (echoing a trend found in many resort communities during this decade). (Sustaining Jackson Hole, 2005). During this time, many formerly second homes in Teton County were occupied as primary residences, which allowed the county population to grow faster than total housing stock (as indicated in Table 1).

Within Teton County, the percentage of homes that are second homes varies greatly by place, from 54 percent in Teton Village at the base of the ski resort to five percent in the Town of Jackson, as shown in Table 4, below. The Census data shows nominal change in that figure from 1990 (20.6 percent) to 2000 (20.7 percent) and a slight increase in 2010 (22.1 percent). (Note: The figures for second home ownership from the Sustaining Jackson Hole report and the Census are not the same.)

Table 13: Housing Units and Second Homes in Teton County, 2010

	Housing Units	Percent Second homes
All Teton County	12,813	22%
Jackson	4,736	5%
Alta	232	31%
Wilson	931	23%
Teton Village	554	54%
South Park	803	13%
Rafter J Ranch	443	5%
Moose Wilson Road	1,371	34%
Hoback	567	12%

Source: US Census, 2010 (note: Census count of housing units differs from Town and County count)

Employee Generation

Both residential and nonresidential development generates demand for employees. In December 2009 a taskforce of Town and County staff and interested members of the public projected the employee generation that would occur from the potential development allowed by the regulations to understand how employee generation might affect housing needs in the community.

In the community as a whole nearly every potential future unit would have to be occupied by the workforce if 100% of the workforce were to live locally. The location of the jobs created and the housing units demanded under the current regulations does not align. While about 43% of the employee generation is as a result of development in Town, only about 23% of potential new units are in Town. This would tend to promote inter and intra community commuting as future units in the County will likely be less affordable than units in Town.

Table 14: Employee Generation from Potential Future Development, 2009

	Town	County	Community
Residential	1,043	5,881	6,924
Operations/Maintenance	398	2,527	2,926
Construction	645	3,353	3,998
Commercial	6,436	3,899	10,335
Public	972	1,271	2,243
Employees Generated by Growth	8,451	11,051	19,501
Employees per Household	1.8	1.8	1.8
Units Demanded	4,695	6,139	10,834
Potential Development	2,534	8,382	10,916

Source: Employee Generation Taskforce, 2009

Livable Wages & Income Levels

Wages are decreasing as a proportion of total income in Teton County, however, many residents get most of their income from wages and salaries. Teton County average annual wage or salary per job in 2010 was just under $40,000 - slightly less than the Wyoming state average(US Bureau of Economic Analysis).

While the percentage of Teton County residents below the poverty line is quite low (about 2 percent in 2000), the high cost of living in Teton County leaves some working people struggling to make ends meet. The cost of living in Teton County, due to factors including the cost of housing, is quite high. (More than 21 percent of Teton County residents spent more than 35 percent of their household income on rent in 2000.) Table 5 indicates the hourly wages (after tax income and gross annual income) needed to meet basic expenses in Teton County.

Table 15: Baseline Livable Income Required in Teton County, Wyoming, 2012

	One Adult	One Adult, One Child	Two Adults	Two Adults, One Child	Two Adults, Two Children
Hourly Wage	$8.90	$16.07	$12.78	$19.96	$25.23
Monthly After-Tax Income	$1,531	$2,770	$2,196	$3,435	$4,347
Annual After-Tax Income	$18,372	$33,240	$26,352	$41,220	$52,159
Annual Gross Income	$18,503	$33,429	$26,572	$41,513	$52,474

Source: Poverty in America Living Wage Calculator, March 2012

Table 6 shows the typical hourly wage for a variety of types of jobs in Teton County. Note that most job types in Teton County, including many essential services jobs, pay lower hourly wages than the livable hourly wage rate for the area (shown in Table 5, above).

Table 16: Typical Hourly Wages by Occupational Area, Teton County, 2012

Occupational Area	Hourly Wage
Management	$31.98
Computer & Mathematical	$23.75
Architecture & Engineering	$16.47
Legal	$24.86
Business & Financial	$23.32
Healthcare Practitioners & Technical	$27.87
Life, Physical, & Social Science	$21.83
Education, Training, & Library	$18.04
Arts, Design, Entertainment, Sports, & Media	$13.81
Installation, Maintenance, & Repair	$19.25
Community & Social Services	$15.95
Construction & Extraction	$18.70
Protective Service	$16.50
Production	$17.72
Office & Administrative Support	$12.55
Transportation & Material Moving	$14.54
Farming, Fishing, & Forestry	$14.04
Healthcare Support	$15.95
Sales & Related	$12.17
Building & Grounds Cleaning & Maintenance	$10.31
Personal Care & Service	$9.98
Food Preparation & Service-Related	$8.35

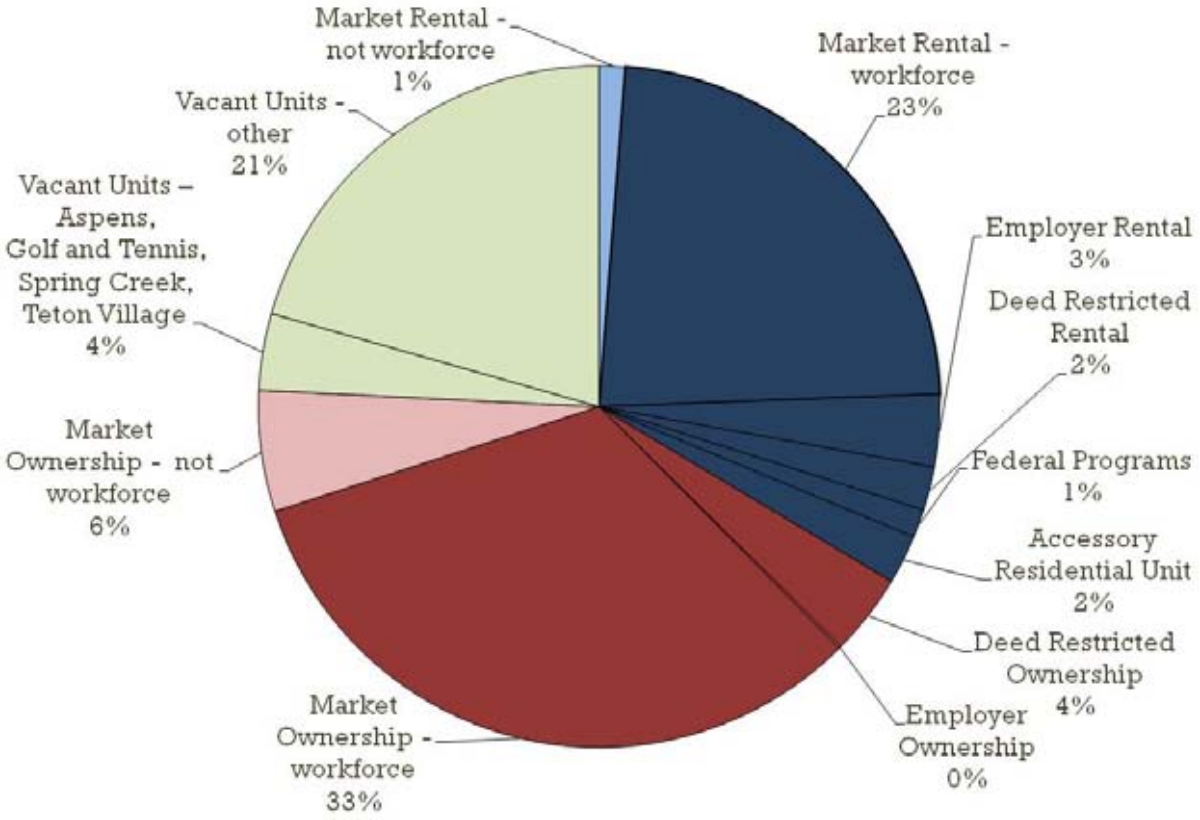
Source: Poverty in America Living Wage Calculator, March 2012

Commuting

A sign of the impact of high cost of housing in Teton County is the increasing trend in the region of numbers of commuting workers. The Teton County Housing Needs Assessment states that the resident work force is declining 3 percent every five years, replaced by commuters. In 2005, an estimated 33 percent of people who worked in Teton County commuted from outside the County—residing in places with lower cost housing such as Victor and Driggs, ID and Alpine and Star Valley, WY. (Teton County Housing Needs Assessment, 2007). The Wyoming Workforce Development Council estimates a high net inflow of workers to Teton County, and a negative outflow of workers from Teton County to other areas, compared to other counties in the state. (Wyoming Workers Commuting Patterns Study, 2006).

Workforce Housing Stock

The Housing Need Assessment, 2007 discusses the importance of retaining a resident workforce and preserving and creating workforce housing stock. As of 2011, the Teton County Housing Authority estimates that 68 percent of all housing in the community is occupied by members of the workforce. 7 percent of the total housing stock is public supported housing. The graphic below (source: TCHA, 2011) shows a detailed breakdown of the existing housing stock. 24 percent of the housing stock is vacant, while 34 percent is rental product and 42 percent is ownership product. 55 percent of all housing in the community is market workforce housing, these market units make up 81 percent of all workforce housing.



Transportation

Traffic Growth

A key transportation goal in the 1994 Comprehensive Plan is to decrease the growth in traffic through alternative modes of travel and changes in the land use pattern. Chapter 8 contains 1996 traffic counts for several key roadway segments and establishes targeted traffic counts for 2020 that reflect the plan's implementation strategies. The Plan established targeted traffic growth rates ranging from 1% to 3% for several roadways. The Wyoming Department of Transportation provided traffic counts in 2002 that are compared to the Plan goals. Table 17 (Goals and Traffic Counts) below shows the 2020 goal, and the 1996 and 2002 traffic counts. The table also compares the interim traffic goal to the actual traffic counts.

The traffic volumes for 2002 exceed the interim targets for the road segments in the county and for the segment of Broadway south of the "Y" intersection. The South Highway at Rafter J experienced traffic growth 15% above the interim goals in the Plan. Traffic growth on Highway 22 at the Snake River bridge exceeded the targeted goal by 47%. Highway 390 at Nethercott and north of the Aspens saw traffic growth 51% and 205%, respectively above the targeted goals.

However, the 2002 traffic volumes for the in-town segments are below the targeted goals. The town shuttle operated by START experienced a significant increase in ridership beginning in 2001and 2002, perhaps creating a positive impact of traffic growth. The town shuttle carried 5,000 passengers in July, 2002.

Table 17: Goals and Traffic Counts

	S. Hwy 89 @ Rafter J	WY 22 @ Snake River	WY 390 @ Nethercott	WY 390 N. of Aspens	Broadway @ Maple Way	Broadway @ Flat Creek	Broadway @ Town Sq	Millward TRK Route	Pearl Ave
1996 Count	16,800	17,700	12,600	5,200	30,000	40,300	21,000	9,000	12,500
2020 Goal	29,000	31,000	20,000	9,000	43,000	56,000	24,000	13,000	14,000
Acceptable Traffic Growth	12,200	13,300	7,400	3,800	13,000	15,700	3,000	4,000	1,500
Acceptable Annual Growth	508	554	308	158	542	654	125	167	63
Acceptable Annual Growth	3%	3%	2%	3%	2%	2%	1%	2%	1%
2002 Count	20,300	22,600	15,400	8,100	35,100	39,500	19,400	7,800	9,900
6 Year Growth Allowance	3,050	3,325	1,850	950	3,250	3,925	750	1,000	375
Actual 6 Year Traffic Growth	3,500	4,900	2,800	2,900	5,100	-800	-1,600	-1,200	-2,600
Difference	450	1,575	950	1,950	1,850	-4,725	-2,350	-2,200	-2,975
% Difference	15%	47%	51%	205%	57%	-120%	-313%	-220%	-793%

Source: 2000 Transportation Plan and Wyoming Department of Transportation

Transit

Chapter 8 establishes the goal of capturing 5% of the total summer daily trips by transit by 2020. Ridership on the Southern Teton Area Rapid Transit (START) has grown significantly in recent years and the majority of the annual increases have been in local riders as shown in the following table.

Table 18: START Ridership

	Town - Teton Village	Town Shuttle
2000 Ridership	136,000	144,000
2006 Ridership	302,743	305,608
Annual Growth in Total Riders	15%	14%
Annual Growth in Local Riders	23%	15%

Source: START, 2007

Bike/Pedestrian Opportunities

The shared use pathway program has made substantial progress since its inception in 1996 in expanding the network of pathways. By the end of 2010, about 41 miles of pathways had been constructed, with additional pathways construction north to Grand Teton National Park occurring in 2011. Usage counts are difficult to obtain and the Pathways Department continues to test and perfect an accurate counting method.

Non-construction objectives also have been accomplished. A local pathways group, Friends of Pathways, has formed and is very active in promoting pathways. A new 5-year Pathway Plan has been completed and adopted by the town and county, and voters have supported pathways with their approval in the Special Purpose Excise Tax election.

Road Projects

Chapter 8 identifies several road construction projects, most of them are on state highways and under the jurisdiction of the Wyoming Department of Transportation. To date, none of the streets and roadway projects have been implemented with the exception of the double left-turn lane at High School Road and the south highway.

Resort/Community Balance

The national parks and public lands are an enormous draw for visitors and locals. Through 2004, Grand Teton National Park averaged about 2.7 million visitors per year and Yellowstone averaged about 3 million visitors a

year. Total visits in 2005 were 5,299,093. Visits to Bridger-Teton National forest are increasing, with total visitors in 2000 at just over 3 million visitors. (U.S. National Park Service).

Downhill skiing drives the winter tourism economy. The three ski areas combined had annual skier days of approximately 455,400 in 2005. (HNA, 2007).

Hotel and lodging accommodations are also difficult to pinpoint exactly. According to the Jackson/Teton County planning departments, the Average Peak Occupancy (APO) units approved for the resorts in the county and town were 8,732 in 2005. By 2005, just over 4,000 of the approved resort units were built. The Town of Jackson has 5,200 hotel rooms (Wyoming Business Council, 2007).

Income

Per Capita Income

Per capita income in Teton County has increased dramatically in recent decades, from approximately $20,000 in 1985, when it was slightly above the U.S. national average, to over $89,000 in 2005—more than two and a half times the national average. The total personal income of Teton County residents has increased by slightly more than $600 million (in current dollars) between 1985 and 2005.

Income by Place

Significant differences in per capita and median household income exist within Teton County. Table 3 shows differences in household income and income per capita by place in Teton County in the year 2000.

Table 19: Population, Households, Per Capita and Household Income by Place, Teton County, 2000.

	Population	Households	Per Capita Income	Median Household Income
All Teton County	18,251	7,688	38,260	54,614
Town of Jackson	8,647	3,631	25,004	47,757
Alta	400	141	40,680	56,750
Wilson	1,294	563	65,489	93,354
Teton Village	175	88	66,928	80,000
South Park	864	350	32,458	63,864
Rafter J Ranch	1,138	432	28,078	63,199
Moose Wilson Rd	1,439	625	71,291	56,842
Hoback	1,453	577	32,753	64,679

Source: State of Wyoming Department of Administration and Information, Economic Analysis Division.

Sources of Income

Between 1993 and 2006, sources of income have shifted as well. More of the total income of all Teton County residents now comes from investments (non-labor sources such as dividends, interest and rent (approximately 50 percent), than from wages (approximately 48 percent). Just two percent comes from transfer payments such as social security or unemployment benefits. This shift has occurred over time, but is very different from the balance of income sources in Teton County during the 1970s, when nearly 70 percent of income was from wages. By comparison, nationally in 2005, wages account for about seventy-five percent of all income, and investments bring in less than 20 percent of all income.

Jobs

Teton County has added approximately 22,000 jobs since 1970, with the most rapid increases beginning in 1985. The County had less than 5,000 total jobs in 1970, approximately 10,000 in 1985, and nearly 27,000 jobs in 2009. Wage and salary jobs account for about 67 percent of those jobs, down from 80 percent in 1970.

Types of jobs have also changed. An increasing number of Teton County's residents are self-employed. The percentage of jobs that are non-farm proprietors has increased since 1970, particularly in recent years, to over 30 percent. Farm jobs have decreased to below one percent as available land has been converted from agricultural to other uses—notably residential development.

The trend of jobs per capita suggests that many Teton County jobs are filled by workers living outside the county, because the County has a ratio of jobs to population of 1.26. (Source: Bureau of Economic Analysis, Claritas, EPS, 2004 figures) In 1986 less than 10 percent of workers commuted from outside of the community; in 2007 about 33 percent of workers commuted. This means that some of the wages paid for jobs in Teton County are not part of the total income for County residents. These wages are reported as income in other locations.

Table 20: Employment by Industry in Percentages, 2001-2009.

	2001	2009
Total	100	100
Construction	14	10
Retail	11	8
Finance	4	7
Real Estate	8	12
Prof. & Tech. Services	15	15
Arts & Recreation	7	4
Lodging & Food Services	20	23
Government	9	9
Other	13	13

Source: Jackson Hole Compass, 2011

Themes Not Addressed in 1994 Plan

An inventory of the energy usage and emissions in Jackson Hole in 2008 revealed that

Table 21: Jackson Hole Green House Gas Emissions by Source, 2008.

	Tons CO_2e	Percent
Total	410,228	100
Electricity (buildings)	21,896	5.3
Natural Gas & Propane (buildings)	48,464	11.8
Ground Transportation	254,638	62.1
Air Travel & Aviation	70,546	17.2
Miscellaneous Fuel Uses	4,282	1.0
Landfill	8,119	2.0
Nitrous Oxide	182	0.0
HFCs and Refrigerants	2,101	0.5

Source: Jackson Hole Energy and Emission Inventory for 2008, 2009

Sources:

Charture Institute. Sustaining Jackson Hole. Land Use & Housing Socio-Economic Overview. July 31, 2007.

Charture Institute, Jackson Hole Chamber of Commerce, The Northern Rockies Conservation Cooperative. Sustaining Jackson Hole: A Community Exploration, 2005

Charture Institure. Jackson Hole News & Guide. "Jackson Hole Compass, 2011 Edition"

Heede, Richard. "Jackson Hole Energy and Emissions Inventor for 2008" September 2, 2009.

Holmes, F. Patrick. "Creative Occupation Patterns". 2005 State of the Rockies Report Card. Colorado College, 2005. http://www.coloradocollege.edu/stateoftherockies/05ReportCard/Creative_Occupations_Patterns.pdf

U.S. Bureau of Economic Analysis http://www.bea.gov/bea/regional

Pennsylvania State University. Poverty in America Living Wage Calculator, 2007. http://www.livingwage.geog.psu.edu/results.php?location=3188

State of Wyoming Department of Administration and Information, Economic Analysis Division. http://eadiv.state.wy.us/demog_data/pop2000/ProfilePDFsWY/C2K-Profiles.html

Economic and Planning Systems. Teton County Housing Needs Assessment. January 2007.

Teton County School District #1 www.tcsd.org/

Buildout Taskforce, 2009

Employee Generation Taskforce, 2009

Framework Maps:

Common Value 1: Ecosystem Stewardship

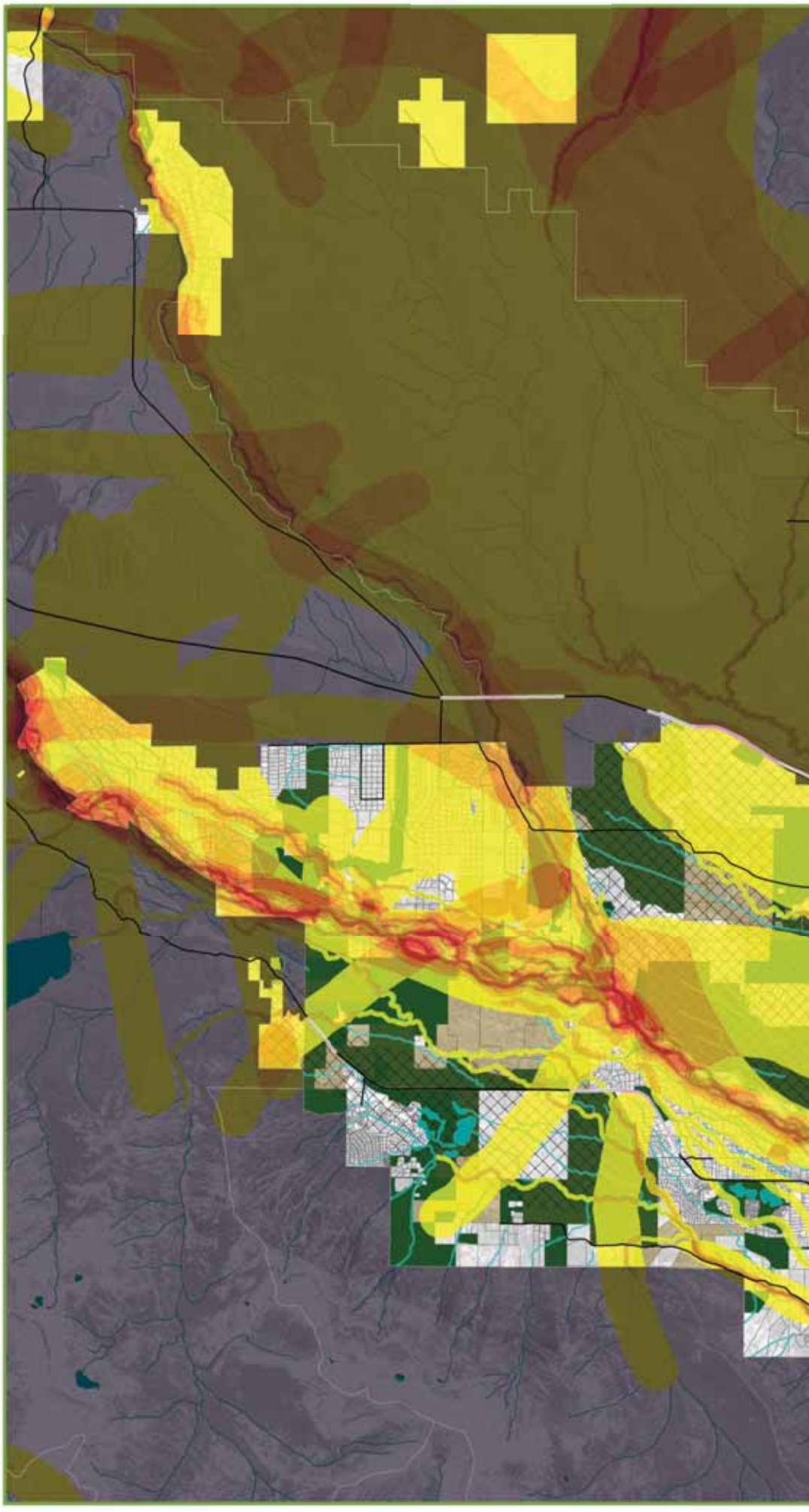
- Teton County Core
- Alta Buffalo Valley, Hoback and Snake River Canyons
- Zoom: Town of Jackson, Aspens/Pines, Teton Village, Wilson

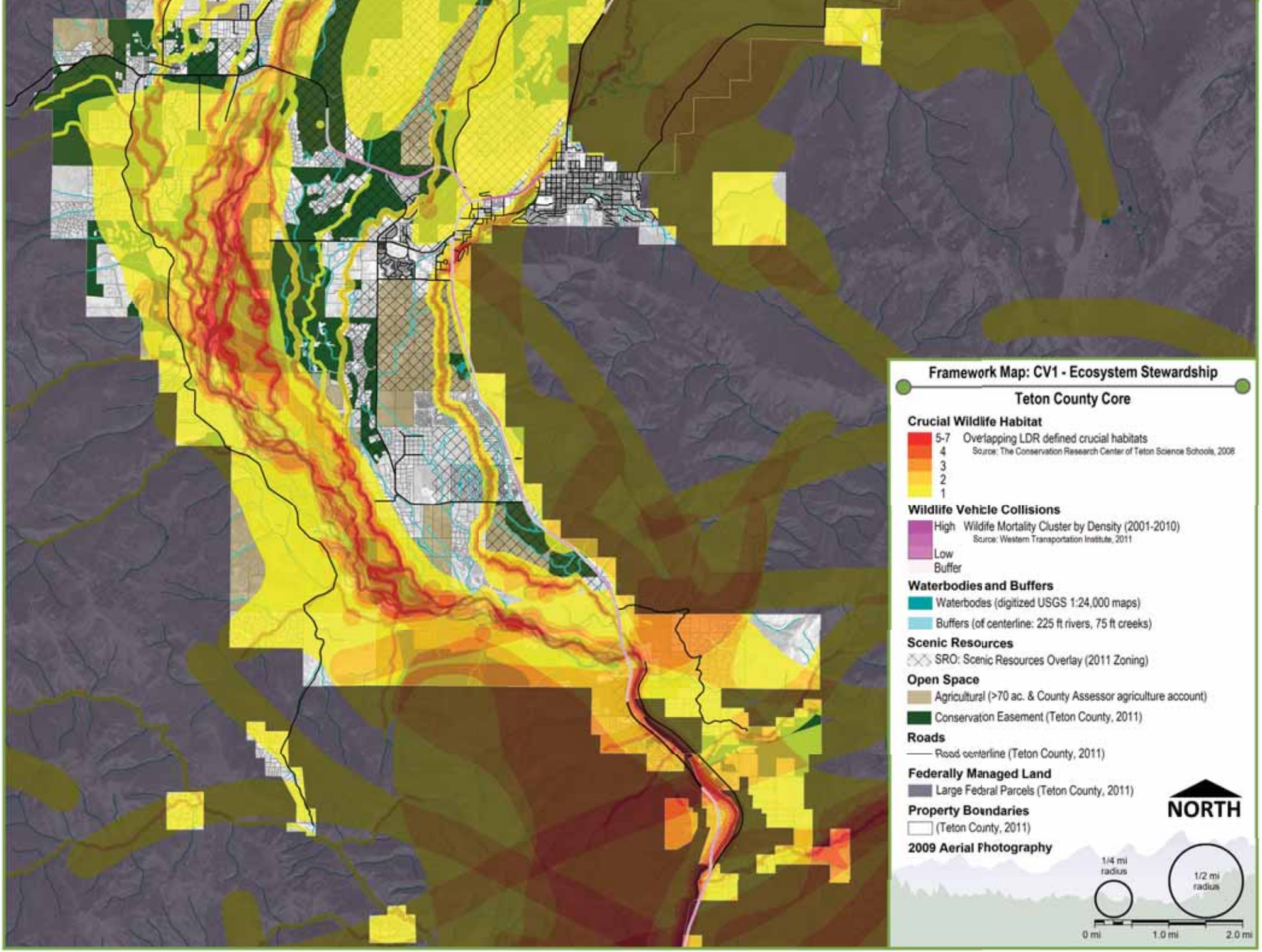
Common Value 2: Growth Management

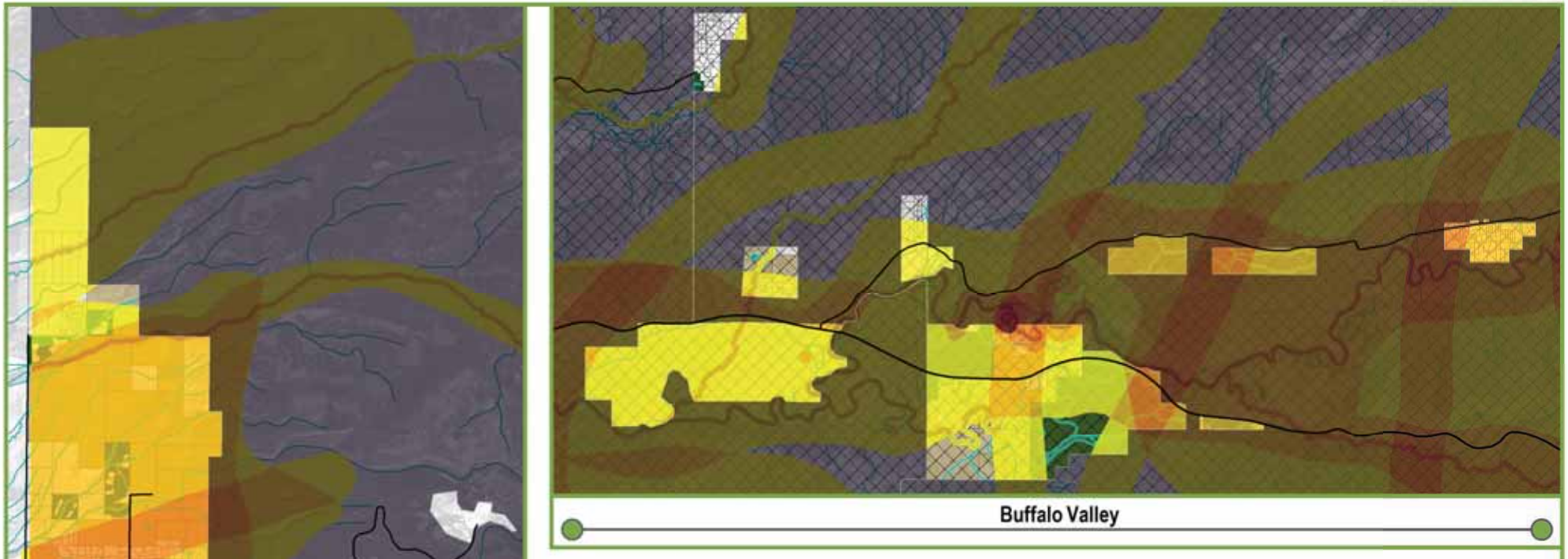
- Teton County Core
- Alta Buffalo Valley, Hoback and Snake River Canyons
- Zoom: Town of Jackson, Aspens/Pines, Teton Village, Wilson

Common Value 3: Quality of Life

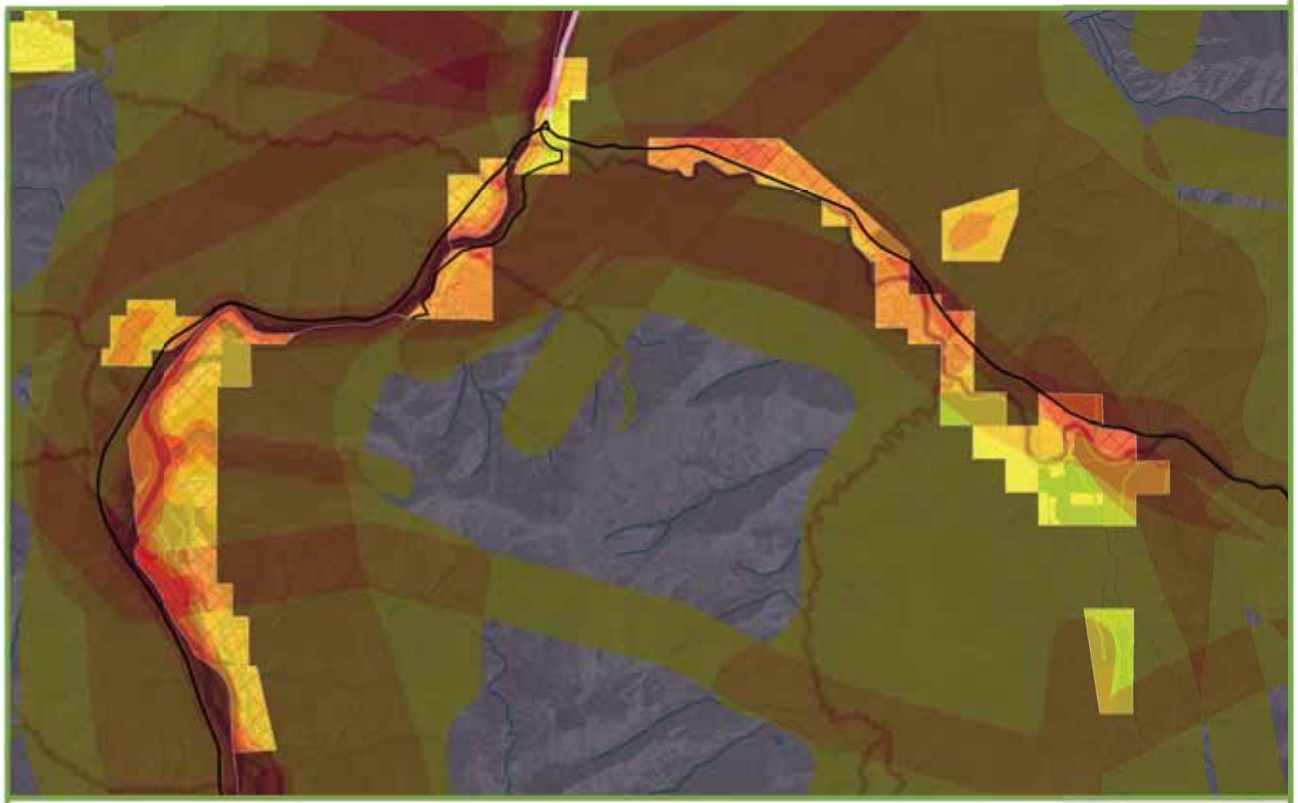
- Teton County Core
- Alta Buffalo Valley, Hoback and Snake River Canyons
- Zoom: Town of Jackson, Aspens/Pines, Teton Village, Wilson




Framework Map: CV1 - Ecosystem Stewardship
Teton County Core
Crucial Wildlife Habitat
5-7
4
3
2
1
Overlapping LDR defined crucial habitats
Source: The Conservation Research Center of Teton Science Schools, 2008
Wildlife Vehicle Collisions
High
Low
Buffer
Wildlife Mortality Cluster by Density (2001-2010)
Source: Western Transportation Institute, 2011
Waterbodies and Buffers
Waterbodies (digitized USGS 1:24,000 maps)
Buffers (of centerline: 225 ft rivers, 75 ft creeks)
Scenic Resources
SRO: Scenic Resources Overlay (2011 Zoning)
Open Space
Agricultural (>70 ac. & County Assessor agriculture account)
Conservation Easement (Teton County, 2011)
Roads
Road centerline (Teton County, 2011)
Federally Managed Land
Large Federal Parcels (Teton County, 2011)
Property Boundaries
(Teton County, 2011)
2009 Aerial Photography
NORTH
1/4 mi radius
1/2 mi radius
0 mi
1.0 mi
2.0 mi


Buffalo Valley

Alta



Hoback and Snake River Canyons

Framework Map: CV1 - Ecosystem Stewardship

Alta, Buffalo Valley, Hoback and Snake River Canyons

Crucial Wildlife Habitat

5-7
4
3
2
1
Overlapping LDR defined crucial habitats
Source: The Conservation Research Center of Teton Science Schools, 2008

Wildlife Vehicle Collisions

High
Low
Wildlife Mortality Cluster by Density ('00-'10)
Source: Western Transportation Institute, 2011
Buffer

Waterbodies and Buffers

Waterbodies (digitized USGS 1:24,000 maps)
Buffers (off centerline: 225 ft rivers, 75 ft creeks)

Scenic Resources

SRO: Scenic Resources Overlay (2011 Zoning)

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Agricultural (>70 ac. & County Assessor ag. account)
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Roads

Road centerline (Teton County, 2011)

Federally Managed Land

Large Federal Parcels (Teton County, 2011)

Property Boundaries

(Teton County, 2011)

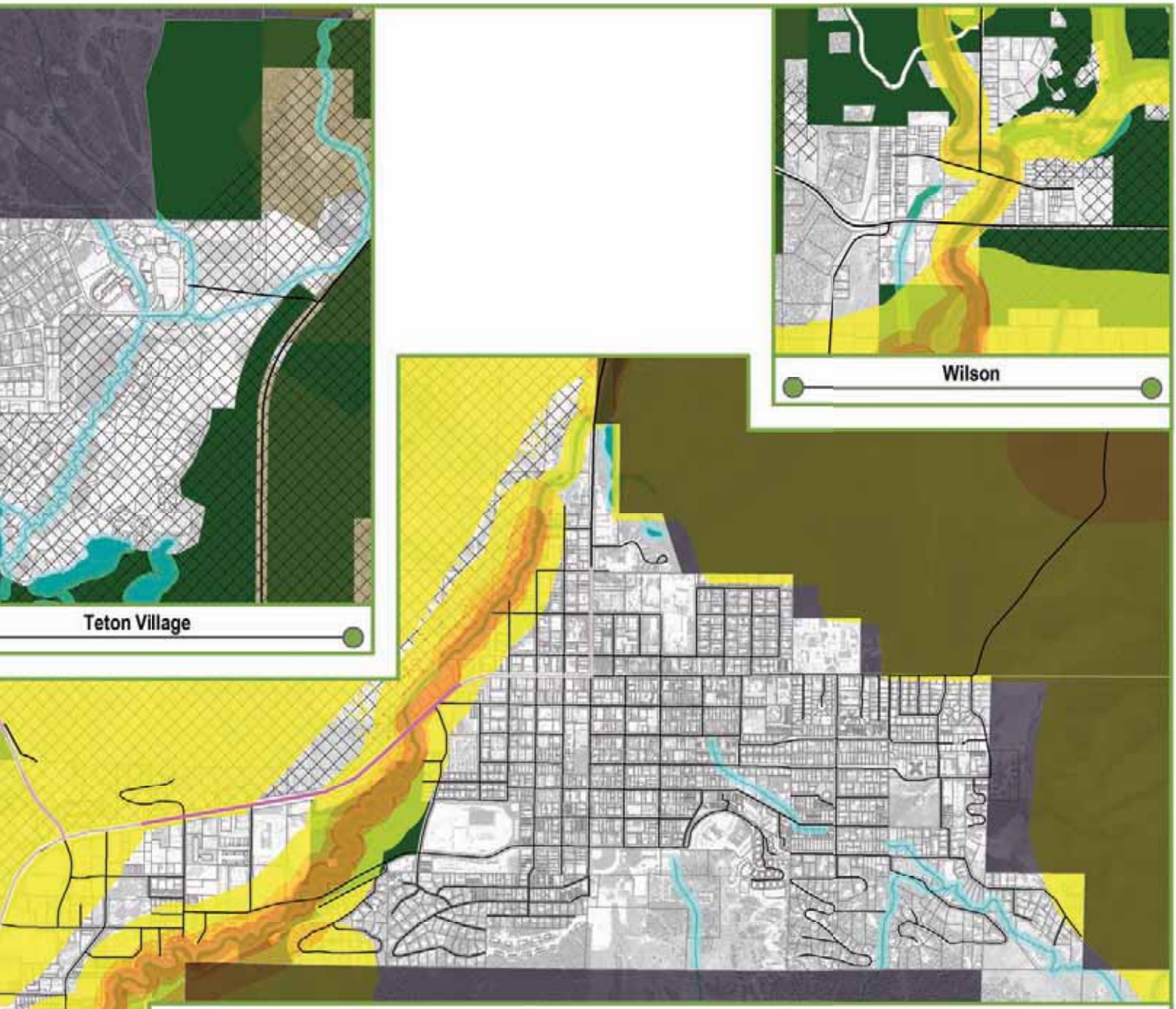
2009 Aerial Photography

NORTH

1/4 mile radius
1/2 mile radius
0 mi
1.0 mi
2.0 mi

Aspens/Pines

Town of Jackson



Framework Map: CV1 - Ecosystem Stewardship: Zoom

Town of Jackson, Aspens/Pines, Teton Village, Wilson

Crucial Wildlife Habitat
5-7
4
3
2
1
Overlapping LDR defined crucial habitats
Source: The Conservation Research Center of Teton Science Schools, 2008

Wildlife Vehicle Collisions
High
Low
Wildlife Mortality Cluster by Density ('00-'10)
Source: Western Transportation Institute, 2011
Buffer

Waterbodies and Buffers
Waterbodies (digitized USGS 1:24,000 maps)
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Roads
Road centerline (Teton County, 2011)

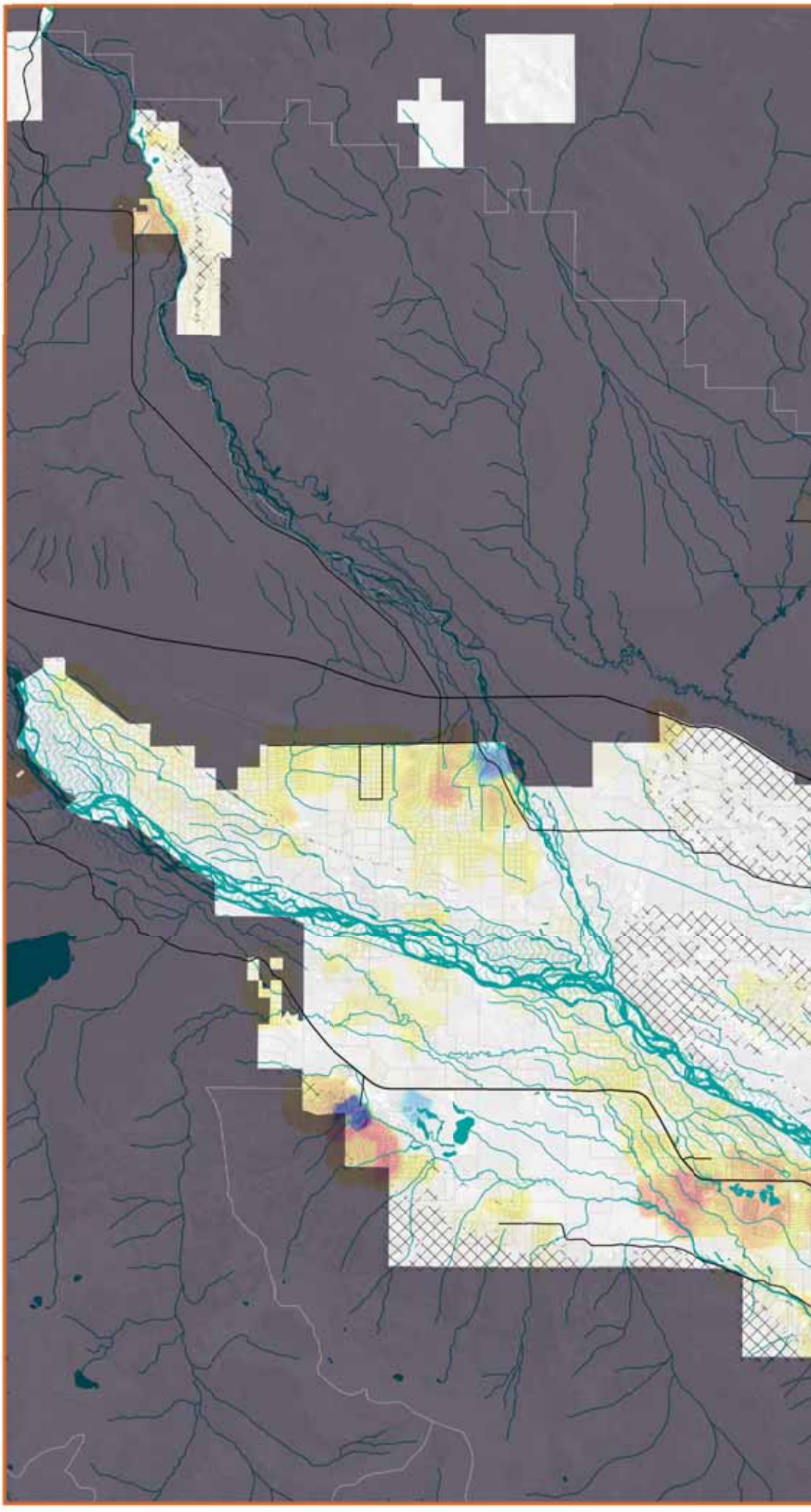
Federally Managed Land
Large Federal Parcels (Teton County, 2011)

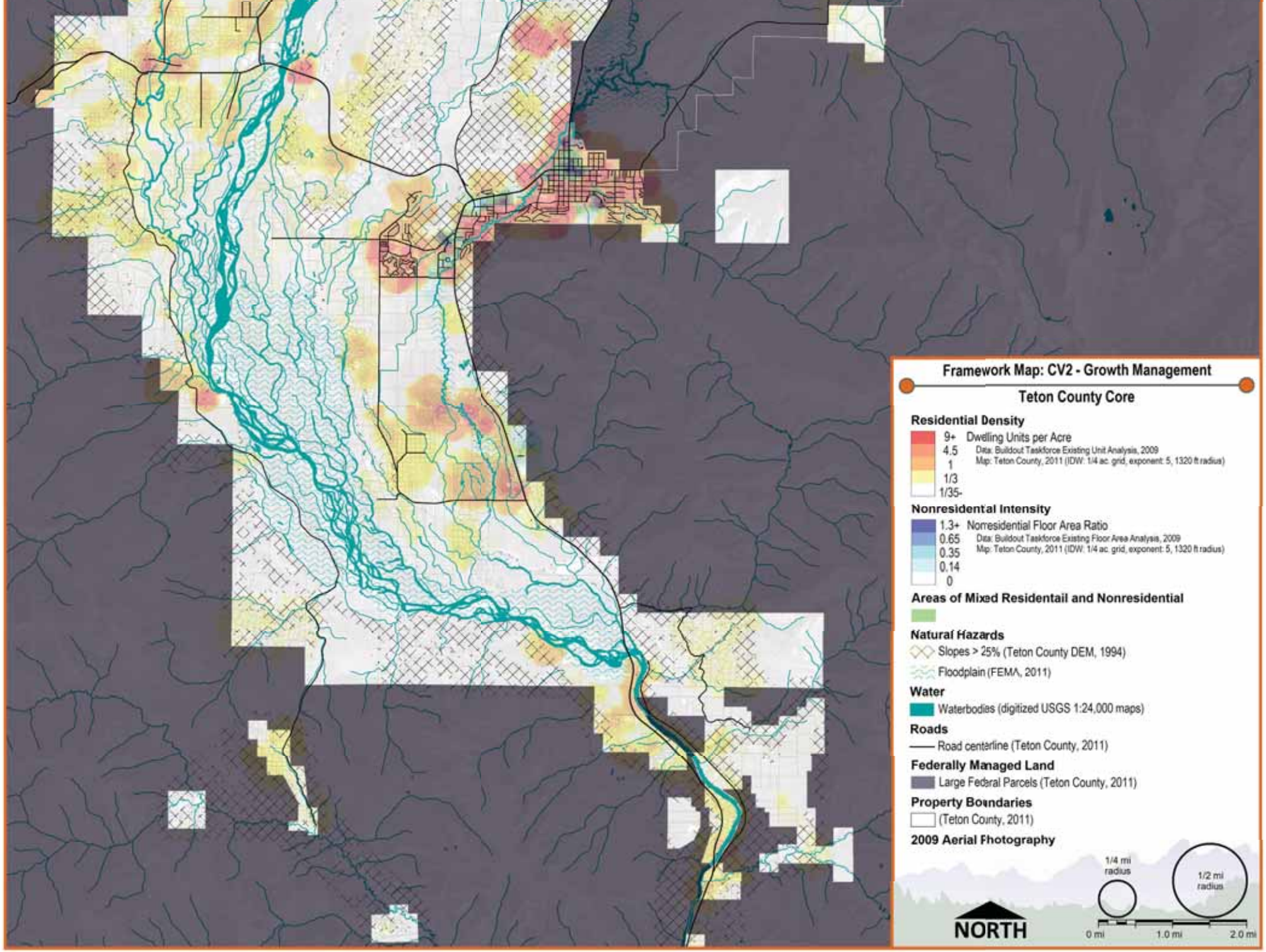
Property Boundaries
(Teton County, 2011)

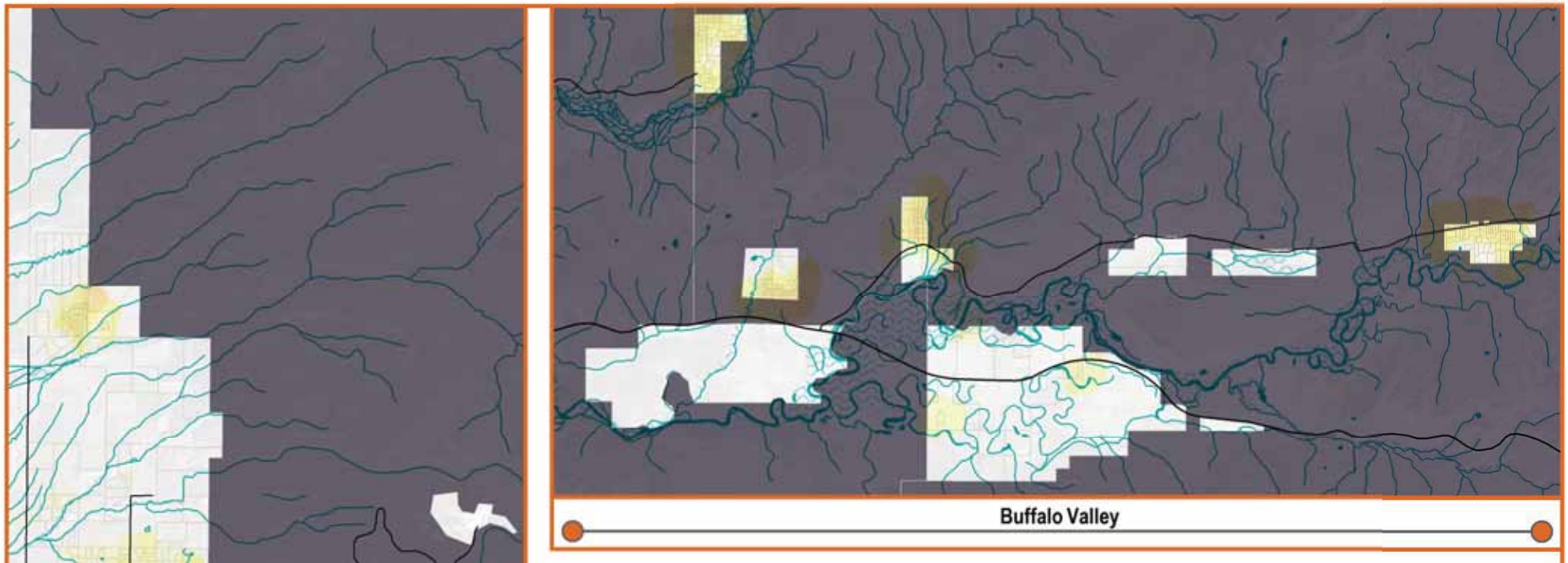
2009 Aerial Photography

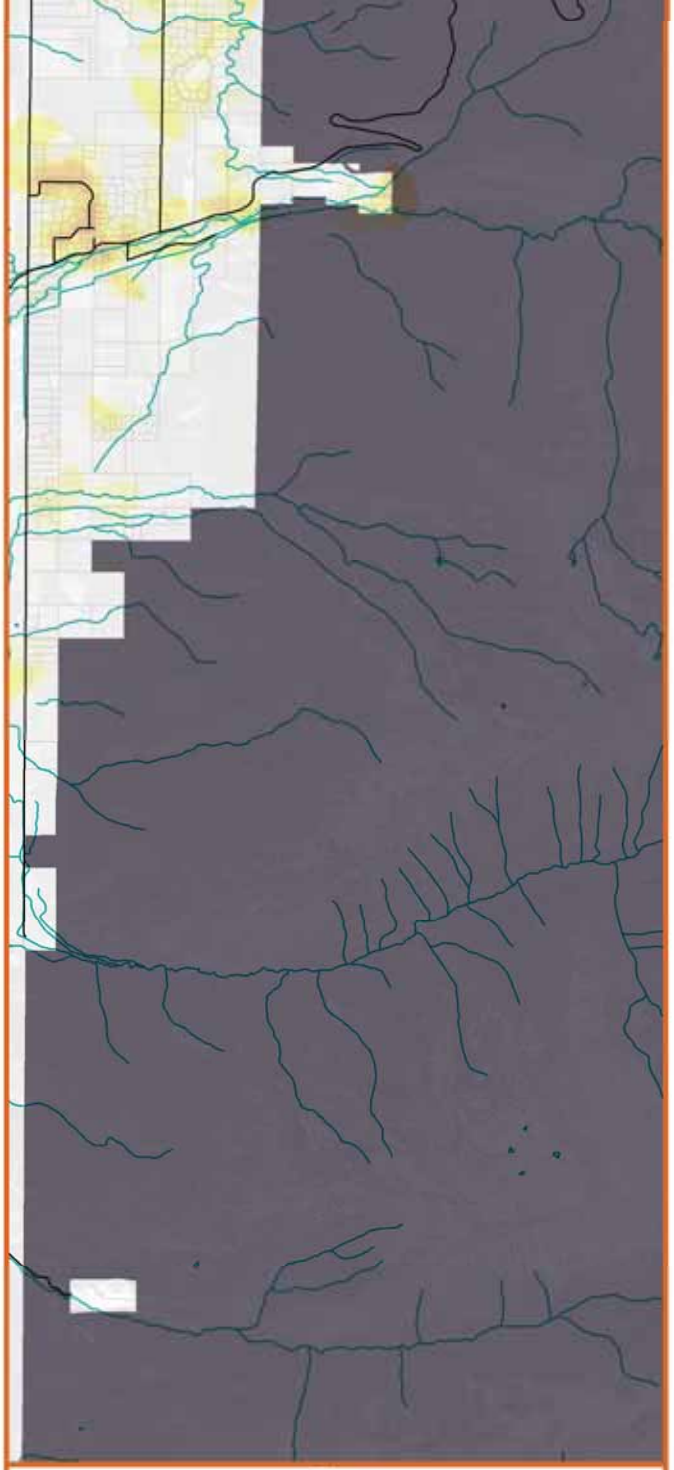
NORTH

1/4 mile radius
1/2 mile radius
0 mi
1.0 mi
2.0 mi

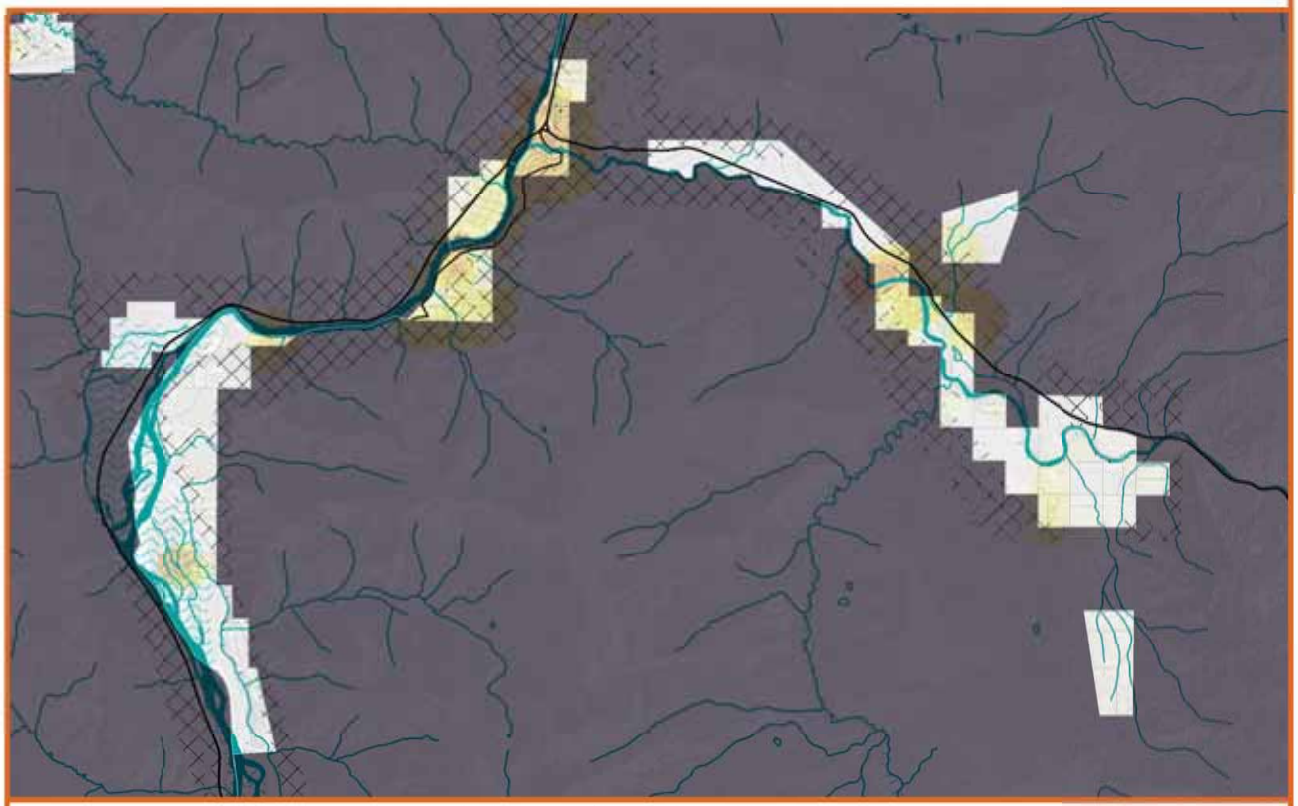



Framework Map: CV2 - Growth Management
Teton County Core
Residential Density
9+ Dwelling Units per Acre
4.5
1
1/3
1/35-
Data: Buildout Taskforce Existing Unit Analysis, 2009
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 1320 ft radius)
Nonresidential Intensity
1.3+ Nonresidential Floor Area Ratio
0.65
0.35
0.14
0
Data: Buildout Taskforce Existing Floor Area Analysis, 2009
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 1320 ft radius)
Areas of Mixed Residentail and Nonresidential
Natural Hazards
Slopes > 25% (Teton County DEM, 1994)
Floodplain (FEMA, 2011)
Water
Waterbodies (digitized USGS 1:24,000 maps)
Roads
Road centerline (Teton County, 2011)
Federally Managed Land
Large Federal Parcels (Teton County, 2011)
Property Boundaries
(Teton County, 2011)
2009 Aerial Photography
1/4 mi radius
1/2 mi radius
NORTH
0 mi
1.0 mi
2.0 mi


Buffalo Valley



Alta



Hoback and Snake River Canyons

Framework Map: CV2 - Growth Management

Alta, Buffalo Valley, Hoback and Snake River Canyons

Residential Density

9+ Dwelling Units per Acre
4.5
1
1/3
1/35-

Data: Buildout Taskforce Existing Unit Analysis, 2009
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 1320 ft radius)

Nonresidential Intensity

1.3+ Nonresidential Floor Area Ratio
0.65
0.35
0.14
0

Data: Buildout TF Existing Floor Area Analysis, 2009
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 1320 ft radius)

Areas of Mixed Residential and Nonresidential

Natural Hazards

Slopes > 25% (Teton County DEM, 1994)
Floodplain (FEMA, 2011)

Water

Waterbodies (digitized USGS 1:24,000 maps)

Roads

Road centerline (Teton County, 2011)

Federally Managed Land

Large Federal Parcels (Teton County , 2011)

Property Boundaries

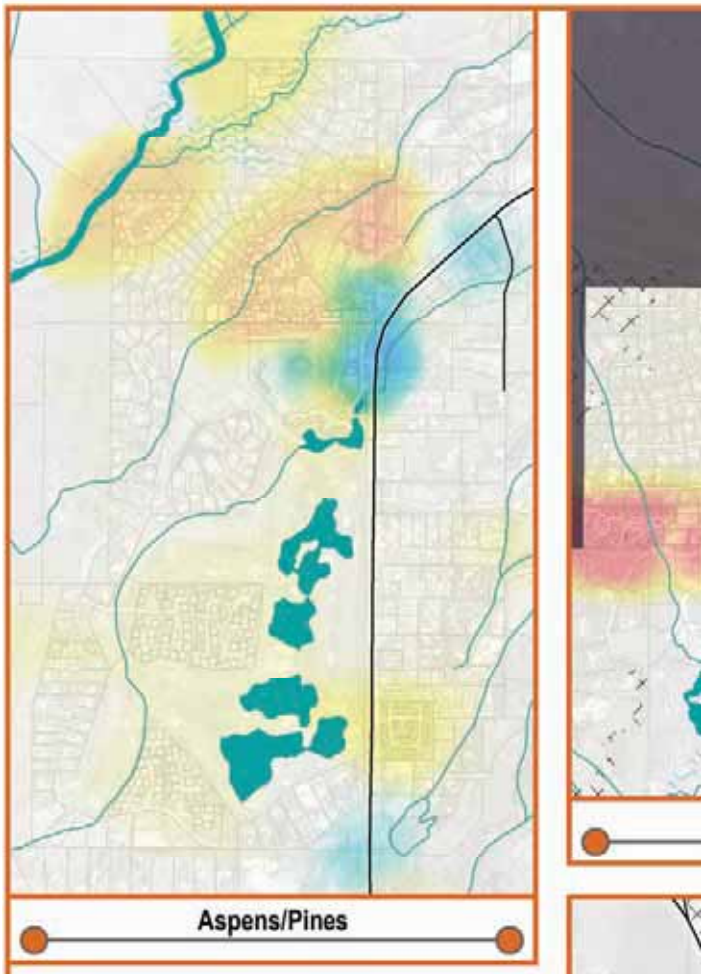
(Teton County, 2011)

2009 Aerial Photography

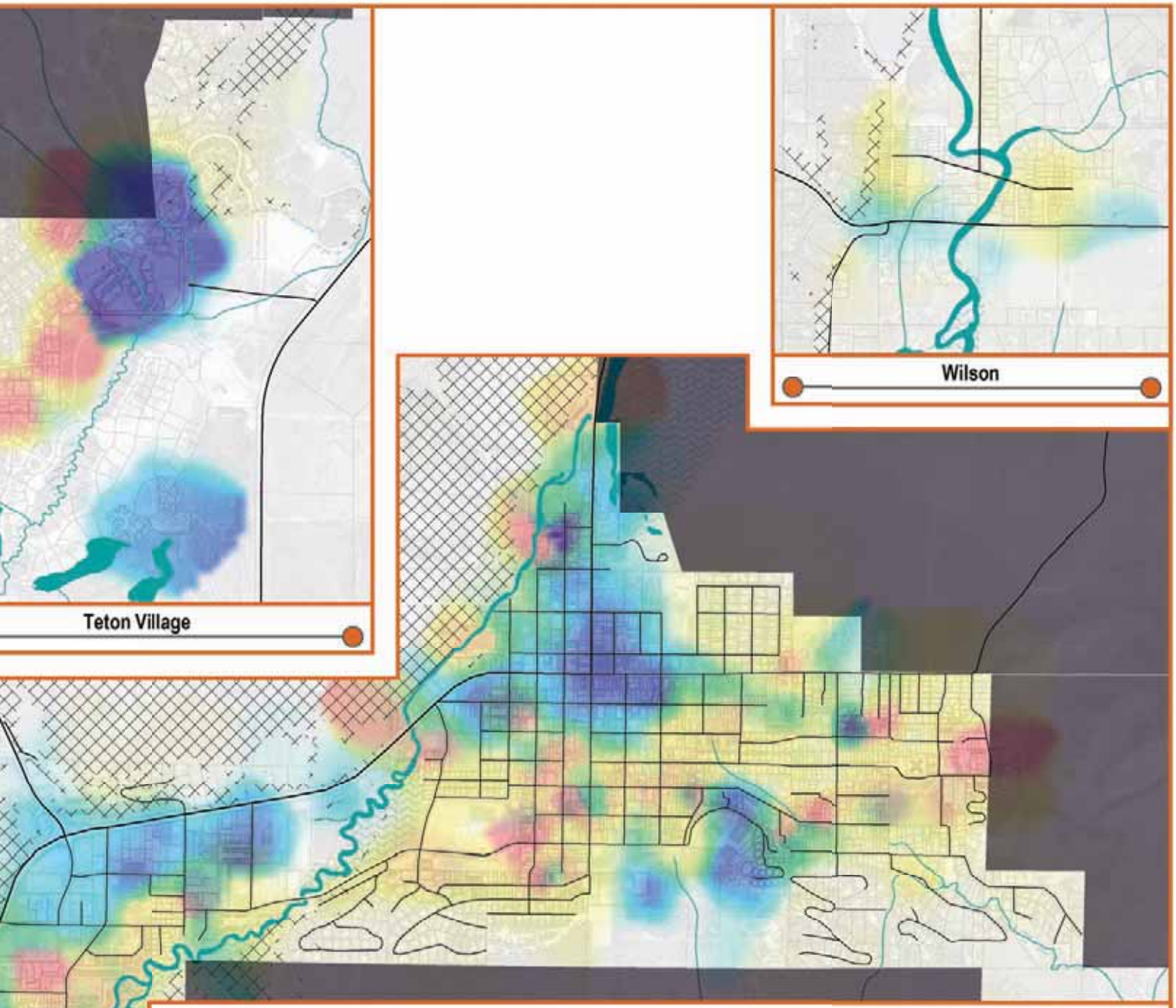
NORTH

1/4 mile radius
1/2 mile radius

0 mi 1.0 mi 2.0 mi


Aspens/Pines

Town of Jackson



Framework Map: CV2 - Growth Management: Zoom

Town of Jackson, Aspens/Pines, Teton Village, Wilson

Residential Density

4+ Units per 50x150 Town Size Lot
3
2
1
0

Data: Buildout Taskforce Existing Unit Analysis, 2009
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 990 ft radius)

Nonresidential Intensity

1.3+ Nonresidential Floor Area Ratio
0.65
0.35
0.14
0

Data: Buildout TF Existing Floor Area Analysis, 2009
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 990 ft radius)

Areas of Mixed Residential and Nonresidential

Natural Hazards

Slopes > 25% (Teton County DEM, 1994)

Floodplain (FEMA, 2011)

Water

Waterbodies (digitized USGS 1:24,000 maps)

Roads

Road centerline (Teton County, 2011)

Federally Managed Land

Large Federal Parcels (Teton County , 2011)

Property Boundaries

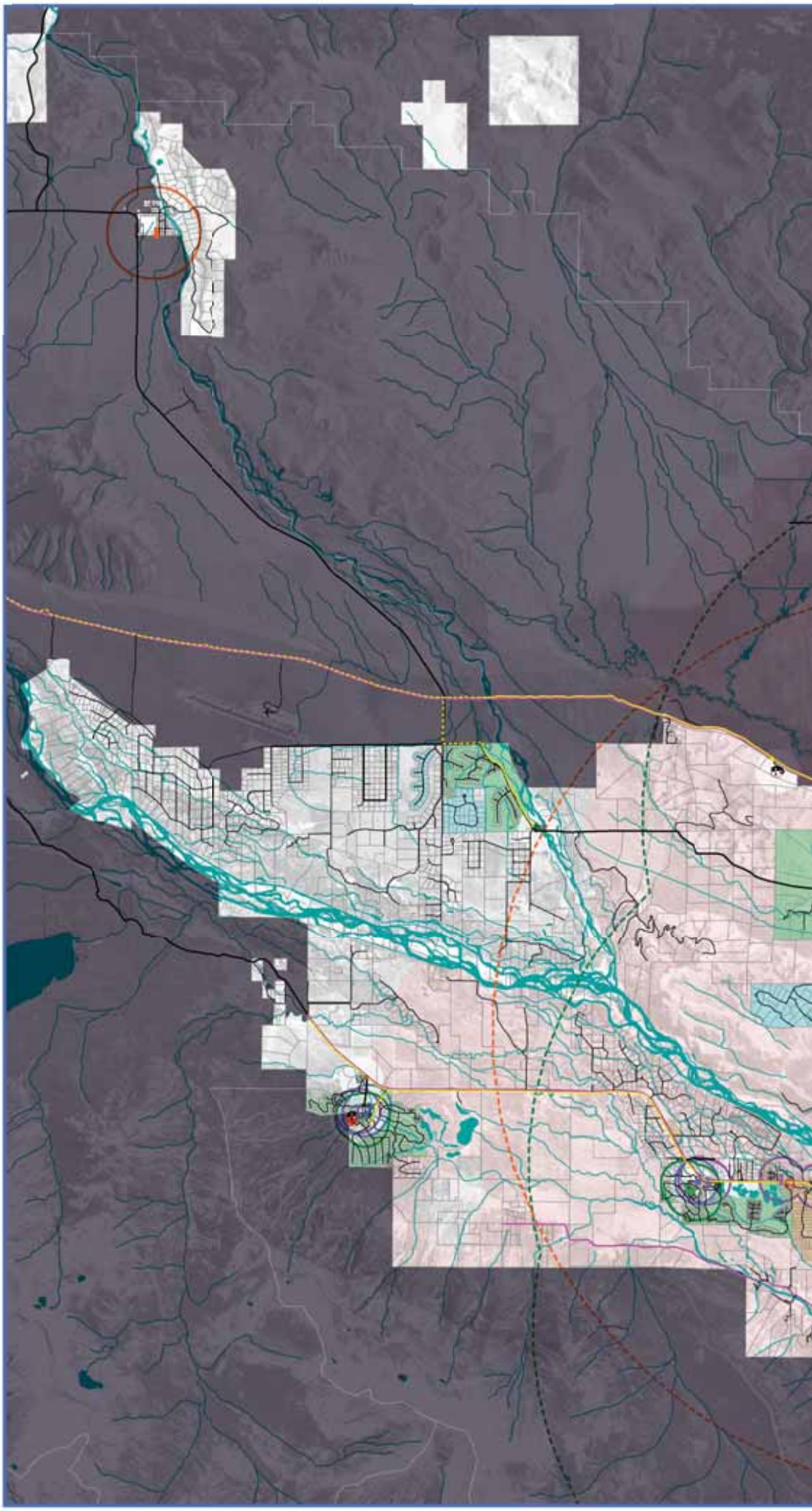
(Teton County, 2011)

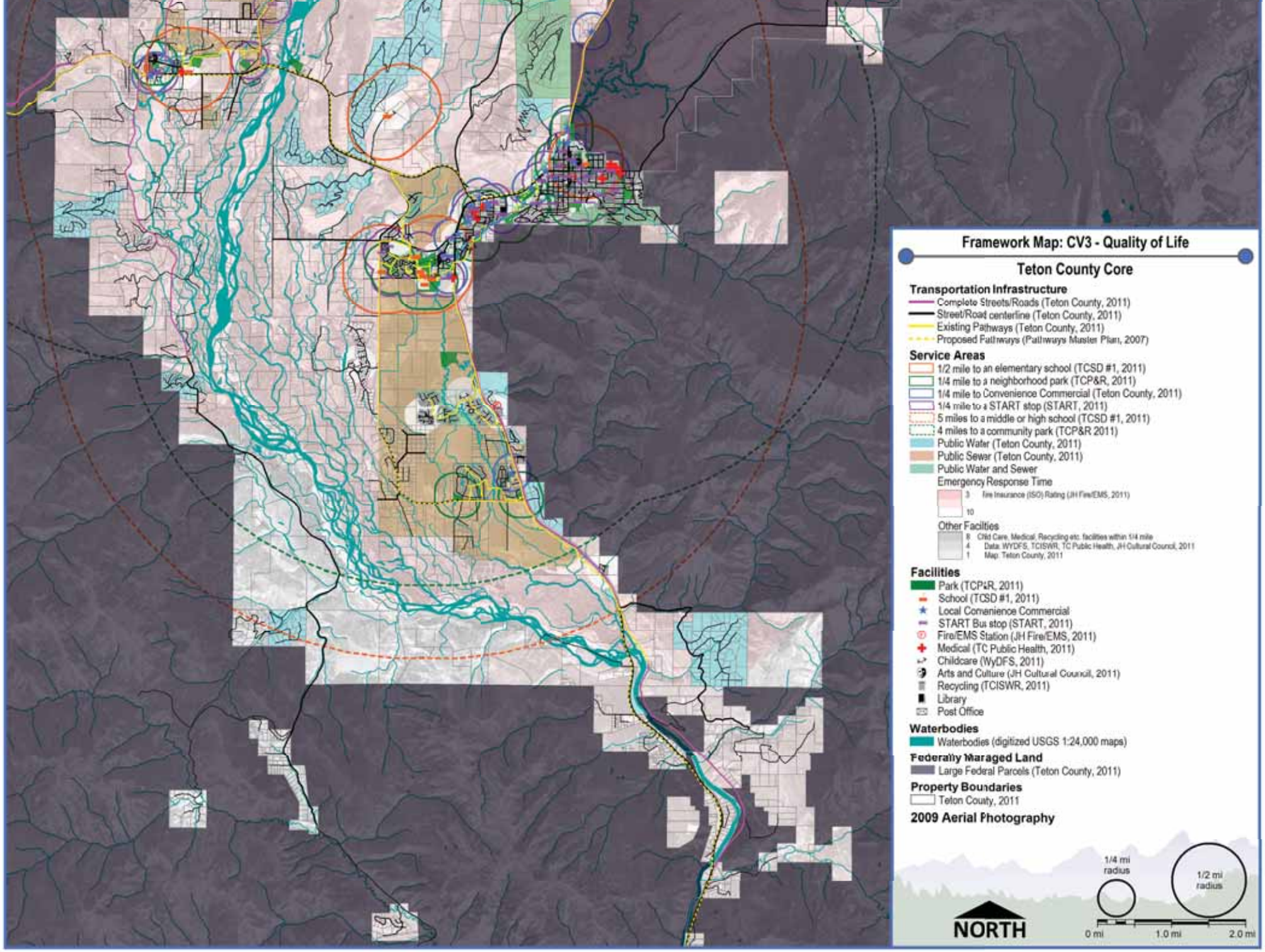
2009 Aerial Photography

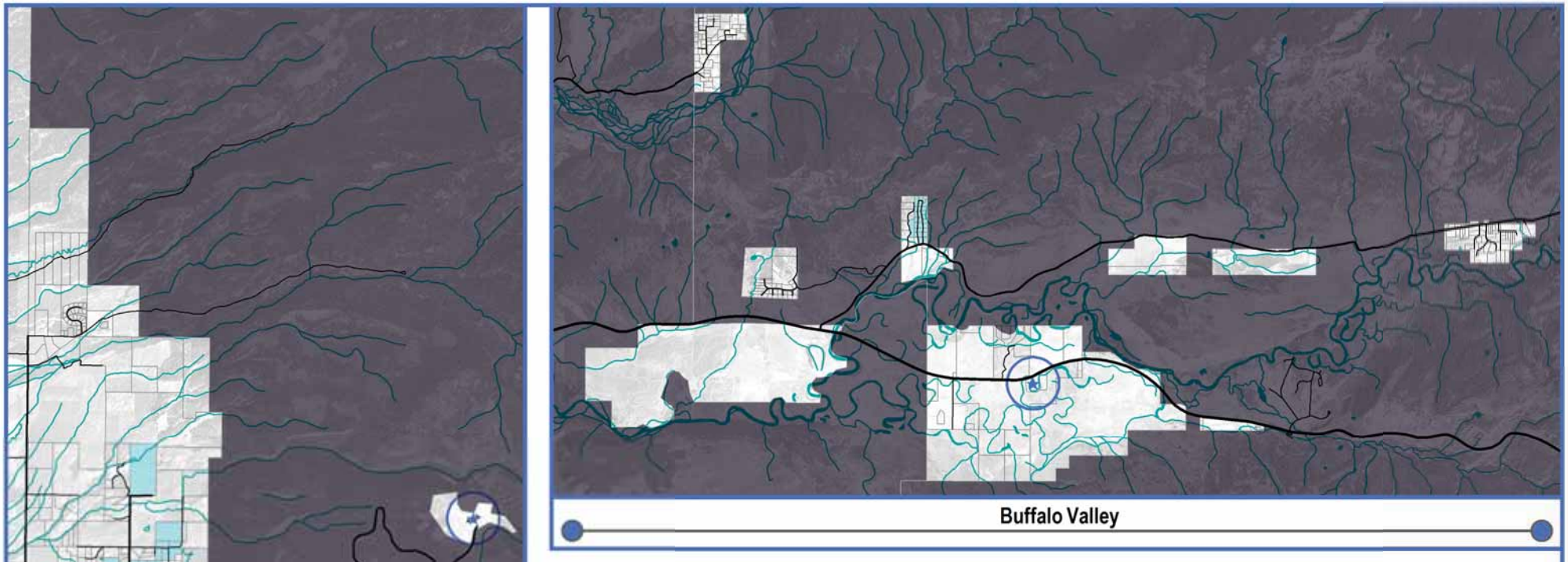
NORTH

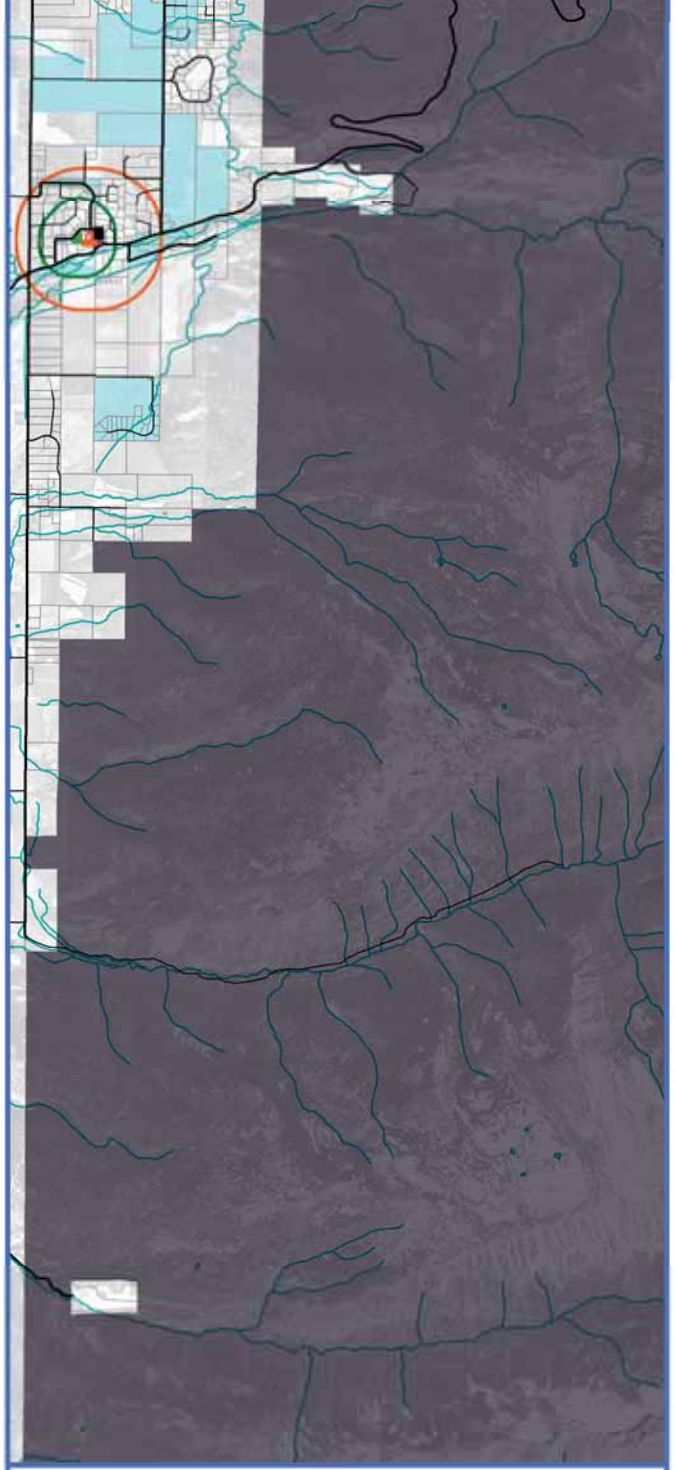
1/4 mi radius

0 mi 0.25 mi 0.5 mi

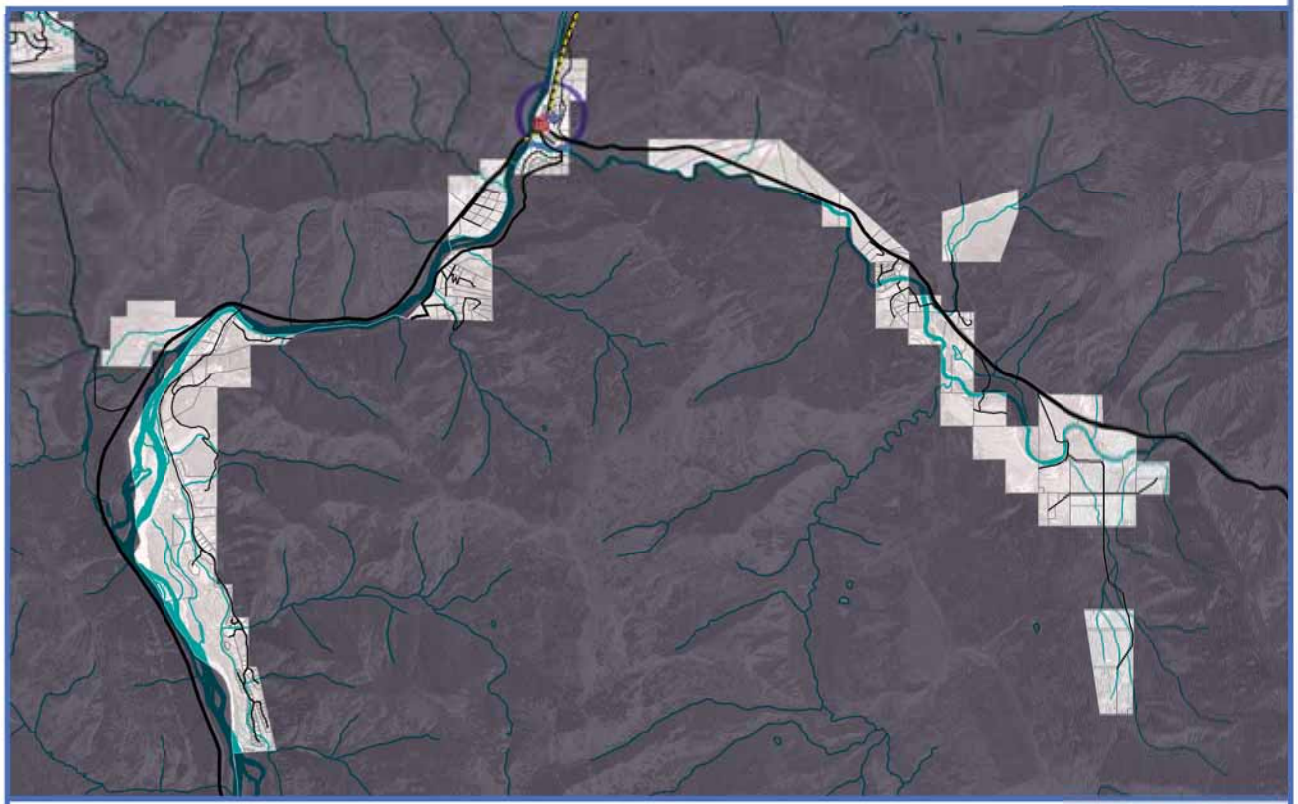



Framework Map: CV3 - Quality of Life
Teton County Core
Transportation Infrastructure
Complete Streets/Roads (Teton County, 2011)
Street/Road centerline (Teton County, 2011)
Existing Pathways (Teton County, 2011)
Proposed Pathways (Pathways Master Plan, 2007)
Service Areas
1/2 mile to an elementary school (TCSD #1, 2011)
1/4 mile to a neighborhood park (TCP&R, 2011)
1/4 mile to Convenience Commercial (Teton County, 2011)
1/4 mile to a START stop (START, 2011)
5 miles to a middle or high school (TCSD #1, 2011)
4 miles to a community park (TCP&R 2011)
Public Water (Teton County, 2011)
Public Sewer (Teton County, 2011)
Public Water and Sewer
Emergency Response Time
3 Fire Insurance (ISO) Rating (JH Fire/EMS, 2011)
10
Other Facilities
8 Child Care, Medical, Recycling etc. facilities within 1/4 mile
4 Data: WYDFS, TCISWR, TC Public Health, JH Cultural Council, 2011
1 Map: Teton County, 2011
Facilities
Park (TCP&R, 2011)
School (TCSD #1, 2011)
Local Convenience Commercial
START Bus stop (START, 2011)
Fire/EMS Station (JH Fire/EMS, 2011)
Medical (TC Public Health, 2011)
Childcare (WyDFS, 2011)
Arts and Culture (JH Cultural Council, 2011)
Recycling (TCISWR, 2011)
Library
Post Office
Waterbodies
Waterbodies (digitized USGS 1:24,000 maps)
Federally Managed Land
Large Federal Parcels (Teton County, 2011)
Property Boundaries
Teton County, 2011
2009 Aerial Photography
1/4 mi radius
1/2 mi radius
NORTH
0 mi
1.0 mi
2.0 mi


Buffalo Valley



Alta



Hoback and Snake River Canyons

Framework Map: CV3 - Quality of Life

Alta, Buffalo Valley, Hoback and Snake River Canyons

Transportation Infrastructure
- Complete Streets/Roads (Teton County, 2011)
- Street/Road centerline (Teton County, 2011)
- Existing Pathways (Teton County, 2011)
- Proposed Pathways (Pathways Master Plan, 2007)

Service Areas
- 1/2 mile to an elementary school (TCSD #1, 2011)
- 1/4 mile to a neighborhood park (TCP&R, 2011)
- 1/4 mile to Convenience Commercial (Teton County, 2011)
- 1/4 mile to a START stop (START, 2011)
- 5 miles to a middle or high school (TCSD #1, 2011)
- 4 miles to a community park (TCP&R 2011)
- Public Water (Teton County, 2011)
- Public Sewer (Teton County, 2011)
- Public Water and Sewer

Emergency Response Time
- 3 Fire Insurance (ISO) Rating (JH Fire/EMS, 2011)
- 10

Other Facilities
- 8 Child Care, Medical, Recycling etc. facilities within 1/4 mile
- 4 Data: WYDFS, TCISWR, TC Public Health, JH Cultural Council, 2011
- 1 Map: Teton County, 2011

Facilities
- Park (TCP&R, 2011)
- School (TCSD #1, 2011)
- Local Convenience Commercial
- START Bus stop (START, 2011)
- Fire/EMS Station (JH Fire/EMS, 2011)
- Medical (TC Public Health, 2011)
- Childcare (WyDFS, 2011)
- Arts and Culture (JH Cultural Council, 2011)
- Recycling (TCISWR, 2011)
- Library
- Post Office

Waterbodies
- Waterbodies (digitized USGS 1:24,000 maps)

Federally Managed Land
- Large Federal Parcels (Teton County, 2011)

Property Boundaries
- Teton County, 2011

2009 Aerial Photography

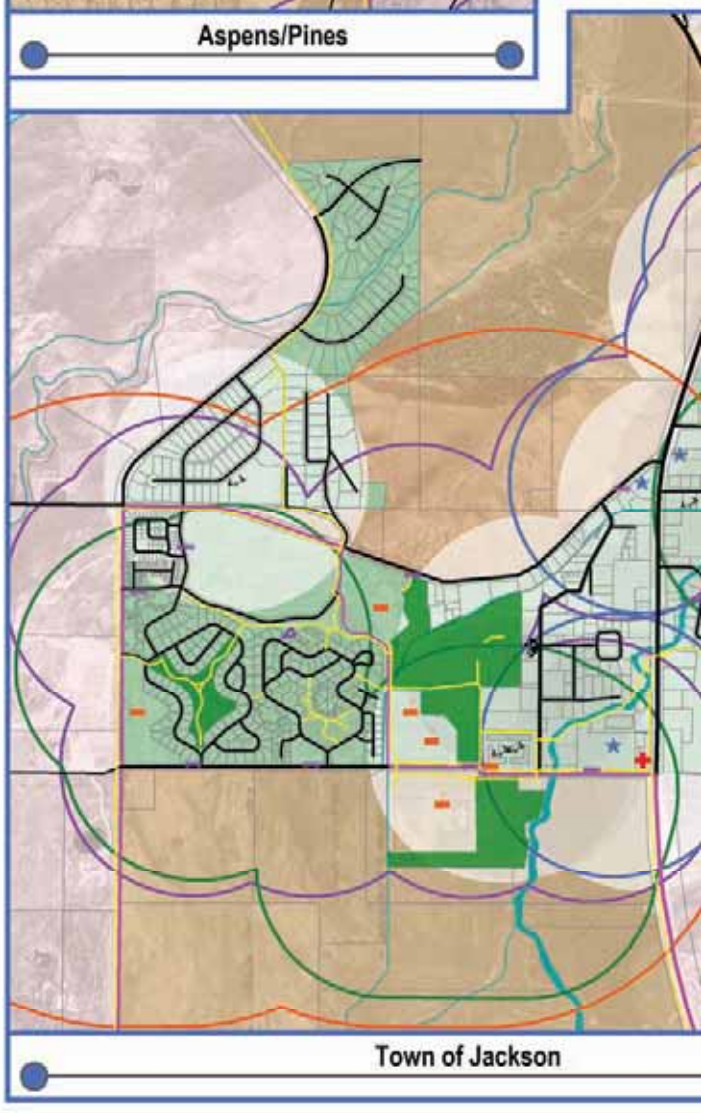
NORTH

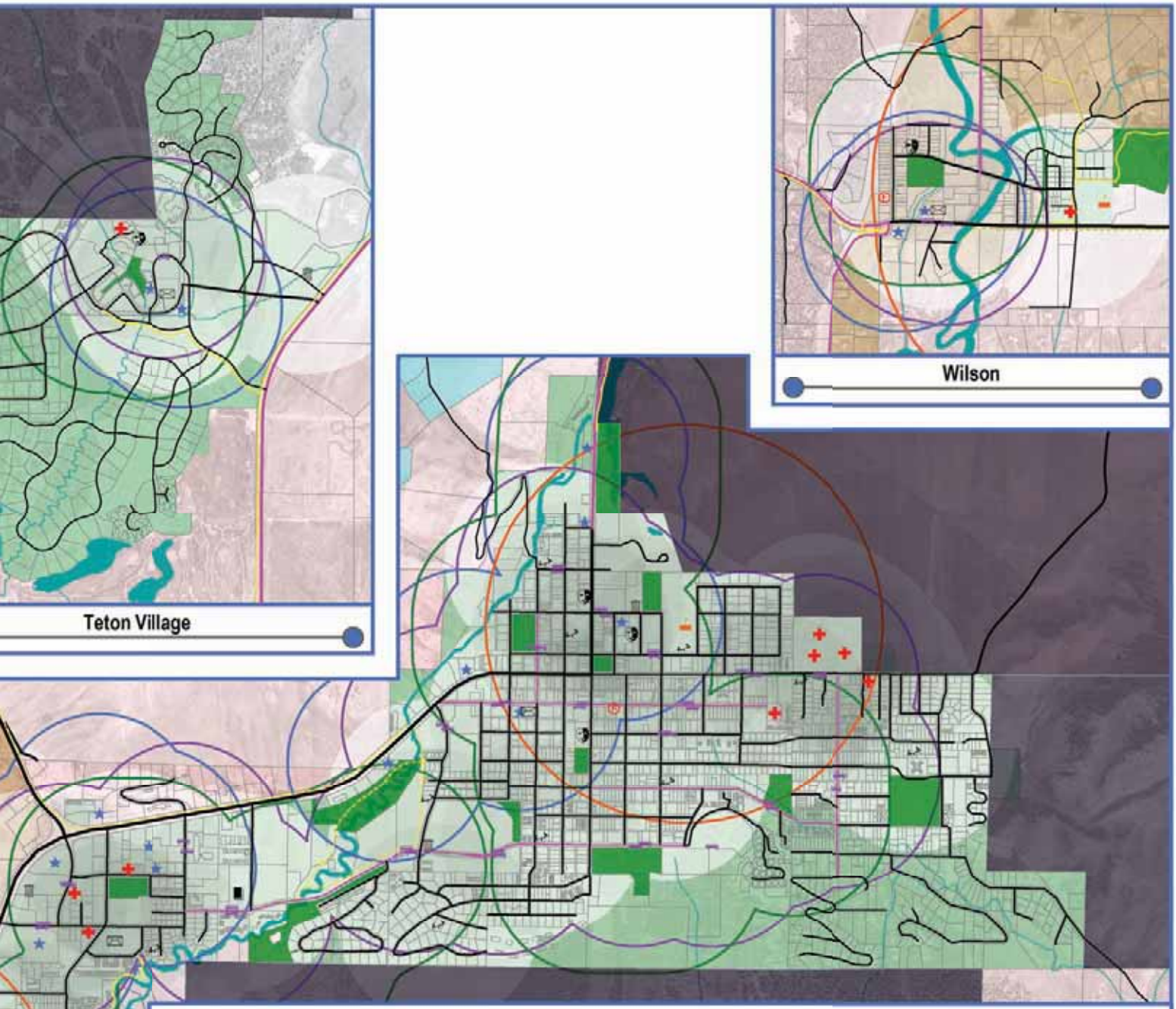
1/4 mile radius

1/2 mile radius

0 mi 1.0 mi 2.0 mi

Aspens/Pines


Town of Jackson



Framework Map: CV3 - Quality of Life: Zoom

Town of Jackson, Aspens/Pines, Teton Village, Wilson

Transportation Infrastructure
- Complete Streets/Roads (Teton County, 2011)
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- Library
- Post Office

Waterbodies
- Waterbodies (digitized USGS 1:24,000 maps)

Federally Managed Land
- Large Federal Parcels (Teton County, 2011)

Property Boundaries
- Teton County, 2011

2009 Aerial Photography

NORTH

1/4 mi radius

0 mi 0.25 mi 0.5 mi

Appendix C
2012 Public Process Summary

Public Process Summary

Appendix C

In July of 2007, the Town of Jackson and Teton County began what became a five year public process to update the Jackson/Teton County Comprehensive Plan. Over the course of five years, many reports and analyses were completed, hundreds of staff reports and presentations were released, thousands of comments were received, and nine drafts of the Plan were published. Not all of these materials are contained in this appendix. Full documentation of all of the products produced and comment received is available by request from the Town or County Planning Department.

Broad-based community participation is essential to ensure public understanding of and political support for the Comprehensive Plan. One of the primary objectives throughout this process was to engage citizens, stakeholders, technical advisors, and elected and appointed officials in order to ensure that the document accurately reflects the community vision. Many different types of events and information gathering were conducted, including:

- Town Council, Teton County Commissioners joint and individual workshops and meetings;
- Town and County Planning Commission joint and individual workshops and meetings;
- A Stakeholder Advisory Group;
- A Technical Advisory Group;
- Meetings and workshops for the general public held throughout the town and county at a variety of times during the day and night;
- Non-meeting approaches such as website, project promotional materials, and piggybacking on to community events;
- Community surveys; and
- Media press release and articles.

Over the course of five years the process went through six phases:

1. Clarion (July 2007 – July 2008)
2. Staff Draft (August 2008 – May 2009)
3. PC Policy Review (June 2009 – September 2010)
4. JIM Policy Review (October 2010 – June 2011)
5. Character District Development (July 2011 – March 2012)
6. Adoption (April – May 2012)

Clarion (July 2007 – July 2008)

Task #1: Start-Up/Public Participation Strategy

In July of 2007, the Town of Jackson and Teton County contracted with Clarion Associates to assist with the Comprehensive Plan update and help facilitate public outreach and participation. A key strategy of the initial Planning Team was to provide numerous opportunities for public participation throughout the planning process. The public participation strategy ensured diverse representation and meaningful involvement throughout the Comprehensive Plan Update. The following objectives were considered:

- Broad-Based Support: Build broad-based and diverse support for plan directions by providing information and seeking input;
- Cost-Effectiveness: Use techniques that are cost effective to provide opportunities for people to share their ideas;
- Informational/Educational: Provide information and educate the community to aid in decision-making;
- Technical Accuracy: Seek specific technical input from other departments, agencies, professionals;
- Community Capacity: Build community-capacity or on-going support to implement the plan and participate in on-going planning and volunteerism; and
- Legal Requirements: Meet statutory and local requirements.

Materials Produced

- Plan and Policy Summary

Meetings Held

- Old Bill's Fun Run Kick Off Event

Task #2: Issues and Inventory

The purpose of Clarion Task #2 was, first, to establish a clear baseline understanding of conditions and trends in the community today and what was working or not in the 1994 Plan. This "snapshot" describes the current town/county conditions, where trends are taking the region, and trends and previous accomplishments that have contributed to and will continue to influence the town and county's future. This phase also involved identifying a targeted list of issues to address during the plan update. At the first Community Workshop, participants worked to develop a "Working Vision" to guide future work.

Materials Produced

- 1994 Comprehensive Plan Analysis
- Existing Condition Snapshot

Meetings Held

- Initial Interviews with Community Leaders

- Community Open House and Workshop #1
- Stakeholder Advisory Group #1
- Technical Advisory Group #1
- Joint Information Meeting
- Joint Planning Commission Meeting

Task #3: Community Vision, Goals and Policies

The purpose of Task #3 was to test and update the community vision and goals of the 1994 Plan. This phase defined preferred directions for the plan that would guide implementation. A second community workshop was held; citizens participated in a mapping and visual preference exercise to expand upon the "Working Vision." The mapping exercise allowed participants to comment on community character, land use and buildout numbers. Meetings held during this phase focused on reviewing the outcome of these exercises.

Materials Produced

- Meeting materials and agendas

Meetings Held

- Community Open House and Workshop #2
- Outlying Community Workshops in Moran, Alta, and Hoback
- Stakeholder Advisory Group #2
- Joint Information Meeting
- Joint Planning Commission Meeting

Task #4: Prepare Growth Scenarios, Choices and Future Land Use Plan

The purpose of this task was to prepare scenarios and choices to lead to a future Land Use Plan and to define the "Heart of the Valley" concept for the Town of Jackson. An updated version of the Existing Condition Snapshot was released, along with a working draft of the Community Vision and Goals. A third round of community workshops were held to review these documents and allow citizens to participate in an interactive polling exercise to answer questions about four proposed scenarios:

1. **Scenario A: Wildlife / Conservation Focus**. This scenario maximizes wildlife protection and resource conservation over other values using the most current wildlife maps and NRO mapping available from Conservation Alliance and the Science School. It limits growth in resource areas and transfers density from these areas into the Town of Jackson.

2. **Scenario B: Compact Centers and Housing Focus**. This scenario will establish new or enhance existing centers around the county and in the Town of Jackson for workforce housing and geographically-based community services in a compact development pattern (to create "places" with a social aspect including schools, shopping, and community facilities). The goal is managed growth that limits sprawl in rural areas and enhances open space and conservation outside centers.
3. **Scenario C: Jackson "Town as Heart" Focus**. This scenario focuses on Town of Jackson as heart of the valley with less focus on other county centers. In town, targeted redevelopment and focused preservation could occur, and new centers, such as the area surrounding the "Y" intersection, could emerge as new mixed-use areas of town.
4. **Scenario D: Limited Growth Focus**. This scenario limits growth in the region to that which is legally achievable. For example all zoning options in the county are eliminated and zoning is restricted to 1/35 in rural areas. In town, bonus zoning options are eliminated to reduce potential buildout.

Approximately 200 people participated in this successful exercise. To gain further insight on the opinions of the community, two additional surveys were conducted. First, an online questionnaire was published on the comprehensive plan website. Approximately 900 people responded to the questions that were similar to the keypad polling exercise. The second survey used a scientifically random sample. The survey was administered by the Wyoming Survey and Analysis Center. Five hundred eighty-four (584) responses were collected by phone and mail. The complete results are compiled in WYSAC Technical Report No. SRC-805.

Materials Produced

- Community Vision and Guiding Principles
- Existing Conditions Snapshot Update

Meetings Held

- Public Workshop #3—Presentation of Scenarios and Key Pad Polling Exercise
- Stakeholder Advisory Group #3
- Technical Advisory Group #2
- Joint Information Meeting

Task #5: Implementation Strategies and Action Plan

The Planning Team conducted the next round of meetings in May 2008. The Town sponsored a Planning and Design Charette to discuss neighborhood character. The County conducted a similar workshop to review a preliminary draft of the County Land Use Map and Preferred Land Use Plan. Following the meetings, the Planning Team met with the STAG, TAG, and elected officials to share information that was gained from the two workshops. In June 2008, the first draft of the Themes and Policies was released to the public. Also, the Traffic Demand Model was made available *(Appendix F).* An extensive outreach program was undertaken by the Planning Team during the summer of 2008. County planners conducted six meetings in Alta, Buffalo Valley, Hoback, South Park, North of Town, and Westbank. Town planners presented at four neighborhood

meetings at the Senior Center, Center for the Arts, Fair Building, and the Middle School. The Town also held several open houses before work and during the lunch hour for the public to drop in to discuss the Plan update.

Materials Produced

- Travel Demand Modeling (Appendix F)
- Themes and Policies (2008 Draft)
- Preferred Future Land Use Plan Description
- Future Land Use Plan
- Jackson Valley Future Land Use Plan
- Town Subarea Issues and Opportunities Worksheets
- Themes and Policies Outline
- Outline for full Jackson/Teton County Comprehensive Plan
- Map—Focus Areas
- Map—Stable Areas

Meetings Held

- Public Meeting Town Focus
- Public Meeting Countywide Focus
- Town of Jackson neighborhood meetings
    - Senior Center
    - Center for the Arts
    - Fair Building
    - Middle School
- County neighborhood meetings
    - Hoback
    - South Park
    - North of Town
    - Westbank
    - Alta
    - Moran
- Joint Information Meeting
- Stakeholder Advisory Group #5

Staff Draft (August 2008-May 2009)

Review of Summer 2008 Public Comment

At the conclusion of a 90 day public comment period over the summer of 2008, nearly 100 responses were collected. These responses were shared with the elected officials at a Joint Information Meeting in September 2008.

During the Fall of 2008, two joint Town Council/ Planning Commission meetings were held to discuss the drafting of a future land use map for the Town of Jackson. The County Planning Commission and Board of County Commissioners met several times to discuss the preferred land use pattern for unincorporated parts of the county. The Stakeholder Advisory Group also met to review the public comment received on the Draft Plan. Information from these meetings was synthesized by the Planning Team to assist with revising the Themes and Polices and preparing the Future Land Use Plan.

Following work completed in the Summer and Fall of 2008, Planning Staff synthesized information and Clarion draft documents into a draft of the plan for adoption. During the incorporation of the input and drafting of the Plan, Staff met one on one with members of the Technical Advisory Group, allowing them to review the draft.

Materials Produced

- Joint Information Meeting Staff Report
- August 11, 2008 Memo

Meetings Held

- Joint Town Council and Planning Commission Meetings
- Joint Board of County Commissioners and Planning Commission Meetings
- Joint Information Meeting
- Stakeholder Advisory Group #6—Ocotber 2008
- One on One TAG Direction Meetings

April 2009 Draft Plan

The first draft of the updated Jackson/Teton County Comprehensive Plan Update was released on April 13, 2009. Through April and May 2009, Staff made numerous rollout presentations to present an overview of the community process and the current draft Plan document. Staff also reached out for comment and input to interested agencies and organizations in the region including Friends of Pathways, WY Game and Fish, Chamber of Commerce, Jackson Hole Conservation Alliance, Jackson Hole Community Housing Trust, and any other organizations with interest.

During May of 2009, the Stakeholder Advisory Group (STAG) met to review the draft plan document. STAG meetings were held on May 7th, 14th, and 28th and June 3rd. STAG provided a written summary of their

comments on the Themes and Policies and the Future Land Use Plan portions of the document. This summary provided a list of recommendations/discussion points for Joint Planning Commission consideration.

Materials Produced

- April 2009 Draft
- STAG Recommendation Memo

Meetings Held

- April 2009 Draft Rollout Presentations
    - Joint Information Meeting
    - Joint Planning Commission
    - Stakeholder Advisory Group
    - Latino Outreach
    - High School Outreach
    - Alta
    - Library
    - South Park
    - Senior Center
    - North of Town
    - Center for the Arts
    - St. John's Episcopal Church
    - Teton Village
    - Wilson
- Stakeholder Advisory Group #7
    - May 7, 2008
    - May 14, 2008
    - May 28, 2008
    - June 3, 2008

PC Policy Review (June 2009 – Sept. 2010)

Between June 2009 and July of 2010, the Joint Planning Commissions held forty-one (41) meetings to discuss the updated plan. During this time Staff also gave numerous presentations and reached out to any members of the community or groups that were interested.

Initial Review

The Joint Town and County Planning Commissions began their official review of the draft updated Comprehensive Plan in June of 2009. An initial joint meeting was held on June 11, 2009 to receive verbal comment on the entire draft. At that meeting the County Planning Commission asked that the Plan be remanded to staff prior to further review. The Town did not approve a similar motion. During the remainder of the month of June 2009 the Town and County Planning Commissions each met separately to discuss the draft Plan and a process for review. This included a round table meeting on June 23, 2009 between County Planning Commissioners and members of the public invited to the panel. At their regular meeting on June 29, 2009 the County Planning Commission reconsidered their motion to remand the draft, discussed the draft, and approved a list of recommended changes to the Plan.

Materials Produced

- June 29, 2009 County Planning Commission Recommendations

Meetings Held

- June 11, 2009: Joint Planning Commissions
    - Presentation of Plan and Vision
- June 17, 2009: Town Planning Commission
    - Review Process
- June 22, 2009: Board of County Commissioners and County Planning Commission
    - Review Process
- June 23, 2009: County Planning Commission
    - Community Roundtable
- June 24, 2009: Town Planning Commission
    - Review Process
- June 29, 2009: County Planning Commission
    - Recommendations on Plan

Joint Review and PC Certified Draft

On July 9th, the Joint Commissioners determined their preferred joint review process and ground rules for review. At each meeting topics were brought to a straw poll. Each poll was recorded and it was determined whether the poll passed jointly, one jurisdiction, or neither. Prior to each meeting, Planning Commissioners were provided with an agenda and a staff report. These items were also made available to the public. The staff report provided guidance on questions or issues to be addressed at each meeting. Staff also made a presentation at each meeting, addressing the issue or topic to be discussed and providing additional

background information. Each meeting included a time for public comment as well. A full list of these meeting dates and topics discussed is below.

As the Joint Planning Commissions moved through their review process, Staff presented revised drafts of some parts of the Plan. A draft of Theme 1 was released on October 30, 2009. A draft of Theme 2 was released on January 22, 2010. Staff also released a revised preliminary draft of the Plan on May 7, 2010. On July 1, 2010 the Joint Planning Commission approved a resolution to certify the Themes and Policies portion of the Plan to the elected officials. On September 17, 2010, staff released the PC Certified Draft with edits as directed by the approved certification resolution.

At the July 1, 2010 meeting, each of the Planning Commissioners had the opportunity to make final comments on the Plan as individuals and identify any inconsistencies in the PC Draft that they deemed irreconcilable. These irreconcilable inconsistencies were presented to the elected officials as potential issues for review. Early in their review process the Joint Planning Commissions decided to separate Future Land Use Plan review from Themes and Policies review. As part of their resolution the Planning Commissioners requested that the elected not approve the Themes and Policies, but wait to adopt them until the Planning Commission had certified a Future Land Use Plan as well.

Materials Produced

- Staff Report and Presentation for each Meeting
- October 2009 Draft Rewrite of Theme 1
- January 2010 Draft Rewrite of Theme 2
- May 2010 Preliminary PC Draft Themes and Policies
- Resolution 10-001 Certifying the Themes and Policies
- Composite List of Irreconcilable Inconsistencies
- September 2010 PC Certified Themes and Policies

Meetings Held

- July 9, 2009
    - Consideration of Alternative Review Process
- July 30, 2009
    - Review of approved process and ground rules
    - Overall structure of the Plan
    - 2009 Jackson/Teton County Community Vision
    - Discuss additional data/committee requests
- August 13, 2009
    - Jonathan Schechter presentation

    - Overall structure and vision
- August 20, 2009
    - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- August 27, 2009
    - Overall structure and vision
    - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- September 3, 2009
    - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- September 10, 2009
    - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- September 24, 2009
    - Buildout Task Force Presentation
    - Theme 2—Manage Growth Responsibly
- October 1, 2009
    - Theme 2—Manage Growth Responsibly
- October 8, 2009
    - Theme 1—Promote Stewardship of Wildlife and Natural Resources
    - Theme 2—Manage Growth Responsibly
- October 15, 2009
    - Theme 2—Manage Growth Responsibly
- October 22, 2009
    - Theme 2—Manage Growth Responsibly
- October 29, 2009
    - Theme 2—Manage Growth Responsibly
- November 5, 2009
    - Theme 2—Manage Growth Responsibly
- November 12, 2009
    - Theme 2—Manage Growth Responsibly
- November 19, 2009
    - Review redline draft of Theme 1
- December 3, 2009

    - Review redline draft of Theme 1
- December 9, 2009
    - Theme 3—Uphold Jackson as "Heart of the Region"
- December 10, 2009
    - Theme 3—Uphold Jackson as "Heart of the Region"
- December 17, 2009
    - Employee Generation Task Force Presentation
    - Theme 3—Uphold Jackson as "Heart of the Region"
- January 7, 2010
    - Joint Comprehensive Plan Meeting Chairpersons
    - Theme 3—Uphold Jackson as "Heart of the Region"
    - Theme 4—Meet Our Community's Housing Needs
- January 14, 2010
    - Teton County Housing Authority presentation
    - Theme 4—Meet Our Community's Housing Needs
- January 28, 2010
    - Theme 4—Meet Our Community's Housing Needs
- February 4, 2010
    - Theme 4—Meet Our Community's Housing Needs
- February 11, 2010
    - Theme 4—Meet Our Community's Housing Needs
- February 18, 2010
    - Review redline draft of Theme 2—Manage Growth Responsibly
- March 4, 2010
    - Theme 5—Provide for a Diverse and Balanced Economy
- March 11, 2010
    - Theme 5—Provide for a Diverse and Balanced Economy
    - Theme 7—Provide Quality Community Facilities, Services and Infrastructure
- March 18, 2010
    - Theme 7—Provide Quality Community Facilities, Services and Infrastructure
- March 23, 2010

    - Presentation from Carlos Hernandez, Feer & Peers
    - Summary of recommendations and comment from Transportation Advisory Committee Chairman
    - Theme 6—Develop a Multi-Modal Transportation Strategy
- April 1, 2010
    - Theme 6—Develop a Multi-Modal Transportation Strategy
- April 8, 2010
    - Theme 6—Develop a Multi-Modal Transportation Strategy
    - Discussion of process for completion of theme review
- June 10, 2010
    - Overview of process, document revisions and question and answer
    - Meeting process—agenda setting, meeting dates
    - Identify experts that should be contacted for future meetings (Theme 8 and Administration)
- June 17, 2010
    - Theme 8—Energy Conservation
- July 1, 2010
    - Plan Administration
    - Certification

Taskforce Work

Early in the Planning Commission Review process, they asked that Staff convene a Buildout Taskforce to establish base zoning buildout under current regulations. The base zoning buildout calculation was to exclude Planned Residential Development (PRD), Planned Unit Development—Affordable Housing (PUD-AH), Planned Mixed-Use Development (PMD), or Planned Unit Development (PUD); however, Accessory Residential Units (ARUs) were included. At the September 24th meeting, the Buildout Taskforce made a presentation to the Joint Planning Commissions. In their presentation, they explained their work, assumptions and methodology. They also provided handouts to meeting attendees that contained definitions and a table summarizing their results.

The Planning Commission also asked that Staff convene an Employee Generation Taskforce to work from the estimated buildout under current regulations prepared by the Buildout Taskforce, in order to project employee generation from buildout under current regulations. During the December 17th meeting, attendees and Commissioners heard a presentation by the Employee Generation Taskforce. The presentation covered methodology and assumptions, and presented a total number of employees expected at buildout and their required housing.

Materials Produced

- Buildout Taskforce September 24, 2009 Presentation
- Employee Generation Taskforce December 16, 2009 Memo

JIM Policy Review (Oct. 2010 – June 2011):

Following certification of the draft Plan by the Joint Planning Commissions, the PC Certified Draft moved to the Joint Elected Officials for review.

Facilitator Selection

At the September 13, 2010 Joint Information Meeting (JIM), Staff recommended that the elected officials explore the idea of retaining an external facilitator to assist with the elected officials review process. Staff suggested that contracting with an external facilitator would permit staff to participate more effectively as a staff resource instead of having to juggle the roles of both staff resource and facilitator. Staff also found that the design and scheduling of the elected official Plan review process would be crucial in allowing constructive dialogue and discussion of the proposed Plan and that bringing in an expert to assist in this area would be beneficial. Upon Staff's recommendation, a committee consisting of Town and County planning staff and two elected officials from each jurisdiction was formed to explore options for contracting with an external facilitator and develop a Request for Qualifications (RFQ).

The RFQ was released on November 1, 2010 and addressed the need for three services: facilitation of the elected officials' review of the 2010 draft of the Joint Comprehensive Plan; provision of communications services to assist with the dissemination of relevant Comprehensive Plan information to the public; and provision of professional writing/editing services to assist staff with the production of the final draft of the Plan. The goal of the RFQ was to allow the committee to review potential candidate's qualifications and experience against the three services sought and to make a recommendation to the JIM on how to proceed. There were twelve responses to the RFQ, with some responding to all three services and some only to a specific service. Upon review of all responses on November 18, 2010, the committee recommended focusing on the facilitation service only. The committee reviewed the facilitation responses for prior experience in similar situations and demonstrated ability to bring the project to a desirable conclusion. Based on this review, the committee reduced the potential firms for recommendation to four and provided each firm with five supplementary questions. Responses were reviewed on November 24 and interviews were conducted on December 7, 2010. The committee recommended AECOM and project manager Bruce Meighen for consideration and Staff worked with Mr. Meighen to develop a contract, scope of work and reimbursement schedule. The JIM officially moved to contract with AECOM for facilitation services on January 4, 2011.

Materials Produced

- Request for Qualifications
- Facilitator Finalist Supplementary Questions

- Scope of Work

Meetings Held

- September 13, 2010 Regular JIM
- November 1, 2010 Regular Board of County Commissioners Meeting
- November 1, 2010 Regular Town Council Meeting
- November 1, 2010 Regular Town Council Meeting
- December 6, 2010 Regular JIM
- December 20, 2010 Regular Town Council Meeting
- December 21, 2010 Regular Board of County Commissioners Meeting
- January 4, 2010 Regular JIM

Stakeholder Interviews

In order to better understand the key concerns of specific groups, and to obtain elected officials' and key stakeholders ownership in the Plan process, the AECOM team held a series of one-on-one interviews with elected officials and identified stakeholders. Stakeholders included groups identified by Staff and those that requested a personal meeting. The meetings focused on identifying goals, strategies and opportunities for the Plan and identifying roadblocks that might hinder opportunities. The consultant team met with 53 individuals on February 1, 2011. Interviewees were provided with a handout and some key discussion questions.

Materials Produced

- Interview Handout
- Summary of Interviews

Review Process and Schedule

The first three JIM meetings for review of the Plan focused on establishing a process and schedule for review. At the first meeting, held on February 15, 2011, roles and responsibilities for the process were established. There was also opportunity for public comment on the process. Elected officials completed an exercise to agree upon principles to guide future meetings, and established a decision making and communications process.

At the second and third JIM meetings, held March 7th and 8th, the elected officials heard a presentation from Staff analyzing the 1994 Plan and the community's efforts to implement it, as well as a statement of our current situation. Staff also presented an analysis of all of the public comment received since the release of the first full draft of the Plan in April 2009. Through a series of discussions and exercises the elected officials identified 24 discussion topics that populated the agenda for the bulk of the review process. Public comment was received at JIM #3.

Materials Produced

- Meeting Principles
- Schedule and Agenda for JIM #4- JIM #8

Meetings Held

- JIM #1 2/15/2011
- JIM #2 3/7/2011
- JIM #3 3/8/2011

Topic Discussion

JIMs #4-#8 focused on the discussion topics identified and outlined during JIMs #2 and #3. Prior to each meeting, elected officials were provided with an agenda and supporting materials, including a review exercise to complete and return to Staff prior to the meeting. Staff also completed searches in the comment database to identify past public comment related to the discussion topics in order to assist elected officials in their preparation for the meetings. At each meeting, the elected officials discussed needed revisions and improvements to identified policies and topics. The topics discussed at each meeting are outlined below. Following each meeting, Staff prepared a Common Direction summary, highlighting the topics and subtopics discussed and providing guidance for Staff on changes to be made to the Plan moving forward.

Materials Produced

- Common Direction from JIMs #4-#8
- Table of Directed Refinements from JIMs #2-#8 to the PC Certified Draft

Meetings Held

- JIM #4—March 24, 2011
  - Topic 1A: Regionalism and Ecosystem Responsibility
  - Topic 1B: Protecting habitat, Scenery, and other Open Space
- JIM #5—March 25, 2011
  - Topic 1C: Shifting Development Out of the Rural County
  - Topic 2A: Allowing Increased Density Through Infill and Mixed-Use
  - Topic 2B: Appropriate Locations for Increased Density
  - Topic 2C: Adaptive Management for Targeted Human Population
- JIM #6—April 20, 2011
  - Topic 3A: Protecting Community and Neighborhood Character
  - Topic 3B: Balance and Location of Civic, Commercial, and Housing

- Topic 3C: Walkability, Transit, and Compete Streets

- JIM #7—April 22, 2011
  - Topic 4A: Housing 65% of the Workforce Locally and Other Housing Goals
  - Topic 4B: Mix of Housing Types
  - Topic 4C: Tools to Provide Workforce Housing
  - Growth Management Program
- JIM #8 Part I—April 27, 2011
  - Topic 2D: Addressing the Cost of Growth
  - Topic 5A: Defining Our Desired Economy
  - Topic 5B: Reality Check – Funding and Implementation
  - Topic 5C: Revised Plan Outline
  - Topic 5D: Energy Conservation and Sustainabiilty
- JIM #8 Part II—April 27 and 28, 2011
  - Public Comment (2 ½ Hours)
  - Final Direction and Redirection
    - Buildout Redirection
    - Growth Management Program Redirection
    - Adoption Process and Other Redirection

Policy Approval

On May 20, 2011, a revised draft of the Comprehensive Plan based on direction given by the joint elected officials over the course of the previous eight JIM meetings was released along with a memo outlining the items included in the draft, a table tracking changes made during the elected officials' review of the PC Certified Draft, and notice of the opportunities for public comment on the draft.

JIM #9 was held on June 7, 2011. The majority of the meeting was dedicated to revising the May 20, 2011 Draft Vision, Common Values, and Achieving Our Vision chapters of the Comprehensive Plan. A staff presentation of the revisions to the plan was followed by public comment on enhancements to the revised plan to reinforce the Common Direction established in JIMs #4-#8. These presentations informed elected official discussion and direction on refinements to the May 20, 2011Draft. During the last portion of the meeting staff presented a proposal including a process and schedule for completing the Character Districts portion of the plan.

On June 22, 2011, staff released another draft of the Plan reflecting direction given at JIM #9. A Table of Changes to the May 20, 2011 Draft based on JIM #9 direction was also prepared to track changes to the document.

The purpose of JIM #10, held on June 29, 2011 was threefold: to finalize the Vision, Common Values and Achieving Our Vision chapters of the Plan, to consider the Vision, Common Values and Achieving Our Vision Chapters for approval, and to consider a scope of work for AECOM facilitation and planning services for the Illustration of Our Vision (Character Districts) chapter of the Plan. Staff presented on each of the topics and the elected officials heard public comment on the topics. The Town Council and Board of County Commissioners voted unanimously to approve the Vision, Common Values and Achieving Our Vision chapters of the Comprehensive Plan subject to two changes directed at the meeting, legal review, and incorporation of appendices.

Materials Produced

- May 20, 2011 Draft Vision, Common Values, Achieving Our Vision
- Table of Directed Refinements from JIMs #9 to the May 20, 2011 Draft
- June, 2011 Vision, Common Values, Achieving Our Vision

Meetings Held

- JIM #9—June 7, 2011
- JIM #10—June 29, 2011

Character District Development (July 2011 – March 2012):

Process Development

The purpose of the Illustration of Our Vision chapter (Character Districts) is to depict where and how the approved Comprehensive Plan policies will be put into action on the ground. The Character Districts will inform land development regulations and zoning district boundaries. At the JIM meeting held on July 11, 2011, the joint elected officials voted to amend the scope of work and the Town and County's contract with AECOM to provide professional services for the Character Districts section of the Plan.

The JIM met on August 1, 2011 to review a preliminary list of data and data sources for the Framework Maps portion of the Character District development and a list of plans and studies included in the approved Common Values chapter that could be initiated prior to completion of the Character Districts. Later in August AECOM met with staff in Jackson to tour the community and refine the scope of work for development of the Character Districts.

The first Character District JIM was held on September 17th. The purpose of the meeting was for Staff to review with the elected officials items related to the Character District process, including ground rules, process, and Character District boundaries and data.

Materials Produced

- Framework Maps

- Preliminary Character District Maps

Meetings Held

- July 11, 2011 Regular JIM
- August 1, 2011 Regular JIM
- Character District JIM#1—September 13, 2011

Character District Development Phase I

The purpose of Phase I of Character District Development was to describe the existing character of each district, to determine districts suitable for a variety of housing types and services (Complete Neighborhoods), determine districts suitable as habitat, habitat connection and open space (Rural Areas), and to identify opportunities for preservation, neighborhood enhancement and implementing community policies. Phase I of the process consisted of two days worth of public workshops on September 28 and 29, 2011. Workshop attendees were provided with a workshop agenda explaining the goals of the workshop and the exercise to be completed. Handouts were also available outlining the characteristics of Complete Neighborhoods and Rural Areas. Workshop attendees were given an orientation by staff to the Framework Maps and Preliminary Character District Maps. Attendees then worked in groups to provide input on existing character, district boundaries, and opportunities for enhancement and implementing community policies. Attendees were also asked to classify each district as either a Complete Neighborhood or Rural Area. Following the workshops, a summary was prepared to capture the comments made about each district.

Materials Produced

- Phase I Workshop Agenda
- Complete Neighborhoods/Rural Area Worksheet
- Preliminary Character District Matrix: Common Values
- Phase I Workshop Summary

Meetings Held

- Character Districts Phase I Workshop—September 28 and 29, 2011

Character District Development Phase II

Phase II of Character District development focused on defining the future character of each district. Multiple Phase II Workshops were held at locations throughout the County; a full list of those meeting dates and locations is included below. Additionally, the planning team staffed a central "hub" location throughout all five days of community workshops, providing a single location where the public could drop in to complete the exercise and make comments at their convenience. Attendees were asked to come to the workshops with pictures or examples of character around the community that they either liked or disliked. At each workshop, attendees were given an orientation to the Approved Plan and Character District Development Process. Attendees then completed facilitated exercises to refine the descriptions of existing character and identify areas

of Stability, Transition, Preservation and Conservation. Materials from the Phase I workshops were made available for reference during the exercise as well. Following the workshops, a summary compiling the input received at all workshop locations was prepared.

Materials Produced

- Preliminary Maps of Areas of Stability, Transition, Preservation and Conservation
- Character District Descriptions
- Phase II Workshop Agenda
- Definitions of Areas of Stability, Transition, Preservation and Conservation
- Image Catalog of Possible Character Types
- Phase II Workshop Summary

Meetings Held

- "Hub" Workshop—9 am- 4pm, Oct. 27, 28, 29, 31 and Nov. 1
- Oct. 27, 11am-2pm—Nick Wilson's (Teton Village)
- Oct. 27, 5-8pm—Senior Center, 830 E Hansen Ave
- Oct. 27, 6-8pm—Alta Library, 50 Alta School Rd
- Oct. 28, 7-10am—Bar BC Ranch House, 4745 N Spring Gulch Rd
- Oct. 28, 5-8pm—Café Boheme, 1110 Maple Way
- Oct. 29, 10am-1pm—Rafter J Childcare Center, 3105 W Big Trail Dr
- Oct. 29, 2-5pm—Old Wilson Schoolhouse, 5655 W Main St
- Oct. 31, 3-6pm—Teton Pines Clubhouse, 3450 Clubhouse Dr.
- Nov. 1, 12-3pm—Snow King Grand Ballroom, 400 E Snow King Ave

Character District Development Phase III

A full draft of the Illustration of Our Vision was released on December 5, 2011. On December 7, 2011, the planning team held an open house at the Snow King Grand Ballroom to present the draft Character Districts. Attendees were asked to review the draft districts and provide comment on parts that were good and should not be changed and parts that needed editing to better implement the approved Comprehensive Plan policies. Open House attendees were given an agenda and a brief orientation presentation and then were able to browse boards of each district. Comment sheets were provided to record input; attendees could also enter comments directly into the comment database using online terminals.

Materials Produced

- Draft Illustration of Our Vision
- Open House Character District Boards

- Open House Agenda

Meetings Held

- December 7, 2011 – Open House

Character District Development Phase IV

The purpose of Phase IV was to provide for review of the draft Illustration of Our Vision by the joint Planning Commissions and elected officials. A joint elected official/planning commission workshop was held on January 11th for the Town and January 12th for the County. The workshops focused on recommending changes to the draft Character Districts that would better implement the Comprehensive Plan policies approved on June 29, 2011.

The workshops produced a list of changes to the draft Character Districts for the Joint Planning Commissions to discuss and certify on January 26, 2012. This list was discussed both on January 26th and at a second Joint Planning Commission meeting on February 8th. Individual Planning Commissioners identified items to add, subtract or modify. The Joint Planning Commission then discussed and came to consensus on each identified item. Public comment on the draft Character Districts was received at both Planning Commission meetings. At the February 8th meeting the Joint Planning Commissions passed a resolution certifying the Illustration of Our Vision as part of the Comprehensive Plan subject to a list of modifications and legal review. Staff revised the draft based on the Joint Planning Commission certified modifications, and released the PC Certified Character Districts for review by the Joint Elected Officials on February 24, 2011.

The elected officials met on March 14th to discuss final comments on the Illustration of Our Vision chapter, receive and consider public comment on the chapter and to recommend final refinements to the chapter for inclusion in the Comprehensive Plan. Staff prepared and presented a table reflecting which PC changes to the December 5, 2011 had not yet been discussed by the elected officials. Similar to the Planning Commissions, the elected officials each identified possible modifications to the PC Certified Character Districts and then discussed and gave consensus direction on which modifications Staff should make. The March 14th JIM was continued to allow the elected officials to review the approved modifications. At the continued meeting, held March 19th, the elected officials voted unanimously to approve the Illustration of Our Vision chapter dated February 24, 2012 subject to the modifications approved on March 14th and 19th, legal review, and housekeeping edits made by Staff.

Materials Produced

- Draft Character Districts Numbers Analysis
- Implementation of Approved Policies in the draft Character Districts
- Elected, PC, Staff Proposed Changes to Draft (Pre 1/11, 1/12 workshops)
- January 11th/12th Workshops Summary
- Draft PC Modifications to draft Character Districts (pre 1/26 meeting)
- January 26th Joint PC Hearing Summary

- February 8th Joint PC Hearing Summary
- Joint PC Resolution 12-001 Certifying the Character Districts
- PC Certified Illustration of Our Vision, February 24, 2012
- March 14th JIM Summary
- March 19th JIM Summary

Meetings Held

- December 5, 2011—Regular JIM to set schedule for Phase IV
- January 11, 2012 Town Council/Town Planning Commission Workshop
- January 12, 2012 Board of County Commissioners/County Planning Commission Workshop
- January 26, 2012 Joint Planning Commission Hearing
- February 8, 2012 Continued Joint Planning Commission Hearing
- March 14, 2012 Joint Information Meeting
- March 19, 2012 Continued Joint Information Meeting

Adoption (March 2012 – May 2012)

Approved Jackson/Teton County Comprehensive Plan Production

Based on the unanimous approval of the Vision, Common Values, and Achieving Our Vision on June 29, 2011 and the unanimous approval of the Illustration of Our Vision on March 19, 2012, Staff produced the approved Jackson/Teton County Comprehensive Plan on April 6, 2012. Staff made edits to the Plan based on direction given by the elected officials in their approval motions, legal review, and identified grammatical or consistency errors.

Materials Produced

- Approval Jackson/Teton County Comprehensive Plan, April 6, 2012
- Table of Edits to Produce the Approved Plan
- Draft First Annual Implementation Work Plan

Consideration of Adoption

Discussion to be updated following adoption.

Meetings Held

- May 8, 2012 – JIM Adoption Hearing

Appendix D
Workforce Housing Action Plan

JACKSON/TETON COUNTY

WORKFORCE HOUSING ACTION PLAN

NOVEMBER 2015

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PREFACE

... We have the opportunity to enjoy each other's company and learn from each other through conversation and discourse – that's the best part. Don't lose sight of the fact that, while it might not be presented in your favorite way or the way you would have done it, we are going to have the strength to have the conversations that we are here to have. Count on that as my commitment to each of you for being generous with your time, and problem solve with us. As I look around this room I am so proud of this community. I see diversity in terms of professional skill set, in terms of community constituencies, nonprofit, for profit, representing every level of socio-economics that we have in the community. I hope that ten years from now the Chairperson of the County Commission or the Mayor or other elected officials can look out and see this kind of representation of community, what I am looking at right now. That will mean we have succeeded in what we have come here to do, which is to protect our community, to protect the very fabric of our community. That is why we are here and that is why we are here to work together.

- Mayor Sara Flitner, Opening the 2015 Housing Summit

INTRODUCTION

The Housing Action Plan maps a new community-driven course for the future of housing production, preservation, and management. Based on policy directives from the Jackson/Teton County Comprehensive Plan and informed by eight housing studies prepared since 2007, the plan is the outcome of the 2015 Housing Summit, which convened elected officials, stakeholders, and the public to examine workforce housing in Teton County and the Town of Jackson.

Workforce housing is not a new challenge to the valley; for more than 30 years, employers, the government, housing organizations, and the private sector have come up with creative ways to house our community's workforce. The 2012 Comprehensive Plan set the target of housing 65% of the workforce locally as part of community character preservation. Currently, 62% of the workforce lives in nearly 1,500 restricted units and free market housing. To bridge the gap, the community must address the following challenges:

- Affordability of market housing and existing shortages of workforce housing
- Loss of market workforce housing stock (leakage) as the workforce ages and retires
- Employees generated from new development

The Housing Action Plan is comprised of six chapters, each detailing an integrated approach toward housing 65% of the workforce locally; the housing goal is too ambitious to rest on the shoulders of a single approach. Interrelated and interdependent, the chapters outline the work to be done by the community.

What is a Housing Action Plan?

The Jackson/Teton County Comprehensive Plan, adopted in 2012, plots implementation of community principles, of which housing is considered a critical component of achieving our community Vision. Policy 5.4.a calls for development of a Workforce Housing Action Plan through a cooperative effort of the Town, County, local housing agencies, and other workforce housing stakeholders, all working together to achieve the community's housing goal. The purpose of the Workforce Housing Action Plan is to: Evaluate the costs and benefits of various housing tools; establish a system for monitoring the success of those tools in meeting our housing goal; and establish the roles that various entities, including the free market, will play in goal attainment.

The community's commitment to housing 65% of the workforce locally does not negate the importance of workers commuting from neighboring communities; their needs are addressed in the Integrated Transportation Plan, which identifies actions for addressing transportation strategies for commuters. Nor does the community's commitment to housing the local workforce diminish the contributions of non-workers. The Comprehensive Plan identifies housing, economic, transportation, and level of service policies to improve quality of life for all members of the community. The Housing Action Plan focuses on the local housing piece of the puzzle.

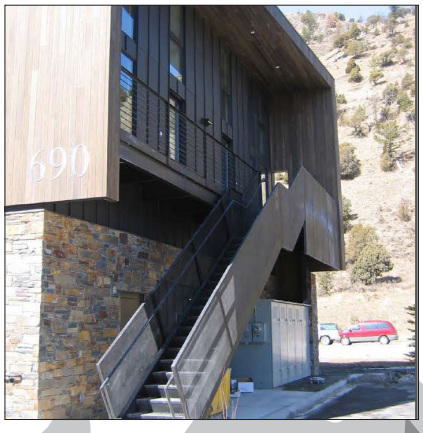
Housing Summit

The Housing Summit, held May 20-21, 2015, set out to determine a structure for meeting the community vision and workforce housing goal by providing a venue for distilling the ideas presented in previous housing studies. In practice, the Summit represented an unprecedented collaboration between stakeholders, elected officials, and the public as everyone considered the housing needs of Teton County and the Town of Jackson and made critical decisions about how to meet housing goals. Key Summit discussions focused on:

- Evaluating potential tools
- Determining the role of the Town/County in plan implementation
- The expected housing produced from each tool by income category
- The organizational structure and related duties necessary for plan implementation

Summit Stakeholders

Adam Janak
Anne Cresswell
Brendan Schulte
Brian Siegfried
Craig Benjamin
Don Opatrny
Kelly Lockhart
Lou Hochheiser
Mary Erickson
Patricia Russell Nichols
S.R. Mills
Scott Horn
KJ Morris



How to Use This Plan

The Housing Action Plan is a cooperative effort of public and private housing providers to identify and monitor housing needs, evaluate costs and benefits of various housing tools, and establish the roles various housing providers will play in meeting the community's housing goals.

Each chapter builds on housing policies in the Comprehensive Plan, and therefore must be read in the context of the entire plan and the desired future character of each subarea described in the Illustration of Our Vision chapter.

Some housing plans are organized with data, discussion, and conclusions grouped together. In contrast, this plan is action-oriented, with future directives making up the bulk of the plan and data/discussion attached as appendices.

Chapter 1 - Organizational Structure
Chapter 2 - Housing Supply Plan
Chapter 3 - Housing Management Plan
Chapter 4 - Funding for Housing Plan
Chapter 5 - Zoning for Housing Plan
Chapter 6 - Housing Action Timeline
Appendix A - Housing Summit Materials
- A:1 - Policy Guidance
- A:2 - Objectives: Housing Supply + Need
- A:3 - Analysis of Tools
- A:4 - Providers and Organizational Structure

Appendix B - Housing Studies

The first chapter introduces a modified organizational structure for the supply and management of workforce housing in Jackson and Teton County: a joint Jackson/Teton County Housing Authority, which adds the Town to the governance of the Authority and shifts staff accountability from the Authority Board to the Board of County Commissioners Administrator. The joint housing staff will be separated into two divisions: Housing Supply and Housing Management. A new Housing Director will oversee the Housing Supply Program at the helm of the Housing Supply Division with a Housing Manager leading the Housing Management Division.

Chapters 2-5 are each made up of a set of initiatives linking back to the objectives, tools and providers discussed at the 2015 Housing Summit (see Appendix A). The initiatives are intended to focus and guide future housing efforts and decisions; they are not intended to limit options, nor are they a commentary on the significant work that has been done to provide workforce housing in the past. Instead, they are a statement of forward-thinking purpose.

Each initiative also includes action items. Far from an exhaustive checklist, the action items are priorities identified as essential for successful implementation. The final chapter pulls together all of the action items into a prioritized timeline identifying the steps that must be taken in the short, medium, and longer-term.

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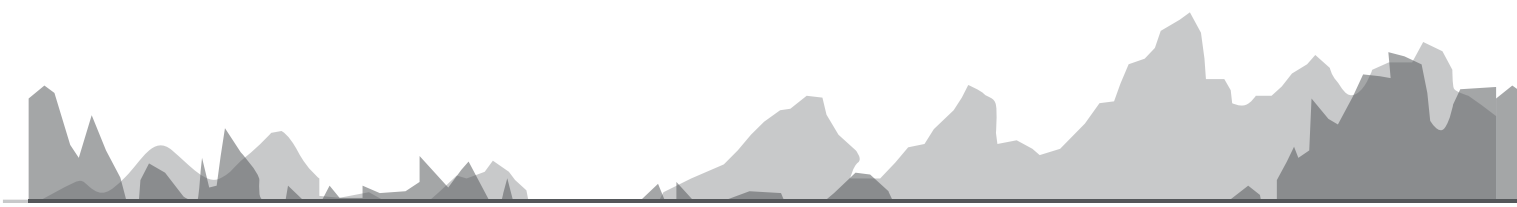


CHAPTER 1

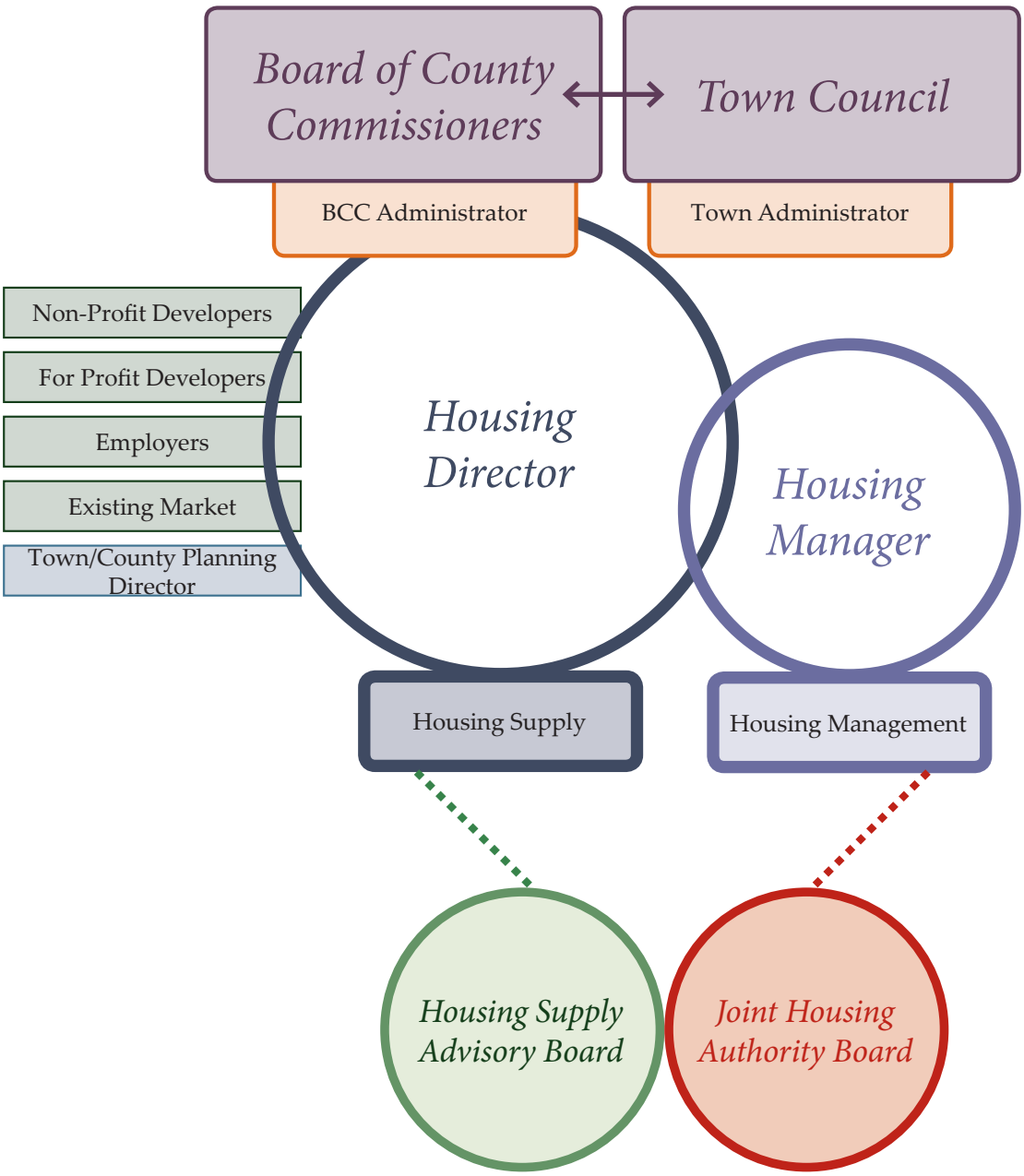
ORGANIZATIONAL STRUCTURE

INTRODUCTION

After 20 years of actively providing workforce housing through requirements and development, the Town and County must evolve its public housing program to better meet the demands of the local workforce. Since 1995, the Teton County Housing Authority has served as the agent of public housing, building or facilitating the development of hundreds of units and managing the restrictions of hundreds more. As the community's housing program grows into its second generation, the Town and County must refocus efforts on supplying housing and managing the existing housing stock.

At the 2015 Housing Summit, stakeholders and elected officials considered two core questions: What is the role of the Town/County in producing and preserving workforce housing? What organizational structure (and other duties related to workforce housing) will the Town/County assume? Summit participants agreed on three key points: The forming of a joint Town/County housing program; the separation of housing supply and housing management functions to specialize each role; and greater elected official accountability for housing supply.

From the ensuing public process, a new organizational structure emerged. The Workforce Housing Action Plan establishes new reporting and partnering relationships, and assigns responsibility for implementing the various initiatives. Intentionally, many details have been left for the plan implementers to determine, so as to provide them with flexibility and efficacy. By empowering them to fully flesh-out the organizational structure, this plan ensures accountability for implementation. The graphic on the opposite page represents the organizational structure described in this chapter. Delineating both operational and strategic structure, the diagram is further explored in the description of duties that follows.



ORGANIZATIONAL STRUCTURE

The most significant restructure is making the housing program a shared effort between the Town and County; from now on, a joint Town/County program will direct workforce housing. The Town Council and Board of County Commissioners will coordinate to provide policy direction, and staff will report to the Administrator of the Board of County Commissioners. A joint Town/ County Housing Authority will continue to function and execute the statutory housing powers of

holding assets and debt as assigned by the Board of County Commissioners and Town Council, as well as acting as a Board of Appeals in the case of housing management appeals. This restructure establishes the desired elected official accountability and separation of duties without distracting resources away from putting units on the ground. The new structure also ensures enforcement continuity of existing Teton County Housing Authority restrictions.

Strategic Relationships

The strategic purpose of the organizational restructure is simple: To separate housing supply efforts from housing management so steady focus remains on each effort and neither overshadows the other.

The new role of the Housing Director will lead the new Housing Supply Program (described in Chapter 2), an initiative led, on the policy level, by the Town Council and Board of County Commissioners. The Housing Director will implement the policy by developing programs and building relationships with housing suppliers (Chapter 2). A Housing Supply Advisory Board will offer recommendations to the Board of County Commissioners and Town Council and advise the Housing Director on implementation.

The Housing Management Plan described in Chapter 3 will be the responsibility of the new Housing Manager role. The Town Council and Board of County Commissioners will adopt a set of Housing Management Guidelines for the Housing Manager to implement and enforce.

The Jackson/Teton County Housing Authority Board will hold assets and debt per state statute as assigned by the Board of County Commissioners and Town Council; these responsibilities will be carried out by utilizing staff from the Housing Supply and Housing Management Divisions.

Operational Relationships

To achieve the goal of accountability, the Housing Director will report to the Board of County Commissioners' Administrator, thereby ensuring elected officials are ultimately accountable for the Housing Supply Program. Housing Supply Division staff and contractors will report to the Housing Director. The Housing Director will have expertise in all of the production and preservation initiatives and activities discussed in Chapter 2. The County Attorney will serve as legal counsel for the Housing Director as needed. The Town Council and Board of County Commissioners will appoint the Housing Supply Advisory Board, or ask the Jackson/Teton County Housing Authority Board to serve this function. Whether a separate board is created will be determined at a later date with input from the Housing Director.

A Housing Manager will be appointed to head the Housing Management Division. The Housing Manager may report to the Housing Director or to the Board of County Commissioners' Administrator; the reporting relationship that best enables the Housing Director to focus on housing supply will be determined by the Administrator and Housing Director. Housing Management Division staff and contractors will report to the Housing Manager. The Housing Manager will have experience and expertise in all of the management initiatives and actions described in Chapter 3.

Appeals of the Housing Manager will be heard by the Jackson/Teton County Housing Authority Board sitting as an independent Board of Appeals. The task of hearing of appeals constitutes the Jackson/Teton County Housing Authority Board's only link to the Housing Management Division. The Housing Manager will seek advice from the Board of County Commissioners' Administrator and/or the County Attorney. This structure allows the Town Council and Board of County Commissioners to set policy, ensures policy implementation is independent of the appeals body, and removes politics from the review of policy implementation; all with the goal of fair, consistent enforcement of restrictions and housing guidelines.

The Town Council and Board of County Commissioners will appoint the Jackson/Teton County Housing Authority Board pursuant to state statute. Current statute directs the Jackson/Teton County Housing Authority Board to have three members, two joint appointments by the Town Council and Board of County Commissioners, and the third appointed by the two members of the Jackson/Teton County Housing Authority Board. The Jackson/Teton County Housing Authority Board will not have any staff of its own, but will utilize (as appropriate) the staff of the Housing Supply and Management Divisions to carry out its delegated statutory duties of holding assets and debt.

Operational Funding

Funding for the Housing Supply and Housing Management Divisions will come primarily from the Town and County general fund. Partnership funding may be pursued to support cooperative management efforts. To offset administrative costs, fees may also be charged for certain management and administrative services.

Housing Supply Funding

Production and preservation projects will be funded through mitigation fees exacted on new developments (to address employee housing needs), as well as the new Community Priorities Fund. The Housing Supply Program will use these funds to initiate new housing projects (initiatives explored in-depth in Chapter 2).

Organizational Structure Actions (with the first four implemented in tandem)

- Amend the Resolution creating (and bylaws governing) the Teton County Housing Authority to establish a regional housing authority of the Town and County
- Work with the legislature to make necessary changes related to regional housing authority commission duties and structure
- Hire the Housing Director and staff
- Appoint the Jackson/Teton County Housing Authority Board pursuant to statute regarding regional housing authorities (as potentially amended) and the direction of this Plan
- Determine Town/County split of administrative funding for Housing Supply and Housing Management Divisions.
- Appoint the Housing Supply Advisory Board or delegate the Jackson/Teton County Housing Authority Board to provide recommendations on housing supply.
- Hire the Housing Manager and staff

DUTIES

The text colors of the following titles correspond to the positions listed in the organizational structure diagram on page 1-3.

Board of County Commissioners and Town Council

The Board of County Commissioners and Town Council will be accountable for the housing program by:

- Annually approving the rolling 5-year Housing Supply Program that will inform how the Community Priorities Fund and other housing funding is used to produce and preserve workforce housing;
- Providing direction on specific projects and partnerships to the Housing Director;
- Appointing the Jackson/Teton County Housing Authority Board per State Statute and directing their execution of statutory housing project powers through project funding;
- Appointing the Housing Supply Advisory Board (if that board becomes a separate entity from the Jackson/Teton County Housing Authority Board); and
- Adopting, and amending as needed, the Housing Management Guidelines to be implemented by the Housing Manager.

Board of County Commissioners' Administrator (or Town Administrator)

The Administrator, responsible for funding and staff supervision, will:

- Supervise the restructuring of the housing program in collaboration with the Town and County Attorneys to accomplish the Organizational Structure Actions listed above;
- Hire, discipline, and fire the Housing Director;
- Manage the Community Priorities Fund; and
- Explore additional funding options with the legislature, advocating options directed by the Town Council and Board of County Commissioners.
- The Administrator also may hire, discipline, and fire the Housing Manager, according to the most appropriate reporting structure devised in collaboration with the Housing Director.

Housing Director

The Housing Director's primary responsibility is the implementation of Chapter 2, which includes:

- Hiring, disciplining, and firing any staff of the Housing Supply Division and managing any contractors or partnerships;
- Annually updating the rolling 5-year Housing Supply Program that will inform how the Community Priorities Fund and other housing funding is used to produce and preserve workforce housing;
- Establishing the target income categories and unit types for housing projects with recommendations from the Housing Supply Advisory Board and approval from the Town Council and Board of County Commissioners;
- Facilitating the RFP process with for-profit developers, non-profit developers, and employers to

develop partnerships to produce housing;

- Developing a housing preservation program;
- Facilitating relationships between developers and employers and providing other forms of technical assistance for housing production and preservation; and
- Coordinate a cooperative effort on education and outreach, thereby increasing community understanding.
- Beyond the responsibilities outlined in Chapter 2, the Housing Director will: Secure other sources of funding (grants, loans, etc.); provide technical assistance to developers seeking similar funds; and work with the Long-Range Planner to monitor housing needs.
- The Housing Director may also: Hire, discipline, and fire the Housing Manager (according to the most appropriate structure developed by the Housing Director, Board of County Commissioners' Administrator and Town Administrator); and coordinate with transportation and housing planners locally and regionally on issues related to workforce housing connectivity and corridor issues such as transit schedules.

Housing Manager

The Housing Manager's primary responsibility is the implementation of Chapter 3, which includes:

- Hiring, discipline, and firing of the Housing Management Division staff and managing any contractors or partnerships;
- Updating the current Teton County Housing Authority Guidelines for adoption by the Town Council and Board of County Commissioners as the Housing Management Guidelines;
- Management and enforcement of Housing Authority restrictions;
- Review of new Housing Authority restrictions and restrictions proposed to meet housing requirements;
- Coordination with other housing program managers on community access to programs; and
- Evaluation of programs and standards to ensure adequate quality of housing.

Jackson/Teton County Housing Authority Board

The Jackson/Teton County Housing Authority Board has two, potentially three, duties:

- Hold the assets and debt related to the provision of housing per State Statute, as directed by the Town Council and Board of County Commissioners.
- When the Housing Manager is appealed, the Jackson/Teton County Housing Authority Board will act as the board of appeals.
- The Jackson/Teton County Housing Authority Board also may serve as the Housing Supply Advisory Board.

Housing Supply Advisory Board

The Housing Supply Advisory Board will provide recommendations to the Town and County on the annual Housing Supply Program (see Chapter 2) and other housing supply policy decisions. The Housing Supply Advisory Board will provide the Housing Director with technical recommendations on policy implementation. The Jackson/Teton County Housing Authority Board may sit as the Housing Supply Advisory Board, or it may exist as a separate group. During

development of the Housing Supply Program, the Housing Director will make a recommendation on this dynamic to the Board of County Commissioners and Town Council. Regardless of whether the Housing Supply Advisory Board is a unique entity or not, each board member should contribute professional experience in one of the following disciplines:

- Federal/State Housing Programs
- Land Acquisition/Sale
- Site Design
- Building Design
- Housing Finance
- Construction Management
- Preservation/Conservation

Town/County Planning Director

The Town/County Planning Director's primary housing duty is zoning for housing (i.e. implementation of Chapter 5). More specifically, the Town/County Planning Director will be responsible for:

- Working with the Housing Director to monitor housing need;
- Working with the Housing Director to identify potential property appropriate for production or preservation of housing;
- Updating the Land Development Regulations and Zoning Map to allow more opportunities for the development of workforce housing in appropriate areas;
- Creating incentives in the Land Development Regulations for the development of workforce housing in appropriate areas; and
- Updating housing mitigation requirements and exploring growth management solutions to ensure the community's housing stock keeps up with employment growth.

Developers, Employers, Non-Profits

Employers, for-profit developers, and non-profit housing organizations working to produce and preserve housing will be responsible for forging relationships with the Housing Director and each other. They will be expected to apply for public funding through the Housing Supply Program, as described in Chapter 2.

CHAPTER 2

HOUSING SUPPLY PLAN

INTRODUCTION

In the next decade, the community will need about 200 additional units each year to house local employees who make 120% or less of the area median income, according to projections done for the 2015 Housing Summit (see Appendix A2). Much of this demand, resulting from our growing community's employee generation, will be met by employers and developers as mitigation (see Chapter 5). And yet, even if the market provides housing for every new employee, housing supply will continue to fall short of demand as a result of workforce retirement, leakage of workforce units, and existing housing shortages. While current stock and some employers will partially makeup for this shortfall, many new units will require public subsidy.

At the 2015 Housing Summit, stakeholders and elected officials approached this challenge by discussing the following questions: What are the tools that may be used to produce and preserve workforce housing? What is the role of the Town and County in the implementation of each tool? How much housing can be expected from each tool per income category? From these exercises emerged the concept of a Housing Supply Program.

This chapter offers a framework for providing workforce housing in Jackson and Teton County. Implementation of the chapter will be the primary responsibility of the new Housing Director. With flexibility in mind, this framework is designed to represent the priorities of the Housing Supply Program, not to set strict limits on types of public housing. That said, public production and preservation will focus on the lower income levels, delegating housing for higher income brackets to the private sector through allowances and incentives (see Chapter 5). In tandem with housing supply efforts, the Town and County will expand transportation options for those seeking to live more affordably in neighboring communities.

This chapter also recognizes the importance of outreach that not only highlights our successes, but also educates the community on continuing needs. This chapter also maps a path toward a more coordinated approach to distribution and collection of housing information, so as to increase public understanding of the issues and related programs.

HOUSING SUPPLY PROGRAM

Housing production and preservation projects, coordinated by the Housing Supply Program, will tap two primary funding sources: Mitigation fees collected from new development to offset employee generation (see Chapter 5); and the new Community Priorities Fund (see Chapter 4).

The new Housing Director will develop a rolling 5-year Housing Supply Program, updated annually by the Town and County as part of the budget process. The Housing Supply Program will identify and prioritize housing projects envisioned through the following initiatives. Elected officials' annual approval of this 5-year program will allow lead time for the planning and development process and for leveraging other funding sources and partnerships; all Town and County funding of housing will occur through the Housing Supply Program. Non-profit and for-profit private developers requesting public subsidy will make their requests through the Housing Supply Program.

The Housing Supply Program will be based on housing indicators including employee generation and loss of existing workforce housing stock. Given indicated need, the program will establish metrics and objectives for specific projects including unit type, target income and quantity. The community's goal is to have, each year, one project in construction or execution and one project in planning and design. Attainment of this goal will hinge on establishment of a dedicated funding source for housing production and preservation. During development of the Housing Supply Program, the Housing Director will focus on "shovel-ready" projects with the initial goal of having a property designed by June 2016 so as to break ground by Spring 2017.

Housing Supply Program Actions

- Develop the initial 5-year supply plan as part of the FY16-17 Budget proposal based on housing need, including projected funding as well as target income categories and unit types.
- Hire key staff and/or contractors needed to operate the Housing Supply Division.
- Update the 5-year Housing Supply Program annually.

INITIATIVES

2A. Prioritize lower-income, year-round housing

In 2014, a household needed to make 2.7 times the median family income to afford the median home in Teton County (see the 2015 Indicator Report). To meet the greatest need, public subsidy will focus on the 70% of workforce households making less than 120% of area median income, of which the year-round workforce will be the priority; the community will rely on employers to provide seasonal housing, offering technical assistance as needed (see Initiative 2D below). To coordinate efforts, non-profits are encouraged to mirror this focus by concentrating their efforts on the lower-income, year-round workforce.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Preservation • Land Acquisition • Public Development • Public/Private Partnership	• Non-profit • Public

Prioritization Actions

- Define "year-round" workforce.

2B. Provide land as a public subsidy and build development partnerships

The most difficult task is also the most important: Production of new, affordable workforce housing stock. The new preferred method of government involvement in housing production will be providing land through partnerships or contracts. Through land provision, the Housing Supply Program will engage the expertise of for-profit and non-profit private developers. The Housing Supply Program will also favor rental units over ownership. Long-term leases of restricted units provide stability for occupants as well as recurring revenue for the housing provider. Even though the more familiar model – where the public develops and then sells housing – will remain a secondary option, partnering with private developers (non-profit or for-profit) offers the potential to yield a greater mix of unit types and incomes within a single development, while still providing the community with deed restricted units. The Supply Program will face new challenges when establishing partnerships pursuant to statute (to maintain proper public accountability and benefit). The Housing Trust, Habitat for Humanity, and other non-profit developers are excited by the prospect of such partnerships, but need longer-term commitments than potential for-profit partners so as to maintain staff levels between projects.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Land Acquisition • Public Development • Public/Private Partnership	• Non-profit • Public

Production Actions

- Identify potential land appropriate for housing development based on the Illustration of Our Vision Chapter of the Comprehensive Plan.
- Work on a partnership model that allows the Town and County to stay out of the role of developer, yet ensures the security of the public investment in workforce housing.

2C. Preserve existing workforce housing stock to avoid leakage

The imminent spike in retirement challenges preservation of the workforce housing supply. In the next 10 years, the workforce will retire at a rate that makes 50 units per year vulnerable to redevelopment or resale, thus leaking out of the workforce housing pool. The community's conservation and growth management values bar us from simply building our way out of the housing demand, therefore the public must implement programs to keep the workforce in existing housing stock. Preservation is as important as production in meeting our housing goal. However, as new preservation programs are

being established, the majority of housing resources will remain dedicated to production. Avoiding leakage will remain the primary focus of preservation efforts. In the past, employers have led such efforts; to nurture public leadership, the Housing Supply Division will work with employers and homeowners to ensure public subsidy enhances existing efforts.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Preservation • Public/Private Partnership	• Existing Market • Employer • Non-profit • Public

Preservation Actions

- Develop opportunities for buy downs, rehabilitation, reverse mortgages, conversion of trailer parks to microhousing, and other programs to restrict existing workforce housing, ensuring programs for households in different income categories exist.
- Identify existing developments appropriate for public subsidy for preservation as workforce housing.
- Develop a program to ensure that restricted and employer provided workforce housing meets adequacy, suitability, and affordability standards.
- Explore a program to subsidize upgrades above minimum standards through technical expertise, loans, grants, or other means.
- Monitor the net loss (leakage) of workforce housing that is occurring.
- Enforce short-term rental prohibitions.

2D. Provide public technical assistance for housing providers

Technical assistance, provided by the Housing Supply Division, will further support housing production and preservation efforts. Providing staff expertise to developers and employers as they produce/preserve workforce housing represents public support without subsidizing actual production or preservation. Technical assistance on project design, grant application, partnership building, and program start-up will help providers with the will but not the expertise. Provision of expertise will be the preferred method for publicly supporting employers in their efforts to house seasonal employees.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Technical Assistance • Education	• Private Developer • Employer • Non-profit

Technical Assistance Actions

- Work with the public to gather information on what technical assistance programs would be most useful.
- Work with interested parties to catalyze an employee-housing cooperative for employers who want to provide housing units but cannot develop housing on their own.
- Facilitate relationships between interested developers and employers.

2E. Lead by example by housing public employees

As one of the largest employers in the community, local government will continue to model best-practices production and preservation methods for housing Town and County employees. The Town and County will share ideas and provide technical support to other employers interested in learning from government efforts.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Preservation • Land Acquisition • Public Development • Public/Private Partnership • Technical Assistance • Education	• Existing Market • Employer • Non-profit • Public

Housing Public Employee Actions

- Identify housing projects for public investment as an employer.

2F. Coordinate outreach on housing

Community education is fundamental to the successful implementation of the Workforce Housing Action Plan; an informed community will result in a supportive community. The key to education is a balanced message highlighting the progress made while also conveying the need for continued effort. Educating the community on the roles of public and private programs will generate support and investment in those programs. The goal of outreach is to clearly present the totality of the issue and the variety of housing opportunities; there is no silver bullet and no single culprit. Information must be coordinated, consolidated and accessible; the community should not have to search multiple sources to get the full picture.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• Entire Spectrum	• Education	• Non-profit • Public

Outreach Actions

- Lead a cooperative effort to develop a "Housing 101" presentation, given to new elected officials, board members, and the general public to provide baseline knowledge of the community housing efforts.
- Develop a centralized and/or coordinated message on housing need, updated annually with indicator information.
- Develop a centralized and/or coordinated web presence describing all of the community's housing efforts.
- Visually communicate the demographic served.
- Conduct community outreach inclusive of public workshops, sessions with employee groups, and consistent media appearances.

CHAPTER 3

HOUSING MANAGEMENT PLAN

INTRODUCTION

The current stock of restricted housing totals nearly 1,500 units (Appendix A2), a number slated to jump in the next 10 years through aforementioned production and preservation strategies (Chapter 2). That number is malleable as not all restricted units have recorded deed restrictions. Nor is it consolidated; not all deed-restrictions are managed by the same entity. The introduction of a Housing Management Plan aims to address such inconsistencies by providing coordinated management of the restricted workforce housing stock. Only through coordination will a sustainable housing program be achieved; continued public investment in a housing program relies on the housing being well-managed. Despite the diverse inventory, the current management approach is well-established, which allows the focus to become improving coordination between housing providers and increasing efficiency.

At the 2015 Housing Summit, stakeholders and elected officials weighed different ways to organizationally build a joint Town/County housing program. Consensus formed around the importance of evolving the current foundation into a coordinated, accessible management plan that not only maximizes available products, but also educates the community on housing opportunities.

The Housing Management Plan outlines the efforts to ensure fair, consistent, and efficient enforcement of restrictions that are respectful of workforce housing occupants and validate the community's investment in housing. The Housing Management Plan also maps a path toward a more coordinated approach to distribution and collection of housing information, so as to increase public understanding of the housing program: The community will better understand the issues and related programs; and those seeking housing will know their options, rights, and application process. The Housing Management Plan's implementation and coordination building is the purview of the new Housing Manager.

HOUSING MANAGEMENT GUIDELINES

The Housing Manager will revise the existing Teton County Housing Authority guidelines into a unified set of rules that address: standards and processes for enforcement and monitoring of restrictions (including existing restrictions and their delineated processes); maintenance and improvement of restricted housing units; minimum requirements for new restricted units; and minimum standards of livability for existing units. The new Housing Management Guidelines will be reviewed and adopted by the Town Council and Board of County Commissioners and then implemented by the Housing Manager.

Management Guidelines Actions

- Hire key staff and/or contractors needed to operate the Housing Management Division.
- Adopt Jackson/Teton County Housing Management Guidelines with recommendations from the Jackson/Teton County Housing Authority Board.

INITIATIVES

3A. Coordinate consistent enforcement of existing restrictions

The 1,500 restrictions placed on units in the past 20 years vary widely in form, content, and responsibility. To ensure fair and consistent enforcement going forward, the Management Division will inventory all units and then standardize and simplify restrictions in accordance with the new Housing Management Guidelines. The Management Division will continue the work of the current Housing Authority, providing support for occupants and helping them better understand restrictions and opportunities. The Town and County will work with other restricted-housing managers to explore third party management of all restrictions, which could introduce greater efficiency and consistency.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Management of Units	• Employer • Non-profit • Public

Restriction Management Actions

- Expand existing information to develop a full inventory of restricted units.
- Explore contracting some management functions to a private property manager in coordination with non-profits and employers.
- Work with owners of existing restricted units to update restrictions consistent with new structure and Guidelines.

3B. Consistent review of new restrictions

Moving forward, consistent review of new units and standardization of new restrictions will ensure efficient management of workforce housing. Even though the community desires a variety of units and programs, minimum standards and consistent restrictions will streamline administration.

The Management Division will work with all housing providers to develop standardized formats for the various types of restrictions to the extent practical, and establish minimum standards for restricted housing. The community's preference for rental product will require ensuring standards are appropriate for rental product, which may differ from the standards employed in the past for ownership product.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Management of Units • Enforcement • Consistent Process	• Employer • Non-profit • Public

New Unit Review Actions

- Develop restriction templates for price restricted and occupancy restricted units so that the terms are consistently located in all restrictions even if their content varies.
- Review new restricted housing stock for minimum standards.

3C. Coordinate access to housing opportunities

One-stop access to housing opportunities is a crucial component of the coordinated information distribution program. The community needs a clearinghouse of housing opportunities, public and private, and a single form to apply for all restricted housing programs. The Housing Trust, having recently created a site aggregating all housing opportunities, is willing to share the platform with the Housing Manager and other providers. Each provider will still select occupants through their own procedures, but the application process will become streamlined across programs, enabling residents to apply for various housing opportunities through a single form. Coordination will be facilitated by simple application requirements.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Management of Units • Education	• Employer • Non-profit • Public

Housing Opportunities Actions

- Develop a single application for all subsidized housing programs and a system for distribution of the applications to providers.
- Consolidate all subsidized housing programs in a single interface so the workforce can understand requirements, qualifications, and prioritization.
- Provide an opportunity for advertisement of private housing opportunities through the clearinghouse (advertisement may fund administration of the clearinghouse).

3D. Ensure adequate standards of housing

The topic of adequate housing, and the lack thereof particularly at the lowest income categories, weighed heavily on 2015 Housing Summit participants. An issue not specifically addressed in the Comprehensive Plan, the community must ensure a basic level of livability across all housing.

Increasingly, the community seems concerned that projections of housing need at the lowest levels understate the magnitude of the issue by failing to account for needed improvements to existing yet inadequate low-income housing. As an evolution of the support provided by the Town and County, the Management Division will look at the adequacy of existing housing. Provision of Fair Housing education for residents as well as local realtors would result in better understanding of the necessity and associated benefits of the federal law.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 80% AMI	• Enforcement	• Public

Adequacy Actions

- Inventory the standard of living in our workforce housing stock, market and restricted, especially at the lowest income categories.
- Develop an education program for housing occupants and providers on Fair Housing standards and recourse.
- Develop a maintenance and improvement program that provides assistance for the upgrade of housing stock for the lowest income categories so that it meets minimum livability standards.
- Explore statutory options to develop adequate standard of living requirements.

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CHAPTER 4

FUNDING FOR HOUSING PLAN

INTRODUCTION

From the eight studies that informed this Housing Action Plan, one recommendation emerged as a clarion call: the Town and County must establish a dedicated funding source for housing provision. A dedicated source will provide consistent, predictable funding for workforce housing, enabling supply planning, partnership development, and leverage of public money.

At the 2015 Housing Summit, stakeholders and elected officials considered different tools that may be used to provide and preserve workforce housing, and the Town/County's role in implementation of each tool. Their conclusion: Keep all long-term options open, but focus now on a dedicated penny of sales tax to fund housing and transportation initiatives.

The Funding for Housing Plan outlines the process the community will pursue to consider a dedicated penny of sales tax. As top priorities, the plan identifies the continuing community efforts to: monitor the need for funding; seek private, state, and federal funding; and explore additional funding options with the State Legislature. This chapter on funding initiatives complements the Housing Supply Plan's funding considerations (Chapter 2). Without dedicated funding, the community will not be able to achieve its housing goals.

Raising funds is the responsibility of the Town Council and Board of County Commissioners with some decisions placed directly in the hands of the public through ballot measures. Charged with providing administrative support, the Board of County Commissioners' Administrator and/or Town Administrator will lead the funding discussions as part of budgeting duties, with some assistance from the Town/County Planning Director and new Housing Director.

INITIATIVES

4A. Establish a Community Priorities Fund

The headline outcome of the 2015 Housing Summit: Establish dedicated sales tax to fund housing and transportation. The potential yield of sales tax makes it the preferred approach over property tax. Decisions remain unmade regarding the amount and type of sales tax and timing of implementation. Logistics aside, Summit participants were resolute in their belief that the community's ability to meet its housing goals depends on dedicated funding in support of the new Housing Supply Program (see Chapter 2). Because the proposed Community Priorities Fund addresses both transportation and housing, its creation is happening outside of this Housing Action Plan in coordination with transportation initiatives. However, the method for directing the dedicated sales tax into housing is identified within the rolling 5-year Housing Supply Program (see Chapter 2).

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Dedicated Sales Tax • SPET Secondary Additional	• Public

Community Priorities Fund Actions

- See Chapter 2 for description of the Housing Supply Program that identifies how the Community Priorities Fund would be used to fund housing.
- Actions to design and implement the Community Priorities Fund are being developed outside of this Housing Action Plan in coordination with transportation initiatives.

4B. Monitor need to determine funding strategies

The community must continually study workforce housing to better understand demographic needs. Working together, the Housing Director and Town/County Planning Director will identify the most appropriate indicators and methodology for gathering data annually as part of the Comprehensive Plan indicator report, information that will be incorporated into the Housing Supply Program as well as housing outreach materials.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Stated Objectives and Metrics • Monitor Indicators	• Public

Indicator Monitoring Actions

- Review the housing indicators currently monitored and refine methodology as needed.
- Evaluate any variables likely to impact the supply of workforce housing that are not being monitored and develop a method for monitoring them.

4C. Seek and support grants, tax credits, loans, and other sources of funding

A number of state and federal programs provide funding for housing, particularly for the lowest income categories. Although these funds can be challenging to access, the Town and County will continue to seek state and federal funding, and provide technical assistance to private entities applying for such funds (the role, largely, of the Housing Director). The Town and County will not actively seek private funding, but instead encourage housing providers to leverage public funds with private donations, thereby maximizing impact. In addition to the dedicated funding previously discussed (Initiative 4A), the Town and County will consider proposing a Special Purpose Excise Tax (SPET) for voter approval toward certain projects, as pursued in the past.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Donations and Grants • Tax Credits • Other Government Funds	• Private Developers • Employers • Non-profit • Public

Tax Credit/Grant Actions

- Ensure the Housing Director is familiar with programs and works to secure state and federal funding.
- Develop a technical assistance and support program to assist private housing providers seeking state and federal funds.

4D. Advocate alternate funding options for the future

Future housing funds may come from sources not currently enabled in Wyoming, yet successful in other states. The Town and County will continue to explore instituting a real estate transfer tax as it directly relates to the primary hurdle to workforce housing – the cost of land. Future conversations with our legislators surrounding this currently unused option would lay the framework for future implementation that would expand the housing toolbox. The Town and County will also consider other funding sources, such as amendments to the statute dictating disbursement of lodging tax money and leases or purchases of federal land for housing.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Real Estate Transfer Tax	• Public

Advocacy Actions

- Explore a real estate transfer tax and other funding options.
- Support discussions of a statewide housing fund.

CHAPTER 5

ZONING FOR HOUSING PLAN

INTRODUCTION

Workforce housing must develop within the context of the Comprehensive Plan, specifically the Illustration of Our Vision chapter describing existing and desired future character by subarea. If land use policy does not allow for the residential supply occupied by the workforce, the community will not be able to achieve its housing goals. Conversely, zoning can encourage housing to be built through incentives. Zoning also manages physical growth by mitigating impacts. As such, contextual zoning is the cornerstone of the housing conversation.

At the 2015 Housing Summit, stakeholders and elected officials discussed issues surrounding the tools used to provide and preserve workforce housing: the Town/County role in implementation, the housing expected from each tool per income category, and the duties and organizational structure necessary to support workforce housing. Two main conclusions emerged: We need to stay out of our own way and embrace the housing opportunities that present themselves; and we need to be clear and simple about the requirements we put in place.

The goal of the Zoning for Housing Plan chapter is to accelerate the update of housing-related Land Development Regulations by highlighting the zoning and land use tools the community can implement to address housing issues. Set within the context of the Comprehensive Plan, the plan does not supersede other community goals, but rather draws attention to housing-based initiatives that should be included in larger zoning conversations. The initiatives look at the allowances, incentives, and requirements for the supply of housing. Each zoning initiative lists a number of potential actions, although specific actions may vary across character districts.

Zoning for housing is the responsibility of the Town/County Planning Director through the Land Development Regulations and Zoning Maps. The new Housing Director and Town/County Planning Director will work together to understand any existing barriers and desired incentives or requirements, but implementation rests with the Town/County Planning Director, acting within the existing structure of the Town and County Planning Departments.

INITIATIVES

5A. Allow for supply of workforce housing by removing barriers

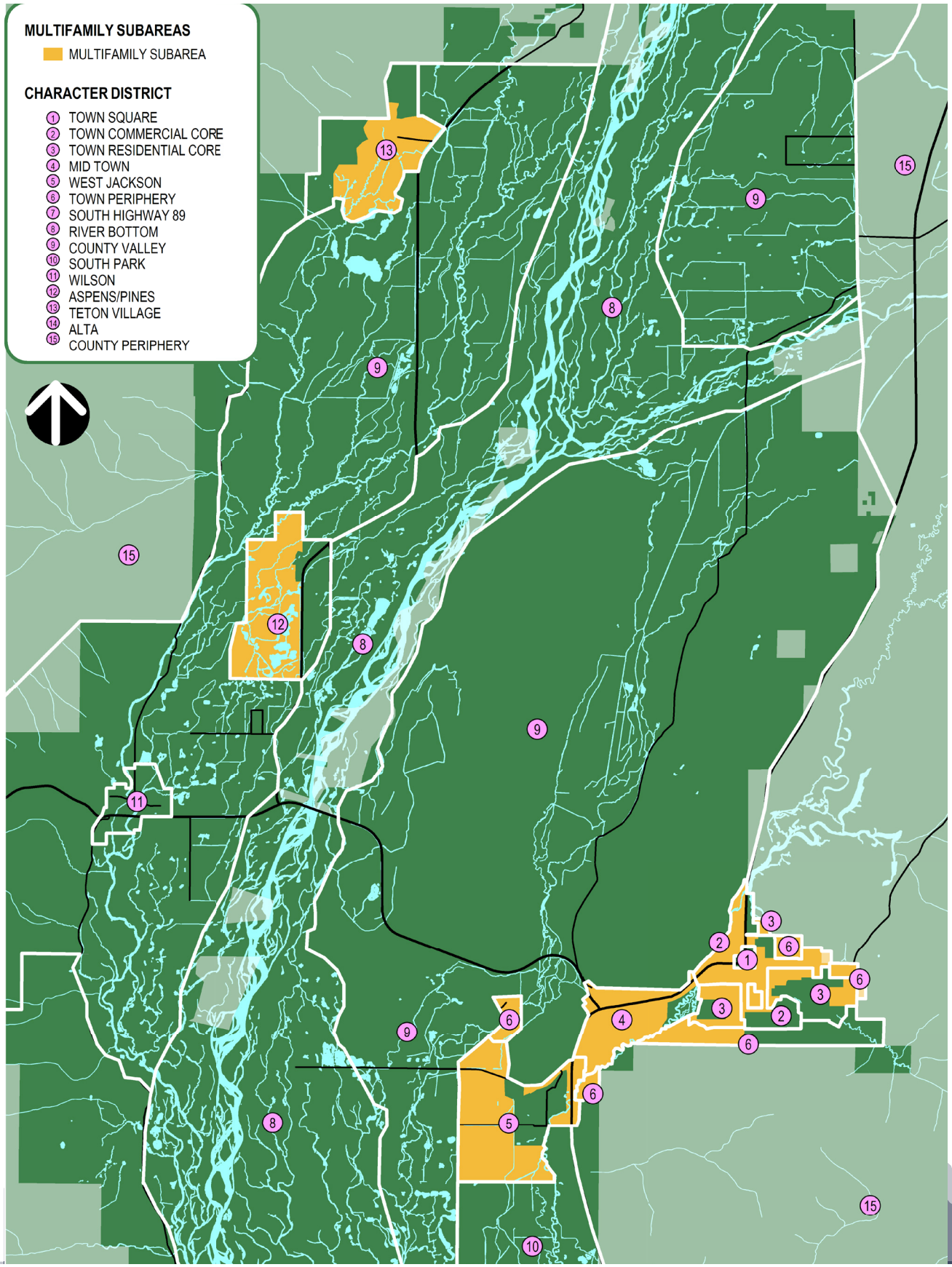
Well-meaning requirements enacted in isolation can result in unintended barriers to housing. Similarly, the planning approvals process can hinder housing through the quantity of community requirements placed on development, and the community's desire to publicly review individual projects. For example, rental units tend to be more affordable than ownership units; even if only restricted by a Planning Department use permit, rentals tend to provide workforce housing. Allowing rentals in more areas is important to workforce housing supply; however, the success of such allowances depends on protecting against short-term rentals.

Future zoning must allow for maximum density consistent with desired community character. Limiting growth is a part of our community vision, but so is providing opportunities for 65% of the workforce to live locally. To meet this housing goal, changes in density allowances must be considered, which may mean introducing greater flexibility in how we track and measure buildout to allow for the use of workforce housing incentives.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• Entire Spectrum	• Rental Zoning • Zone for Density • ARUs • Trailer Parks/Microhousing • Flexible LDRs	• Existing Market • Private Developer • Employer • Non-profit • Public

Housing Allowance Actions

- Consider allowing ARUs in all Town and County zones with limits on size and/or density to ensure desired character.
- Update zoning in appropriate Comprehensive Plan subareas to find locations for density. For example, allow apartments in multifamily subareas as identified in the Comprehensive Plan (see map on reverse page).
- Where multifamily character is allowed and desired (see map), move away from buildout projections and density limitations toward more flexible allowances within the allowed floor area and monitoring of units built.
- Review zoning against Fair Housing standards in coordination with the Housing Director and the County Attorney.
- Avoid barriers to housing supply such as mixed-use requirements in favor of allowances.
- Revise parking requirements to facilitate additional density for housing.
- Avoid change of use penalties that are barriers to housing.


MULTIFAMILY SUBAREAS
MULTIFAMILY SUBAREA
CHARACTER DISTRICT
1 TOWN SQUARE
2 TOWN COMMERCIAL CORE
3 TOWN RESIDENTIAL CORE
4 MID TOWN
5 WEST JACKSON
6 TOWN PERIPHERY
7 SOUTH HIGHWAY 89
8 RIVER BOTTOM
9 COUNTY VALLEY
10 SOUTH PARK
11 WILSON
12 ASPENS/PINES
13 TETON VILLAGE
14 ALTA
15 COUNTY PERIPHERY

5B. Incentivize the supply of restricted housing

Incentives are crucial to avoiding loss of existing housing stock and addressing the existing supply shortage. Even if we keep pace with growth, we must still provide workforce housing to remedy the existing shortfall and minimize leakage of workforce housing stock. Incentives for workforce housing will most often take the form of density bonuses that allow a developer more density or intensity if used to provide restricted housing. These bonuses, applicable to preservation of existing housing and production of new housing, will vary by zone in keeping with desired future character. Incentives also may take the form of procedural exemptions to fast-track projects with more restricted housing than required. Many of these tools, already in place, must be refined as zoning districts are updated.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• < 120% AMI	• Density Bonus • Rental Incentives • Expedited Approval	• Existing Market • Private Developer • Employer • Non-profit • Public

Housing Incentive Actions

- Develop incentives to avoid loss of workforce housing through redevelopment, such as allowing for retention of nonconforming density.
- Provide a density bonus for the preservation and production of workforce housing, such as additional height or floor area, or reduced landscaping, setback, or parking requirements.
- Implement an expedited approvals process for price-restricted housing projects.
- Implement automatic waivers from some fees for price restricted housing projects.

5C. Require mitigation of employees generated by growth that cannot afford housing

Housing mitigation must remain an integral part of growth management considering the projections of 200 additional workforce housing units needed on an annual basis for the next decade. The existing housing shortage is too great for the community to bear the future burden of housing employees generated by growth. Development must contribute its fair share. By updating these mitigation standards, the community will move away from subdivision based requirements to floor area based requirements. Floor area based requirements are easier to track over time and also more consistent with the type of growth desired in the Comprehensive Plan. Future mitigation requirements will balance residential and nonresidential growth to achieve a more consistent growth management approach, which will mean increased mitigation requirements on nonresidential development (previously required to house only a portion of seasonal employees). To achieve this new mitigation approach, the Town and County must forge a single coordinated program.

In addition to mitigation requirements, the Town and County will look at limitations on growth and requirements in appropriate zones to ensure potential for workforce housing. The Town and County will consider residential zones in areas with larger buildings that allow for high density instead of allowing commercial uses. Commercial allowance tends to lead to commercial development or no development, decreasing the likelihood of housing production.

Objective (Appendix A2)	Tools (Appendix A3)	Providers (Appendix A4)
• Entire Spectrum	• Residential Linkage • Commercial Linkage • Limit Commercial Growth • No Net Loss	• Private Developer • Employer • Non-profit • Public

Housing Requirement Actions

- Update the mitigation requirement for residential development to a simpler standard based on floor area (see Housing Nexus Study).
- Update the mitigation requirement for commercial development to a standard that mitigates for year-round employee generation (Housing Nexus Study).
- Ensure Town and County requirements work together as a single, simpler system.
- Create zones where housing is the only allowed use in areas where the desired bulk and scale will allow for more density.
- Explore limits on the rate of residential and nonresidential growth to limit employee generation.
- Explore limiting the type of housing allowed in some zones to only those types most likely to be occupied by the workforce.

CHAPTER 6

HOUSING ACTION TIMELINE

OVERVIEW

This Chapter identifies timing and priorities for the action items found in Chapters 1 -5. Along with a restatement of each action item is a parenthetical reference to the initiative with which the action is associated and who is primarily responsible for the action item.

ACTION ITEMS TIMELINE

FIRST 6 MONTHS (by July 1, 2016)

Organizational Structure Actions (Chapter 1)

- Amend the Resolution creating (and bylaws governing) the Teton County Housing Authority to establish a regional housing authority of the Town and County. (1, County Attorney)
- Work with the legislature to make necessary changes related to regional housing authority commission duties and structure. (1, County Attorney)
- Hire the Housing Director an staff (1, BCC Administrator)
- Appoint the Jackson/Teton County Housing Authority Board pursuant to statute regarding regional housing authorities (as potentially amended) and the direction of this Plan. (1, Board of County Commissioners/Town Council)
- Determine Town/County split of administrative funding for Housing Supply and Housing Management Divisions. (1, Board of County Commissioners/Town Council)
- Appoint the Housing Supply Advisory Board or ask the Jackson/Teton County Housing Authority Board to provide recommendations on housing supply. (1, Board of County Commissioners/Town Council)
- Hire the Housing Manager and staff (1, BCC Administrator/Housing Director)

Housing Supply Actions (Chapter 2)

- Identify potential land appropriate for housing development based on the Illustration of Our Vision Chapter of the Comprehensive Plan. (2B, Town/County Planning Director/Housing Director)
- Develop the initial 5-year supply plan as part of the FY16-17 Budget proposal based on housing need, including projected funding as well as target income categories and unit types. (2, Town/County Planning Director)
- Hire key staff and/or contractors needed to operate the Housing Supply Division. (2, Housing Director)

Housing Management Actions (Chapter 3)

- Hire key staff and/or contractors needed to operate the Housing Management Division. (3, Housing Director)
- Expand existing information to develop a full inventory of restricted units. (3A, Housing Manager)

Funding for Housing Actions (Chapter 4)

- Actions to establish and implement the Community Priorities Fund are being developed outside of this Housing Action Plan in coordination with transportation initiatives. (4A, Town/BCC Administrator)

Zoning for Housing Actions (Chapter 5)

- Where multifamily character is allowed and desired (see map on page 5-4), move away from buildout projections and density limitations toward more flexible allowances within the allowed floor area and monitoring of units built. (5A, Town/County Planning Director)
- Consider allowing ARUs in all Town and County zones with limits on size and/or density to ensure desired character. (5A, Town/County Planning Director)
- Update zoning in appropriate Comprehensive Plan subareas to find locations for density. For example, allow apartments in multifamily subareas as identified in the Comprehensive Plan (see map on page 5-4). (5A, Town/County Planning Director)
- Revise parking requirements to facilitate additional density for housing. (5A, Town/County Planning Director)
- Provide a density bonus for the preservation and production of workforce housing, such as additional height or floor area, or reduced landscaping, setback, or parking requirements. (5B, Town/County Planning Director)
- Implement an expedited approvals process for price-restricted housing projects. (5B, Town/County Planning Director)
- Implement automatic waivers from some fees for price restricted housing projects. (5B, Town/County Planning Director)

FIRST 2 YEARS (by January 1, 2018)

Housing Supply Actions (Chapter 2)

- Define "year-round" workforce. (2A, Housing Director)
- Work on a partnership model that allows the Town and County to stay out of the role of developer, yet ensures the security of the public investment in workforce housing. (2B, Housing Director)
- Identify existing developments appropriate for public subsidy for preservation as workforce housing. (2C, Housing Director)
- Identify housing projects for public investment as an employer. (2E, Housing Director)
- Lead a cooperative effort to develop a "Housing 101" presentation, given to new elected officials, board members, and the general public to provide baseline knowledge of the community housing efforts. (2F, Housing Director)
- Develop a centralized and/or coordinated web presence describing all of the community's housing efforts. (2F, Housing Director)
- Visually communicate the demographic served. (2F, Housing Director)

Housing Management Actions (Chapter 3)

- Adopt Jackson/Teton County Housing Management Guidelines with recommendations from the Jackson/Teton County Housing Authority Board. (3, Board of County Commissioners/Town Council)
- Develop restriction templates for price restricted and occupancy restricted units so that the terms are consistently located in all restrictions even if their content varies. (3B, Housing Manager)
- Explore contracting some management functions to a private property manager in coordination with non-profits and employers. (3A, Housing Manager)
- Develop a single application for all subsidized housing programs and a system for distribution of the applications to providers. (3C, Housing Manager)

Funding for Housing Actions (Chapter 4)

- Review the housing indicators currently monitored and refine methodology as needed. (4B, Town/County Planning Director/Housing Director)
- Evaluate any variables likely to impact the supply of workforce housing that are not being monitored and develop a method for monitoring them. (4B, Town/County Planning Director/ Housing Director)

Zoning for Housing Actions (Chapter 5)

- Review zoning against Fair Housing standards in coordination with the Housing Director. (5A, Town/County Planning Director)
- Develop incentives to avoid loss of workforce housing through redevelopment, such as allowing for retention of nonconforming density. (5B, Town/County Planning Director)
- Update the mitigation requirement for residential development to a simpler standard based on floor area (see Housing Nexus Study). (5C, Town/County Planning Director)
- Update the mitigation requirement for commercial development to a standard that mitigates for year-round employee generation (Housing Nexus Study). (5C, Town/County Planning Director)
- Ensure Town and County requirements work together as a single, simpler system. (5C, Town/ County Planning Director)

ONGOING or LONG-RANGE

Housing Supply Actions (Chapter 2)

- Update the 5-year Housing Supply Program annually. (2, Housing Director)
- Develop opportunities for buy downs, rehabilitation, reverse mortgages, conversion of trailer parks to microhousing, and other programs to restrict existing workforce housing, ensuring that there are programs for households in different income categories. (2C, Housing Director)
- Develop a program to ensure that restricted and employee provided workforce housing meets adequacy, suitability, and affordability standards. (2C, Housing Director)
- Explore a program to subsidize upgrades above minimum standards through technical expertise, loans, grants, or other means. (2C, Housing Director)

- Monitor the net loss (leakage) of workforce housing that is occurring. (2C, Town/County Planning Director/Housing Director)
- Enforce short-term rental prohibitions. (2C, Town/County Planning Director)
- Work with the public to gather information on what technical assistance programs would be most useful. (2D, Housing Director)
- Work with interested parties to catalyze an employee housing cooperative for employers who want to provide housing units but cannot develop housing on their own. (2D, Housing Director)
- Facilitate relationships between interested developers and employers. (2D, Housing Director)
- Develop a centralized and/or coordinated message on housing need, updated annually with indicator information. (2F, Housing Director)
- Conduct community outreach inclusive of public workshops, sessions with employee groups, and consistent media appearances. (2F, Housing Director)

Housing Management Actions (Chapter 3)

- Work with owners of existing restricted units to update restrictions consistent with new structure and Guidelines. (3A, Housing Manager)
- Review new restricted housing stock for minimum standards. (3B, Housing Manager)
- Consolidate all subsidized housing programs in a single interface so the workforce can understand requirements, qualifications, and prioritization. (3C, Housing Manager)
- Provide an opportunity for advertisement of private housing opportunities through the clearinghouse (advertisement may fund administration of the clearinghouse). (3C, Housing Manager)
- Inventory the standard of living in our workforce housing stock, market and restricted, especially at the lowest income categories. (3D, Housing Manager)
- Develop an education program for housing occupants and providers on Fair Housing standards and recourse. (3D, Housing Manager)
- Develop a maintenance and improvement program that provides assistance for the upgrade of housing stock for the lowest income categories so that it meets minimum livability standards. (3D, Housing Manager)
- Explore statutory options to develop adequate standard of living requirements. (3D, Housing Manager)

Funding for Housing Actions (Chapter 4)

- Ensure the Housing Director is familiar with programs and works to secure state and federal funding. (4C, Housing Director)
- Develop a technical assistance and support program to assist private housing providers seeking state and federal funds. (4C, Housing Director)
- Explore a real estate transfer tax and other funding options. (4D, Town/BCC Administrator)
- Support discussions of a statewide housing fund. (4D, Town/BCC Administrator)

Zoning for Housing Actions (Chapter 5)

- Avoid barriers to housing supply such as mixed-use requirements in favor of allowances. (5A, Town/County Planning Director)
- Eliminate change of use penalties that may be barriers to housing. (5A, Town/County Planning Director)
- Create zones where housing is the only allowed use in areas where the desired bulk and scale will allow for more density. (5C, Town/County Planning Director)
- Explore limits on the rate of residential and nonresidential growth to limit employee generation. (5C, Town/County Planning Director)
- Explore limiting the type of housing allowed in some zones to only those types most likely to be occupied by the workforce. (5C, Town/County Planning Director)

APPENDIX A

HOUSING SUMMIT MATERIALS

FOUNDATION

Appendix A1 presents an overview of the plans and studies that provide the foundation of the Housing Action Plan. The Housing Action Plan is an elaboration on the housing policies of the Jackson/Teton Comprehensive Plan. The data and recommendations at the foundation of the Plan is are largely a reference to the 8 housings studies that have been completed since 2007.

DISCUSSION

The discussion of the data and recommendations at the foundation of the Plan was the primary focus of the Housing Summit held May 20-21, 2015. The remainder of Appendix A organizes the analyses and recommendations identified in Appendix A1 into discussion of Objectives (A2), Tools (A3), and Providers (A4). Each chapter includes discussion on the topic of the chapter that introduces some new analysis but pulls from the eight housing studies cited in Chapter A1. Each chapter also includes key highlights from the eight housing studies related to the topic. Finally, each chapter includes a summary of the discussion of Town Council and Board of County Commissioners at the Housing Summit and a depiction of the working boards that were created.

On May 20-21, 2015 the Housing Summit was held to cure the community of its "analysis paralysis" and provide direction based on the best available information. This is not to say that a solution or silver bullet was identified, but it was time to discuss moving forward instead of rehashing the past. The Housing Summit was an unprecedented and collaborative effort of technical resources, stakeholders, and elected officials to: identify the trends and gaps in housing supply over the next 10 years, enumerate the opportunities and hurdles of available housing tools, and discuss the roles of housing providers. The Housing Summit opened with presentation of the analysis and housing study recommendations found in Appendix A. Following the presentation, stakeholders then elected officials completed four exercises to provide direction on housing objectives, tools, and providers. Part of the Housing Summit was acknowledging the gaps in our data and understanding and commitment to moving forward. Chapters A2-A4 represent the best information available at the Housing Summit. It was the analysis and discussion at the Summit that informs the conclusions and future actions of the Housing Action Plan.

APPENDIX A:1

POLICY GUIDANCE

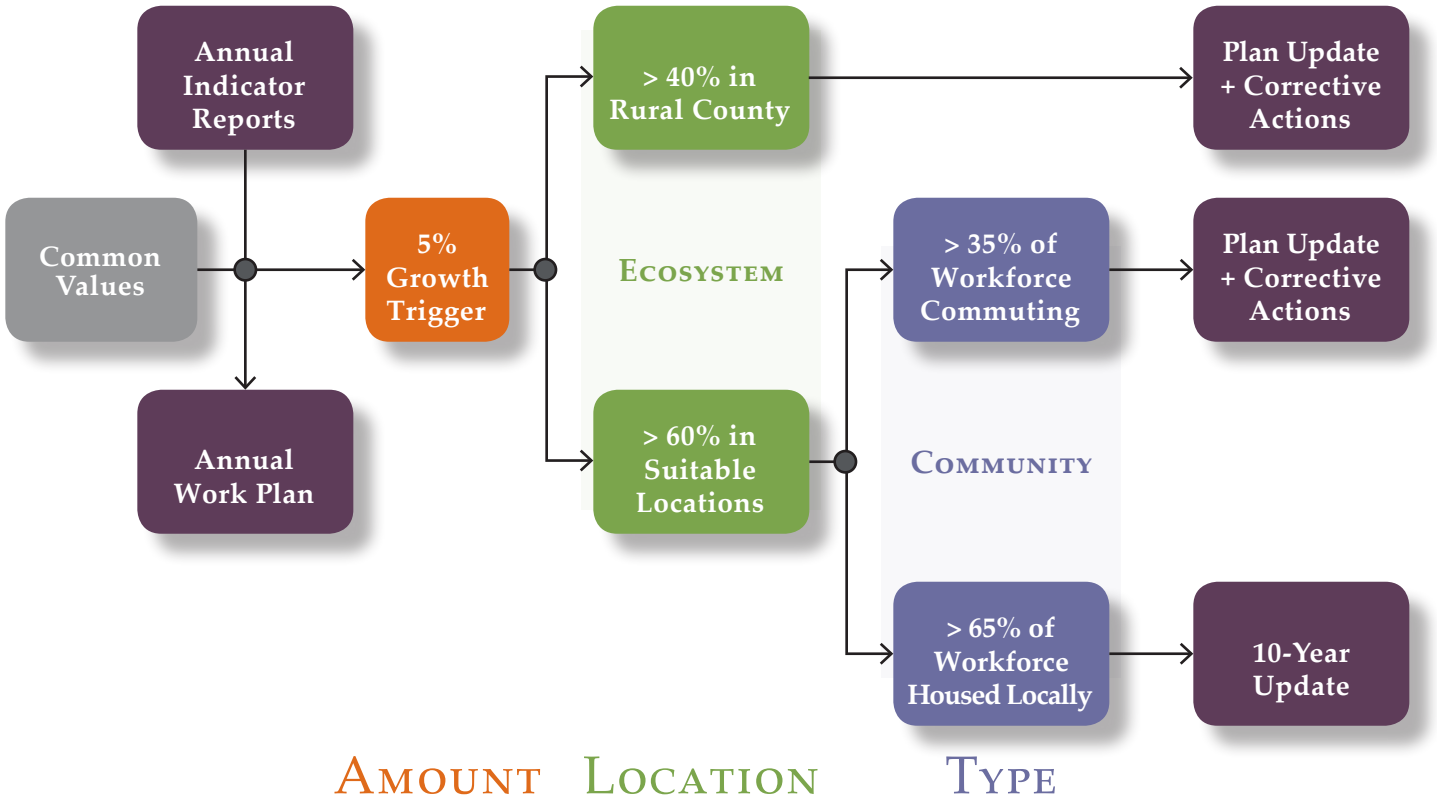
COMPREHENSIVE PLAN DIRECTION

Comprehensive Plan Vision

The vision of the Jackson/Teton County Comprehensive Plan is to "Preserve and protect the area's ecosystem in order to ensure a healthy environment, community and economy for current and future generations." In order for our ecosystem protection to result in a healthy environment, community, and economy, the community commits to achieving all three mutually supportive Common Values:

- Ecosystem Stewardship
- Growth Management
- Quality of Life

Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and strategies intended to achieve our Vision and desired community character (Jackson/Teton County Comprehensive Plan).



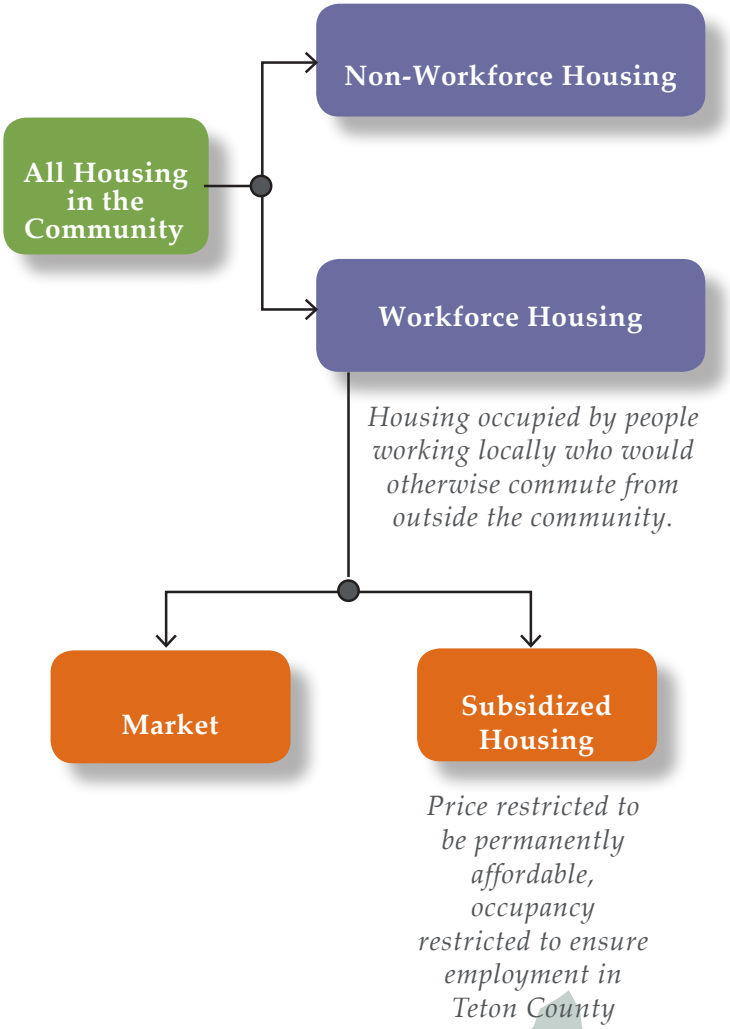
Comprehensive Plan Housing Policy

Jackson and Teton County have historically been characterized by a socially and economically diverse population, united by a community commitment to Ecosystem Stewardship, Growth Management, and Quality of Life. Daily interaction between year-round residents, second homeowners, seasonal workers, long-time families and new community members has become a defining characteristic that the community wants to preserve. In other mountain resorts, the loss of a local workforce and associated diversity has indicated the loss of a sense of community.

By ensuring that at least 65% of the area workforce lives locally, the existing valued community character can be maintained. Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community's Common Values by integrating understanding and appreciation of where we have been with efforts for the future.

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

Lack of housing that is affordable is a primary reason many local employees choose to commute. Over the past 25 years land values in Jackson and Teton County have risen faster than local wages. The median home price has grown from 354% of the median income in 1986 to 1,400% in 2010. As a result, many people cannot afford to live in the community. Over the same period, the number of commuters has grown from less than 10% to 33% of the local workforce. The formal housing program established by the 1994 Comprehensive Plan has successfully used regulations, incentives, and additional funding to create restricted housing opportunities to date. The community must continue these efforts, but must also broaden efforts to consider all available market, restricted, and cooperative solutions if we are to maintain our resident workforce and the community character it provides. (Jackson/Teton County Comprehensive Plan)



Principle 5.1 - Maintain a diverse population by providing workforce housing.

We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.

Policy 5.1.a: House at least 65% of the workforce locally

Policy 5.1.b: Focus housing subsidies on full-time, year-round workers

Policy 5.1.c: Prioritize housing for critical service providers

Principle 5.2 - Strategically locate a variety of housing types.

Our diverse population will continue to require a variety of housing types throughout the community. Housing options should include both ownership and rental opportunities, as well as both restricted and market housing. The strategies employed to meet the community's housing goal will be consistent with the Ecosystem Stewardship and Growth Management policies of the Comprehensive Plan.

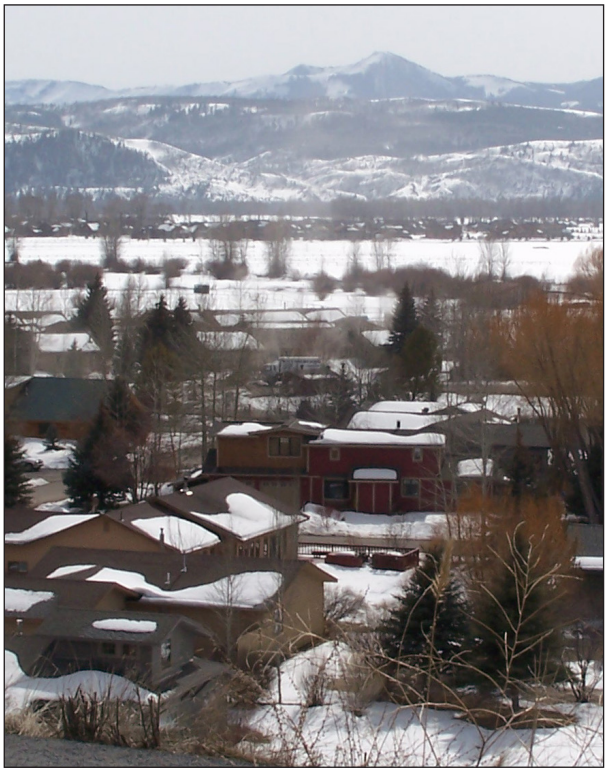
Policy 5.2.a: Provide a variety of housing options

Policy 5.2.b: Housing will be consistent with Character Districts

Policy 5.2.c: Provide workforce housing solutions locally

Policy 5.2.d: Encourage restricted rental units

Policy 5.2.e: Allow accessory residential units (ARUs) and County guesthouses



Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.

A shortage of housing that is affordable to the workforce is a result of many factors. In order to meet our primary housing goal, the community will regularly monitor the affordability and occupancy of our housing stock to understand and adapt to the forces contributing to such shortages. We will mitigate impacts from new development, preserve existing workforce housing, and create new restricted housing opportunities to avoid and reduce shortages of housing opportunities that are affordable to the local workforce.

Policy 5.3.a: Mitigate the impacts of growth on housing

Policy 5.3.b: Preserve existing workforce housing stock

Policy 5.3.c: Create workforce housing to address remaining shortages

One of the key policies under this principle is continuing and updating the Town and County's current requirements on new development to ensure the need it creates for affordable workforce housing is mitigated. The Residential Affordable Housing Standards, and the Employee Housing Standards of the Town and County's Land Development Regulations set out specific requirements for affordable workforce housing as part of new developments. (Clarion 2013)

Principle 5.4 - Use a balanced set of tools to meet our housing goal.

The community will create a balanced plan for monitoring and addressing workforce housing issues in order to achieve our housing goal. Both market and restriction based solutions will be incorporated in a balanced combination of regulations, incentives, funding, and cooperative efforts, with no one tool prioritized over any others.

Policy 5.4.a: Create a community housing implementation plan or key action plan

Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing

Policy 5.4.c: Promote cooperative efforts to provide workforce housing

Policy 5.4.d: Provide incentives for the provision of workforce housing

Policy 5.4.e: Establish a reliable funding source for workforce housing provision

In particular, Policy 5.4.a: directs the creation of this Housing Action Plan. This Action Plan is to be a coordinated effort of the Town, County, all local housing agencies and organizations, and other workforce housing stakeholders. It is to accomplish the following:

- Evaluate the costs and benefits of various housing tools
- Establish a system for monitoring the success of tools in meeting our housing goal
- Establish the roles of various entities, including the free market, in meeting the housing goal

STUDIES/WORK TO INFORM THE ACTION PLAN

Eight recent studies are available to inform this Housing Action Plan. These studies are summarized in the sections below. They provide recommendations for how to meet the goals of the Comprehensive Plan and provide a resource in answering the hard questions related to housing in Jackson and Teton County. The studies are available on the Town/ County long-range planning website: www.jacksontetonplan.com.

The studies highlighted in this plan are:

- 2013-2014 Housing Action Plan Stakeholder Group Work
- 2007 Housing Needs Assessment
- 2010 Housing Jackson Hole - Strategies to keep two-thirds of the Teton County workforce living locally
- 2013 Teton County & Town of Jackson Employee Generation by Land Use Study (Nexus Study)
- 2014 Western Greater Yellowstone Regional Housing Needs Assessment
- 2014 Western Greater Yellowstone Regional Analysis of Impediments
- 2014 Assessment of Workforce Housing Provision and Management – Jackson/ Teton County Wyoming
- 2015 Affordable Housing Review Draft (Opatrny Study, private)

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APPENDIX A:2

OBJECTIVES: HOUSING SUPPLY + NEED

INTRODUCTION

Chapter A2 presents potential objectives for the workforce housing program classified by rental and ownership housing units and broken into income categories relative to Area Median Income (AMI). The discussion at the Housing Summit focused on understanding supply and demand for workforce housing in the community now and in the future. This discussion was based on the approximate numbers and recommendations presented here. The tables provide a visual representation of where we are in the process and how to move forward to achieve the housing objectives.

The potential objectives of the Housing Action Plan are focused on assessing the current condition of housing in the Town of Jackson and Teton County, establishing projected housing supply and need, and identifying what will have to be done to close the gap.

In comparing Jackson/Teton County with other resort communities where workforce housing has been a challenge, there are examples where a strong and broad-based program is in place, and others that have been less successful but have still produced significant results. Aspen and Whistler show the largest percentage of housing units that are restricted to the workforce, however there is a large variation in the percentage of workforce housed in those two communities: Aspen at 47%, and Whistler at 81%. Meanwhile, Summit County, Colorado houses 97% of its workforce locally with a lower percentage of restricted units and fewer tools. Jackson/Teton County is in the middle of the group at approximately 62% of the workforce being housed locally.

All numbers presented in the tables below are rounded so as not to give the impression of precision, projections are estimates meant to inform policy decisions. The purpose of providing these projections is for the community to understand what direction it needs to take to make progress on the meeting the target of housing 65% of the workforce locally.

DEMAND

Strategy 5.4.S.1 of the Comprehensive Plan is to adopt a 10-year coordinated workforce housing action plan. In the next 10 years projections indicate the need to double the amount of production of workforce housing that we have provided in the recent past.

Projected Annual Workforce Housing Demand 2015-2024

	Total	<50%	50-80%	80-120%	120-150%	>150%
Annual Demand	280	30	40	130	40	40
Ownership	165	10	20	80	25	30
Rental	115	20	20	50	15	10

The distribution of ownership and rental units by income group presented in the table above reflects the current distribution. However, recommendations from the eight housing studies suggest that the community's housing objectives should move more toward the provision of rental product in the future.

Of those 280 units, 30 result from catching-up from our current deficit. Two hundred (200) are the result of employment growth, and the remaining 50 are the result of the pending retirement of the baby boomers. Providing catch-up units and anticipating retirement are new demands on workforce housing provision.

Source of Projected Annual Workforce Housing Demand 2015-2024

	Total
Annual Demand	280
Catch-Up	30
Employment Growth	200
Retirement	50

CATCH-UP

Source of Projected Annual Workforce Housing Demand 2015-2024

	Total	<50%	50-80%	80-120%	120-150%	>150%
Annual Demand	30	8	0	20	0	2

The 30 units per year of catch-up demand are the result of a current deficit of approximately 340 units needed to house 65% of the workforce locally. The survey data collected for the 2014 Regional Housing Needs Assessment indicates that only about 62% of the workforce lives locally. This number is consistent with recent US Census Bureau estimates, as well as indications by the trends in job growth compared to employee growth. It is also consistent with the deficit we would expect given that job growth out of the recession has outpaced housing growth. This catch-up number does not address overcrowding, condition of home, cost-burden, or other existing housing deficiencies identified in the 2014 Regional Housing Needs Assessment. Nor does the catch-up number include a projection of units that will leak out of the workforce housing pool as second homes.

Employment Growth

The 200 units from employment growth are based on a 2.1% annual employment growth rate that is consistent with our average annual growth rate over the past 10 years. Short-term growth will likely out-pace this projection, but should stabilize over the course of the Action Plan implementation. When we include the peaks and valleys of the past ten years, housing growth, job growth, and nonresidential floor area growth are remarkably consistent.

Retirement

The 2014 Regional Housing Needs Assessment indicates that approximately 600 resident workers will retire in the next 5 years and that another 440 (total 1,040) will retire by 2025. Those jobs will be filled, however in order to maintain a resident workforce, they must be filled by residents. The 1,040 workers that move into the vacated jobs will demand 574 units. Some of those units may already exist and may become available as they are vacated by the retirees. Other retirees will retire in place, removing their housing stock from the workforce housing pool. Other housing stock currently occupied by retirees will no longer be affordable to the new workers moving into the vacated positions.

SUPPLY

Teton County has approximately 8,400 resident workforce households based on the 2014 Regional Needs Assessment and Census data. The 2014 Regional Needs Assessment tallied the current stock of "restricted" (not necessarily deed restricted – for example: employer units restricted by the nature of their ownership, and ARUs restricted by the LDRs are included) workforce housing at about 1,400 units. This means that about 17% of the workforce housing stock is restricted and the other 83% is provided by the free market.

2014 Supply of Workforce Housing

	Total	<50%	50-80%	80-120%	120-150%	>150%
Workforce Households	8,390	860	1,390	3,440	1,340	1,360
Number Restricted	1,410	200	270	840	100	0
Percentage Restricted	17%	23%	19%	24%	7%	0%
Owned Workforce Households	4750	390	610	1,730	840	1,180
Number Restricted	520	20	130	270	100	0
Percentage Restricted	11%	5%	21%	16%	12%	0%
Rented Workforce Households	3,640	470	780	1,700	500	180
Number Restricted	970	260	140	570	0	0
Percentage Restricted	27%	55%	18%	34%	0%	0%

From 2007 to 2014, an average of 108 units of restricted workforce housing were provided each year. Of those 108 units provided annually, approximately 38% (or 41 units per year) were provided by major employers. While some of these units were new, many if not most, were the restriction of existing units. Over the same time period we only added an average of 130 total units per year. Even after discounting for restriction of existing units to assume that only about 70 (108-41=67) new restricted units were produced annually, these numbers indicate that about half of units constructed in the past seven years have been restricted.

Jackson/ Teton County Workforce Housing Unit Production

	2007-2014	Percent of 2007-2014 Total	Per Year
TCHA Developed	14	2%	2
Habitat	18	2%	3
JHCHT	20	3%	3
Live/ Work	21	3%	3
ARU's	42*	6%	6
TCHA Regulatory	63	8%	9
Regulatory	114	15%	16
Tax Credits	178	23%	25
Major Employers	286	38%	41
2007-2014 Total	**756**	**100%**	**108**

**The inventory of ARU's in the 2007 Needs Assessment was 141, but the 2014 TCHA inventory is only 96, and 42 have been registered since the beginning of 2007, so 87 ARU's are "missing" from the TCHA inventory.*

Production of restricted rental units has outpaced production of restricted ownership units over the past seven years, due in large part to the number of units provided by employers.

Jackson/ Teton County Workforce Housing Production by Tenure

	2007-2014		2014 Total	
	Units	%	Units	%
Rental	578	76%	950	64%
Ownership	178	24%	538	36%
2007-2014 Total	**756**	**100%**	**1488**	**100%**

KEY HIGHLIGHTS

The following provides an overview of key highlights from the eight housing studies related to housing supply and needs.

Stakeholder Supply and Need Considerations

At their first meeting in March 2013 the Housing Action Plan Stakeholder Group developed the following considerations related to housing:

Number of Units (Pace of Development)

Keep pace with new job generation from residential and commercial production plus projected loss of workforce housing stock to retirees, non-local residents, lodging, demolition, redevelopment, etc. Track pace of workforce housing development annually in monitoring plan.

Income Targets

Create opportunities for workforce housing market solutions to the largest extent possible. Historically, the market has been unproductive at providing ownership opportunities below 120% AMI and rental product below 80% AMI. Publicly subsidized housing programs should target these underserved markets with attention focused on the lower income ranges.

Workforce Priorities

Continue to prioritize critical service providers in the publicly subsidized housing programs. Additionally, the selection process for the publicly subsidized housing programs should be objective, equitable, and prioritize years working in valley, time looking for a home, and bedroom size. Employers should be encouraged through technical assistance and other incentives to provide housing in accordance with their priorities.

++Owner/Renter Mix

Strive for a recommended equal mix of ownership and rental product to meet employer priority for rental housing and entry-level for-sale housing for year-round employees. A higher percentage of rental units for seasonal workers and a higher percentage of ownership units for year-round workers will better suit their respective needs and be more cost effective to construct.

Bedroom Mix

Encourage a mix of bedrooms to serve different segments of the workforce across the spectrum. In other words, an equal mix of bedrooms in the lower income ranges as well as the higher levels. Publicly subsidized units should include larger units (2+ bedrooms) as the emphasis with this product is year-round employees and allows greater movement within workforce housing programs.

Type/ Quality Design

Consider providing a variety of housing types that fit within the existing character of the neighborhood. Address inadequate market workforce housing stock.

Location

Consider locating workforce housing within complete neighborhoods according to the Character Districts.

Other Recommendations

- Understand the demographic spectrum of needs (by profession, income, status): Maintain versatility in the type of products developed and specifically target housing for priority groups, recognizing that housing requirements differ considerably among socio-economic and demographic groups.
- Enable all housing providers to create workforce housing opportunities at adequacy, suitability and affordability standards.
- Preserve existing workforce housing stock and ensure that it meets provides a variety of unity types integrated within Complete Neighborhoods.
- Be Creative with Seasonal Rental Housing Solutions. Provide options for summer workers, such as onsite seasonal housing, lofts/apartments in refurbished industrial areas, or other high density, summer workforce housing.
- Incentivize development of rental opportunities in the free market through zoning, fee waivers, funding and technical advice and offer opportunities for entry level ownership housing.
- Recognize market trends and adapt policies and regulations to tap into the market. Encourage residential development that most effectively generates affordable housing such as developments of 120 or more acres. Continue to implement important mitigation tools as they shift from the County to the Town.
- Adopt a no net loss policy that includes the replacement of existing dwelling units (for example if they have been razed for redevelopment), as well as mitigation requirements imposed on new development.
- Address the housing issue and strive to house 65% of the workforce locally by being methodical, respecting neighbors, and slowly putting units on the ground.
- Increase Production of Restricted Units. Additional units, both rental and ownership, are now needed. Demand for workforce housing is out pacing the development of workforce housing. The rental market is the most out of balance at this time, meaning initial efforts should be focused on rentals; however, within a few years, ownership demand should equal or exceed rental demand.
- Improve resident education about the availability of ADA accessible and adaptable units and support programs that help households with disabilities afford needed renovations. Explore partnerships and opportunities to leverage resources with Habitat for Humanity.
- Evaluate improving transportation options available to residents to provide access to services and options to commuters.
- Works towards a provision of workforce housing that keeps up with the increase in demand.
- Encourage the use of "% of AMI" categories in the delivery of low income subsidized housing (typically rental housing). This approach, also called "rent geared to income", recognizes the importance of keeping monthly rent in the order of 30% of household income. A monthly subsidy may still be required to achieve this. Deed-restricted ownership housing is intended to take the place market homes that are no longer affordable to the workforce. These households can afford to pay to own their housing, just not at the prices the market is charging.

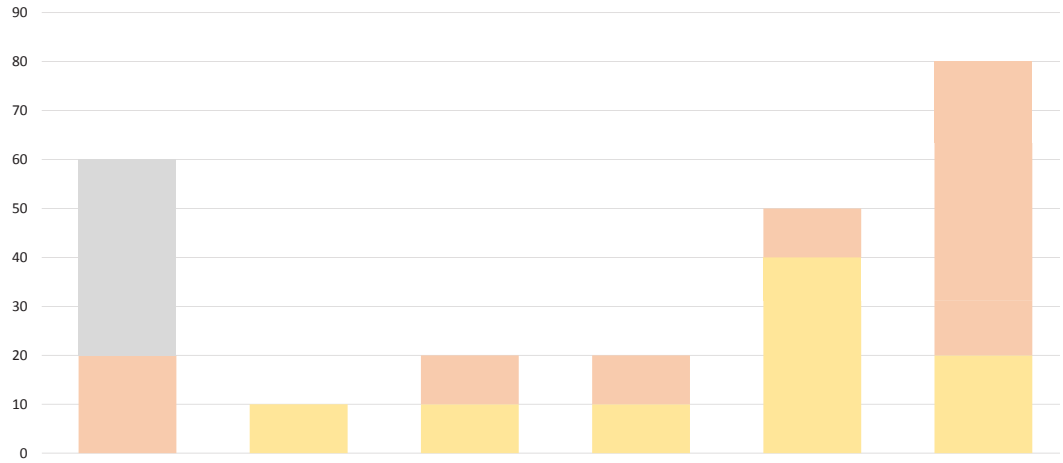
HOUSING SUMMIT DIRECTION

Based on projected demand, status quo housing provision would lead to an annual decrease of about one percentage point in the percentage of the workforce living locally. It should be acknowledged that 2007-2014 was largely defined by a time of recession and recovery, but all indicators point to the need for an increase in workforce housing provision.

Participants in the Housing Summit discussed the objectives for workforce housing in the community now and in the future. Objectives were discussed in relation to rental and ownership uses and in terms of which tools can be implemented to achieve the designated objectives. The discussion focused on targeting subsidies towards lower-income categories and the cost of subsidies. The chart on the following pages illustrates the tools emphasized for each income category and the supply objectives. The bullets below summarize the discussion of the exercise.

- Zoning and other market-based tools are key in addressing the higher end of the housing spectrum
- Public subsidies should be strategically focused on the lower income categories; it is difficult, but is the role of government
- Rental housing opportunities address the entire housing spectrum
- Focus subsidies based on need indicated through monitoring
- Address needs for adequate housing at the lowest income levels

SUPPLY AND DEMAND



APPROPRIATE TOOLS

< 50% AMI		50-80% AMI		80-120% AMI	
Rental	**Owner**	**Rental**	**Owner**	**Rental**	**Owner**
• Subsidize Housing Development	• Subsidize Housing Development	• Technical Assistance	• Technical Assistance	• Technical Assistance	• Technical Assistance
• Tax Credits and Other Fed/State Funds	• Preservation	• Land Acquisition	• Density Bonus	• Density Bonus	• Density Bonus
• SPET Secondary Additional	• SPET Secondary Additional	• Preservation	• Land Acquisition	• Land Acquisition	• Land Acquisition
• Residential Inclusionary	• Residential Inclusionary	• Granting	• Granting	• Granting	• Granting
• Residential Linkage	• Residential Linkage	• Subsidize Housing Development	• Subsidize Housing Development	• Subsidize Housing Development	• Subsidize Housing Development
• Commercial Linkage	• Commercial Linkage	• Private Donations & Grants	• Private Donations & Grants	• Private Donations & Grants	• Private Donations & Grants
• Consistent Predictable Process	• Consistent Predictable Process	• Dedicated Sales Tax	• Dedicated Sales Tax	• Dedicated Property Tax	• Dedicated Property
• No Net Loss	• No Net Loss	• Tax Credits and Other Fed/State Funds	• Dedicated Property Tax	• SPET Secondary Additional	• Dedicated Sales Tax
• Public Private Partnerships	• Public Private Partnerships	• Dedicated Property Tax	• SPET Secondary Additional	• Commercial Linkage	• SPET Secondary Additional
• Education	• Education	• Residential Inclusionary	• Residential Inclusionary	• ARUs	• Commercial Linkage
• Flexible LDRs	• Flexible LDRs	• Commercial Linkage	• Residential Linkage	• Rental Zoning	• Zone for Density
• Trailer Parks/ Microhousing	• Trailer Parks/ Microhousing	• Residential Linkage	• Commercial Linkage	• Consistent Predictable Process	• Consistent Predictable Process
• Rental Development Incentives	• Rental Development Incentives	• Consistent Predictable Process	• Zone for Density	• No Net Loss	• No Net Loss
		• No Net Loss	• Consistent Predictable Process	• Public Private Partnerships	• Public Private Partnerships
		• Public Private Partnerships	• No Net Loss	• Education	• Education
		• Education	• Public Private Partnerships	• Flexible LDRs	• Flexible LDRs
		• Flexible LDRs	• Education	• Trailer Parks/ Microhousing	• Trailer Parks/ Microhousing
		• Trailer Parks/ Microhousing	• Flexible LDRs	• Rental Development Incentives	• Rental Development Incentives
		• Rental Development Incentives	• Trailer Parks/ Microhousing		
			• Rental Development Incentives		

120-150% AMI		> 150% AMI	
Rental	Owner	Rental	Owner
• Density Bonus	• Density Bonus	• Density Bonus	• Density Bonus
• Angel Fund	• Angel Fund	• Angel Fund	• Angel Fund
• Subsidize Housing Development	• Subsidize Housing Development	• Subsidize Housing Development	• Subsidize Housing Development
• Rental Zoning	• Rental Zoning	• Rental Zoning	• Rental Zoning
• Consistent Predictable Process	• Consistent Predictable Process	• Consistent Predictable Process	• Consistent Predictable Process
• No Net Loss	• No Net Loss	• No Net Loss	• No Net Loss
• Public Private Partnerships	• Public Private Partnerships	• Public Private Partnerships	• Public Private Partnerships
• Education	• Education	• Education	• Education
• Flexible LDRs	• Flexible LDRs	• Flexible LDRs	• Flexible LDRs
• Trailer Parks/ Microhousing	• Trailer Parks/ Microhousing	• Trailer Parks/ Microhousing	• Trailer Parks/ Microhousing
• Rental Development Incentives	• Rental Development Incentives	• Rental Development Incentives	• Rental Development Incentives

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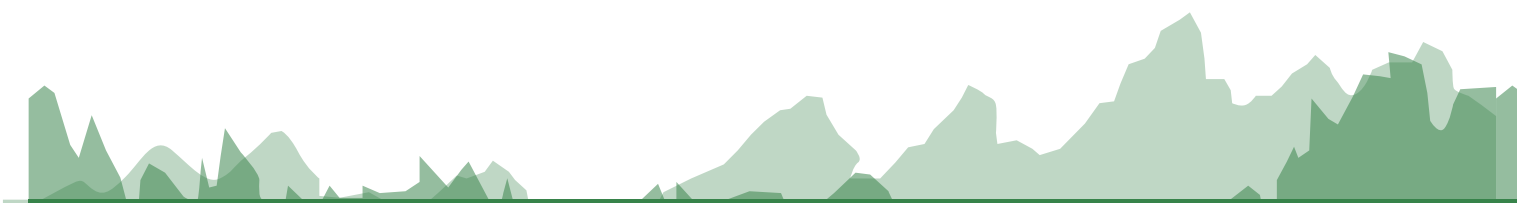


APPENDIX A:3

ANALYSIS OF TOOLS

INTRODUCTION

Chapter A3 presents existing and potential tools evaluated at the Housing Summit based on costs and benefits of efficiency and effectiveness in preserving and producing housing across the housing spectrum. Tools can be further characterized by cost, complexity, and provision of housing. Each tool is described in the following pages. Direction from the Housing Summit concludes the Chapter.

Tools Analysis

The tools presented in this chapter are options for implementing the workforce housing program organized by the following categories:

- Mitigation
- Funding Sources
- Uses of Public/Non-Profit Funds
- Zoning
- Incentives

Each tool represents a vehicle to implement the recommendations of the Housing Action Plan, and provides benefits to the community.

To achieve a goal of 65%, a variety of tools must be utilized. The availability of workforce housing is the result of a combination of market opportunities and many tools (zoning, commercial mitigation, federal housing programs, bonuses, incentives, private employer initiatives, and the work of local housing organizations, to name a few). The combination of these tools works best when balanced with other community values.

This community has been fortunate to have a variety of tools available to address housing our workforce. Some strategies have been more successful during strong economic times, and others in weaker economies. Housing tools include market solutions, regulations, and funding sources that have led to a variety of housing options. Tools are often combined when they can leverage each other's strengths.

A variety of tools is necessary as not all tools work for all situations. For example, several large workforce housing developments were proposed but not approved because of the perceived cost to the community in terms of traffic, wildlife habitat or other values which outweighed the benefits of proposed housing.

Use of Housing Tools in the Past

According to the 2014 Teton County Housing Needs Assessment, prior to 2007 52% of restricted workforce housing production came from commercial and residential mitigation requirements, 33% through incentives (ARU's, units built by employers, density bonus, planned unit developments) in Land Development Regulations (LDR's) and 16% through unrequired or voluntary efforts by housing providers. Mitigation requirements and incentives work very well during periods of strong development and Jackson/Teton County should be commended for harnessing that development strength to produce workforce units. As development slowed after 2007, the situation began to change.

Jackson/ Teton County Workforce Housing Production Tools (2007-2014)

	2007-2014	%	Pre-2007
Residential Mitigation	81	11%	52%
Commercial Mitigation	79	10%	52%
Incentive	80	11%	32%
Tax Credits	178	24%	-
Habitat/ JHCHT/ TCHA	52	7%	-
Other Voluntary	286	38%	16%
2007-2014 Total	756	100%	100%

In the last seven years, production through mitigation requirements and incentives has dropped from 84% (prior to 2007) to 32%. Voluntary production has dramatically increased largely due to rental units being used by large employers. Only 7% of the units created in recent years that did not relate to mitigation have come from the efforts of the three housing providers: Habitat/JHCHT/ TCHA. 38% (286 units) is presumed to have been voluntary from employers. However, there is no central registry or inventory of those units, and it appears no formal restriction on their occupancy nor use exists other than those imposed by the employer.

General Highlights on Tools

The following provides an overview of key highlights from the eight housing studies related to housing tools.

- Utilize the following array of tools to help the community achieve its housing goals: commercial mitigation, residential mitigation, ARUs (County, AR Zone, and Town), land development regulations, and lodging overlay.
- Conduct thoughtful and strategic development of housing through the continued use of a balance of all the existing tools to be effective during both up and down markets. Respect neighborhood conservation by including neighbor input from the beginning of any workforce housing development.

MITIGATION

Mitigation tools are zoning provisions in LDRs that require workforce housing to offset impacts. Mitigation has produced 23% of restricted housing since 2007. (Wake Assessment)

Residential Inclusionary

In a residential inclusionary requirement a percentage of new residential units are required to be workforce housing. The requirement is typically construction units. Currently 25% of new residential units are required to be deed restricted to be affordable at 80%-120% AMI and occupied by a member of the local workforce. Residential inclusionary housing can be applied to require either ownership or rental units, although ownership is more common. Requirements can be complex and determining compliance is staff intensive. Residential inclusionary housing is only effective if density is increased, however the benefit is that the developer builds the units instead of the public having to turn a fee into a unit.

Residential Linkage

Residential linkage is a requirement to provide workforce housing based on employee generation from new residential construction. Requirements are typically in the form of a fee and increase with house size. This tool is not widely used in Jackson and Teton County. Residential linkage fees can yield either ownership or rental units, however rental is most common with this tool. The income category for residential linkage is typically less than or equal to 80% because it is typically designed to mitigate the impact of employees generated to maintain property, who often have lower incomes. This housing type is used to house low wage workers, but could be used in any spectrum. Costs are broadly spread among all new homes, with housing additions and construction paying for units.

The process is simple to administer - if collecting a fee, but turning the fee into units requires administration. Yet residential linkage provides several benefits. For example, there is flexibility in how funds can be spent, construction is more stable than a density increase, and there is the potential for more funding than inclusionary housing. In addition, fees can be used to leverage other funding opportunities.

Commercial Linkage

Commercial linkage is the requirement to provide workforce housing based on employee generation from new commercial development. In the Town/ County's current program, mitigation rates, which vary by industry, are set to house seasonal workers who cannot afford market rent (based on 1994 Needs Assessment). Mitigation units are required to be deed restricted to be affordable at less than or equal to 120% AMI and occupied by a member of the local workforce. However, commercial linkage does not have to be intended for seasonal employees only, in fact most programs focus on all employees or year-round employees. Commercial linkage housing can be applied either through ownership or rental units. Like residential linkage, rental is most common with most programs targeting lower income categories than our current programs. This tool can be simple, employers pay when they expand, but current regulations and guidelines need substantial modification as they are overly complex and confusing. If collecting a fee, turning the fee into units requires administration. Benefits are currently significantly lower than they could be, but potential benefits are high if the focus is on year round workers. Fees can be used to leverage other funding.

Mitigation Highlights

The following provides an overview of key highlights from the eight housing studies related to mitigation.

- Apply updated residential mitigation fees to County building permits issued on lots platted prior to 1997, lots formed through the family subdivision exemption, and homes permitted on 35-acre tracts. Include lots created outside the subdivision process in a comprehensive residential mitigation program.
- Apply commercial mitigation throughout the County and require standards from all commercial development throughout the County to provide consistency at the community level.
- Modify the residential mitigation fees to base requirements on floor area rather than bedrooms. Ensure residential mitigation requirements are commensurate with the size of home. Mitigation requirements should be assessed at time of plat for new development and should be based on the maximum FAR allowed per the subdivision plat.
- Update commercial mitigation to reflect current year-round employment levels. The standards should be updated to reflect current employment ratios and should be aggregated to simplify the administration, such as accounting for changes in use over time.
- Update commercial mitigation regulations to allow ownership units to meet mitigation requirements. Allow commercial developers to choose to build ownership or rental housing, depending on the needs of their commercial operations and their resources for property management.
- Simplify commercial mitigation requirements to eliminate review of changes in use. Consolidate the different categories of uses to simplify the program while maintaining its effectiveness.
- Revise the commercial mitigation requirements to be consistent between the Town and County, ultimately providing a square footage based requirement that can be easily quantified and enforced that is an accurate reflection of the employees to be housed.
- Lower the AMI cap for rental mitigation from 120% to 80% of AMI.
- Increase the residential and commercial mitigation standards above the current 15 % level to 40%.
- Update residential and commercial affordable housing fees to reflect current market conditions.
- Update commercial mitigation regulations to allow ownership units to meet mitigation requirements. Allow commercial developers to choose to build ownership or rental housing, depending on the needs of their commercial operations and their resources for property management.
- Formalize the selection of mitigation methods, requiring developers to construct the required housing on site. Update mitigation fees, restrict mitigation payments and require more on-site development.
- Develop rental, ownership, and seasonal housing developments that business owners and small-scale developers can buy into to fulfill their mitigation requirements.

FUNDING SOURCES

All projects built by the Housing Authority have included some subsidy by the community taxpayer. Teton County and Jackson are blessed with significant financial resources - the question is how best to harness them in a fair and equitable way to address housing solutions. Teton County has a Specific Purpose Excise Tax approved by voters through which various community projects and programs are funded. Revenues from this tax have twice been allocated to TCHA for workforce housing, in 2001 for $9.3 million and in 2006 for $5 million.
Options to fund the organizations that deliver housing include the following:

- A 1% sales tax (only 6 of 7% available is being used currently)
- A 1% Local Option Tax (SPET)
- A portion of the Lodging Tax (housing has a direct impact on Tourism)
- A 0.5% Real Estate Transfer Tax (would require amendment of state statute)
- A 1 mill levy on property tax in the Town

Angel Fund

The Angel Fund (AKA L3) is a for-profit social enterprise with the goal of performing a socially beneficial purpose. Angel Fund developers are not currently providing housing in Teton County, and we are unaware of comparable communities using this type of resource. Angel Fund can be used for both ownership or rental units. While ownership provides a quick return, rental is a long term investment. The income category (AMI) for Angel Funds would be greater than 100%. because projects must generate a return on investment for the tool to work. Start-up time and expenses are required, as well as administration. This is not a public cost but there is limited applicability because of the need to generate a return. This tool may have greater potential when financing is more expensive.

Private Donations and Grants

Private donations and grants are tax deductible contributions to a non-profit organization. Currently JHCHT and Habitat raise funds to augment other funding sources and construct housing. JHCHT is unique among peer resort communities, where non-government housing organizations are rare. Private donations and grants can be applied to ownership or rental units, although ownership seems to have more appeal to donors. The income category (AMI) for private donations and grants is 50% - 150%. Fundraising can be time consuming but the system is established. This is not a public cost rather it is a private decision. There is flexibility in how funds can be spent and the tool builds goodwill within the community regarding housing provision, however it is unlikely to become a major funding source.

Dedicated Sales Taxes

Dedicated sales taxes include optional sales tax, SPET, lodging, and real estate transfer. Currently only SPET has been used as a funding source directed specifically for housing. Dedicated sales taxes can be applied both to ownership or rental units and can respond to changing needs in income category and unit type. The community and visitors are paying for units, and while the public vote is time consuming, long term administrative costs are low. Real Estate Transfer Tax is not currently permissible by statute, so costs to enable Real Estate Transfer Tax at the State level are high. Similarly, requirements on the use of a lodging tax limits effectiveness. A dedicated revenue stream is very beneficial and flexible and can be used to leverage other funding sources. A SPET type funding stream is less beneficial because it is unsteady. The yield is about $11M per year per penny sales tax.

Dedicated Property Taxes

Dedicated property taxes are property taxes earmarked for housing provision, however they are not currently used by the Town and County. Dedicated property taxes can be used to create ownership or rental units and can respond to changing needs in income category and unit type. The public is paying for units, but the funding is a good source of leverage for other funding mechanisms. Long-term administrative costs are low and the tool provides a dedicated revenue stream that is very beneficial and flexible, yet can be used to leverage other funding sources. Yield is about $1.1M per County mil of property tax.

Tax Credits and Other Fed/State Funds

Tax Credits and Other Fed/State Funds are programs that directly fund low income housing or authorize credits that can be sold to raise funds. Tax credits have been used by the Town and County in the past. Tax Credits are widely used for rental housing. The income category (AMI) for this tool is less than or equal to 60%. These programs are often done through public/private partnerships and there are some local administration costs. Application for credits requires resources and some are competitive although the market for tax credits is currently quite high. Multifamily zoning is needed. Although infrequently used, Tax Credits and Other Fed/State Funds have provided a number of units when used.

Funding Source Highlights

The following provides an overview of key highlights from the eight housing studies related to funding sources.

- Establish a dedicated revenue source for housing such as a tax or fee specifically for housing.
- Establish a secure funding source after an analysis of viable options. Create a housing fund to manage funds and allocate to all housing providers based on criteria which accomplish the housing objectives and on fee for services such as stewardship of restricted units.
- Pursue additional dedicated revenue sources to diversify revenue sources, and help to stabilize revenue fluctuations due to market upturns and downturns. Local officials should lobby state representatives to change the legislation to allow a Real Estate Transfer Tax (RETT).
- Apply updated residential mitigation fees to County building permits issued on lots platted prior to 1997, lots formed through the family subdivision exemption, and homes permitted on 35-acre tracts. Include lots created outside the subdivision process in a comprehensive residential mitigation program.
- In order to better meet workforce housing demand these funds must be more consistent annually, come from more than one source (SPET) and flow to all housing providers rather than being funneled to one (TCHA).

USES OF PUBLIC/ NON-PROFIT FUNDS

Funds from public and non-profit groups play an important role in supporting workforce housing programs. In order to better meet workforce housing demand these funds need to be more consistent annually, come from more than one source, and flow to all housing providers rather than being funneled to one. Public/non-profit funds can be used for preservation of existing housing, land acquisition, subsidizing of housing development, and granting.

Preservation

Preservation programs are dedicated to preserving existing housing stock as workforce housing through buy downs, rehab, reverse mortgages, etc. Currently employers are buying existing housing stock to keep it available for their employees and preserving the units as workforce housing. Preservation can be applied to both ownership and rental units. Buy downs and reverse mortgages are oriented toward ownership; while employer rehab is suited for rental units. Preservation programs typically target income categories (AMI) less than or equal to 80%. Buy down and reverse mortgage type programs are staff intensive and start-up and funding have a steep learning curve. This is a unit-by-unit effort. Preservation is arguably more important than production given then limit on the overall amount of growth. Efforts to preserve units that would otherwise leak out of the workforce housing pool are more impactful than the preservation of rental units.

Land Acquisition

Land acquisition consists of funding used to purchase land for future development of housing, prior to and separate from actual design of the development. TCHA has used this approach in the past to leverage current funds against future projects, when funds for a full project are unavailable. Land acquisition can be applied to an eventual project is either ownership or rental. Similarly, the income category (AMI) can be determined when an eventual project is designed. Some design process efficiencies may be lost by acquiring land separate from project development. However, land acquisition can be leveraged into partnerships and stabilize rising land cost. The benefit can be high if land acquisition is the major project barrier and can catalyze development.

Subsidize Housing Development

Subsidized Housing Development involves the design, permitting, and construction of a workforce housing project where the project costs are subsidized so that the sales or rental price is affordable to the target occupant.. Non-profits and local government have utilized funding for this purpose in the past. Subsidized Housing Development can be applied to either ownership or rental units, however previous efforts have largely focused on ownership. The income category (AMI) is greater than or equal to 80%. Development of new product is often in partnership with non-profits or private developers. This tool has provided a number of units when used, but would be more effective in the future with consistent funding.

Granting

"Granting" is subsidized housing development by contracting for the entire development process rather than managing development with staff. In the past the Town and County have partnered with non-profits and private developers contributing land and/or mitigation fees for development, but have not contracted out of all phases of development. "Granting" could be used to produce either ownership or rental units, however past efforts have focused on ownership. The income category (AMI)

is flexible and projects could be designed to address the highest need at the time of the grant. "Granting" still requires considerable administration but less development management, yet contract fees can cost more than staff resources. The idea behind "Granting" is to optimize development cost through grant application competition.

Highlights of Use of Public/ Non-Profit Funds

The following provides an overview of key highlights from the eight housing studies related to the use of public/non-profit funds.

- Create a housing preservation program and consider methods to improve the condition and livability of existing homes and to preserve affordability through rehabilitation/ weatherization that entail placement of restrictions, buy down assistance and subdivision of lots in some areas within town.
- Create a housing fund by pooling revenues from commercial mitigation, in lieu payments, residential linkage fees, other new taxes or fees that might be created, donations, and the Special Purpose Excise Tax if additional allocations are awarded to housing.
- Develop a program to create units for small employers
- Develop an inventory of potential affordable housing sites and prioritize acquisitions.
- Monitor the rental market and rental housing needs. Look for opportunities to purchase existing rental and lodging properties for affordable housing.
- Develop an inventory of existing multifamily developments including free market and affordable units and identify opportunities for potential acquisition.
- Increasing density from single family and duplex to townhome and condominium can reduce the amount of that per unit funding, but that extra funding should not be further increased by lowering the sale price to a household in a lower AMI category.

ZONING

Existing Zoning

Workforce housing successes such as Cottonwood Park have been measured by the developments' use of mixed housing types that ranged from single family units to apartments, duplexes and townhomes or small lot offerings. While some deed restricted housing is also offered, the overall neighborhood offerings are targeted at working families and have typically offered free-market ownership opportunities for working families of Teton County.

Existing zoning refers to the market provision and preservation of workforce housing that is going on today. The share of workforce housing provided by the market is diminishing as housing stock turns over, but not all workforce housing has to be restricted. Employers are buying existing stock for use as workforce housing. Existing zoning can be applied to either ownership or rental units, although it is increasingly focused on rentals. The income category (AMI) is greater than 100%. The cost to the public is as low as the market or employer, and provides housing for profit. However, employer preservation of units more often preserves units that would be affordable on the free market than units that would leak out of the workforce housing pool.

Rental Zoning

Rental zoning is zoning that allows multi-unit development but prohibits separate sale of those units. This tool is not currently used by the Town and County. Rental zoning would provide rental units in the income category (AMI) greater than 100% although new units would tend toward higher incomes. The public cost would be to allow zoning to be implemented, and the developer builds units. Market rental product is difficult to pencil but it facilitates the use of other tools.

Zone for Density

Zoning for density seeks to increase by-right density to promote housing that is more affordable. This tool has been used in the past but infrequently, as most density has come in the form of incentivized density bonuses. Zoning for density can be applied to ownership units, or in combination with rental zoning. The income category (AMI) is likely to be greater than 100%. The public allows zoning to be implemented, and the developer builds units. The community character may be compromised if the zoning is not in the right area. The benefit depends on how many unrestricted units are occupied by the workforce.

Accessory Residential Units (ARUs) Accessory Residential Units (ARUs) are secondary rental units allowed as additional density. ARUs are currently allowed in most Town and County zones. Only some units have deed restrictions, but regulations require units be occupied by the local workforce if rented. The income category (AMI) is 80-120%. Enforcement could grow to be more staff intensive without deed restrictions. Use of the ARU tool has resulted in a number of units in the past, however some owners do not want to manage rentals.

Zoning Highlights

The following provides an overview of key highlights from the eight housing studies related to zoning.

- Zone for workforce housing that will not be desirable to the second home buyer.
- Modify group home provisions. The Town and County both permit group homes within their development codes as an "institutional residential" use, but have slightly different definitions. To reduce confusion among developers, the town and county should explore using a common definition.
- Identify locations for multi-family rental units (four-plex or more) and workforce housing neighborhoods to create predictability and transparency.
- Create an overlay district for affordable housing and establish minimum density standards within the Affordable Housing Overlay.
- Review and modify zoned densities to ensure they have the needed diversity in type and affordability of housing product in alignment with town goal of housing 65% of the workforce and the immediate need for more affordable rental units.
- Increase site coverage and building height to enable the development of workforce housing units by reducing per unit land cost.
- Continue supporting the development of ARUs as another way of providing affordable rental housing for the local workforce and providing local families space for aging relatives. Keep the size at or below 1,000 square feet to maintain affordability and use as long-term rentals.
- Adjust accessory unit regulations. In town, require that the units be rented long term or sold to employee households and enforce prohibitions against renting in the short term (nightly and weekly).
- Consider revisions to the affordable housing sections of Land Development Regulations.
- Work with the Town and County to adopt a uniform set of affordable housing regulations.
- Continue to create subdivisions in the County outside the Town of Jackson will compound the problem
- Land constraints dictate that population growth can only be accommodated by increases in residential density
- Create plenty of opportunity for creative mixed-use and residential solutions

INCENTIVES

In addition to requirements for housing, the Town and County land development regulations also include some incentives to encourage the development of workforce housing. These incentives allow more square footage or units on a property in exchange for permanent restricted workforce housing.

Density Bonus

Density bonus is the granting of additional floor area or density if the bonus allowance is for workforce housing. The Town currently allows a 25% FAR bonus for price and occupancy restricted housing, however the County's PUD for Affordable Housing has been repealed. Density bonuses can be applied to either ownership or rental units and the income category (AMI) is typically greater than 100%. A developer is unlikely to use a bonus if it does not pencil. Much of the public cost is political in contentious review of individual projects although when utilized, it can yield a lot of units, especially when used in combination with other tools.

Technical Assistance

Technical assistance is the provision of assistance in project design, grant application, partnership building, etc. TCHA and JHCHT currently provide some of these services informally. Technical assistance can be a variety of ownership or rental units categories (AMI). Technical assistance requires staff time and resources, but most of the work is done by the developer. Technical assistance does not provide for units itself, but is helpful in conjunction with other tools.

Incentives Highlights

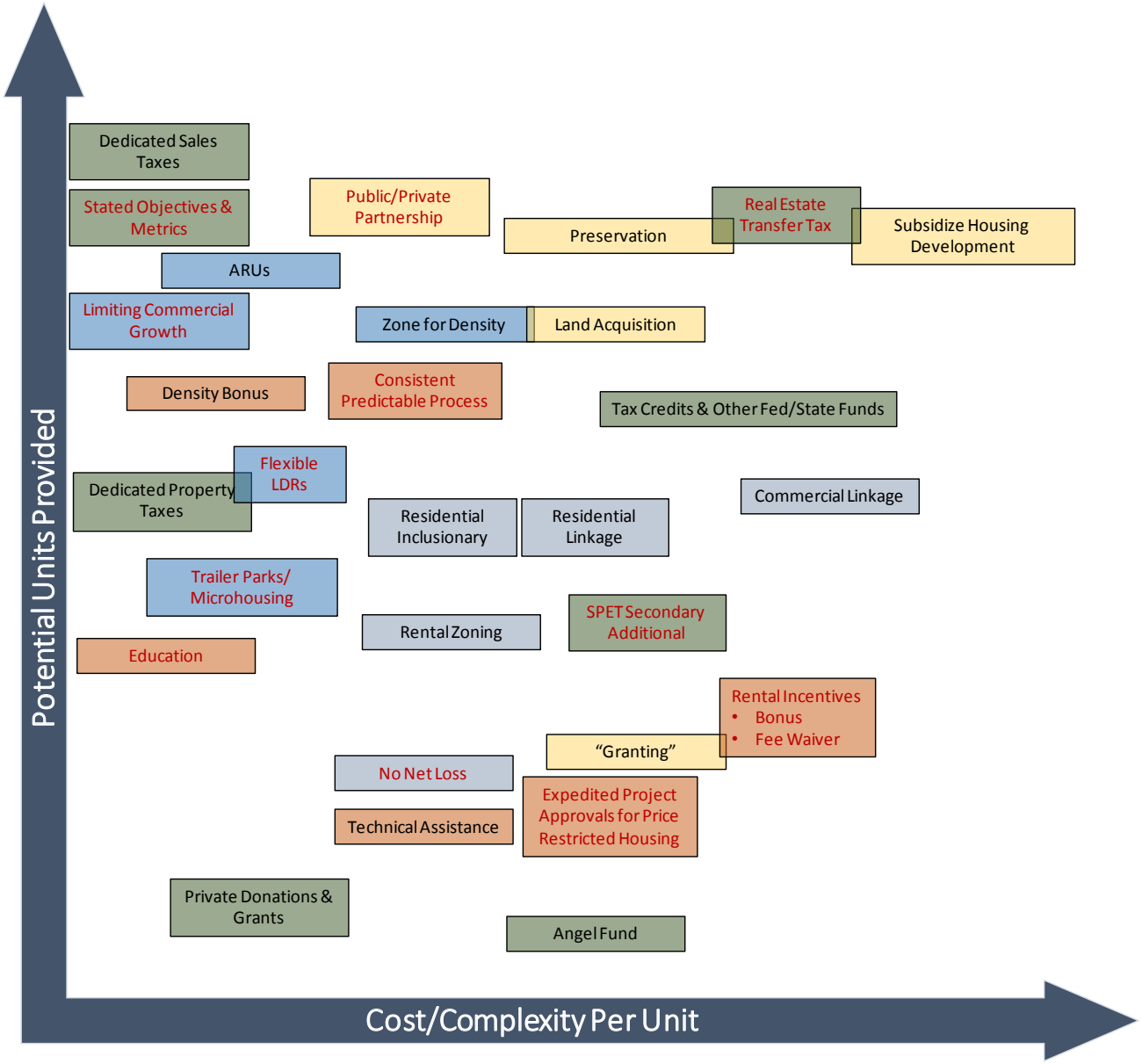
The following provides an overview of key highlights from the eight housing studies related to incentives.

- Explore more incentives to build affordable housing, maintain no net loss of units, provide resident relocation assistance, expand the first-right of refusal purchase regulations for tenants residing in converted apartments, modify ADU standards for affordable housing, and offer renovation programs/assistance.
- Be creative with seasonal rental housing solutions. Provide options for summer workers, such as on-site seasonal housing, lofts/apartments in refurbished industrial areas, or other high density, summer workforce housing.
- Incentivize development of rental opportunities in the free market through zoning, fee waivers, funding and technical advice and offer opportunities for entry level ownership housing.
- Implement responsible development across municipal borders for a comprehensive community strategy for sustaining workforce housing. Embrace density, unite open space and affordable housing, and encourage development through incentives such as density bonuses.
- Revise the Affordable Housing Planned Unit Development (PUD) standards.
- Adjust Accessory Unit Regulations. In town, require that the units be rented long term or sold to employee households and enforce prohibitions against renting in the short term (nightly and weekly).

HOUSING SUMMIT DIRECTION

Participants in the Housing Summit were asked to evaluate which tools would be best used to provide and preserve workforce housing. The discussion that followed focused on how effective each tool is in providing housing and how costly and complex each tool is to implement. The chart on the following page shows the outcome of the Summit discussion. The bullets below summarize the discussion of the exercise.

- All housing tools are necessary to address the entire spectrum of housing
- Direct a dedicated sales tax to housing provision and transportation
- Focus on the following efforts to provide housing
    - Preserving existing workforce housing stock
    - Providing land as the subsidy and working with developers to get units on the ground
    - Allow the maximum densities permissible in Comp Plan to provide housing
    - Prioritize keeping pace with growth
    - Consolidate/simplify mitigation requirements
- Monitoring progress toward the community's goal of housing 65% of the workforce locally is key


Potential Units Provided
Cost/Complexity Per Unit
Dedicated Sales Taxes
Stated Objectives & Metrics
Public/Private Partnership
Preservation
Real Estate Transfer Tax
Subsidize Housing Development
ARUs
Limiting Commercial Growth
Zone for Density
Land Acquisition
Density Bonus
Consistent Predictable Process
Tax Credits & Other Fed/State Funds
Flexible LDRs
Dedicated Property Taxes
Commercial Linkage
Residential Inclusionary
Residential Linkage
Trailer Parks/ Microhousing
Rental Zoning
SPET Secondary Additional
Education
Rental Incentives
• Bonus
• Fee Waiver
"Granting"
No Net Loss
Expedited Project Approvals for Price Restricted Housing
Technical Assistance
Private Donations & Grants
Angel Fund

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APPENDIX A:4

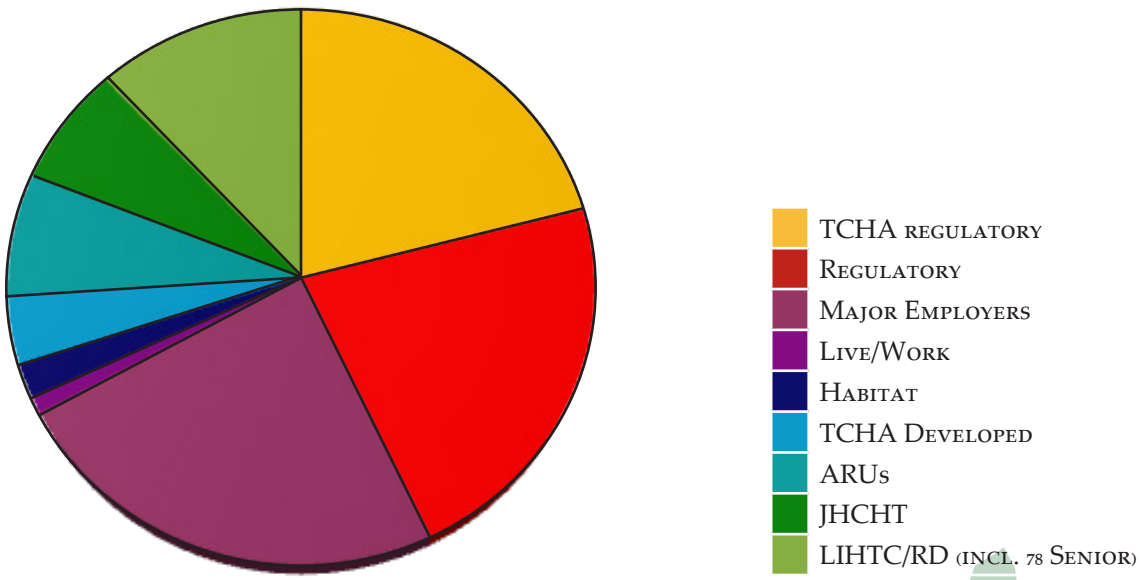
PROVIDERS AND ORGANIZATIONAL STRUCTURE

INTRODUCTION

Chapter A4 presents an overview of the providers of workforce housing and discusses the organizational structure of the public workforce housing program. Discussions at the Housing Summit focused on the Town and County role in enabling provision of workforce housing by the existing market, private developers, employers, non-profits, and the public; and the organizational structure of the public housing entity and the administrative functions related to workforce housing.

The Assessment of Workforce Housing Provision and Management study prepared by Tim Wake in 2014 provides an assessment of the efficiency and effectiveness of various housing providers in preserving and producing housing across the all housing categories. Ensuring an adequate supply of workforce housing has been a challenge in Teton County for decades. The Town of Jackson, the Teton County Commissioners, Housing Authority, JHCHT, Habitat and employers and developers have worked effectively in the past to address this challenge and maintain a vibrant, diverse local workforce. Major employers including the local governments, the ski area, the hospital, grocery stores and the school board have also worked to produce workforce housing, mostly rental, and private sector developers have produced market and deed-restricted units. (Wake)

The chart below shows the total inventory of restricted workforce housing units in Jackson and Teton County in 2014, as quantified by Time Wake. The total of 1488 housing units represents all housing units (restricted formally or informally) that are dedicated to the local workforce including 178 Low Income Housing Tax Credit and Seniors units (presumably housing predominantly employees and retirees).



PROVIDERS

For the purposes of Workforce Housing Action Plan, providers of workforce housing are classified as the existing market, private developers, employers, non-profit organizations and the public. Each of these providers contributes to opportunities for housing and each has its own strengths. There are currently three main providers of restricted workforce housing in Jackson and Teton County, the Teton County Housing Authority, Jackson Hole Community Housing Trust, and Habitat for Humanity. These providers have overlapping and disparate roles. (Wake) The Housing Summit allowed an opportunity for discussion regarding how all providers can contribute to workforce housing, and what role the Town and County can play in supporting these providers.

Existing Market

The workforce housing being provided by the existing market is identified in the 2014 Regional Housing Needs Assessment. That study shows that only 2% of ownership units listed are affordable under 120% of Area Median Income. Rental occupancy in 2014 was extremely high indicating a need for rental product. As might be expected this means that households of less than 50% AMI are burdened by the price of their rents.

Private Developers

Chapter A2 provides some insight into the workforce housing being provided by private developers, as does the 2014 Regional Needs Assessment. The market is providing a limited number of housing units (60-70 annually over the past 7 years). A portion of these are being occupied by the workforce, and are likely being built by the workers themselves, because listing data would indicate that developed and sold units are only affordable to households making more than 120% of Area Median Income. Private developers are not building rental units.

Employers

Chapter A2 also identifies the significant contributions of workforce housing by employers over the past 7 years. Many of these units are existing units bought by employers to rent to employees. Others are units built as ARUs or standalone employee housing projects.

Non-Profits

The Jackson Hole Community Housing Trust (JHCHT)

JHCHT generates considerable funding for housing through private donations and combines this with public funding and other grants to produce workforce housing units, but does not have a clearly defined role that would allow it to collaborate with TCHA. Instead, these two organizations essentially compete with one another to deliver similar products. While competition is beneficial in the delivery of market housing, it is not helpful in the non-profit sector which shares the same resources. (Wake)

Habitat for Humanity

Habitat for Humanity has a distinct and proven program that has delivered 27 homes to date and plans to build 4 homes per year moving forward. It does seem to have a clear and separate role in housing delivery and works well within the larger system, but would benefit from being part of a more collaborative and integrated delivery system across all forms of workforce housing. (Wake)

Public

Teton County Housing Authority

The Teton County Housing Authority (TCHA) plays a lead role in the delivery of deed-restricted and some long term rental housing. TCHA reviews plans for the Town and the County, purchases land for its own projects and collaborates, at times, with the Trust and Habitat on land purchases. In some cases it may actually compete with other stakeholders on land purchase. TCHA oversees the restrictions on workforce housing rental units produced by small employers, while large employers tend to create their workforce units voluntarily and operate them independently. TCHA also develops its own projects and administers rentals, sales, resales and restrictions on that inventory. Current activities include both oversight of existing inventory of deed restricted homes and facilitation of building new rental and ownership opportunities at the Category 1 – 3 range. (Wake)

TCHA STRUCTURE

Structural change in the provision of workforce housing is needed. Small adjustments within the delivery system as currently constructed are unlikely to increase the production and protection of workforce housing that is clearly needed. (Wake) In order to implement a successful workforce housing program and action plan, we should implement a directed management team, create a structure for enforcement, monitor the progress of the program, and educate community members on how they can participate and contribute to its success. The figure below presents the options discussed at the Housing Summit for the structure of workforce housing management and responsibilities a jurisdiction, organization or board could hold. Housing Summit participants reviewed the options and discussed specifics of how to implement.

TCHA Organization

The work of the Housing Authority is driven largely at the staff level and a Board of Directors governs the Housing Authority. Restructuring the housing provider delivery system could be an important change that is needed to more efficiently and effectively deliver all forms of workforce housing. Under the Wyoming statutes, a housing authority is a separate legal entity, meaning that they make all of their own decisions separate and distinct from the governing body that created them (such as the County). The exception is the approval of a housing project to proceed. The powers are vested in a board of housing commissioners that are appointed by the creating government body. The Teton County Board of County Commissioners appoints the housing authority commissioners. Options for the management structure of the Teton County Housing Authority, as detailed by the Teton County Attorney, include:

- The Town of Jackson could jointly with Teton County create the Jackson/Teton County Housing Authority.
- Teton County could dissolve the current Teton County Housing Authority and reconstitute it as a joint department with the Town of Jackson.
- The Town of Jackson could create their own housing department.
- The Town of Jackson could create their own housing authority. (County Attorney)

TCHA Organizational Highlights

The following provides an overview of key highlights from the eight housing studies related to TCHA structure.

- Reduce the TCHA mandate to focus on either project development or administering all restrictions protecting workforce housing inventory.
- Broaden the Board to include broader stakeholder participation and expertise on the reduced mandate.
- Expand the focus of TCHA to that of a master developer that acquires and entitles land and conveys sites for affordable housing to builders.
- Consider moving plan review back to the Town and County Joint Planning Department
- Identify and appoint a Workforce Housing Coordinator on a cost neutral basis to begin the harmonization of the delivery and administration of the inventory of workforce housing units to reduce duplication and confusion.
- Unify Town and County regulation and activity while enhancing consistency in the approval process.
- Recognize TCHA for its stewardship of funds and programs on behalf of the community.

ADMINISTRATIVE DUTIES

Centralized Town and County Workforce Housing Coordinator reporting to a skills-based Board with representation from all sectors could reduce duplication, confusion and competition. Existing housing providers would "work with" rather than "report to" the Coordinator. Current operational funding (TCHA, JHCHT, Habitat) could be reduced by more than the cost of the Coordinator function. (Wake)

Enforcement

In order for any restrictions to be in place in perpetuity or long term (99 years) they need to be registered and administered, especially during the changeover of a property. While this is happening at Habitat, JHCHT and TCHA, each organization has its own system. There are a multitude of different covenants, ground leases and processes creating confusion for our local employees who are renting, buying and selling.

This administration process could be done in a more comprehensive and consistent manner. It could be located under one roof and include some administration to ensure the employer units without restriction remain workforce housing.

Management

Management of the workforce housing program requires coordination of applications, processes, and restrictions. Currently there are too many portals to access and administrators of workforce housing. Each administrator of workforce housing has its own qualification requirements and process. If you purchase housing through them, there is a multitude of different ground leases, covenants and processes you need to wade through and understand. This is confusing to the user. Harmonizing and centralizing these functions will take a little time and effort but will certainly reduce confusion and increase efficiency with precious resources. (Wake)

Monitoring

An annual monitoring survey should be implemented to measure the progress of the workforce housing program. This monitoring survey could be administered by the Workforce Housing Partnership. Whistler uses an Annual Employer Survey that costs $10,000 and is conducted by a third party. Aspen and Blaine County (Sun Valley) have utilized similar approaches to avoid costly housing needs assessments. An annual monitoring survey in Teton County would allow ongoing (annual) monitoring of progress towards the 65% target. (Wake)

Education

Education is fundamental in implementing the workforce housing program and keeping the community informed as the process move forward. The introduction of an educational baseline that would provide a knowledge base to newly elected and appointed individuals would be a first step. Give newly elected/appointed leaders a shared baseline of knowledge by offering a high-quality, day-long seminar covering land use regulations and procedures. Pertinent topics could include: basic building regulations; approval processes; role of planning bodies; case study of a developer (costs, risks); sources of financing; barriers to consistency; role of managing risks in projects; and a detailed description of the current housing program. This intensive session could become a regular occurrence at the onset of new terms.

Educating the community about the role of publicly supported housing programs would generate support and interest in those programs. In addition, increasing opportunities for Fair Housing education of residents and real estate professionals in jurisdictions is an important component of workforce housing, as is improving resident education about the availability of ADA accessible and adaptable units and support programs that help households with disabilities afford needed renovations (2014 RAI).

Structure	Additional Duties
Jurisdiction • County funds TCHA • Town utilizes TCHA and has own programs • Single, joint department or entity Organization • TCHA is a separate authority • Housing could be a department • Housing could be a part of an existing department • Create Jackson/Teton County Housing Authority Board (if applicable) • TCHA has an appointed board • Entity could have a board of positions (e.g. Mayor, BCC Chair, Chamber ED, etc.) • Develop a Housing Coordinator position to work with the board	Monitor Indicators • TCHA does some • Planning does some • Contract indicator monitoring • Provide oversight of monitoring Management of Restricted Units • Applications, selections, process varies by restriction • Consolidate management of units • Identify entity to manage units Enforcement of Restrictions • Done by individual entities • Consolidate enforcement for consistency • Coordinate enforcement Education • Done by individual entities • Coordinate education and outreach efforts • Diversify education and outreach efforts

Current Practice Option from Studies

HOUSING SUMMIT DIRECTION

Participants in the Housing Summit discussed what the Town and/or County's role is in the implementation of each tool. The discussion focused on a dedicated funding source such as sales tax, the continuation of SPET, ARUs as a quick and efficient way to address housing, subsidized housing options, and land acquisition, microhomes, and housing preservation. The bullets below summarize the discussion regarding organizational structure and the chart below illustrates the public role in facilitating the use of tools by various providers.

- Joint Town/County housing effort and structure
- Foster a sense of pride in housing work
- Work together and with community
- Elected official accountability for policy decisions
- Separate housing provision and housing management and specialize the structure of each
- Reduce redundancies in process and information between housing organizations

Existing Market	Private Developer	Employer	Non-Profit	Public
ARUs – allow ARUs in other areas for workforce housing **Preservation** – support private sector acquisition **Trailer Parks/ Microhousing** – private sector seasonal and public control restricted **Rental Development Incentives** – bonus fee waiver	**Preservation** – prevent apartment conversion to condo **Land Acquisition** – support private sector acquisition **Zone for Density** **"Granting"**	**Preservation** – address the short-term rental issue **Land Acquisition** – create a program **Zone for Density**	**Preservation** **Land Acquisition** – voluntary deed restriction **Zone for Density**	**Subsidize Housing Development** – direct toward lower AMIs **Dedicated Sales Taxes** – sales tax flexibility for related projects such as transportation **Preservation** – political will **Land Acquisition** – voluntary deed restriction **Zone for Density**
Preservation – Protect opportunity for density – direct acquisition by government, renovate, and retrofit				
Land acquisition – Key role of government – support private sector acquisition, create a program, voluntary deed restriction				
Zone for Density – maximize density within community character thresholds				

APPENDIX B

SUPPORT STUDIES

SUPPORT STUDIES

2013-2014 Housing Action Plan Stakeholder Group Work

2007 Housing Needs Assessment

2010 Housing Jackson Hole - Strategies to keep two-thirds of the Teton County workforce living locally

2013 Teton County & Town of Jackson Employee Generation by Land Use Study (Nexus Study)

2014 Western Greater Yellowstone Regional Housing Needs Assessment

2014 Western Greater Yellowstone Regional Analysis of Impediments

2014 Assessment of Workforce Housing Provision and Management – Jackson/Teton County Wyoming

2015 Affordable Housing Review Draft (Opatrny Study, private)

Appendix E
Integrated Transportation Plan

TO TETON VILLA
Public Transportation
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JACKSON /TETON
INTEGRATED TRANSPORTATION PLAN

September 2015

Acknowledgements

September 2015

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Teton County, WY

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1. PLAN OVERVIEW

Blueprint for Implementing Transportation Provisions of the Town/County Comprehensive Plan

PLAN CONTEXT

This Integrated Transportation Plan (ITP) is based on the multimodal transportation vision set forth in the 2012 Update to the Town and County Comprehensive Plan and implements policies, goals and objectives developed in Chapter 3 of Section 7 of said plan:

> "Residents and visitors will safely, efficiently, and economically move within our community and throughout the region using alternative transportation."

See Appendix A for the full list of principles and policies from the Comprehensive Plan that were used to guide this ITP.

GUIDING PRINCIPLES FROM THE COMPREHENSIVE PLAN

- Meet future transportation demand through the use of alternative modes
- Create a safe, efficient, interconnected, multi-modal transportation network
- Coordinate land use and transportation planning

PLAN DEVELOPMENT

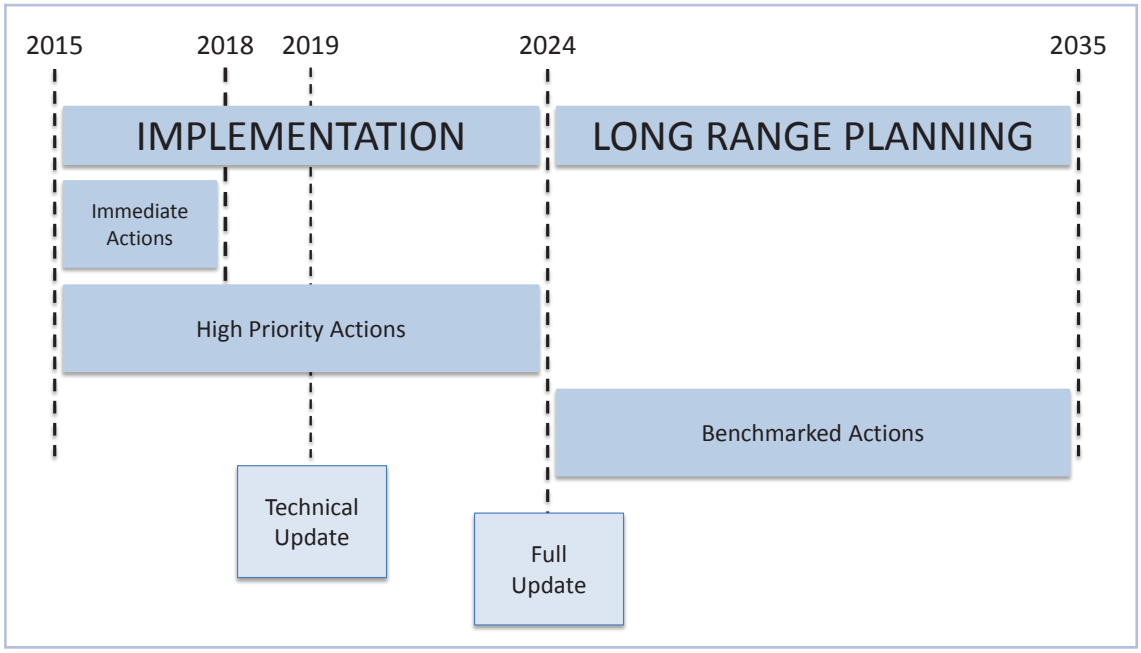
A Technical Advisory Committee (TAC) made up of staff of the Town, County and Wyoming Department of Transportation (WYDOT) guided the planning process throughout 2014. Extensive public outreach included interviews with community leaders and two public workshops attended by more than 190 people.

Details and outcomes of the public involvement process may be found in Appendices B, C and D.

PLAN HORIZONS AND FUTURE UPDATES

The Integrated Transportation Plan will be implemented over a twenty-year period. The plan is divided into three time frames as illustrated in Figure 1-1. These include: immediate actions to be implemented in the three years after Plan adoption; high priority actions to be implemented in the first ten years; and a benchmarking system to guide long range actions through 2035. A technical update will occur in 2019 with a full update of the ITP to occur in 2024.

Figure 1-1. ITP Plan Horizons



PLAN SCENARIO

The Plan Scenario is a quantitative and qualitative description of the overall program direction and primary outcomes intended by this Integrated Transportation Plan (ITP). Achievement of the Plan Scenario would represent a significant change in trajectory from the Baseline Scenario. Key indicators for both Scenarios are shown in Table 1-1 for the horizon years of 2024 and 2035.

BASELINE SCENARIO

- No interventions (programs, policies, capital improvements) to the transportation system
- Land use and demographic trends that occurred between 2001 and 2013 continue
- Travel behavior patterns such as mode share and average trip length will remain at 2013 levels

PLAN SCENARIO

- ITP programs, policies and capital improvements are implemented
- Transit ridership doubles by 2024 (from 2013) and again by 2035 (from 2024)
- An additional 5% of single occupant vehicles trips shift to non-driving modes (walk, bike, transit) by 2035
- Walk and bike mode shares increase by over 50%

The Baseline Scenario shows what would happen if recent trends in Jackson Hole continue into the future, combined with no change in current travel behavior. The Plan Scenario summarizes how this Integrated Transportation Plan is intended to shape and mitigate ongoing trends, leading to a more desirable set of outcomes. These are intended to be quantitative guidelines.

The Town and County will track performance of its transportation programs, projects and actions over time to determine whether the Action Plan (see Chapter 7), combined with ongoing trends, is leading to the intended outcomes. If not, the Action Plan will be adjusted to bring the regional transportation system back in line with intended outcomes. The performance monitoring and reporting system to be used for this purpose is described in Chapter 4.

Table 1-1. Key Indicators Under the Baseline and Plan Scenario (Teton County).

Indicator		Base Year	Baseline Scenario		Plan Scenario	
		2013	2024	2035	2024	2035
Mode Share (of total annual trips)	SOV (single occupant vehicle)	54%	54%	54%	51%	48%
	MOA (multiple occupant auto)	29%	29%	29%	29%	29%
	Walk	9%	9%	9%	10%	11%
	Bicycle	7%	7%	7%	8%	9%
	Transit	1%	1%	1%	2%	3%
Annual vehicle miles traveled (VMT)		480 million	550 million	610 million	525 million	560 million
% Growth in VMT from 2013		-	14%	28%	9%	17%
Annual transit ridership		0.9 million	1.1 million	1.2 million	1.8 million	3.6 million

PLAN SCENARIO POLICY DIRECTION

- **Land Use.** Land development will be consistent with the Jackson/Teton County Comprehensive Plan. Development is anticipated to proceed at rates similar to those experienced over the past ten years.
- **Pedestrian.** Both the Town and County will continue to invest in and improve the pedestrian environment, with an emphasis on streets in Town and in the villages and rural neighborhoods of the County. Walking by residents and visitors for short trips within settled areas will be significantly safer and more convenient than today. Jackson and Teton Village will join the ranks of walkable tourism destinations.
- **Transit.** Service increases will focus on making transit a viable choice for all travel markets, including: in-commuters, visitors and workers at Teton Village during all seasons, residents of Jackson, Wilson, Teton Village and South Park, and Grand Teton National Park visitors.
- **Bicycle.** The Town and County will make bicycle infrastructure improvements along streets and roadways in populated areas and will continue to expand and improve the region's highly successful pathways network. Jackson Hole will experience both enhanced appeal as an active recreation destination and expanded bicycling by residents and workers.
- **Mode Share.** Over 5% of daily trips made in Teton County (including Jackson) in 2013 will shift from single-occupant vehicle trips to walk, bike and transit trips by 2035. (see Table 1-1)

2. TRANSIT DEVELOPMENT

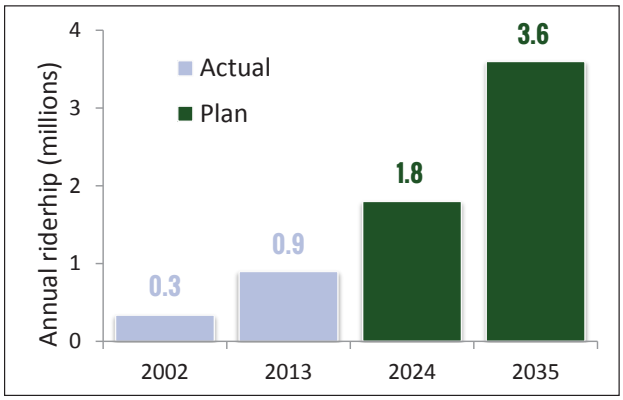
Make Transit a Viable Choice

STRATEGIC TRANSIT PLAN OVERVIEW

In the future, public and private transit in Jackson and Teton County will become a viable daily travel choice for most types of local and regional trips. Transit will be available at service levels sufficient to support convenient, timely trips by residents, commuters (including in-commuters and seasonal workers), and visitors between all destinations in the greater Jackson Hole region. By 2024, significant improvements will be made in existing services — commuter routes, fixed route scheduled local routes, and circulator routes.

The feasibility of peak summer season service between the Town and Grand Teton National Park will be tested through a pilot project coordinated with the Park, and summer service between the Town and Teton Village will be increased. By 2035, the speed of travel between the Town and Teton Village will be significantly enhanced by introduction of bus rapid transit service. All of these improvements will result in significant ridership growth consistent with the Plan Scenario (see Figure 2-1 and Chapter 1).

Figure 2-1. Transit Ridership Targets (Plan Scenario)



STRATEGIC TRANSIT PLAN HIGHLIGHTS

- Complete transit vehicle maintenance facility
- Increase commuter service and add local & express runs with stops in Wilson and South Park
- Increase summer service to Teton Village
- Initiate summer pilot service to Grand Teton National Park with a stop at Jackson Hole Airport
- Convert Teton Village route to BRT
- Streamline the town circulator route and increase service
- Expand the employer transit pass program
- Increase marketing of transit service

START BUS ROUTE STRUCTURE

- **Commuter Routes**. Longer routes that primarily serve people who work in Jackson or other areas of Teton County, but live outside the County (Star Valley and Teton Valley routes).
- **Corridor Routes.** Medium distance routes that operate along high travel corridors connecting towns, communities and other destinations within Teton County (Teton Village Route).
- **Circulator Routes**. Short distance routes that make frequent stops within a single town or community to provide local circulation and connections to corridor and commuter routes (Town Shuttle).

EXISTING TRANSIT SYSTEM

Public Transit System

Southern Teton Area Rapid Transit (START) is the transit provider to Jackson and Teton County, WY. START originated in 1987 as a ski shuttle and has incrementally expanded service over the last 25 years. It now operates year-round service on five fixed-routes, which can be grouped into three service types based on the operating structure, fare type and markets being served (see sidebar on previous page).

Table 2-1. 2013-2014 START Bus Routes Ridership and Service Levels.

Service Type	Route Name	Destinations	Fare (per trip)	Daily Runs (round trip)			Average Daily Ridership		
				Winter	Summer	Shoulder	Winter	Summer	Shoulder
Commuter	Star Valley	Jackson-Etna	$8	3	3	3	89	73	83
	Teton Valley, ID	Jackson-Driggs, ID	$8	2	2	2	74	65	69
Corridor	Teton Village	Jackson-Teton Village	$3	98	17	9	2,831	559	320
	North Route	Jackson-NMWA	Free	10	10	0	N/A	N/A	N/A
Circulator	Town Shuttle	Within Jackson	Free	32	33	29	1,150	1,278	814
All routes				**145**	**65**	**43**	**4,143**	**1,975**	**1,287**

Ridership Trends

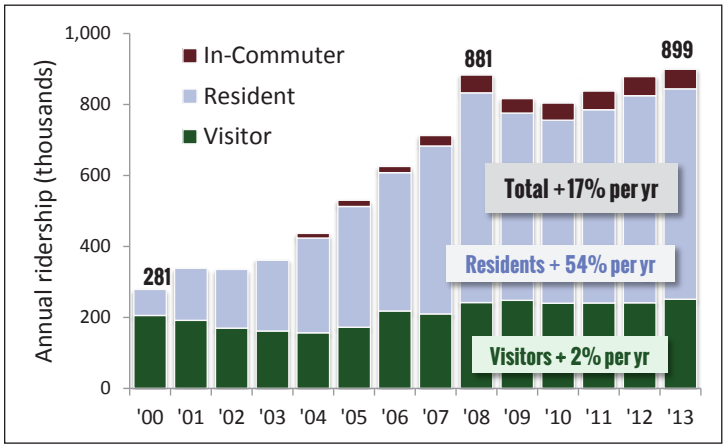
Ridership on START has more than tripled since 2000 (see Figure 2-2), growing about 17% annually, with the majority of that growth among residents (up 54% annually) and in-commuters (service began in 2003).

Despite service expansion in the summer and shoulder seasons, the majority of START's annual ridership still occurs in the winter primarily on the Jackson to Teton Village route (see Table 2-1). Much of the 18% annual ridership growth on that route since 2000 can be attributed to a combination of transportation demand management measures successfully implemented over the last 15 years (see sidebar). In the summer, the Town Shuttle accounts for about 65% of system-wide ridership (see Table 2-1). Additional transit ridership data and analysis is provided in Appendix E.

Fleet and Budget

START maintains a fleet of 30 buses (19 full size city buses, 4 hybrid 30-foot buses, 5 cutaway buses and 2 coach buses). System-wide operating expenses in 2013 were about $2.9 million, with about 23% of funding generated from fares and passes, 23% provided by the Town and County, and the remaining 54% funded by the Federal Government.

Figure 2-2. START annual ridership by demographic group.



TETON VILLAGE TDM SUCCESSES SINCE 2000

- Increased transit service (10 minute winter frequencies)
- Implemented an employee bus pass program
- Encouraged hotels in Jackson to purchase bus passes for guests
- Introduced parking fees in Teton Village
- Added an intercept lot/transfer center at Stilson

Private Transit Services

The private sector operates transit service for specific travel markets within Teton County, including:

- Hotel shuttles in Jackson and Teton Village that transport guests to the airport and ski resorts;
- Group visitor excursions to Grand Teton and Yellowstone National Park (mostly in the summer);
- Year-round shuttle service between the airport, Jackson and Teton Village meeting all commercial planes; and
- Fixed-route service between Jackson and Grand Teton National Park in the summer (5 runs daily to Colter Bay).

STRATEGIC TRANSIT PLAN

In 2012 START completed its most recent Strategic Transit Development Plan, which established 2-year and 5-year goals for START and provides detail on potential route alternatives and the estimated cost of new service. This section of the ITP builds from that plan by providing a clear set of actions the County will take over the next 10+ years in order to achieve the transit ridership target described in the Plan Scenario and other transportation goals set forth in the 2012 Comprehensive Plan (see Chapter 1).

STRATEGIC TRANSIT PLAN ELEMENTS

- Transit Facility Improvements
- Service Improvements – Commuter Routes
- Service Improvements – Corridor Routes
- Service Improvements – Circulator Routes
- Transit Pass and Fare Programs
- Marketing and Information

Transit Facility Improvements

Complete build-out of the START transit vehicle maintenance facility
START will complete future construction phases of the new transit vehicle maintenance and fueling facility in order to enable the service improvements and expansions identified in this Plan. Phase 1 of the transit facility located south of the Karns Meadow in Jackson was completed in late 2014.

New transit vehicle maintenance facility (phase 1 complete)

Add satellite maintenance facilities at the end of commuter routes
START will add basic maintenance and storage facilities at the end of the commuter routes in Etna and Driggs, ID. These would be much smaller facilities than the existing one in Jackson. New satellite facilities would be capable of basic maintenance, washing and storage and would free up vehicle storage space in the existing facility in Jackson.

Provide shelters at more bus stops
In order to improve the quality of service and raise the system's visibility, START will install shelters at all bus stops with regular boardings that do not currently have shelters. Prioritization of adding shelters to stops will be based on the average number of daily boardings, with a lower priority assigned to stops that are temporary or may move locations in the near future.

Bus shelters will be added to more stops

Evaluate demand for park 'n ride facilities
Working through the Transportation Demand Management Program (Chapter 4), START will evaluate the demand for park 'n ride access to its transit routes, both within and external to Teton County. Potential demand may include remote trip-origin demand for commuter routes, demand for peripheral facilities for intercepting trips into downtown, similar to the way that the Stilson Lot functions intercepts trips to Teton Village. To the extent a need for specific parking facilities is determined, these projects will become candidates for capital funding through the Regional Transportation Planning Organization (Chapter 6).

Evaluate demand for first and last mile access
Working through the Transportation Demand Management Program (Chapter 4), START will evaluate the demand for walk and bike access to its bus stops throughout the valley to determine whether site-specific improvements would improve access and encourage ridership. To the extent a need for specific active transportation improvements is determined, these projects will become candidates for capital funding through the Regional Transportation Planning Organization (Chapter 6).

Service Improvements - Commuter Routes

Increase service frequency of the commuter routes
START will increase the peak hour frequency and add one or more midday, evening and weekend runs on its two commuter routes: the Star Valley route between Jackson and Etna (with stops in Hoback and Alpine) and the Teton Valley route between Jackson and Driggs, ID (with stops in Wilson and Victor, ID). The addition of peak hour service will help meet growing demand for these routes (which are at or exceeding capacity). Additionally, many employees in Jackson (and Teton County) work outside normal business hours and cannot utilize the existing commuter routes. The addition of off-peak service will provide more commuters the choice to use transit, while also providing safe-guards and additional flexibility for commuters with more traditional daytime work schedules.

Service increases will be implemented concurrently with the employer pass program expansion (see Chapter 4 - TDM) to accommodate the anticipated increased demand that will be created by that program. Additional service on commuter routes will require the acquisition of new buses and will be contingent upon the completion of future phases of the transit vehicle maintenance facility or the addition of satellite maintenance facilities (see Transit Facilities above).

Service along commuter routes will increase

Implement express and local service on the commuter routes
As frequencies along the commuter routes are increased, START will begin operating express and local service along these routes particularly during peak hours when demand is high and service will be most frequent. This strategy will allow START to more effectively serve locations along its commuter routes that are closer to Jackson (such as South Park, Rafter J Ranch and Wilson), while maintaining or improving the speed of service between Jackson and communities in adjacent counties.

Service Improvements - Corridor Routes

Increase service on the Teton Village route in the summer
START will utilize excess fleet capacity from its winter fleet to increase service (and grow ridership) on the Teton Village route in the summer when the effective county population and traffic volumes are 2-3 times higher than other seasons.

Corridor bus to Teton Village

Evaluate a pilot program to provide service to Grand Teton National Park
There has been growing interest in transit service between Grand Teton National Park (GTNP) and Jackson to serve the following travel markets:

- Recreational trips by visitors and residents to/from/within GTNP;
- Commute trips by employees who work in GTNP; and,
- Personal trips to Jackson by employees who live in GTNP.

The Town and County, working through START, will coordinate with Grand Teton National Park (GTNP) to determine whether such service would be feasible and consistent with National Park Service policies and GTNP operational needs and priorities. These discussions will address whether demand would warrant a permanent fixed-route service and whether START should initiate a 2-3 year pilot program providing hourly service between Jackson and Jenny Lake during the summer months. The analysis also will consider the potential of accommodating bicycles on buses in order to increase multimodal travel options within GTNP and capture this segment of recreational trips.

Pilot program will provide summer service to Jenny Lake

If such a pilot is initiated, START would use surveys and other means to collect a robust data set of ridership and travel patterns. To provide fleet for the potential pilot service, START would use excess fleet capacity from the winter and could work with GTNP to secure a grant to fund operating expenses.

Improve transit service to Jackson Hole Airport
In order to improve transit service to Jackson Hole Airport the following actions will be taken:

- The Town and County will continue funding reduced-fares on the private sector shuttles that operate between downtown Jackson and the airport meeting all commercial flights (a 2010 study commissioned by START determined this type of service plan to be the most cost-effective short term solution to providing transit to the Jackson airport);
- The Town, County and START will improve marketing of the existing private sector shuttle service between the airport and downtown to both residents and visitors (this service is not well-advertised today and as a result is not capturing its full ridership potential); and
- An airport stop will be included as part of the Jackson-to-GTNP pilot program to evaluate the long-term viability of such service (see previous action item).

Service will be improved to Jackson Hole Airport

Provide/improve fixed-route transit service to Wilson and South Park
START currently provides limited transit service to Wilson along the Teton Valley commuter route and no service to South Park or Rafter J Ranch due to low housing densities and operational constraints. Given that the markets for the foreseeable future will be too small to justify adding corridor service, START will take the following steps to provide or improve transit service to these communities:

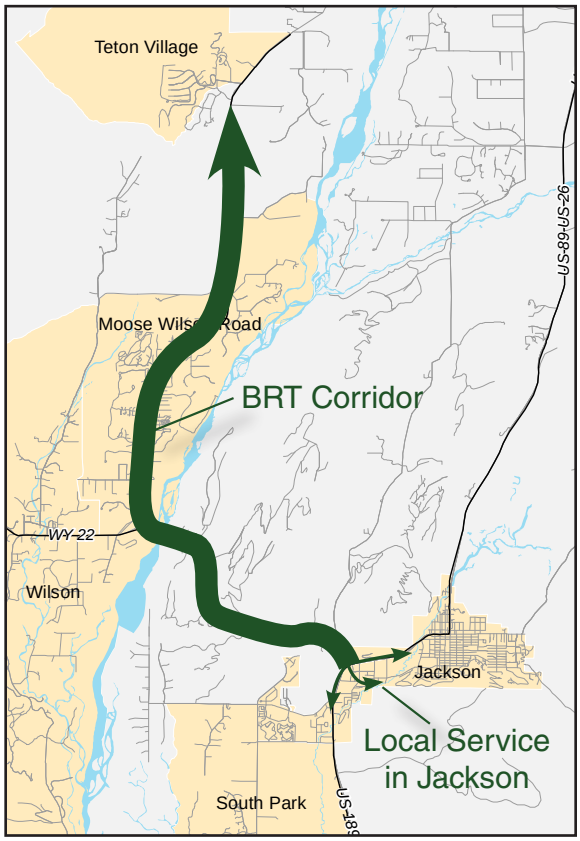
- Local runs of commuter routes which already pass through both communities will stop in each community while express runs would continue to bypass these communities;
- Bus stops will be improved (or in the case of South park new stop(s) will be added) and will include shelters, bike racks, and crosswalks to enhance visibility and functionality; and
- START will work with WYDOT to add a pedestrian crosswalk across US-26 at South Park so buses can serve the community via a stop along the highway and/or evaluate the feasibility of detouring local commuter runs off the highway to circulate on local roads through South Park and Rafter J Ranch.

Service will be improved to Wilson (pictured above) and South Park

Implement Bus Rapid Transit between Jackson and Teton Village
In order to increase transit ridership at all times of the year START will implement Bus Rapid Transit (BRT) along the Jackson-to-Teton Village corridor (see Figure 2-3). BRT would include the following elements:

- Addition of a bus/HOV lane along WY-22. START and Teton County will work closely with WYDOT during project development of WY-22 between Jackson and WY-390 (see Major Capital Projects - Group 1 in Chapter 5) to explore the potential of dedicating new lane capacity to an exclusive bus/HOV (high occupancy vehicle) lane.
- Intersection prioritization. Design of the Y intersection and WY-22/WY-390 intersection will include signal and/or lane prioritization for buses. Implementation of this design feature will require coordination with WYDOT during project development of the Major Capital Projects - Groups 1 & 2 respectively (see Chapter 5).
- Streamline Route Alignments. Bus trip times will be improved by eliminating detours in the route alignments and/or prioritizing highway access for buses along WY-390.
- Increase Service Levels. Both frequency and hours of operation.
- Branding. To enhance the visibility of the new BRT service and differentiate it from other START transit service.
- Off-Board Fare Collection. Implement at major stops (such as Teton Village and Stilson) to reduce dwell times.

Figure 2-3. Proposed BRT Route Alignment



Roadway and traffic signal capital improvements associated with BRT (such as the addition of an exclusive bus lane, queue jumps at intersections or signal prioritization as described above) will occur on the WY-22 and WY-390 corridors and will generally not extend into Jackson (although some improvements may be needed along Broadway in Jackson to aid with the transition into a bus/HOV lane at the Y intersection). Buses will generally operate in mixed traffic in Jackson similar to existing service.

While full implementation of BRT service in the Jackson-to-Teton Village corridor is not an immediate priority, the Town, County and START will initiate planning and development for BRT over the next 10 years (through 2024) to set the stage for longer term implementation. One important aspect of planning for BRT will be to incorporate BRT design elements (such as intersection queue jumps or exclusive bus/HOV lanes) into the design and construction phases of the Major Capital Projects along WY-22 and WY-390 (see Groups 1 and 2 in Chapter 5) given the likelihood that some of these projects will be initiated prior to full-scale BRT implementation. Additional explanation of when different phases of BRT implementation shall occur is provided in the Major Capital Projects section (see Chapter 5) as well as in the Action Plan (see Chapter 7). BRT is also one of the projects included in Group 2 of the Major Capital Projects (see Chapter 5).

RURAL BUS RAPID TRANSIT (BRT)

Aspen, CO, a mountain resort city with a comparable economy and seasonal travel patterns to Jackson Hole, successfully implemented a bus/HOV lane along the main highway into town which hosts BRT operated by the Roaring Fork Transportation Authority.

Service Improvements - Circulator Routes

Streamline the Town Shuttle route
START will split the current Town Shuttle route into two or more routes to better serve destination-to-destination trips. This change will reduce trip times while providing equal or greater geographic coverage.

Increase service on the Town Shuttle route
START will increase the frequency and operating hours of the Town Shuttle in order to grow transit ridership. Increased frequencies will reduce wait times, enhance connections to commuter and corridor service and increase the shuttle's appeal as an alternative to SOV (single occupancy vehicle) travel.

The Town shuttle route will be improved to provide more direct and frequent service

Transit Pass and Fare Programs

Expand the employer transit pass program
START currently has a limited, but very successful employer bus pass program through its partnership with Jackson Hole Mountain Resort (JHMR) in Teton Village. This program has contributed to high levels of bus ridership on the Teton Village route. However, there is a large and untapped market of commuters working in Jackson who are likely to utilize transit more if a similar pass program were available. Through the Transportation Demand Management Program, START and Teton County will expand on the successful JHMR program by implementing a county-wide employer bus pass program that would allow and encourage all employers to purchase passes for their employees at a discount and provide them at no or low cost to their employees to encourage transit use (see Chapter 4 for more details).

Marketing and Information

Increase marketing and information of transit services and pass programs

Through the TDM program (see Chapter 4) marketing and information about transit services and transit pass programs will be increased. START will utilize various interfaces to market transit services to the public. Information will be provided in clear and concise fashion and tailored to meet the various travel markets that utilize START including residents, visitors and commuters. Marketing strategies will include those described in Chapter 4, most notably working with employers to expand the transit pass program, working with lodging companies, ski resorts, the Jackson Hole Chamber of Commerce, and travel agencies to disseminate information about travel options to visitors and provide additional passes to visitors, and increasing information and travel tools available on the internet.

Transit Program Cost Estimates

Estimates of the annual cost of implementing all the service improvements described in this Strategic Transit Development Plan are shown in Table 2-2. Estimates include operations and maintenance (O&M) costs as well as capital improvement costs, such as purchasing new buses, bus fleet replacement, maintenance facilities, bus stops, etc. Please note that the cost of capital improvements are subject to much more variation from year to year than basic O&M costs and the costs displayed in Table 2-2 represent estimated annual averages. All cost estimates are based on transit ridership targets in the Plan Scenario (see Chapter 1). Potential strategies to manage and fund the expansion of the transit system are identified in Chapter 6 (Regional Transportation Planning Organization) and Chapter 7 (Action Plan).

Table 2-2. START Plan Scenario Annual Cost Estimates on Plan Horizon Years

Plan Scenario	2013	2018	2024	2035
Assumptions				
Annual ridership	899,318	1,259,045	1,798,636	3,597,272
Annual bus revenue hours	39,731	55,623	79,461	158,922
Bus fleet size	30	42	60	120
Farebox revenue (23% of O&M)	$674,399	$944,158.33	$1,348,798	$2,697,595
Cost Estimates				
Operation and maintenance (O&M) cost	$2,913,229	$4,369,843	$6,554,765	$14,566,145
Capital cost - bus fleet replacement	$750,000	$1,125,000	$1,687,500	$3,750,000
Capital cost - other	$600,000	$840,000	$1,200,000	$2,400,000
Capital cost - transit facility completion*		$30,000,000*		
Total cost (O&M + capital)	$4,263,229	$6,334,843	$9,442,265	$20,716,145
Total cost (O&M + capital) less revenue	$3,588,830	$5,390,685	$8,093,468	$18,018,550

*Completion of the transit facility is not included in the total cost since this is a one time cost (not annual) and the date at which this would be funded and completed is yet to be determined

3. ACTIVE TRANSPORTATION

Health, Safety, Destination Environment

ACTIVE TRANSPORTATION OVERVIEW

For many years Jackson Hole has attracted people who seek out and value opportunities to be active and to engage in outdoor recreation activities. This influx of energetic and talented residents and workers has played a major role in regional economic development and has shaped Jackson and Teton County in fundamental ways. At the same time, Jackson Hole has long been perceived (and marketed) as a national and international destination for vacationers and visitors looking for active outdoor recreation opportunities.

In response to these trends, the Town/County pathways program has developed a national-caliber network of rural trails and bicycling facilities that provide significant benefits to residents and expand the visitor base to include destination bicyclists. This network extends to Grand Teton National Park, which has become one of only a handful of national parks to explicitly embrace bicycling as an appropriate park activity. However, neither the Town of Jackson nor the neighborhoods and villages in rural Teton County have extensive, safe accommodation for local bicycling on local roads and streets. Addressing this lack of local connectivity in the bicycling network will be one major focus of this Plan.

Another major emphasis of this Plan will be to improve the "walkability" of Town and the rural villages and neighborhoods. Historically, Jackson Hole went from the days of cowboys riding horses and driving wagons directly into the age of motor vehicle dominance and dependency. Consequently, most of the valley outside of the downtown core has little in the way of pedestrian infrastructure. Many roads and streets do not have sidewalks. Many street crossings lack modern design for pedestrian safety. Traffic moves faster than it should on local streets (and faster than needed). Consequently, the real and perceived lack of safety and convenience discourages walking for ordinary utilitarian purposes. In Jackson Hole it is easy to hike through some of the world's most beautiful scenery, but difficult to walk to school, to the grocery, or to work.

PROGRAM BENEFITS

This Integrated Transportation Plan places high priority on upgrading and enhancing the provision of infrastructure and related elements need to support "active transportation" – walking, bicycling and other non-motorized activities. This shift in emphasis to active transportation will provide the following benefits.

Public Health

Research has confirmed a significant direct relationship between the walkability and bike-ability of places and general public health. People who are able to be active as part of their daily routines are much healthier than people who must drive for everything. The magnitude of these benefits is great enough to justify significant public (and private) expenditures.

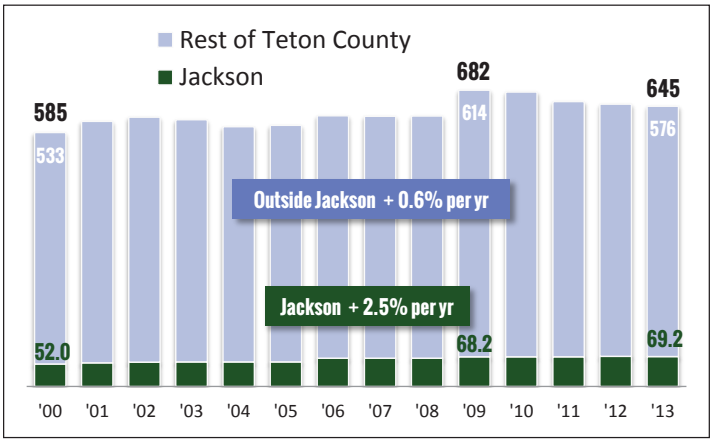
Destination Environment

Competing on a national and international level as a destination for visitors and tourists now requires a genuinely pedestrian-oriented local setting. Phrases like "walkable village" and "pedestrian-friendly" have become standard fare in the marketing of modern destination environments. Jackson Hole is increasingly at a disadvantage in this respect. Emphasizing walkability for visitors and tourists will not only grow the regional economy, it will also diversify the visitor base, encourage lower impact forms of visitorship, and help Jackson Hole move beyond the era of "drive-through tourism."

Short Trips

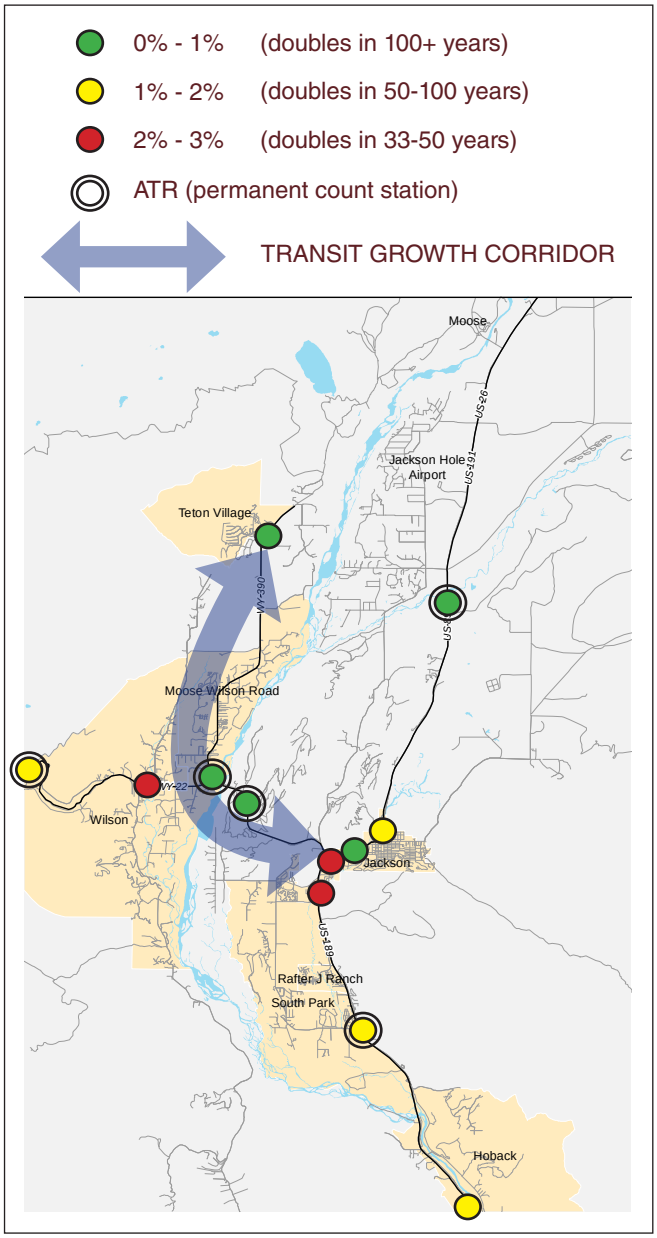
In the new millennium, most Teton County traffic growth has been local traffic associated with short trips. Figure 3-1 shows that the areas where traffic growth exceeded 2% annually from 2000-2013 were in West Jackson and in Wilson. Figure 3-2 illustrates that vehicle miles traveled (VMT) on state highways within the Town of Jackson grew an average of 2.5% per year from 2000 through 2013, while VMT outside of Jackson grew by an average of only 0.6% annually during the same period. This data supports the conclusion that much of the County's traffic growth has resulted from short trips within Jackson and other settled places. Many of these shorter trips could be made by walking and bicycling, freeing up street capacity for traffic flow, especially in Town and in rural villages and neighborhoods. This benefit cannot not measured in VMT reduction since average trip lengths for walking and bicycling are short. Rather, the benefit will come from more productive use of road and street capacity, reducing the need to expand traffic capacity in the region's most congested areas, including West Broadway and the "Y" Intersection.

Figure 3-2. Daily VMT on State Highways (in thousands)



Source: WYDOT

Figure 3-1. 2000-2013 Traffic Growth in Jackson Hole



Source: WYDOT

First and Last Mile

This Plan calls for a significant increase in transit service levels throughout Jackson and Teton County (see Chapter 2). In order to achieve the intended increase in transit ridership, it will be essential to improve walk/bike access to transit throughout the region. Investments in active transportation infrastructure and environment to support access to transit – commonly referred to as "first and last mile" – will be targeted to areas surrounding key transit service corridors and will be a priority for both the transportation partners (Town, County and Wyoming DOT).

Parking Savings

In some areas of Jackson Hole – most importantly the Jackson core and Teton Village – providing adequate parking supply represents a significant financial and urban design challenge. Active transportation investments will provide major benefits by expanding the walkable area within which parking supply can be accessed and by increasing "internal capture" – the tendency for people to walk between nearby destinations rather than driving.

SPECIFIC ACTIONS

The Town of Jackson and Teton County will take the following actions to increase active transportation in towns and villages:

Town of Jackson Community Streets Plan

The Town of Jackson will adopt a Community Streets Plan guided by the Town's Complete Streets Policy. As a result, "the Town of Jackson will routinely design and operate the entire street right-of-way to enable safe access for all users, regardless of age, ability, or mode of transportation." The Community Streets Plan includes a toolkit of multimodal design treatments for each street in Jackson and an action plan for upgrading the Town's street network. It will serve as the design guide for improving local connectivity and making pedestrian and bicycle infrastructure improvements within Jackson.

The Town will adopt a Community Streets Plan

Teton County Community Streets Policy and Plan

Teton County will develop a streets plan (perhaps similar to the Town's Community Streets Plan) that addresses the multimodal needs and desires of the rural villages and neighborhoods outside of the Town. The County's Community Streets Plan will focus on infrastructure and safety improvements to the pedestrian and bicycle network within and between the Complete Neighborhoods identified in the Comprehensive Plan, including (but not limited to) Wilson, South Park, Aspen-Pines and Teton Village. Elements will include upgrading pedestrian facilities, increasing local network links (streets and pathways), and improving pedestrian and bicycle access to regional links such as pathways and transit stops within each community.

The County will develop a Streets Plan aimed at making improvements to the bicycle and pedestrian network in the smaller towns and villages (such as Wilson pictured above).

Pathways Program

The Town and County have made significant progress over the last fifteen years in developing a well-connected off-street rural pathway network. These pathways provide a safe and comfortable option for bicycling between towns, villages and Grand Teton National Park, as well as for recreational touring and exercise. They also support and have attracted environmentally-friendly bicycle tourism. The Town and County will continue to invest in this program by building out the Pathways Plan, connecting missing links and ensuring that existing pathways are maintained in a state of good repair.

The County will continue to invest in and maintain the rural pathway network (including in South Park pictured above).

Enhanced Winter Maintenance in Town

The Town will increase winter maintenance resources and practices to enhance snow removal services within selected corridors, including:

- Corridors with bus stops served by START;
- Sidewalks providing access to K-12 schools, within 1,000 feet of school entrances; and,
- Sidewalks within the lodging overlay district.

The Town will also implement design provisions of its Community Streets Plan that reduce conflicts in snow removal practices between streets, sidewalks and on-street bike lanes.

4. TRANSPORTATION DEMAND MANAGEMENT

Leverage Our Investment

TDM OVERVIEW

Teton County will establish a Transportation Demand Management (TDM) Program and hire a TDM coordinator in order to help achieve the Comprehensive Plan goal of meeting future transportation demand by alternative modes. The TDM strategies described in this chapter will complement existing and future START bus service and multi-modal planning efforts laid out in this ITP. TDM strategies will be tailored to four specific travel markets (see sidebar). The TDM program will also manage the performance monitoring and reporting system.

TDM TRAVEL MARKETS

- **Commuters** – employer-based strategies
- **New development** – trip reduction requirements
- **Residents** – school trips
- **Visitors** – vacation travel

TDM STRATEGIES BY TRAVEL MARKET

Commuters

Employer-based TDM strategies will be a high priority for the region, in particular to target the approximately 23% of Teton County workers who live outside the county and commute fairly long distances. As large employers, Teton County and the Town of Jackson will directly participate in the program to showcase their support. Employers will be encouraged to adopt the following TDM Strategies:

Employer Transit Pass Program and Transit Subsidy
Offer free or discounted transit passes to employees, which can be provided as a tax-free benefit (see *Qualified Transportation Fringe Benefits* sidebar on next page). The TDM coordinator will work with START to implement one or both of the following types of discount employer bus pass programs:

- Annual or Monthly Pass Program: employer purchases monthly or annual passes for all interested employees, possibly at a modest discount, such as 5 to 10%.
- Bulk-Purchase Program/Universal Access Pass Program: employer purchases passes for all employees at a significant discount. This program generally requires regular ridership surveys to provide a basis for program pricing and a commitment by employers to fully subsidize the pass cost.

Qualified Transportation Fringe Benefits
Offer tax-free commuting benefits to employees (see sidebar on next page)

Charge for Employee Parking/Parking Cash-Out
Charge employees for parking or offer cash to those who voluntarily forego their free parking spot.

Active Transportation Incentives
Offer secure bike parking and access to showers to promote active modes of travel to work (biking, walking, skiing, running, etc). Employers may also offer up to $20 a month in tax-free bicycle commuting reimbursements to their employees (see sidebar).

Flexible Work Schedules and Telecommuting
In order to help relieve traffic during peak hours, allow employees to telecommute some or all of the time and offer compressed work day schedules (for example, working 4 ten-hour days instead of 5 eight-hour days) or flexible or staggered work schedules.

Carpooling/Vanpooling Assistance and Promotion
Encourage carpooling and vanpooling by providing preferential parking to participants, subsidizing the program cost, promoting a regional ride-matching program, and marketing the benefits to employees. The TDM coordinator shall help employers set up vanpools and may contract with a private company to bring vanpool services to the employer base.

Regional Ride-Matching
The TDM Coordinator will implement a regional ride-matching program across multiple employers in order to take advantage of a larger pool of potential participants.

QUALIFIED TRANSPORTATION FRINGE BENEFITS

As of 2015 Employers are able to offer the following Qualified Transportation Fringe Benefits tax-free to their employees:

- Transit or Vanpool (6 or more passengers): $130
- Parking (near business location or at a location from which the employee uses transit, carpool or vanpool): $250
- Bicycle (reimbursements for purchase, repair, storage or improvement of bicycle): $20

Employers can implement benefits in one of two ways:

- Employer offers benefit, but does not subsidize: employee pays for commuting expenses with pre-tax dollars and saves on income tax payments.
- Employer subsidizes commuting expense (up to the limits above): employee does not pay income tax on the subsidy received and uses pre-tax dollars to pay for the reminder of the commuting expense. Employer does not pay payroll tax on the subsidy amount.

Note: employees can receive both transit and parking benefits at the same time, but if they choose bicycle benefits, they are not eligible to also receive transit or parking benefits.

See: http://www.irs.gov/publications/p15b/ar02.html#en_US_2014_publink1000193740

Guaranteed Ride Home
The Guaranteed Ride Home Program, administered by the TDM coordinator, will provide a ride home from work to any commuter who takes the bus, carpools, vanpools, walks or bikes to work in the case of an emergency.

Technical Assistance to Employers
The TDM coordinator will offer the following support to participating employers:

- Training for employer TDM contacts
- Employer starter kits (checklist of TDM measures, policies, forms, etc.)
- Quarterly employer events
- Marketing and outreach materials
- Employee commuter surveys
- Assistance with implementation of Qualified Transportation Fringe Benefits
- Information clearing house/website

New Development

The Teton Village TDM program required as part of the Teton Village plan is generally viewed as having been a success, particularly in increasing transit mode share for trips to and from the Village.

Development Approval Criteria

In order to mitigate the traffic impacts of future developments, the Town of Jackson and Teton County shall adopt TDM requirements and enforcement measures for commercial and institutional developments above a certain size (to be determined) into their land development regulations. The requirements and measures may be tailored for specific development types, but will include the components listed below. In return developers will be offered reduced parking requirements.

- A TDM plan to be submitted as part of the approval process and updated every two years;
- Reports on key metrics every two years;
- Mandatory participation in key TDM programs –
  - 100% transit subsidy
  - Qualified Transportation Fringe Benefits
  - Charging for parking or offering parking cash-out to employees
  - Ridesharing
- Participation in a minimum number of elective measures, including secure bike parking, walk/bike incentives, flexible work schedules, telecommuting etc.

Residents

Encouraging Active Travel To and From School

Active travel to school (walking, biking, skating, skiing) can encourage high levels of exercise while reducing vehicular trips and localized air pollution due to idling. The TDM coordinator will work with schools to set up the following programs:

- Traffic safety education and bicycle test for elementary school-aged students.
- Walk/bike to school days.
- Walking School Bus or Bike Train (parents take turns walking or biking to school with a group of students).
- SchoolPool to assists parents and students in finding matches to bike, walk, ride the bus, or carpool to and from school together.
- Free system-wide bus pass for all K-12 students.

MARKETING TRAVEL OPTIONS THROUGH EVENTS

Events raise the visibility of alternative travel choices and give people the opportunity to try different modes of transportation. Possibilities include:

- Active modes challenge (bike/walk/transit challenge). Build on Active Commuter Choice Challenge organized by the Friends of Pathways.
- Car-free day activities.
- Ciclovia/Green Streets events, where one or several downtown streets are closed to motorized vehicles for a day.
- Bike safety clinics.

Visitors

Measures are already in place to encourage visitor transit patronage. Jackson Hole Mountain Resort currently provides a season bus pass with most of its ski season passes and the free downtown shuttle provides a great way for visitors (and locals and commuters) to get around. These additional strategies will be used to help alleviate seasonal traffic surges:

Provide real-time traffic information
Promote Wyoming 511 (travel and weather advisories and webcams) as well as online tools, such as Google Maps or other traffic apps. Work with WYDOT to evaluate to potential for variable message boards that would convey real-time information to travelers and provide them with route and trip timing choices.

Inform visitors of transportation options both before and as they arrive
Work with lodging companies, ski resorts, the Jackson Hole Chamber of Commerce, and travel agencies and sites to disseminate information about travel options to visitors and/or offer free transportation with their stay (via shuttle, START pass or other).

Consolidated visitor travel information website
Consolidate visitor travel information in a travel options website, and work with hotels and ski resorts to link from their web sites.

TRAVEL OPTIONS WEBSITE

This will be a one-stop shop resource for residents, commuters and visitors to obtain travel information. It will include a multi-modal trip planner, maps, program information, events, and news in one location.

Additional TDM Program Measures To Be Considered

Car Share
Car share could provide convenient, short-term car rentals as an alternative to individual car ownership for those not relying on their car to commute to work. Target users would include seasonal workers who arrive without a car, but also employers, who could substitute fleet vehicles with car share memberships.

Bike Share
Bike share could offer inexpensive, short-term access to bicycles to residents, employees and visitors and may help shift shorter trips from other modes to bicycling during the months of operation.

Construction TDM Measures
Construction TDM measures could reduce the impact of site development and building construction on local traffic. They include requiring construction workers to park off-site and either carpool, take the bus or shuttle to the construction site, limiting idling of construction vehicles, and creating a cell phone lot for delivery vehicles.

Trip Planning App
Develop an easy-to-use trip planning app (software designed for use on mobile devices) for use by residents, commuters and visitors. Incorporate comprehensive (all modes) trip planning features and real-time information about road conditions, transit services and parking supply. Evaluate the potential for integrating this with Wyoming's 511 highway information service.

Parking Management
Develop parking management programs for downtown Jackson (and other destination areas as needed). Develop parking inventory and utilization databases and monitor parking demand seasonally and update the 2003 Town of Jackson downtown parking study.

Additional options, information and cost estimates for setting up a Transportation Demand Management Program in Teton County are provided in Appendix F.

PERFORMANCE MONITORING AND REPORTING

The Town and County will implement an annual performance monitoring and reporting system to track trends and evaluate the ongoing effectiveness of implementing the ITP. The system will be part of the Transportation Demand Management Program and include the following elements to be updated annually (or as otherwise indicated):

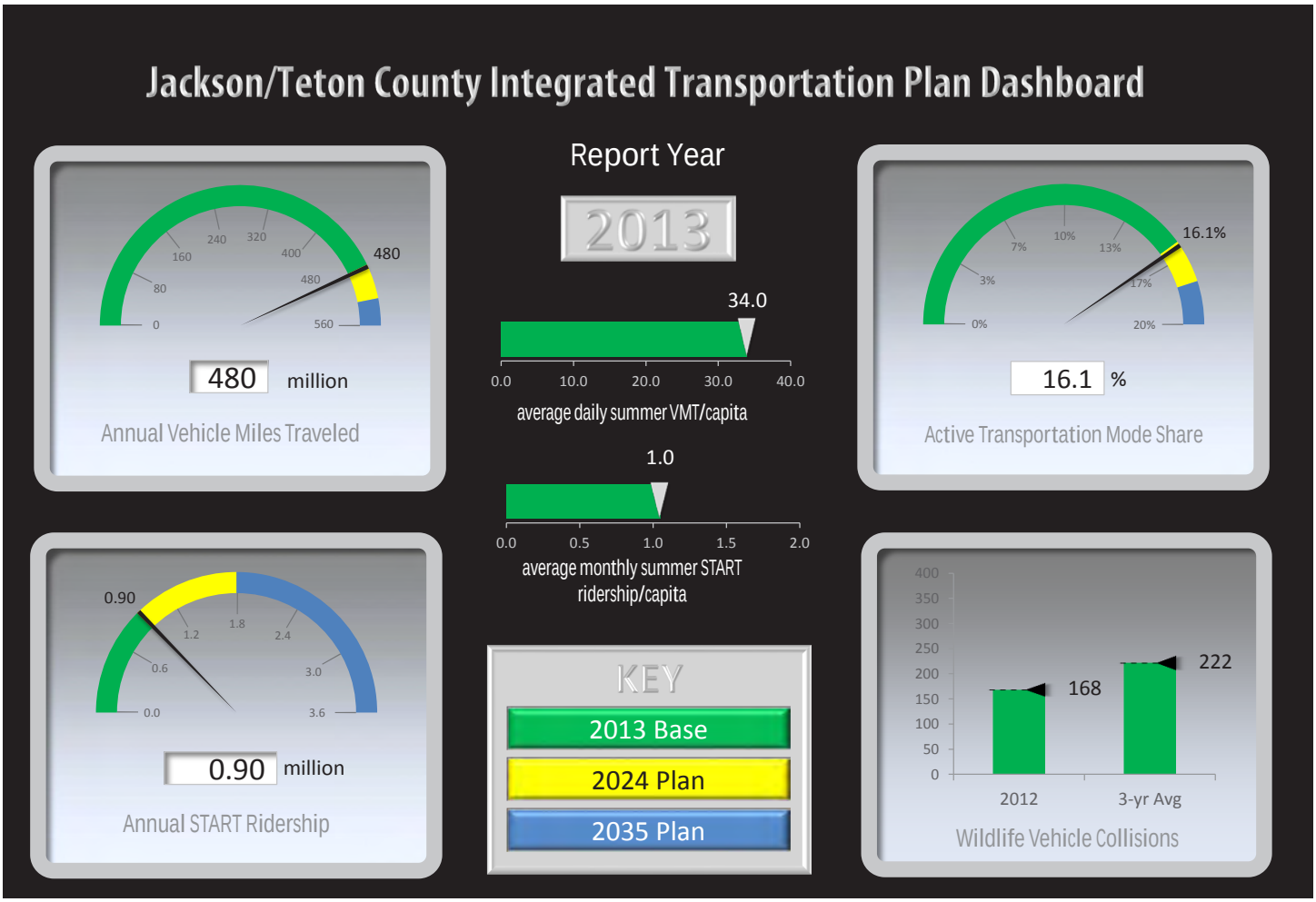
A Transportation Indicators Dashboard (update annually)
The Town and County will maintain and annually update an online transportation indicators dashboard shown in Figure 4-1. The dashboard will monitor six key indicators (see the side box below) and will be used to evaluate how effectively the Town and County are reaching the transportation related goals identified in the Comprehensive Plan. The Town and County will also improve techniques for monitoring active transportation using the suggested strategies provided in Appendix G.

DASHBOARD INDICATORS

- Annual Vehicle Miles Traveled
- Annual START Ridership
- Active Transportation Mode Share
- Annual Wildlife-Vehicle Collisions
- Average Daily Summer VMT per Capita*
- Average Monthly Summer START Ridership per Capita*

*per effective population

Figure 4-1. Transportation Indicators Dashboard



Major Capital Project Benchmarks (update annually)
The Town and County will monitor average summer weekday traffic counts at the three indicator count stations identified in Chapter 5 (Major Capital Projects). Summer averages will be estimated by taking the average of the monthly average weekday traffic (MAWD) of each of the four months of the summer: June, July, August and September (available in the *Automatic Traffic Recorder Report* published annually by WYDOT). These counts will be used as benchmarks to determine the timing of project development and construction of the Major Capital Project Groups.

Technical Update to the Transportation Plan (update in 2019)
The Town and County will perform a technical update of the Integrated Transportation Plan in 2019 to incorporate better data and recalibrate the baseline indicators, forecasts and other data components of the ITP, including recalibrating the model used to estimate countywide Vehicle Miles of Travel (VMT) and Person Miles of Travel (PMT). As part of this update the Town and County will explore the potential of using new and emerging data sources, including "big data," which may provide more accurate and reliable inputs to the model than previously available.

5. MAJOR CAPITAL PROJECTS

Strategic Capital Programming

MAJOR CAPITAL PROJECTS OVERVIEW

The three entities (transportation partners) involved in implementing this Plan (Town of Jackson, Teton County, Wyoming DOT) have limited resources for capital investment. The highest capital priority for each of these agencies will be placed on maintaining existing facilities (all modes) in a "state of good repair." The relative priority of specific investments will be guided by system preservation and efficiency needs and will fall in these categories:

- Maintenance and upkeep of existing facilities;
- Recapitalization of existing facilities – replacement, rehabilitation and repair; and,
- System operations and demand management.

This Plan specifically places low priority on expansion of road and street motor vehicle capacity. However, when such expenditures become unavoidable, they will be guided by the following six capital investment principles:

1. Network Approach. Lack of road and street connectivity represents a significant challenge in Jackson Hole. Major capital investments in specific corridors will be made based on network analysis, not in isolation one corridor at a time. Design measures will be applied in project development to avoid use of local connections by cut-through and regional bypass traffic.

2. Interagency Coordination. Close cooperation and collaboration between the Partners will occur continuously from initial needs analysis, through capital programming (including the State Transportation Improvement Program), conceptual planning and design, final design, right of way acquisition and construction. This coordination among the partners will be facilitated by formation of a Regional Transportation Planning Organization (see Chapter 6).

3. Multimodal Function. Capital investments will be planned and designed to provide multimodal corridors that support access and circulation by all modes. The partners will look for opportunities to improve active transportation (walk, bike, etc.) safety and convenience, as well as efficient transit operations in all road and street projects (see also Chapters 2 and 3).

4. Strategic Timing. Significant uncertainties in travel behavior trends, population growth and economic development cloud the partners' ability to forecast exactly when, if ever, certain major capital investments will be needed. To avoid premature investment in potentially-needed future capital projects while at the same time ensuring adequate time for project development of projects that become necessary, the Partners will use a benchmarking system to guide timing of project development and construction of major capital projects.

5. Project Development. Major transportation capital projects are important and thus inherently controversial. Effective public involvement in planning and design will be essential to successful project development. Each of the projects in Groups 1 – 4 will be developed from initial planning through conceptual design, final design and construction according to a project chartering process described in the PROJECT DEVELOPMENT SECTION at the end of this chapter. In addition, more specific provisions for Capital Group 1 are provided in Appendix L.

6. Level of Service. Comprehensive Plan policy 7.1.d sets forth measures intended to discourage growth in motor vehicle travel. A key part of this policy sets Level of Service D (LOS D) as a threshold for unacceptable traffic congestion and delay. Conditions worse than that are to be avoided but conditions better than that are acceptable. Accordingly, this Integrated Transportation plan uses LOS D to define the benchmarks used in timing of major capital projects. The Plan applies best practices techniques for calculating LOS, deriving LOS estimates based on average daily traffic during a four-month peak season, June – September. The LOS methodology is also context-based, applying different criteria to different settings, depending on the type of surrounding development and the role of each roadway in the network.

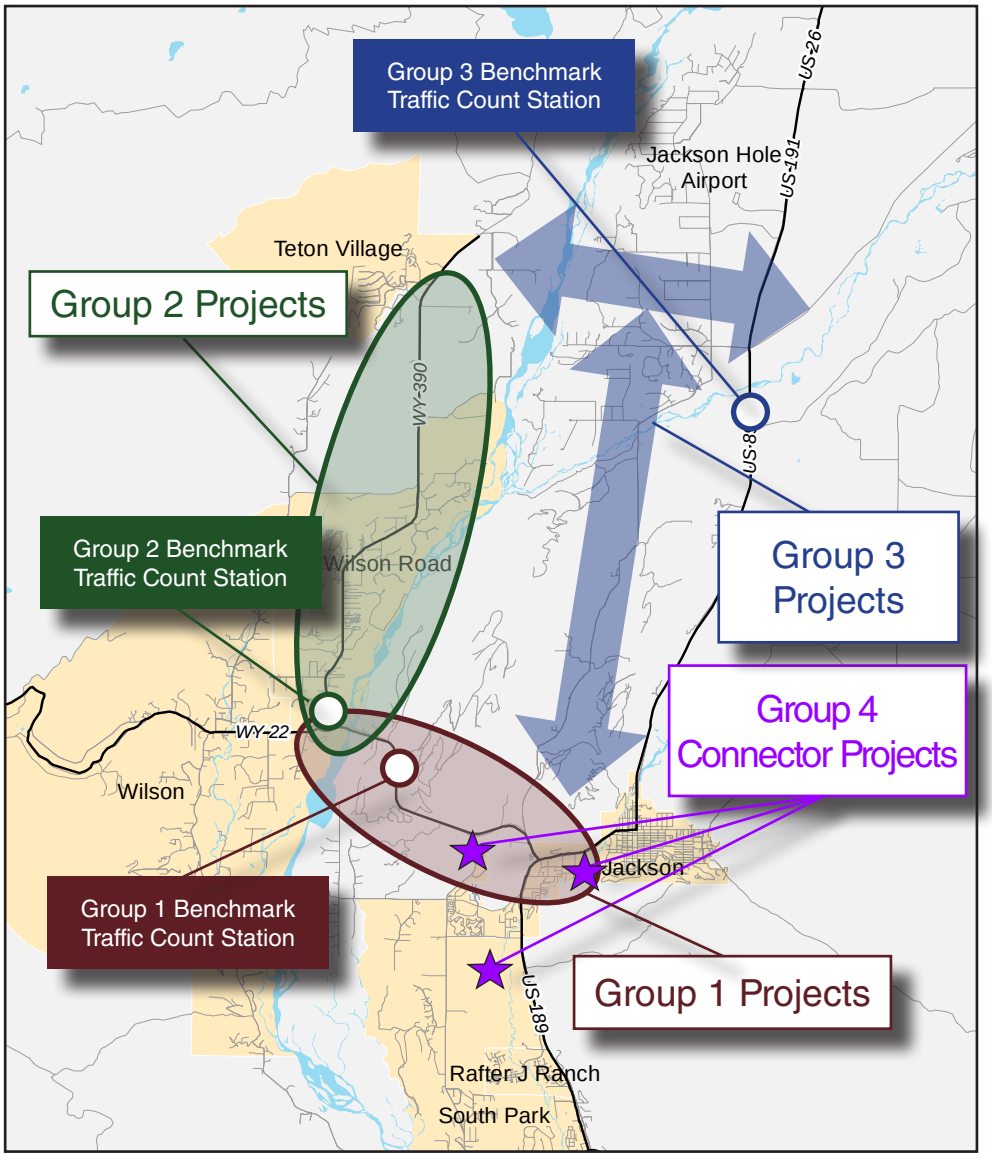
Grouping Major Capital Projects

Each major capital project group (listed in Table 5-1) is designed to address existing (or future) traffic congestion and multimodal connectivity along a particular state highway corridor. Groups 1 and 2 represent interrelated projects that will jointly address the needs of the respective corridor. Group 3 lists several alternatives to be evaluated to address congestion on US-26 north and south of Jackson. Group 4 projects are high priority local connector projects.

Table 5-1. Major Capital Project Groups

Group 1 WY-22 (Jackson – WY-390)	**Group 2** WY-390	**Group 3** Regional Connections	**Group 4** Key Local Connections
• Multimodal Reconstruction of the "Y" Intersection • Tribal Trails Connector • WY-22 Multi-Lane & Multimodal Improvements • WY-22 Pathway (Wilson – Jackson) • Multimodal Reconstruction of the Intersection of Spring Gulch and WY-22 • Wildlife Permeability (from PEL Study)	• WY-390 Multimodal Improvements (WY-22 – Teton Village) • Multimodal Reconstruction of the Intersection of WY-390 and WY-22 • Wildlife Permeability (from PEL Study) • Bus Rapid Transit (Jackson - Teton Village)	• Pave and Upgrade Spring Gulch Road • Fixed-Guideway Transit • New North Network Connector	• Tribal Trails Connector (also in Group 1) • East-West Connector • Maple Way - Snow King Corridor

Figure 5-1. Major Capital Project Group Locations and Benchmark Traffic Count Stations



IDENTIFYING PROJECTS

All of the projects in these groupings were considered to be of regional significance in one or more of the following sources:

- 2012 Jackson/Teton County Comprehensive Plan
- 2014 Wyoming Highway 22 and 390 Planning and Environmental Linkages Study commissioned by WYDOT (WYDOT PEL study)
- Jackson/Teton Integrated Transportation Plan (ITP) planning process.

BENCHMARKS

As changes in mobility and demographic trends have accelerated in recent years – nationally, throughout the western states, and in Jackson Hole – forecasting of travel demand has become more challenging. The transportation partners (Town of Jackson, Teton County and Wyoming DOT) will employ indicators and benchmarks to manage uncertainty and guide major capital project planning and implementation. The indicators/benchmarks system will allow the partners to determine when project development activities should commence and when construction should begin. The system will rely on average summer month traffic data (June - September) for roadway capacity projects and on average summer month transit ridership for implementation of high capacity transit projects.

Table 5-2 shows the indicators and benchmarks to be used in planning, programming and scheduling project development activities for capital projects in Groups 1 - 3. Benchmarks for the major capital project groups will rely on existing permanent traffic count locations – automatic traffic recorders (ATRs) – maintained by WYDOT. This will allow monitoring the benchmarks with readily-available data. The ATR locations and traffic volume triggers for the project benchmarks are shown in Table 5-2 and mapped in Figure 5-1.

FORECASTING TRAFFIC AND TRENDS

Although forecasts were prepared as part of the Integrated Transportation Plan, no one can predict the future with anything approaching precision. The purpose of forecasting is not to predict what will happen and when, but to identify strategies for coordinating development of Jackson Hole's transportation system in a manner that prepares the County, Town and WYDOT to address trends and needs as they unfold.

After decades of steady growth, total vehicle miles of travel (VMT) in Wyoming is currently in decline. While total VMT grew statewide by 15% from 2000 to 2012, it stopped growing and then declined by 2% during the second half of that period, from 2006 to 2012. The key underlying trend driving this is a long-term, nationwide drop in per capita miles of travel. In Wyoming, per capita VMT shrank by 2% from 2000 to 2012 and by 8% from 2006 to 2012. This downward slide in traffic began before the recession and is related to broad demographic and economic trends that see the two largest population cohorts in the US – Boomers and Millennials – driving less. Most analysts expect per capita VMT to continue to decline, gradually but steadily. This means that traffic in Wyoming and in Jackson Hole will grow only in those years when population and tourism grow faster than per capita VMT declines.

Table 5-2. Major Capital Project Group Benchmarks

Capital Project Group		1	2	3
First Benchmark		Preliminary Engineering	Preliminary Engineering	NEPA/PEL
Criteria		5 years before reaching LOS D (rural)	5 years before reaching LOS D (urban)	10 years before reaching LOS D (rural)
Traffic Trigger		18,600 VPD	14,136 VPD	17,200 VPD
Second Benchmark		Construction	Construction	Construction
Criteria		LOS D	LOS D	LOS D
Traffic Trigger		20,000 VPD	15,200 VPD	20,000 VPD
Indicator Count Station		WY-22 - MP 2.85 ATR # 158	WY-390 MP 0.1 ATR # 141	US 26 MP 160.5 ATR # 84
2014	**Actual Average**	21,379 VPD	14,575 VPD	12,770 VPD
2024	**Baseline Forecast**	23,800 VPD	16,800 VPD	14,000 VPD
	Plan Scenario	22,700 VPD	15,900 VPD	13,400 VPD
2035	**Baseline Forecast**	27,000 VPD	19,500 VPD	15,800 VPD
	Plan Scenario	24,400 VPD	17,300 VPD	14,300 VPD

* VPD = vehicles per average summer weekday (Jun-Sep)

Traffic volume triggers for each benchmark are based on the following four criteria:

- Average summer month weekday traffic volumes. Currently, daily traffic on Teton County roadways peaks in July. Using an average of the four summer months (June, July, August and September) is consistent with Comprehensive Plan Policy 8.2.b (see sidebar).
- Level of Service D. The Comprehensive Plan identifies Level of Service (LOS) D as the minimum acceptable future condition (see sidebar) for area roadways. LOS D in rural and transitioning areas is reached at about 20,000 vehicles per day on two-lane roadways with left-turn accommodation at intersections. Accordingly, 20,000 VPD will serve as the benchmark for initiating construction of Capital Project Groups 1 and 3. LOS D in an urbanized area with frequent intersections is reached at 15,200 VPD. Given the urbanizing character of the southerly section of WY-390, 15,200 VPD will be used as the benchmark for Capital Group Project 2.
- Project Development. Before construction can commence, a project development process must be completed, beginning with project listing in the State Transportation Improvement Program (STIP), followed by design engineering and right-of-way acquisition. State highway projects require about five years of project development. Accordingly, the benchmarks for initiating project development of Capital Project Groups 1 and 2 are set at 93% of LOS D traffic, or about 18,600 vehicles per average summer weekday for Capital Group Project 1, and 14,136 vehicles per average summer day for Capital Group Project 2.
- NEPA/PEL Process. The Capital Group 3 alternatives would be major projects requiring a longer project development cycle, including development of a "Planning and Environmental Linkages" (PEL) report and development of environmental analyses through some sort of National Environmental Policy Act (NEPA) phase, probably either an environmental assessment (EA) or an environmental impact statement (EIS). This will require a longer lead time of about ten years. Accordingly, the first benchmark for Group 3 projects is set at 86% of the construction benchmark – about 17,200 vehicles per average summer weekday.

COMPREHENSIVE PLAN POLICIES

- **Policy 8.2.b** - Critical facilities, as defined by the electeds, should be design to provide an acceptable level of service to the peak effective population.
- **Policy 7.1.d** - The Town and County will use "Level of Service D" as defined by the American Association of State Highway Transportation Officials (AASHTO) standards for autos, as an acceptable level of congestion and delay along existing roadways and at intersections.

MAJOR CAPITAL PROJECT DESCRIPTIONS

Group 1 Major Capital Projects - WY-22 (Jackson to WY-390)

Group 1 capital projects will address lack of connectivity, parallel redundancy, and capacity in the WY-22 corridor from West Jackson to WY-390. These projects are interdependent and will be planned and designed as an integrated set of multimodal network improvements with WYDOT as the lead agency. This multimodal network approach will provide opportunities to limit the footprint and related environmental and visual impact of a new Y intersection and will ensure accommodation of all modes in intersection design and reconstruction. Although the WYDOT PEL study estimated that construction of the Y Intersection would precede construction of the roadway to the west by several years, the design process must be comprehensive, network-oriented and multimodal. This will be accomplished by preparing alternative conceptual design of the WY-22 and Tribal Trails Connector at the same time as design of the Y Intersection.

As Table 5-3 shows, both the project development and construction benchmarks have already been met for Capital Group 1. This confirms the conclusion reached in the Wyoming DOT PEL study that development of the following projects should be initiated as soon as possible.

Table 5-3. Group 1 Traffic Forecast and Benchmarks

Group 1 Indicator Count Station WY 22 Jackson West (PC #158)	2013 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate project development)	2nd Benchmark (initiate construction)
Summer average vehicles per weekday	21,379	23,800	27,000	18,600	20,000

Reconstruction of the Y Intersection

The intersection is an important regional multimodal facility and a gateway into Jackson. Reconstruction will fully accommodate the needs of all modes (motor vehicles, bus transit, bicycle and pedestrian), including future high capacity bus transit needs, such as signal prioritization. The PEL study identified four workable design options and concluded that this intersection would have the highest priority for improvement of all the elements studied in the PEL for the WY-22 and WY-390 corridors. It is also identified as a high priority project in Section 7 of the Comprehensive Plan.

The "Y" intersection (Broadway and WY-22) in Jackson

Tribal Trails Connector, New Roadway

This is a new multimodal local network link (about 1/2 mile in length) that will create significant benefits for local and regional circulation. Analysis as part of 2008 modeling indicated this project would provide considerable relief for the Y Intersection, but would not completely eliminate the need for its reconstruction and expansion. Additional benefits will include shorter average county-wide vehicular trip lengths, route redundancy for the US-26 to WY-22 connection, and future use by START bus routes connecting South Park neighborhoods to the West Bank, Teton Village and the Town of Jackson. The County and WYDOT own most or all of the right of way necessary to build this link. This project was identified as a high priority project in the Comprehensive Plan.

Tribal Trails Road will be linked to WY-22

WY-22 Multi-Lane, Multimodal Improvements, BRT/HOV, Jackson – WY-390

The WYDOT PEL study evaluated this corridor (Segment 1) and concluded that future traffic would warrant a four-lane + median cross section, an outcome confirmed during development of this Integrated Transportation Plan. WYDOT's future traffic forecast for this segment is 35,000 VPD (vehicles per day), up from 23,000 VPD today. The PEL study assigned Segment 1 medium priority relative to other corridor elements. Intersections along this roadway were also addressed in the WYDOT PEL study and are treated here as part of the roadway project. The Town and County will work with WYDOT to explore the potential of dedicating new lane capacity in this corridor to exclusive Bus Rapid Transit (BRT)/high occupancy vehicle (HOV) use. This dedication of lanes to BRT/HOV use, or other prioritization measures, may extend to part or all of West Broadway. The Comprehensive Plan identifies this as a high priority project.

WY-22 from Jackson to WY-390 will be improved for multimodal travel

WY-22 Pathway, Wilson – Jackson

This multi-use pathway will be an important regional network link, connecting existing and planned pathway corridors. A key link in this corridor – the new Snake River Bridge – was completed in 2014. Most of the rest of this project is funded and scheduled for construction in 2015. Any remaining non-motorized needs in this corridor will be met as part of the WY-22 project described above. This project is assigned high priority by the Comprehensive Plan.

New Snake River bridge, part of the pathway network parallel to WY-22, opened in fall 2014

WY-22 Wildlife Permeability, Jackson – WY-390

In order to reduce frequency of wildlife-vehicle conflicts on this section of WY-22, the WYDOT PEL study identified six locations for grade-separated crossings. In addition the PEL study recommended fencing, signage, seasonal speed restrictions, automated speed detectors and vegetation management be considered as potential tools to protect wildlife along this corridor. These improvements for wildlife and vehicular safety will be evaluated and included in design.

Capital Group 1 Objectives and Alternatives:

Reconstruction of the "Y" intersection at US-26 and WY-22, the extension of the Tribal Trails Connector to WY-22, and other projects in this group represent one of the key infrastructure challenges in Jackson Hole. Objectives to be used in guiding identification of alternative improvements and designs include:

- Network Approach – Project development shall use a network approach that addresses not only through traffic movements on state highways but also local circulation and connectivity needs. Network analysis will include modeling or simulation of traffic flows for different alternatives and combinations of alternatives, using current traffic data and forecasts. For example, traffic simulation will compare traffic flows with and without the Tribal Trails Connector and evaluate different "Y" intersection alternatives, including a roundabout.
- Multimodal Analysis – Alternatives shall be identified that improve safety and convenience for all modes and do not degrade the function of the network for bicycles, pedestrians or transit to achieve higher traffic level of service. The ability of bicycles and pedestrians to cross the "Y" intersection (all directions) shall not be sacrificed to vehicle flow.
- Prioritized Bus Movement – Alternatives shall be considered that would reduce delay for START buses, even at the expense of level of service for other vehicles. The potential for a future BRT (bus rapid transit) route through the corridor shall be explicitly addressed.
- Safety – The safety of people traveling by all modes shall be a key consideration in all design. Evaluation of alternatives will take into account rates of personal injury and fatal accidents, rather than prioritizing property damage accident rates. Pedestrian and bicycle safety will be a specific priority.
- Delay – Reducing vehicular delay is an objective, but higher traffic speed is not.

Pursuant to the above objectives, design alternatives for the "Y" intersection shall include, but not be limited to:

- Roundabout – One-lane and two-lane roundabouts shall be considered.
- At-Grade Revisions – These may include an inverted continuous flow intersection, an inverted continuous flow intersection with an additional lane on Broadway, and a Florida-T signalized merge intersection with an additional lane on Broadway, as well as other feasible at-grade intersection types.
- Grade Separations – These may include various combinations of elevated ramps or a full interchange.
- Bicycle and Pedestrian Separations – These may include grade separations for bicycles and pedestrians on one or more legs of the intersection.

- Buffalo Way – The closure of the Buffalo Way leg of the intersection, or limiting of that leg to right-in and right-out movements may be considered.
- Other – Other intersection concepts not previously considered may also be included in the evaluation.

Group 2 Major Capital Projects - WY-390 (WY-22 to Teton Village)

Group 2 capital projects are interdependent and will be planned and designed as one integrated capital project with WYDOT as the lead agency. Design of the WY-22/WY-390 intersection will be undertaken along with conceptual design (10% drawings) of Segments 5 (WY-22 – Lake Creek) and Segment 6 (Lake Creek – Teton Village) identified in the WYDOT PEL study. This will ensure that the intersection design accommodates the future WY-390 cross-sections and sets the stage for future land use management decisions by the County and access management decisions by WYDOT.

WY-390 (7-mile corridor linking WY-22 with Teton Village)

Timing of project development and construction of Group 2 capital projects will be determined by the first and second benchmarks average summer weekday traffic levels at the WYDOT ATR #141 on WY-390. During conceptual design, the difference in context of the southerly section of WY-390, which has an urbanizing character and roadway further north, which is more rural in character. Design options may include access management techniques to minimize the amount of highway expansion required.

The roadway context on the southerly section also will require use of a lower traffic benchmark. LOS (level of service) D criteria ceiling for traffic on a two-lane road in that context is 15,200 VPD (vehicles per day), lower than the 20,000 VPD criteria in a rural context used for Capital Groups 1 and 3.

Table 5-4. Group 2 Traffic Forecast and Benchmarks

Group 2 Indicator Count Station WY 390 Teton Village (ATR #141)	2014 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate project development)	2nd Benchmark (initiate construction)
Summer average vehicles per weekday	14,575	16,800	19,500	14,136	15,200

Table 5-4 indicates that traffic volumes along WY-390 in 2014 were already at or above the Benchmark for initiating project development of Group 2 Major Capital Projects. Average summer weekday traffic on WY-390 in 2014 was 14,575 VPD, just above the level established as the benchmark for initiation of project development. Under the Baseline Scenario forecast (which assumes no interventions), project development should be initiated now with construction beginning in about 2020.

WY-390 Multimodal Improvements, WY-22 – Teton Village

The Comprehensive Plan identifies this as a high priority project and envisions this corridor as a "complete" street accommodating all modes of travel. The WYDOT PEL evaluated the corridor in two segments: Segment 5 (from WY-22 to Lake Creek) and Segment 6 (from Lake Creek to Grand Teton National Park). That distinction reflects an important difference in context between the southerly section, which has become more urban in character, and the section north of Lake Creek, which has retained its rural character. Future design decision-making will continue to respect this land use context.

Planning and conceptual design of improvements in this corridor will evaluate the feasibility of extending the BRT/HOV corridor along WY-22 to Teton Village through dedication of any new throughput lanes to BRT/ HOV use. While the benchmark count station is located just north of WY-22, that does not mean that a single design solution must be implemented throughout the entire corridor. Access management measures and system operations may be used to reduce the need for highway widening in part or all of the corridor. If LOS D can be achieved in the corridor by accommodating left turns, new through-traffic lanes may not be required. The partners will work to minimize the width of WY-390 in order to protect the character of the surrounding land uses.

Multimodal Reconstruction of the Intersection of WY-390 and WY-22
The WYDOT PEL study assigned this project a high priority and identified five design options, including a roundabout, for further analysis. Planning and conceptual design of this intersection will take into account the feasibility of, and design requirements for, extending the BRT/HOV corridor from WY-22 to Teton Village.

WY-22 Wildlife Permeability, Jackson – WY-390
The WYDOT PEL study identified potential locations for grade-separated crossings including a potential reroute of WY-390 near the WY-22 intersection. In addition the WYDOT PEL study recommended that fencing, signage, seasonal speed restrictions, automated speed detectors and vegetation management be considered as wildlife protection measures. These improvements for wildlife and vehicular safety will be evaluated and included in project design.

Bus Rapid Transit, Jackson to Teton Village
This corridor experiences the highest transit ridership in Jackson Hole. During ski season, ridership on START buses operating between Town and the Village approaches capacity of the transit system, with standing room only on some runs. (Note that in addition to START routes, this corridor also handles a significant amount of private sector transit service carrying many additional riders.)

Pursuant to this Plan, START will add ski season service to the extent feasible, will increase service between Town and the Village in the summer, will increase service to Wilson, and will increase commuter service over Teton Pass. This growth in service will produce a density of bus traffic that will be a significant percentage of peak hour traffic in the WY-22 corridor. One potential – perhaps likely – outcome is that transit ridership in this corridor will reach or exceed the feasible capacity of traditional bus services (public and private) operating in mixed traffic. As that level of demand approaches, the partners will initiate project planning for implementation of bus rapid transit (BRT) from Jackson to Teton Village.

Group 3 Major Capital Projects - "Regional Connections "

Group 3 capital projects will address traffic that may occur during peak summer months on US-26 north and south of Jackson. Unlike the projects in Group 1 and 2, which were bundled into project groups to be implemented together, projects in Group 3 form a set of alternatives to be studied in order to identify a preferred alternative. Because of the scale of the potential projects – spanning different parts of the region – and the magnitude of the cost, landscape and environmental impacts, a multi-stage NEPA (National Environmental Policy Act) process will be required, beginning with a Planning and Environmental Linkages (PEL) study similar to that already undertaken for the WY-22 and WY-390 corridors. This will require substantial lead time (at least 10 years) for project development.

Table 5-5. Group 3 Traffic Forecast and Benchmarks

Group 3 Indicator Count Station US-26 Gros Ventre (ATR #84)	2014 (actual traffic)	2024 (forecast traffic)	2035 (forecast traffic)	1st Benchmark (initiate NEPA/PEL process)
Summer average vehicles per weekday	12,770	14,000	15,800	17,200

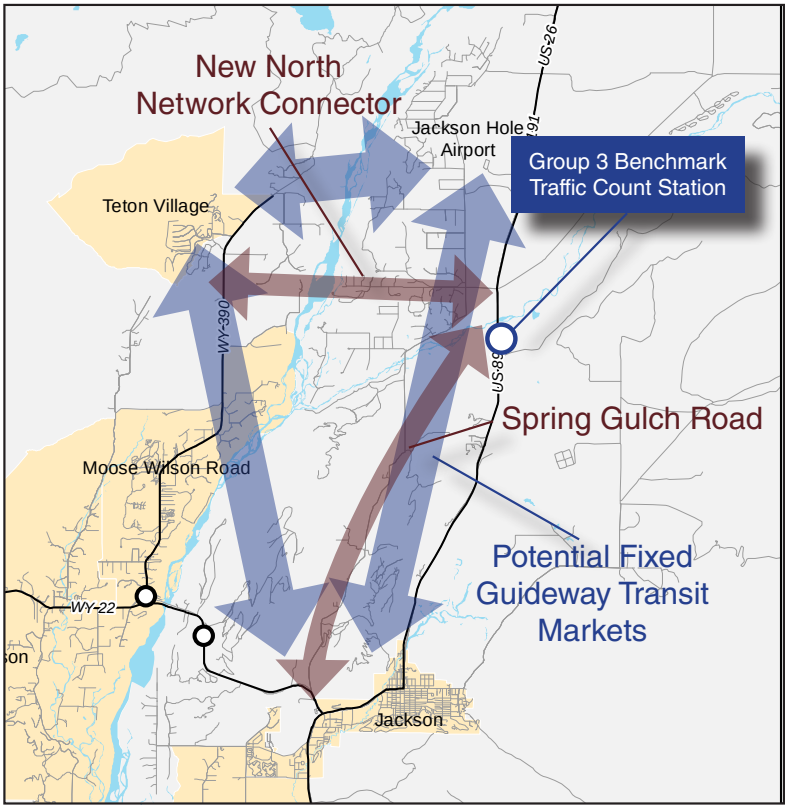
Under the baseline forecast for traffic growth, the County and WYDOT would not need to initiate the NEPA/PEL process for a the Group 3 Major Capital Projects until sometime well after 2035, when summer traffic volumes on US-26 north of Jackson are forecast to hit the first benchmark of 17,200 vehicles per average summer weekday, (and construction would not needed until even later). Under the Plan Scenario, traffic volumes are forecast to grow at an even slower rate along North Highway. This would delay a need to initiate the NEPA/PEL process for this group of projects even further and possibly never.

Pave and Upgrade Spring Gulch Road

Spring Gulch Road is a low-volume, low-speed County road providing local access to ranch lands. It also functions as a somewhat circuitous connection between US-26 north of Jackson and WY-22 west of Jackson and has been considered as a potential bypass route for pass-through traffic currently using the state highway corridor through Jackson. Implementing this bypass would require reconstructing the roadway, realigning portions of the corridor, and paving the new facility to support trucks and other traffic.

A modeling analysis of the Teton County road network (with forecasts to 2020) completed by WYDOT in 2008 concluded that corridor improvements would result in minimal system-wide benefits. (See Appendix F of the Jackson/Teton County Comprehensive Plan.) Due to modest potential benefits and the rural character of the Spring Gulch land use context, this project has a low priority. However, localized land use changes over time and growth in traffic beyond 2020 could warrant further exploration of this project as an alternative.

Figure 5-2. Group 3 Project Locations



This route has also been considered a potential corridor for a regional pathway or non-motorized link in Teton County. The priority of such a project will be determined through updates to the Pathways Master Plan.

New North Network Connector

The potential for a new network connector between US-26 north of Jackson and WY-22 near Teton Village has been discussed for decades. This concept would require a new crossing of the Snake River. The corridor would pass through a rural area of large-lot, single-family homes and undeveloped land, where further low density residential development is anticipated in the future.

Potential benefits of such a new connection could include shorter travel times between the airport and Teton Village and reduction in vehicular traffic pressure on Moose-Wilson Road between Teton Village and Grand Teton National Park.

A modeling analysis of the Teton County road network (with forecasts to 2020) completed by WYDOT in 2007 concluded this connection would offer minimal system-wide benefit. Despite limited potential benefits, traffic growth beyond 2020 could require consideration of this corridor. For additional discussion and analysis on this topic refer to Appendix H.

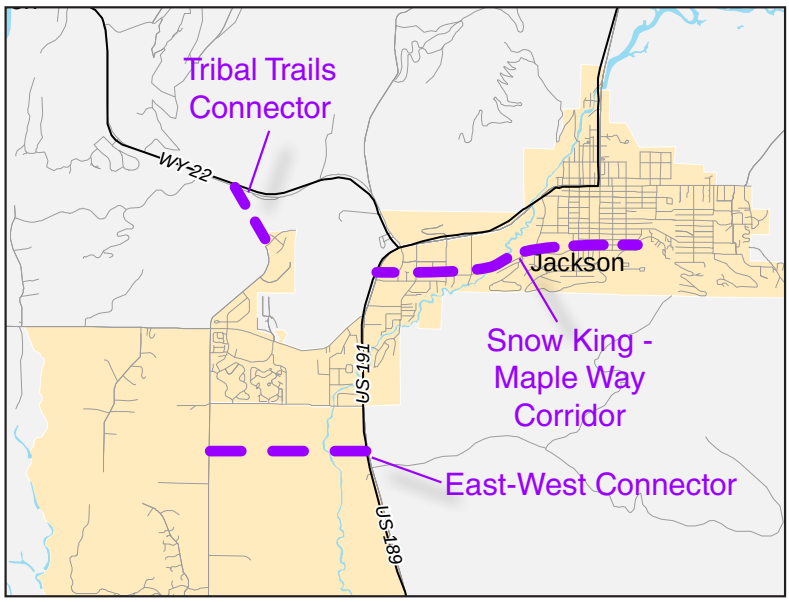
Fixed Guideway Transit

Over the long term, it may be that rail transit, or some form of elevated cable or guideway transit, could play a role in moving people within Teton County. Potential markets for this could include the Town-to-Village, Town-to-Airport and Airport-to-Village corridors. Appendix I provides a benchmarking system for when a more detailed planning and design process for a fixed-guideway transit system would be warranted.

Group 4 Major Capital Projects - Local Connectivity

The three Group 4 projects are each relatively short in length and will not require benchmarking to time their development because each have already been needed for many years. Each are identified as high priorities in the Comprehensive Plan. These projects will be planned and designed to serve travel to, from and within Jackson Hole and to improve connectivity between local neighborhoods. Design measures will be applied to discourage use of these connections by the pass-through and regional bypass traffic that should remain on the state highway system.

Figure 5-3. Group 4 Project Locations



Tribal Trails Connector

This project is also included in the Group 1 project list because of its interrelationships with WY-22 and traffic volumes through the "Y" Intersection. The Connector will provide a direct route for motor vehicles, including transit buses, between South Park and parts of the region accessed via WY-22, including Wilson, Teton Village, other West Bank neighborhoods and Eastern Idaho. Today, motor vehicles making one of these connections must travel around through the "Y" Intersection, adding to the congestion at that major crossroads. This poor connectivity also discourages provision of better transit services to affected neighborhoods – West Jackson, Cottonwood, Tribal Trails, and the High School Road commercial and educational land uses.

The corridor will extend north and west from its current terminus at Cherokee Lane, intersecting with WY-22 west of Jackson. The right of way required for the Connector has been established by Teton County for this long-planned use. Project benefits will be significant and will include:

- Reduced vehicle miles of travel (VMT) associated with circuitous routing of traffic;
- Reduced traffic through the "Y" Intersection;
- Improved emergency vehicle access and route redundancy in and around West Jackson and South Park;
- Roadway network redundancy for the "Y" Intersection, occasional closure of which (traffic crashes, etc.) can isolate the Town from Teton Village, Wilson and other West Bank neighborhoods and Eastern Idaho; and,
- Direct routing for START transit services between and among South Park, West Jackson, Teton Village, Wilson and West Bank neighborhoods.

This project will require close coordination among the transportation partners (Town of Jackson, Teton County and Wyoming DOT). A number of specific issues will be evaluated during the planning and design process, including:

- The location and design of the intersection with WY-22, taking into account the potential for a grade separation serving the northbound-to-westbound traffic flow;
- The potential of using berms and other landscaping barriers to reduce visual and noise impacts on existing neighborhoods;
- Roadway design features that discourage or prevent cut-through traffic from using this route as a shortcut to US-26 south of Jackson by way of either South Park Loop Road or High School Road; and,
- Roadway design features that slow traffic to safe speeds through the corridor.

East-West Connector

Teton County will develop a location study and corridor plan for a new roadway providing improved connectivity for local traffic between South Park Loop Road and US-26 south of the Town of Jackson. Planning and design of this new connector roadway will address all modes of travel – motor vehicle, START bus, bicycle and pedestrian, taking into account both the rural, undeveloped nature of the area today and potential future development scenarios. The County will coordinate closely with property owners in the planning and design process. Design measures will be included in the corridor concept to prevent pass-through traffic diversion from the state highways and to encourage lower speeds appropriate for local traffic.

Snow King-Maple Way Corridor

This corridor is an important multimodal network link connecting the two sides of Jackson split by Karns Meadows and Flat Creek. Currently, only two routes for traffic and bus transit connect West Jackson with the rest of Town - US-26 (West Broadway) and Snow King-Maple Way. There is no practical opportunity to develop other street linkages between East and West Jackson, so it is important that both corridors function well not only for traffic flow, but also as multimodal facilities serving pedestrian, bicycle and transit access and circulation.

This project has been studied by the Town and parts of the corridor have already been upgraded. Remaining elements of the project will include extending bike lanes and sidewalks through the corridor to West Broadway, providing transit access facilities at appropriate locations, adding turn lanes at intersections (where needed), and modifying the two intersections at the Scott Lane right-angle route diversion. Design options for the Maple Way/West Broadway intersection will also be studied to encourage use of the corridor for afternoon peak traffic use westbound out of the core area of Jackson. Because West Jackson has been, and will continue to be, an area attracting commercial and mixed-use redevelopment and infill, it will be important to upgrade pedestrian and bicycle accommodation in the area and this corridor will be essential to that effort. This project is identified as a high priority project in the Comprehensive Plan.

WILDLIFE PROTECTION

The Yellowstone/Teton area is known for its diverse and abundant wildlife population and is one of the only remaining regions in the U.S. with a complete set of large predator/prey populations. Preservation of wildlife is critical to maintaining the tourism-based economy of Teton County, to preserving the local ecological environment and to protecting what is both a local and national treasure. Wildlife preservation is also an important directive of the Comprehensive Plan, which states "A healthy ecosystem is our community's most important economic asset" (see Section 1). The Plan also seeks to include wildlife crossings and other mitigation standards in road design, limit human/wildlife conflicts, and reduce transportation impacts to wildlife and natural and scenic resources.

IMPACT OF TRANSPORTATION ON WILDLIFE

- A high number of annual fatal wildlife-vehicle collisions (WVCs) occur on the state highways in Teton County (which also endangers drivers); an average of 222 per year from 2010-2012 excluding those in GTNP (see Appendix E).
- High traffic volumes on the state highways can act as a barrier to daily wildlife movement and annual migrations between feeding grounds.

Teton County will take the following actions to enhance wildlife permeability and reduce wildlife-vehicle collisions (WVCs) on the major highway corridors in Teton County.

Develop a County wildlife crossing plan

Implement wildlife mitigation/protection measures identified in the WY-22/390 PEL study as part of the Group 1 and 2 of major capital projects

Collaborate with WYDOT to implement fencing and grade crossing as part of south US-26/89/191 projects along US-26 south of Jackson

Work with WYDOT to reduce speed limits from 55 mph to 45mph on US-26/89/191 between Jackson and Hoback. Partner with federal agencies to implement wildlife protection measures along US-26 between the Town of Jackson and Gros Ventre

Utilize existing science-based research when designing wildlife crossings and planning for wildlife permeability along each corridor (see Appendix J for resources)

PROJECT DEVELOPMENT

Coordinated Design Process

All projects within Capital Project Groups 1, 2 and 4 will be planned and designed concurrently to ensure that each project is designed to account for the impacts and overlapping design details of all other projects within the group and within that part of the regional network. Group 3 projects, however, will be studied and evaluated as potential alternatives. WYDOT will lead design and construction of the major state highway projects, but project development will require a coordinated effort between Teton County, the Town of Jackson and WYDOT.

Multimodal Design

During project development for each Major Capital Project Group, planners, designers and engineers will consider safety, convenience and efficient circulation of all modes (transit, bicycles, pedestrians and motor vehicles) through the project area. Each new capital project will be designed to increase connectivity of transit routes, pathways and bicycle lanes, sidewalks, and the street network. This multimodal approach will be essential to limiting growth in traffic congestion and will encourage balanced use of all modes and continued mode shift away from single occupant vehicle dependency.

An additional consideration to be incorporated into the planning and design process for Capital Groups 1 and 2 will be the potential that START may one day operate Bus Rapid Transit (BRT) between Jackson and Teton Village (see Chapter 2. Transit Development). Design features required for BRT operations may include signal prioritization, exclusive bus lanes, BRT stations and other elements that would contribute to streamlined service and reduced travel times. Specifically, as part of planning and design of the WY-22 Multi-Lane and Multimodal Improvements project in Capital Group 1 (Jackson – WY-390), the partners will evaluate the potential for adding an HOV/Bus lane in each direction as an alternative to adding general purpose lanes.

Project Charters

Each major transportation capital project will be guided by a Project Charter as described in this section. A Transportation Capital Project Charter is a document that describes the project and, once approved by an elected body, guides project development. Charters should not be lengthy documents. The project charter shall be updated at three points in project development:

- Start Up Phase – Initial preparation and adoption.
- Concept Design Phase – At completion of concept design.
- Final Design Phase – At completion of final design.

Qualifying Projects

A charter is required for capital projects that are specifically named in the Integrated Transportation Plan or that have an estimated capital cost over $1,000,000. Charters may be used for groups of projects that are interrelated parts of a network. A project charter may be used by the Town and County to guide local involvement in Wyoming DOT projects. Charters are not required for smaller capital projects, for programs or for ongoing maintenance and operations.

Project Initiation
A project charter may be initiated at the direction of the Town Council, County Board of Commissioners, or staff department with responsibility for capital project development. The project charter must be approved by the respective elected body before major expenditures are made for qualifying projects.

Purpose and Need
The charter shall identify why the project qualifies for, or requires, a charter. The transportation purpose and need of the project – access, circulation, mobility, etc. – shall be stated in terms that reconcile the project with policies and strategies in the Integrated Transportation Plan.

Project Objectives
The charter shall identify project objectives. These may include quantitative and qualitative objectives. Quantitative objectives shall include indicator metrics for a baseline condition and the corresponding intended future indicator values at five and ten years following completion. Minimum expectations for all transportation capital projects include objectives related to safety, environmental protection, and cost effectiveness:

- Safety – Project development shall include analysis of safety impacts of the proposed improvement. The intent of this plan is to focus on safety of people as they move about in our valley. This plan also recognizes that congestion alleviation and improved safety are not necessarily the same thing. While it is true that congested conditions may, in some cases, tend to increase the overall accident rate, it is also true that accident severity increases with vehicle speeds. Accordingly, safety metrics used in project development will rely on the accident rates for fatalities and personal injury accidents.
- Environmental Protection – Ecosystem stewardship is the first Common Value in the Town/County Comprehensive Plan. Whether or not specific environmental analyses are required by laws or regulations, development of all capital transportation projects shall take into account stewardship of wildlife, natural resources and scenery, as well as climate sustainability through energy conservation.
- Cost Effectiveness – Project development shall include an evaluation of whether there is a lower cost way to achieve the objectives identified for each project.

Project Location, Extents and Elements
The charter shall include a map showing the project location. The extents, or physical limits, of the project shall be described. The charter shall include a preliminary list of project elements.

Environmental Review
The charter shall describe the level of environmental review and clearance that will be required as part of project development. For projects expected to have federal funding or for which there will be a significant federal role, the NEPA (National Environmental Policy Act) project type – categorical exclusion, environmental assessment, or environmental impact statement – shall be identified and confirmed or revised at each phase.

Roles and Responsibilities
The charter shall identify agencies, entities, positions or individuals who will share responsibility for project development and shall describe their respective roles, including the following:

- Project Sponsor – The lead public agency with direct authority and responsibility.
- Project Manager – The staff individual (or position) who will serve as project manager.
- Project Team – The charter may identify other persons (or positions) to will work on project development.
- Elected Bodies – The charter shall identify how the Town Council and/or County Board will be involved in the project and at what points they will review project status and/or make decisions. The charter itself shall be presented to the respective elected body(ies) for review and approval and is not in effect until approved.

- Stakeholder Oversight – The charter shall identify individuals (or organizations) who will be appointed by the Town Council and/or County Board to serve on the stakeholder oversight committee for the specific project(s) covered by the charter. Stakeholder committees shall not have formal approval authority, shall not make decisions by voting and shall not have elected officers. Their function is to provide a sounding board for the project team and to provide advice and comment at various stages in project development. The charter shall identify the anticipated number and timing of stakeholder committee meetings. Notes from stakeholder committee meetings shall become part of the project record.
- Public Engagement – The charter shall identify the public engagement process to be used for project development, including a schedule of planned public events and any plans for a project website.

Required Resources

Project charters shall provide an estimate of the resources required to develop, build and open the project to service in the following categories. Resource estimates shall be updated periodically during project development.

- Project Cost Estimate – A cost estimate for the project shall be included in the project charter and shall be revised at each update phase. Estimated costs shall be provided for each of the major components of project development, including: planning and concept design; final design, right of way acquisition, construction and construction engineering. A contingency amount shall be included in the cost estimate for each component.
- Staff Resources – An estimate of staff resources required to manage the project shall be developed. This estimate need not be overly precise in hours but can be general in nature, e.g., "0.5 FTE for 6 months."
- Professional Services – Any contracts or work orders for consulting and other contract services required to complete various project components shall be described along with the planned approach to procurement. A cost estimate for these services shall be included in the project cost estimate for each project component.
- Funding Sources – The charter shall identify the source of funds for each project component, based on the cost estimate for that component. If a portion of the funding is speculative (e.g., SPET ballot or federal TIGER grant), that fact shall be noted.

Risk Assessment

Project charters shall include a discussion of project risks. These may be qualitative, but should be as specific as possible

- Outcomes Risk – This is the risk that the project will fail to achieve the Project Objectives (see above) along with the risk of unintended consequences. Potential mitigation measures for specific risks shall be described.
- Business Risk – This shall include the risk that the project costs will exceed the cost estimate and the risk that adequate funding will not be available and other potential events or occurrences that could affect the project development process or the ability to deliver the project on schedule. Potential mitigation measures for specific risks shall be described.

Transparency

Project charters, including each phase update, shall be made available on the respective Town or County website for general public access.

Specific Provisions for Capital Group 1

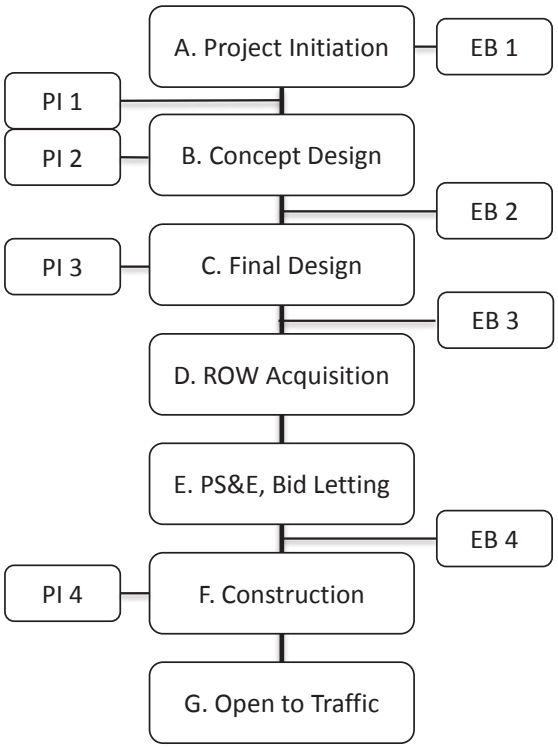
Appendix L provides additional specific provisions and information for the project development process to be used for Capital Group 1 projects.

Steps In Project Development

Following initial approval of the project charter, major capital projects for which the County and/or Town is the project sponsor will proceed through the steps shown in Figure 5-4 and described in this section below. Wyoming DOT has developed a similar flow chart for projects where WYDOT is the lead agency and for which NEPA review and clearance is required. This WYDOT flow chart is shown in Appendix L. For such projects, the project development steps shown in WYDOT's flow chart will be followed.

Continued involvement by the project stakeholder committee is assumed and not specifically shown in Figure 5-4. Stakeholder committee meetings will be held as appropriate throughout project development.

Figure 5-4. Project Development Steps



A. Project Initiation

This step includes development of an initial project charter as described in the previous section.

EB 1. Elected body(ies) approval of the project charter is required before moving beyond this step.

PI 1. An initial public information workshop or open house will be held following EB 1 to provide the public with an opportunity to learn about the project and to suggest potential design options and alternatives.

B. Concept Design

This step includes final project planning and initiation of any environmental review that is required, based on the project charter. If appropriate, project alternatives will be identified and described. If the project requires NEPA (National Environmental Policy Act) processing and clearance, draft and final environmental documents will developed and a preferred alternative identified, reviewed, and approved. Plan-view design drawings, right of way requirements, and revised project cost estimates will be completed at this stage. The concept design will include design drawings at about 30% completion.

PI 2. A public workshop or community open house will be held to obtain public review and comment on project alternatives and possible design options before a final concept plan is presented to the elected body(ies) for approval.

EB 2. Elected body(ies) approval of the concept design and update of the project charter is required before moving beyond this step.

C. Final Design

This includes final design of all project elements, identification of final right of way requirements, and development of revised project cost estimates.

PI 3. A public workshop or community open house will be held to obtain public review and comment on the proposed final design before it is presented to the elected body(ies) for approval.

EB 3. Elected body(ies) approval of the final design and update of the project charter is required before moving beyond this step.

D. Right of Way Acquisition

The right of way (land) required for the project, based on the final design drawings, will be obtained at this step.

E. Plans, Specifications and Estimates, Bid Letting

Once the right of way required for the project has been obtained, final design drawings, materials specifications, unit quantities and contract requirements will be prepared for bid letting. An update of the project cost estimate may be needed depending on how much time has transpired since completion of step C above.

EB 4. Elected body(ies) approval of the selected bid(s) and construction contract(s) will be required.

F. Construction and Construction Engineering

Construction of the project will proceed. Construction may be managed by staff or through contract services.

PI 4. Many projects will require ongoing communication with nearby property owners, business owners and residents, as well as with the general public to ensure that people are aware of any road closures, traffic management measures, and ongoing construction impacts..

G. Open to Traffic

At completion of construction the project will be opened to public use. As-built design drawings will be prepared and retained by the project sponsor.

6. REGIONAL TRANSPORTATION PLANNING ORGANIZATION

Continuing, Cooperative, Comprehensive

OVERVIEW

The Town of Jackson and Teton County will establish, staff and provide funding for a Regional Transportation Planning Organization (RTPO). During the first stage of implementation, the RTPO will provide transportation planning and coordination services to the Town and County. During the second stage of implementation, the role of the RTPO will be expanded to include development and implementation of a regional transportation program funded from new revenue sources. In the event of federal legislation passes authorizing rural equivalents to MPOs or similar authority for rural transportation planning and prioritization, the RTPO would take on that role as well.

FIRST STAGE ORGANIZATION

The RTPO will be modeled on Metropolitan Planning Organizations established under federal transportation statutes. Its multimodal mission would encompass vehicular travel, public transit, bicycling and recreational trails, and pedestrian accommodation. RTPO staff will undertake transportation planning for the Town and County, provide coordination between local, regional and state transportation programs and be empowered to accept local, state, federal and private grants and enter into contracts.

Organizational Structure

A Policy Board and a Technical Advisory Committee will provide strategic direction to the RTPO. The Policy Board's role will be advisory to the County Commission, Town Council and Wyoming DOT District 3. It would include:

- Two members of the Teton County Board of Commissioners appointed by the Board;
- Two Town Councilors appointed by the Town Council;
- One local citizen appointed jointly by the County Commission and Town Council; and
- Non-voting members representing Wyoming DOT, Grand Teton National Park, and the Jackson Board of Education.

BENEFITS OF AN RTPO

- Establish a routine, structured setting for the Town, County and WYDOT to propose, evaluate and prioritize projects (all modes) for inclusion in the State Transportation Improvement Program (STIP).
- Improve coordination of transportation planning and design projects (e.g. future PEL studies, roadway design, etc.) between the Jackson Hole region and the State of Wyoming.
- Provide capability for routine public transit planning, including service planning, capital planning and grant applications, as well as long-term strategic planning.
- Provide capability for routine, ongoing Transportation Demand Management program.
- Provide a framework for coordination with Teton County, Idaho, the State of Idaho, the Greater Yellowstone Region, and adjacent Wyoming counties.
- Set the stage for dedicated, regional transportation funding source.

The Technical Advisory Committee (TAC) will serve in an advisory function to the Policy Board and be chaired by the RTPO executive director. It will be comprised of:

- RTPO staff as well as staff from the various Town and County transportation programs (engineering, pathways, transit, etc.);
- A representative from the Wyoming DOT;
- A representative of Grand Teton National Park; and
- Representatives of other organizations as determined by the Policy Board.

RTPO VS. RTA

Establishing a Regional Transportation Authority (RTA) was considered as an alternative organizational structure. However, while Wyoming Statutes authorize formation of RTAs, this structure may be more limited than will be needed for the RTPO. The relevant Wyoming statute may be found at this link: http://law.justia.com/codes/wyoming/2010/Title18/chapter14.html

RTPO Responsibilities

Specific responsibilities of the initial RTPO will include:

- Implement the Transportation Demand Management Program established by this Integrated Transportation Plan;
- Evaluate candidate projects for state and federal transportation funding and provide formal review and comment to Wyoming DOT in development of the State Transportation Improvement Program (STIP) on behalf of the Town and County;
- Provide monitoring and reporting of the key indicators established by this plan, including monitoring of progress toward major capital project benchmarks;
- Provide transit planning services to START including grant writing and grant applications;
- Absorb the Jackson Hole Community Pathways program; and
- Develop a transportation funding proposal as described below for consideration by the Town and County and for approval by voters.

SECOND STAGE ORGANIZATION

The second stage of RTPO development could occur as an expansion triggered by passage of a dedicated local transportation funding source or by other events such as passage of federal legislation authorizing rural MPO-like transportation planning authorities. The second stage organization could also occur gradually over time as needed.

Eventually, the Town of Jackson and Teton County will add staff and funding to the RTPO to strengthen the local/regional capability to develop, monitor and fund transportation plans, programs, projects and other actions. The second stage RTPO will provide transportation planning and coordination services to the streets and public works programs of the Town and County, to START and to Wyoming DOT. It will have a formal role in prioritizing state transportation decisions, including updates to the STIP.

In the case Town and County voters approve a dedicated source of transportation funding, the RTPO will:

- Take on the role of prioritizing, allocating the new transportation funds;
- Be involved in traffic forecasting, environmental review processes for transportation projects, transit service and capital needs analysis and planning, and the pathways program;
- Be empowered to grant funds to the Town and County for local projects within their jurisdiction.

It will be important for the RTPO to establish the kind of "continuing, comprehensive and cooperative" transportation planning process currently assigned to Metropolitan Planning Organizations in metropolitan regions. The Policy Board and TAC will provide ample opportunity for direct and active involvement by Grand Teton National Park, the Jackson Hole Chamber of Commerce, Teton Village Association, Jackson Hole Mountain Resort, Snow King Resort, and other organizations and entities capable of representing stakeholders in transportation decision-making.

It may be appropriate for the RTPO to be involved in coordinating transportation planning and decision making across Teton County, Wyoming boundaries either through an expanded formal organization structure or through intergovernmental cooperation. This broader transportation planning and coordination role could embrace Teton County, Idaho; the Idaho Department of Transportation; Park, Lincoln or Sublette Counties in Wyoming; Yellowstone National Park; and other areas within the larger regional trip-shed.

RTPO EXAMPLES

- **Roaring Fork Transportation Authority (RFTA), CO.** RFTA was established in 1983 under Colorado's legislation authorizing "rural transportation authorities." RFTA is a regional transit service provider in the Roaring Fork and Colorado River Valleys and is the second largest transit agency in Colorado. RFTA also owns and manages a 40+ mile regional multi-use pathway between Aspen and Glenwood Springs. See more: http://www.rfta.com/.
- **Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA), AZ.** NAIPTA was created pursuant to a statute modeled on the Colorado statute. NAIPTA operates a regional transit system that serves Flagstaff, Coconino County, and the Northern Arizona University campus. More details: http://www.naipta.az.gov/.

7. ACTION PLAN

Strategic, Prioritized, Accountable

OVERVIEW

This chapter includes two sections. The Implementation section provides an implementation schedule for the Plan, identifying timing and priorities for Plan elements found in chapters 2 – 6. The Funding the Plan section provides a blueprint for generating the increased funding that will be required for full implementation.

IMPLEMENTATION

Immediate Actions (2015 - 2018)

General – All Chapters

- ❑ Develop a Community Capital Improvement Plan for transportation projects through a cooperative effort of the Town, County, Wyoming DOT, federal agencies and the school district. Incorporate the chartering process described in the Project Development section of Chapter 5.

Transit Development (Chapter 2)

Facilities

- ❑ Identify funding source and schedule for completion of the START maintenance facility.
- ❑ Initiate study of locations, design and costs of satellite maintenance facilities.
- ❑ Identify high priority locations for bus shelters and begin annual program of upgrades.
- ❑ Conduct a transit access needs study to determine potential demand for park 'n ride access to transit (both remote parking for commuter routes and peripheral/intercept parking for access to Town of Jackson) and also to identify potential needs for improvements to first and last mile access by active transportation modes (walking and bicycling). Document capital needs for potential capital funding.

Town Shuttle

- ❑ Expand and revise route structure, increase hours of service.

Commuter Routes

- ❑ Increase service on the Teton Valley, Idaho route by adding one run a day to the schedule.

Corridor Routes

- ❑ Increase winter service on the Teton Village route by adding peak hour express runs.
- ❑ Increase summer service on the Teton Village route by adding runs.
- ❑ Initiate coordination with Grand Teton National Park on a pilot program providing summer service between the Town and the Park.

Transit Passes

- ❑ Implement an expanded county-wide commuter pass program, working directly with employers.

Active Transportation (Chapter 3)

Town of Jackson Community Streets Plan (CSP)

- ❑ Adopt the CSP (Council).
- ❑ Adopt new Land Development Regulations.
- ❑ Begin requiring compliance with CSP through development application review process.
- ❑ Begin implementing capital projects on schedule identified in the CSP.

Teton County Community Streets Policy and Plan

- ❑ Initiate development of a Teton County Community Streets Policy and Plan.

Pathways Program

- ❑ Update the Pathways Master Plan.
- ❑ Continue implementation of Pathways capital projects plan.

Maintenance Practice

- ❑ Implement enhanced winter maintenance practices.

Activity Monitoring

- ❑ Implement enhanced data collection to monitor active transportation activity levels.

Transportation Demand Management (Chapter 4)

Establish a Transportation Demand Management Program (TDM)

- ❑ Create, fund and fill a TDM coordinator position.

Parking Management

- ❑ Update the 2003 Downtown Jackson downtown parking study.

Commuters

- ❑ Implement an expanded transit commuter pass program. Set pricing and policies.
- ❑ Begin working with large employers to implement commuter TDM strategies.

New Development

- ❑ Incorporate new TDM requirements for large projects in Land Development Regulations.

Residents

- ❑ Initiate outreach to parents and schools for active travel to and from school.

Visitors

- ❑ Coordinate with Travel and Tourism Board on enhanced visitor travel information.

Travel Planning App

- ❑ Develop a travel planning and monitoring app for use by residents, commuters and visitors and explore potential integration of this app with Wyoming's 511 highway information services.

Major Capital Projects (Chapter 5)

Capital Group 1 (WY-22)

- ❑ Coordinate with WYDOT to add WY-22 and the "Y" Intersection to the STIP including new construction and smaller spot improvements to improve overall efficiencies.
- ❑ Coordinate with WYDOT to initiate concept planning and design of Capital Group 1.

Capital Group 2 (WY-390)

- ❑ Coordinate with WYDOT to add the southern section of WY-390 to the STIP including new construction and smaller spot improvements to improve overall efficiencies.
- ❑ Coordinate with WYDOT to initiate concept planning and design of the southern section of Capital Group 2.

Capital Group 3 (Regional Connections)

- ❑ Monitor trends based on benchmarks.

Capital Group 4 (Local Connectivity)

- ❑ Initiate concept planning and design for the Tribal Trails Connector and South Park Loop Road intersection improvements.
- ❑ Initiate location study and corridor plan for a South Park East-West Connector.
- ❑ Coordinate with WYDOT on design concept for Maple Way/US-26 intersection.
- ❑ Initiate final design, fund and build Snow King – Maple Way Corridor enhancements.

Wildlife Protection

- ❑ Complete the Teton County Wildlife Crossing Plan.

Regional Transportation Planning Organization (RTPO – Chapter 6)

First Stage Organization

- ❑ Create, fund and fill an executive director position (could initially overlap with TDM coordinator position).
- ❑ Establish Policy Board and make appointments.
- ❑ Establish Technical Advisory Committee and make appointments.
- ❑ Initiate TDM program (see Transportation Demand Management, above.)
- ❑ Consolidate Pathways program into RTPO.
- ❑ Initiate monitoring and reporting of key indicators.

- ❑ Provide planning support to START and Pathways program.
- ❑ Initiate development of transportation funding proposal.

High Priority Actions (2015 - 2024)

Transit Development (Chapter 2)

Facilities

- ❑ Fund and complete construction of START maintenance facility.
- ❑ Design and begin acquisition and development of satellite maintenance facilities.
- ❑ Continue upgrading high priority locations for bus shelters.

Town Shuttle

- ❑ Increase frequency of service and disaggregate loop routes.

Commuter Routes

- ❑ Continue increasing service on the Teton Valley, Idaho route by adding runs to the schedule.
- ❑ Increase service on the Star Valley route by adding runs to the schedule.
- ❑ Increase service to Wilson and add service to South Park by providing both local and express commuter runs

Corridor Routes

- ❑ Continue increasing summer and winter service on the Teton Village route.
- ❑ Initiate federal Small Starts planning process for BRT service between Town of Jackson and Teton Village.
- ❑ Initiate a 2 – 3 year pilot program of summer service between the Town and Grand Teton National Park.

Active Transportation (Chapter 3)

Town of Jackson Community Streets Plan (CSP)

- ❑ Continue requiring compliance with CSP in development application review process.
- ❑ Continue implementing capital projects on schedule identified in the CSP.

Teton County Community Streets Policy and Plan

- ❑ Adopt and begin implementation of a Teton County Community Streets Policy and Plan.

Pathways Program

- ❑ Continue implementation of Pathways capital projects plan.

Maintenance Practice

- ❑ Continue enhanced winter maintenance practices.

Activity Monitoring

- ❑ Continue enhanced data collection to monitor walk and bike activity levels.

Transportation Demand Management (Chapter 4)

Commuters

- ❑ Continue working with employers to implement commuter TDM strategies.
- ❑ Develop and support employer TDM network, including quarterly meetings.
- ❑ Schedule and host annual special events and promotions.
- ❑ Implement guaranteed ride home program.
- ❑ Keep up with technology in transit pass programs.

Residents

- ❑ Continue outreach to parents and schools for active travel to and from school.

Visitors

- ❑ Continue working with Travel and Tourism Board on enhanced visitor travel information.

Major Capital Projects (Chapter 5)

Capital Group 1 (WY-22)

- ❑ Coordinate with WYDOT to reconstruct WY-22 and the "Y" Intersection.

Capital Group 2 (WY-390)

- ❑ Coordinate with WYDOT to reconstruct the southern section of WY-390.

Capital Group 3 (Regional Connections)

- ❑ Monitor trends based on benchmarks.

Capital Group 4 (Local Connectivity)

- ❑ Construct Tribal Trails Connector and South Park Loop Road intersection improvements.
- ❑ Construct a South Park East-West Connector.
- ❑ Reconstruct Maple Way/US-26 intersection.

Regional Transportation Planning Organization (RTPO – Chapter 6)

Second Stage Organization

- ❑ Go to the voters for approval and implement expanded funding of the regional transportation program.
- ❑ 2019 – prepare a technical update (data only) of the ITP
- ❑ 2024 – prepare a complete update of the ITP.

Benchmarked Actions (2025 - 2035)

Transit Development (Chapter 2)

Facilities

- ❑ Continue upgrading high priority locations for bus shelters.

Commuter Routes

- ❑ Continue increasing service on the Teton Valley, Idaho route.
- ❑ Continue increasing service on the Star Valley route.

Corridor Routes

- ❑ Implement BRT service between Town of Jackson and Teton Village.

Major Capital Projects (Chapter 5)

Capital Group 3 (Regional Connections)

- ❑ Monitor trends based on benchmarks.

FUNDING THE PLAN

The transportation partners (Town, County and Wyoming DOT) are not currently funded at levels that would support implementation of this Integrated Transportation Plan. Funding the plan will require a strategic approach based on the following assumptions and principles:

Federal Funding

The federal surface transportation program will continue to be uncertain. Federal funding levels will decline over the near term. In particular, the potential exists for declines in transit capital funding. Discretionary grant programs (TIGER, etc.) may continue to be funded, but will be hard to predict. At the same time, there are grant opportunities in programs outside US DOT, including the Departments of Agriculture and Energy and EPA that the partners will investigate and pursue.

Project Development

The adage that "money comes to plans faster than plans come to money" is nowhere more true than in local and regional transportation. The partners will work to establish an inventory of high-priority, "shovel-ready" capital projects in support of an opportunistic approach to meeting the funding challenge. These will include a range of modal projects and a range of project sizes to improve the potential for a successful match between funding opportunities and candidate projects.

Dedicated Transit Funding

About ¾ of transit system costs are incurred for operations and maintenance. Regional transit systems in western states (for example RFTA, EcoTransit and Summit Stage in Colorado, NAIPTA in Arizona) have gained traction and managed to keep up with demand only when local, dedicated sources of operations funding have been put in place. This is one of the highest priorities in Jackson Hole.

Capital Funding
Infrastructure programs like transportation (and water, sewer, electrical service, etc.) tend to languish and fail to keep up with demand if funding is uncertain. Only where stable, predictable flows of capital funding are made available are transportation agencies able to plan and manage multi-year capital projects. The Town and County will establish a revenue stream for regional transportation capital projects. This funding will be dedicated to regional projects and will be programmed and managed by the RTPO (see Chapter 6), with the following priorities:

- Transit capital, including completion of the consolidated maintenance facility;
- Capital project development (see Project Development, above);
- Capital Groups 1 – 4, in partnership with Wyoming DOT; and,
- Regional transportation planning and management.

Private Sector
The RTPO will reach out to the private sector, including especially employers and the tourism industry, to draw them into active involvement in implementation of the transportation program. This effort will initially focus on the larger employers and on collaboration with the Jackson Hole Chamber of Commerce.

Transparency and Accountability
The partners will work to establish a routine system of monitoring and reporting of regional transportation system demand and performance. This will be the responsibility of the RTPO (Chapter 6) and will ensure a stable foundation of public support for the regional transportation program.

Available Funding Sources

Potential sources of funding for Plan implementation are shown in Table 7-1. An analysis of suitability of the various potential sources for specific Plan priorities is described below.

Table 7-1. Potential Funding Sources

Funding Source	Current Tax Rate	Revenue	Details
General County-Wide Sales Tax	4¢ State + 2¢ Teton County (1¢ General Purpose, 1¢ Special Purpose/SPET)	Each 1¢ sales tax in Teton County generates about $11.2 million annually	• Local sales tax revenue is shared between the County and Town based on population • County could impose additional 1¢ general purpose sales tax with vote of the public
Lodging Tax	2¢	Each 1¢ lodging tax in Teton County generates about $2.3 million annually	• In Teton County lodging tax revenue must be allocated 60% for tourism promotion, 10% for general purposes, and 30% for visitor impacts • A lodging tax extension was approved by Teton County voters in November, 2014
General County-Wide Property Tax	9 mils for general fund purposes; total levies up to 60 mils on some properties	Each 1 mil property tax in Teton County generates about $2.4 million annually (applied to properties in the County and in the Town of Jackson)	• County general purpose maximum levy is 11 mils • Town of Jackson does not impose a property tax for general funding purposes
Regional Transportation Authority (RTA) Property Tax	Not implemented in Teton County	Each ½ mil county-wide (including town) would produce about $1.2 million annually	• Authorized by Title 18, Chapter 14, Wyoming Statutes – up to ½ mil • Must be applied county-wide; multi-county RTAs are allowed

Funding Source Suitability

It will be important for the Town and County to be strategic in designing a funding program for this Plan. The following suitability analysis will guide local discussion, debate and development of a funding strategy.

Sales Tax

Sales tax receipts can be more volatile than property tax receipts as economic cycles play out, but in Teton County will offer more opportunity for growth. Accordingly sales taxes represent an appealing source of funding for capital programs (all modes) but seem less ideal for transit operations and maintenance, where volatility can be problematic. One appeal of this revenue source is the fact that a significant portion of sales tax revenues in Teton County are paid by visitors and tourists. However, the most important characteristic of a sales tax is the sheer amount of revenue it produces.

Lodging Tax

It makes sense to look to a lodging tax increase as a way to fund part of the cost of transit capital and operations, as well as bicycle and pedestrian capital projects. Peak demand in Jackson Hole is clearly produced by the seasonal influx of visitors and tourists, which creates a significant amount of the unmet financial need in state and regional transportation programs. However, the lodging tax as a source may not be readily scalable, since only 30 – 40% of revenues from a tax increase could be made available for transportation programs, creating a surge in tourism promotion that would have to be explained as part of asking for voter approval.

General County-Wide Property Tax

An argument can be made that property taxes are a logical source of funding for transit operations and maintenance because good transit service is an essential utility, much like water, sewer, and emergency response services. Also, this revenue source is relatively stable over time, which helps avoid the challenges a transit program can face during a recession, when revenues from sales taxes and lodging taxes decline at the same time that ridership demand increases. Property taxes are also a good source of revenue for road and street maintenance, but that approach is clouded in this instance due to the legacy of the Town not applying a property tax and the difficulty of proposing that County landowners pay for Town street maintenance.

Regional Transportation Authority (RTA) Property Tax

This is essentially the same as the County-wide property tax described above, but would be tied to the provisions of Wyoming's RTA statute. This statute was designed to enable multi-county transit agencies, which could be a part of Teton County's future, but is off-target for near-term Jackson Hole needs. In any event the RTA property tax is limited to ½ mill, which is not enough revenue to warrant the effort.

Private Sector

Finally, while not a tax source, there should be a role for the private sector in funding the transit system. The most direct way to do this in Jackson Hole will be to expand private employer participation in buying transit passes for commuters, a topic addressed in Chapter 2 (Transit Development Plan) and Chapter 4 (TDM).

Gap Analysis

To achieve full implementation of this Plan, increased funding beyond existing sources will be needed to address the following major priorities:

- transit service expansion – capital and operations and maintenance (O&M) costs;
- local roadway projects (e.g., Maple Way/Snow King); and,
- continued investment in pathways as well as bike lane and pedestrian improvements.

All of the major roadway projects described in this Plan are state highways that would be funded from state and federal revenue sources. It is also possible that elements of certain local projects could be supported in part with state and federal highway funding – a new intersection at Maple Way and US-26, a new intersection at WY-22 and the Tribal Trails Connector, etc.

This Plan also calls for increases in spending for local pathways, sidewalks, and streets. While the exact amount of these capital costs would not be known until project design is completed, an increase in capital spending of $2 million annually would quickly accomplish many of the objectives identified in the Plan.

Growing and improving transit services will represent the largest single cost facing the Town and County. Federal transit funding should provide much of the capital costs – including completion of the transit maintenance facility (which probably cannot be funded from local sources). However, the level of START operations and maintenance (O&M) funding needed by 2024 will require a new source of local revenue.

Table 2-2 in Chapter 2 provides cost estimates for transit expansion. Table 7-2 below shows the net revenue increases required for this expansion. By 2024, a net increase in local transit capital and O&M funding of about $2.7 million would be required annually (above 2013 budget levels). Much of the capital cost (80%) would be funded with federal funds – which will grow as the transit system grows. An increased share of the O&M costs would be met by increasing START's operating ratio from 23% to 30% – a direct outcome of implementing the transportation demand management program (Chapter 3).

If Town and County voters were to approve a 1¢ increase in the local sales tax, the increased funding required for transit implementation to 2024 could be met with well less than half of the ($11M) proceeds of the additional 1¢, leaving significant funding for other transportation projects and yet allowing for half of the new sales tax proceeds to be invested in affordable housing. So, while the transit costs are daunting, they are well within the scope of potential local action to address funding.

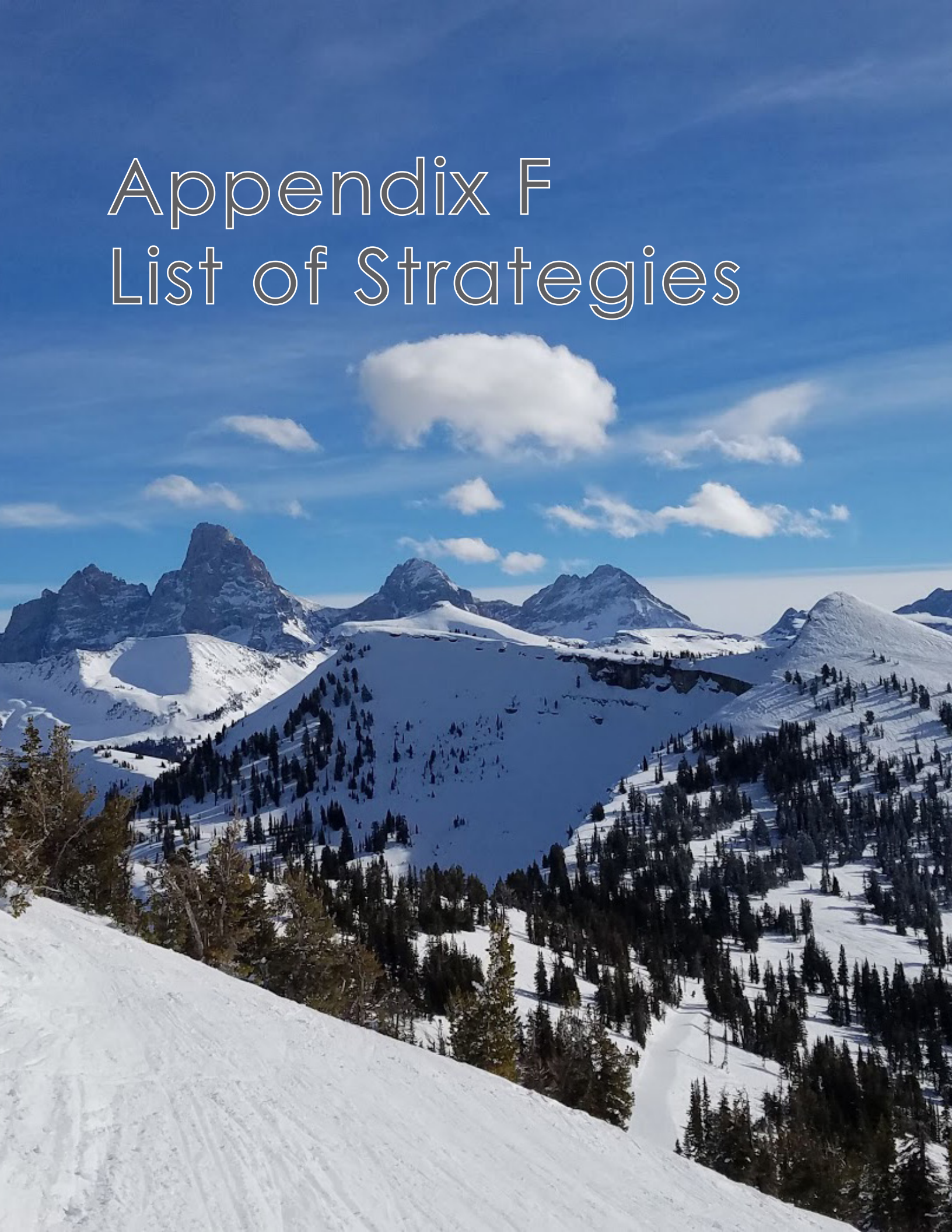
However, the transit funding gap will widen further between 2024 and 2035, and sometime after 2024 additional funding for transit will be required. One of the major issues to be addressed in the next Integrated Transportation Plan Update (to be developed in 2024) will be how to meet this need. Additional revenue sources – local property taxes, lodging taxes, an RTA tax – would be available and should be considered. However, for purposes of this Action Plan, it is clear that sufficient funding capacity is technically available for the Town, County and WYDOT to fully implement the "Immediate" and "High Priority" projects and programs required by 2024.

Table 7-2. START Budget Increases (in millions)

Budget Items	2013 Budget	2024 Estimate	Net Increase[3]	2035 Estimate	Net Increase[4]
Operations & Maintenance (O&M) Cost	$2.9	$6.6	$3.7	$14.6	$11.7
Local Share Cost[1]	$0.3	$0.6	$0.3	$1.2	$0.9
Total Cost	$3.2	$7.2	$4.0	$15.8	$12.6
Operating Revenue[2]	$0.7	$2.0	$1.3	$4.4	$3.7
Local Funding Required	$2.5	$5.2	$2.7	$11.4	$8.9

1. 20% local share/80% federal share
2. 23% of O&M in 2013, 30% in 2024 and 2035
3. 2024 compared to 2013
4. 2035 compared to 2013

Appendix F
List of Strategies



List of Strategies

Appendix F

Strategies (√ = complete)

The community should undertake the following strategies in the initial implementation of the policies of our Common Values. This list is only a starting point and is not all-inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually, as described in Policy 9.2.b. Strategies with a check mark indicate those that have been completed since 2012

Chapter 1. Stewardship of Wildlife, Natural Resources, and Scenery

General Strategies

1.G.S.1: Identify appropriate indicators that measure achievement of the Chapter goal. For example, measuring stewardship of natural resources may include establishing indicators for percent change of site development within the Town and County, or tracking contaminant loading from wastewater discharge at the Town of Jackson treatment facility.

1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward goals related to this chapter.

Strategies to maintain healthy populations of all native species (Principle 1.1)

√1.1.S.1: Create a vegetation cover map that can be used to help inform the identification of relative criticalness of habitat types. In the interim, as focal species are being identified, work with Wyoming Game and Fish and other partnering agencies and entities to update the mapping that provides a general indication of the location of the Natural Resources Overlay (NRO), based on current protection of critical "species of special concern" habitat.

√1.1.S.2: Identify focal species that are indicative of ecosystem health and determine important habitat types for those species. Evaluate habitat importance, abundance, and use to determine relative criticalness of various habitat types.

1.1.S.3: Establish a monitoring system for assessing the singular and cumulative impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.

1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.

1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connectivity and update as needed.

1.1.S.6: Identify areas for appropriate ecological restoration efforts.

√1.1.S.7: Identify areas appropriate for roadway underpasses, overpasses, speed reductions, or other wildlife-vehicle collision mitigation measures in heavy volume wildlife-crossing areas.

1.1.S.8: Develop an ecosystem stewardship education program to further the goals of the community and establish community buy-in.

1.1.S.9: Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.

Strategies to preserve and enhance surface water and ground water quality (Principle 1.2)

1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.

1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near significant waterbodies.

1.2.S.3: Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.

1.2.S.4: Implement and periodically update the Flat Creek Watershed Management Plan.

1.2.S.5: Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.

1.2.S.6: Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.

1.2.S.7: Educate our community on the importance of water quality protection and our sole source aquifer.

1.2.S.8: Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.

Strategies to maintain the scenic resources of the community (Principle 1.3)

1.3.S.1: Evaluate and remap the Scenic Resources Overlay based on the accumulated knowledge of potential visual impacts and identify expanded viewsheds to which the SRO will apply.

1.3.S.2: Evaluate and amend lighting standards based on dark skies best practices.

1.3.S.3: Update the public lighting standards to match the dark skies standards adopted in the Land Development Regulations.

Strategies to protect and steward open space (Principle 1.4)

√ 1.4.S.1: Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Reconsider applicability of the PRD tool on smaller (35- to 120-acre) parcels. Consider incentives in addition to density bonuses, including house size, locations, guesthouses, and other options.

1.4.S.2: Evaluate and update agricultural exemptions and incentives to encourage continued agricultural conservation of open space. Support exemptions and provide incentives to enable the continuation of agriculture.

√ 1.4.S.3: Explore non-development incentives for the permanent protection of open space.

√ 1.4.S.4: Explore the establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.

1.4.S.5: Evaluate and update the definition of publicly valuable open space to include the provision of active recreation opportunities in less critical habitat to relieve recreation pressure in areas of more critical habitat, and manage public lands access.

1.4.S.6: Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.

1.4.S.7: Periodically revisit the rural conservation development options (Rural PRD, Floor Area Option) to ensure conservation, housing, and transportation goals are met and to explore new tools.

1.4.S.8: Evaluate private land recreation needs and management to relieve the impact on public lands.

Chapter 2. Climate Change

General Strategies

2.G.S.1: Update Chapter 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation to establish the Town and County's position as a leading sustainable and adaptable community. As part of the Chapter Update, consider updating the Chapter Goal. Also consider the impacts and opportunities presented by our tourism-based economy.

2.G.S.2: Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should outline implementation responsibilities, and include adaption measures specific to the potential impacts of climate change on our economy.

2.G.S.3: Promote community-wide and targeted education about methods and techniques that can be applied at individual and organizational levels to reduce impacts on our environment, and ensure the inclusion of resorts and visitors in that outreach.

Strategies to reduce consumption of non-renewable energy (Principle 2.1)

√2.1.S.1: Coordinate with the wide range of organizations working on energy conservation to educate the community about the benefits of reducing consumption of energy from non-renewable sources.

2.1.S.2: Work with partners to distribute technological devices, such as home area networks, into the community to raise awareness of the amount of energy being consumed and opportunities for reduced consumption.

2.1.S.3: Partner with organizations such as the Yellowstone-Teton Clean Cities to educate residents and guests about the negative impacts of vehicle idling.

2.1.S.4: Work with local energy providers to develop a sliding scale energy pricing structure where unit cost increases with total energy consumption.

2.1.S.5: Evaluate and update land use regulations to support renewable energy generation in the community.

2.1.S.6: Coordinate education efforts to avoid private Codes, Covenants & Restrictions (CC&Rs) that prohibit on-site renewable energy generation and other sustainable practices.

2.1.S.7: Create a personal emissions responsibility program to raise awareness and promote reduced consumption.

Strategies to reduce energy consumption through land use (Principle 2.2)

See Strategies 3.1.S.1 through 3.1.S.4 and 3.2.S.1 through 3.2.S.8.

Strategies to reduce energy consumption through transportation (Principle 2.3)

See Strategies 7.1.S.1 through 7.1.S.11 and 7.2.S.1 through 7.2.S.6.

2.3.S.1: Promote and incentivize the increased use of electric modes of transportation (bikes, buses, cars).

2.3.S.2: Develop a County Energy Mitigation Program that addresses the induced transportation demand required to maintain certain site designs or features.

Strategies to increase energy efficiency in buildings (Principle 2.4)

2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.

2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives for government operations and new private construction to use energy efficiency best practices.

√ 2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate in a communitywide energy retrofit program.

2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness of the benefits of the use of sustainable construction materials.

2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.

2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings and consume less energy.

2.4.S.7: Explore a policy commitment that every public building and vehicle will be zero-emission.

2.4.S.8: Update the County Energy Mitigation Program to encourage energy conservation in buildings.

Strategies to conserve energy through waste management and water conservation (Principle 2.5)

2.5.S.1: Implement a sliding scale water pricing structure.

√ 2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including communitywide curbside recycling.

√ 2.5.S.3: Develop a program to guide waste reduction in the County

2.5.S.4: Update landscaping LDRs to encourage water conservation.

2.5.S.5: Reduce energy consumption in wastewater treatment through the use of the most energy efficient treatment methods and technology to discharge effluent that exceeds the quality of the receiving waters.

Chapter 3. Responsible Growth Management

Strategies to direct growth out of habitat, scenery, and open space (Principle 3.1)

√ 3.1.S.1: Evaluate and update land development regulations in Rural Areas to better protect wildlife habitat, habitat connections, scenic vistas and rural character.

√ 3.1.S.2: Explore tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County.

3.1.S.3: Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses outside of Complete Neighborhoods.

√ 3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County.

3.1.S.5: Develop tools to reduce ecosystem impacts and preserve existing workforce housing in Conservation Subareas.

3.1.S.6: Review the CN-PRD and evaluate methods to promote its use, including a CN-PRD catalyst project; explore additional tools for transferring development potential out of Preservation and Conservation Subareas of ecological significance into Stable and Transitional Subareas in the Town and County.

Strategies to enhance suitable locations as Complete Neighborhoods (Principle 3.2)

3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.

3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.

3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use.

3.2.S.4: Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round Complete Neighborhood that includes more locally-oriented nonresidential uses and allows for additional units in exchange for conservation of Rural Areas.

3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.

3.2.S.6: Evaluate and update design regulations to encourage quality public space.

3.2.S.7: Coordinate with a public art task force to write a public art plan for the community.

3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.

3.2.S.9: Explore reduced development/utility fees in Complete Neighborhoods.

3.2.S.10: Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals but is also consistent with all three common values.

Strategies to manage growth predictably and cooperatively (Principle 3.3)

√ 3.3.S.1: Consider a joint Town and County staff person to execute an Adaptive Management Program and otherwise implement the Comprehensive Plan.

3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.

√ 3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.

3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.

3.3.S.5: Begin neighborhood planning of (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:

- An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
- Reference Town zoning concepts for guidance and use Town infrastructure standards; and
- A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

3.3.S.6: Consider adding a joint Town/County staff position with a focus on management and reporting of data.

Strategies to limit development in naturally hazardous areas (Principle 3.4)

3.4.S.1: Study and map avalanche and landslide areas.

√ 3.4.S.2: Update and refine Urban Wildlife Interface and steep slopes maps.

3.4.S.3: Evaluate and update development regulations for naturally hazardous areas based on mapping.

Chapter 4. Town as the Heart of the Region – The Central Complete Neighborhood

Strategies to maintain Town as the central Complete Neighborhood (Principle 4.1)

4.1.S.1: Evaluate and update base zoning requirements and performance tools consistent with principles, polices and Character Districts.

√ 4.1.S.2: Evaluate and update regulations to allow and promote an appropriate variety of housing types identified through the Character Districts.

Strategies to promote vibrant, walkable mixed use areas (Principle 4.2)

4.2.S.1: Complete a neighborhood plan for the Town Square Character District. The plan should include design standards and use descriptions.

4.2.S.2: Update design guidelines to provide more specificity, and predictability.

√ 4.2.S.3: Initiate neighborhood plans for specific mixed use subareas.

√ 4.2.S.4: Update land development regulations for mixed use subareas to encourage ground floor vitality and flexible upper floor mixed use.

√ 4.2.S.5: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.

4.2.S.6: Explore allowing a fourth floor for workforce housing, within existing height allowances, in Subarea 2.3 Downtown.

4.2.S.7: Explore developing pedestrian zones Downtown.

4.2.S.8: Catalyze the redevelopment of Subarea 2.6 Mixed Use Office and Residential.

4.2.S.9: Revisit Subarea 2.5: North Cache Gateway, given the habitat value in the Subarea.

Strategies to develop desirable residential neighborhoods (Principle 4.3)

√4.3.S.1: Initiate neighborhood plans for Transitional Subareas.

√ 4.3.S.2: Identify locations for locally-oriented nonresidential use.

4.3.S.3: Remove barriers and catalyze development in existing high-density zones through impact infrastructure investment and support for projects that utilize housing incentives.

4.3.S.4: Develop neighborhood plans for transitional subareas that address easing the transition

for existing residents.

4.3.S.5: Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:

- An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
- Discussion of the future location of the Teton County Fair; and
- A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

Strategies to enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)

4.4.S.1: Coordinate with a public art task force to write a public art plan for the community.

4.4.S.2: Initiate gateway plans for the three community entrances.

4.4.S.3: Evaluate and update design regulations to encourage quality public spaces.

4.4.S.4: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features.

4.4.S.5: Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.

4.4.S.6: Evaluate future active use of Karns Meadow.

Strategies to preserve historic structures and sites (Principle 4.5)

4.5.S.1: Define criteria to identify historic buildings and sites.

Chapter 5. Local Workforce Housing

General Strategies

5.G.S.1: Define and develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8.

Strategies to house a diverse population locally (Principle 5.1)

√ 5.1.S.1: Evaluate qualifying criteria for subsidized housing and update as necessary based on full-time workers, and continue to give priority to critical service providers.

5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education about the value of workforce housing.

5.1.S.3: Evaluate moving from standard deed restriction back to the modifiable template through the annual Rules and Regulations Update.

Strategies to predictably locate a variety of housing types (Principle 5.2)

√ 5.2.S.1: Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on multi-family housing.

5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations.

5.2.S.3: Make impactful investments in infrastructure and catalyst investments in housing projects located in transitional subareas.

5.2.S.4: Explore allowances for temporary housing and tiny homes.

Strategies to reduce the shortage of housing that is affordable to the workforce (Principle 5.3)

√ 5.3.S.1: Complete a new nexus study for the establishment of sliding scale mitigation requirements.

√ 5.3.S.2: Update current mitigation requirements as necessary.

5.3.S.3: Update the Employee Generation Nexus Study (created by 5.3.S.1) to look at the full range of employee generation and the full range of associated impacts, including generated employees who are not linked to a traditional "brick and mortar" physical address..

5.3.S.4: Revisit housing mitigation requirements (created by 5.3.S.2) upon the update of the Employee Generation Nexus Study (5.3.S.3).

Strategies to establish a balanced housing program (Principle 5.4)

√ 5.4.S.1: Adopt a 10-year coordinated workforce housing implementation plan/action plan.

√ 5.4.S.2: Evaluate the appropriate governmental structure for the Housing Authority.

5.4.S.3: Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing.

√ 5.4.S.4: Evaluate and update existing workforce housing incentives.

5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax.

5.4.S.6: Continue to pursue State and Federal grants to fund the development of workforce housing.

5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to increase the supply of workforce housing.

5.4.S.8: Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals.

5.4.S.9: Actively enforce short-term rental prohibition in the County.

5.4.S.10: Explore the dedication of more staff and funding to the Housing Supply Program

5.4.S.11: Implement the workforce housing projects, programs, and partnerships that are annually identified in the Housing Supply Plan.

Chapter 6. A Diverse and Balanced Economy

General Strategies

6.G.S.1: Update and revise Chapter 6 so that it articulates a clear community economic vision that is consistent with the rest of the Plan.

Strategies to measure prosperity in natural and economic capital (Principle 6.1)

6.1.S.1: Market the community as a "green" location to visit, live, and work, and promote businesses based on eco-tourism.

Strategies to promote a stable and diverse economy (Principle 6.2)

6.2.S.1: Explore cultural tourism and other opportunities to fill existing capacity for lodging accommodations and services during the shoulder seasons.

√6.2.S.2: Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second homeowners, and retirees.

6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.

6.2.S.4: Explore connecting the implementation of Chapter 6 to the Travel & Tourism Board and Chamber of Commerce funding.

6.2.S.5: Create and maintain a local cost of living index.

Strategies to create a positive atmosphere for economic development (Principle 6.3)

6.3.S.1: Explore tools to promote economic development that does not require the investment of local funds.

6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle-income jobs and promote entrepreneurship.

6.3.S.3: Explore tools to connect local consumers to local suppliers.

6.3.S.4: Collect data on livable wages as another option for mitigating the impacts of employment generation in the updated employee generation nexus study.

6.3.S.5: Support local employees through efforts of making housing, daycare, and other needs more accessible and affordable.

Chapter 7. Multimodal Transportation

Strategies to meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure (Principle 7.1)

7.1.S.1: Consider a seventh cent sales tax, additional mil property tax, or other funding sources for the provision of infrastructure for alternative transportation modes.

7.1.S.2: Consider adopting "complete streets" and/or "context-sensitive" policies and updated road design standards for all roadways.

7.1.S.3: Work with WYDOT to have "complete streets" and/or "context sensitive" policies incorporated into all WYDOT roadways within the community.

7.1.S.4: Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.

7.1.S.5: Prepare comments and recommendations on the WYDOT State Transportation Improvement Plan (STIP).

7.1.S.6: Pursue transit service between Jackson and the airport/Grand Teton National Park, and other strategic route expansions.

7.1.S.7: Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other critical pathways identified in the Pathways Master Plan.

7.1.S.8: Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets.

√ 7.1.S.9: Consider developing a Community Streets Plan that acts as a guide for the process of

developing and retrofitting the street network within the Town of Jackson.

7.1.S.10: Support the year-round use of pedestrian infrastructure through regular maintenance, including winter clearing of trails and pathways.

Strategies to emit less greenhouse gasses from vehicles than in 2012 (Principle 7.2)

7.2.S.1: Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.

7.2.S.2: Create a Countywide Transportation Demand Management (TDM) program, which may include efforts to:

- Educate the community on alternative transportation options and benefits.
- Pursue home mail delivery.
- Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school.
- Establish a trip reduction coordinator to work with employers to reduce trips and facilitate rideshare.

7.2.S.3: Implement the Wildlife Crossings Master Plan.

7.2.S.4: Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.

7.2.S.5: Consider specific provisions for current planning review to require walk, bike, carpool, and transit components in new development.

7.2.S.6: Explore fare-free START bus service.

Strategies to coordinate transportation planning regionally (Principle 7.3)

√ 7.3.S.1: Develop a Countywide Integrated Transportation Plan

7.3.S.2: Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.

7.3.S.3: The TAC, partner agencies, and non-profits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators.

√ 7.3.S.4: Continue START service to Teton County, Idaho, and Lincoln County, Wyoming, and explore other measures to limit the impacts of commuters on the ecosystem and the region.

√ 7.3.S.5: Explore the establishment of a joint Town-County Transportation Planning Department.

7.3.S.6: Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.

7.3.S.7: Consider hiring a staff person and/or additional staff infrastructure and capacity to implement the goals and strategies of this Chapter.

Chapter 8. Quality Community Service Provision

Strategies to maintain current, coordinated service delivery (Principle 8.1)

8.1.S.1: Use budgeting to affirm desired service levels from government service providers that address all policies of Principle 8.1.

8.1.S.2: Coordinate with independent service providers to understand their service delivery plans, especially those service providers seeking local government funding.

8.1.S.3: Identify critical services and services requiring redundancy in service provision.

8.1.S.4: Develop a Principle that addresses stable funding, additional revenue, and a policy for how to use the Special Purpose Excise Tax (SPET).

8.1.S.5: Create a portal or clearinghouse where the community can quickly learn more about the various services available in the community.

8.1.S.6: Explore the provision of housing for public employees to support a greater ability for public employees to live in the community for which they work.

8.1.S.7: Explore the affordability of community services to support equitable access throughout the Town and County.

Strategies to coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

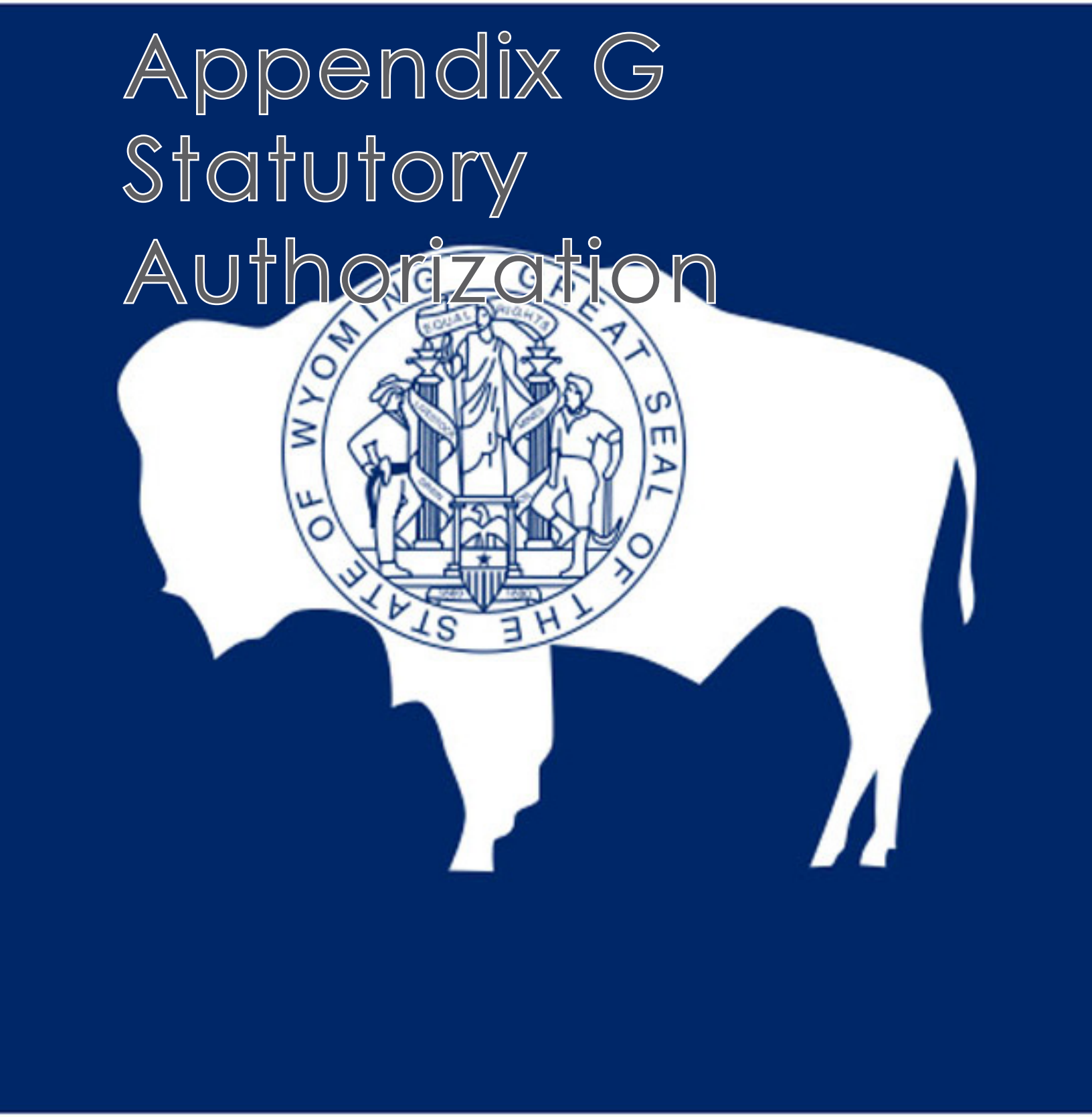
8.2.S.1: Coordinate the creation and maintenance of communitywide Major Capital Project List for all services listed in Principle 8.1.

8.2.S.2: Update exaction and impact fee nexus studies.

8.2.S.3: Evaluate and update development exaction regulations and impact fee requirements.

8.2.S.4: Identify appropriate locations for infrastructure before it is needed by projecting the location of future growth.

Appendix G
Statutory Authorization



GREAT SEAL OF THE STATE OF WYOMING
EQUAL RIGHTS

Statutory Authorization

Appendix G

Town of Jackson

15-1-503.Master plan; adoption; concurrent action; contents; amendment.

(a) The commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality. If the plan involves territory outside the city or town, action shall be taken with the concurrence of the board of county commissioners or county planning commission, or other municipal legislative body concerned. The master plan, with the accompanying maps, plats, charts and descriptive and explanatory matter shall show the:

(i)Commission's recommendations for the development and may include the general location, character and extent of streets, bridges, viaducts, parks, waterways and waterfront developments, playgrounds, airports and other public ways, grounds, places and spaces;

(ii) General location of public buildings and other public property;

(iii) General location and extent of public utilities and terminals, whether publicly or privately owned, for water, light, power, heat, sanitation, transportation, communication and other purposes;

(iv) Acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment, or change of use of any public ways, grounds, places, spaces, buildings, properties, utilities or terminals;

(v) Zoning plan for the regulation of the height, area, bulk, location and use of private and public structures and premises, and of population density;

(vi) General location, character, layout and extent of community centers and neighborhood units; and

(vii) General character, extent and layout of the replanning of blighted districts and slum areas.

(b) The commission may amend, extend or add to the plan or carry any part or subject matter into greater detail.

15-1-504. Master plan; preparatory surveys and studies; general purpose.

In preparing the master plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality and its environs. The plan shall be made for the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will best promote the general welfare as well as efficiency and economy in the process of development.

15-1-505. Master plan; manner of adopting generally; certification thereof.

The commission may adopt the master plan in parts as the plan progresses or as a whole. Any part of the plan shall correspond generally with one (1) or more of the functional subdivisions of the subject matter thereof. The adoption of the plan or any part, amendment or addition shall be by resolution carried by the affirmative vote of not less than a majority of the commission. The resolution shall refer expressly to the maps, descriptive matter and other matters intended by the commission to form the whole or part of the plan. The action taken shall be recorded on the adopted plan or part thereof over the signature of the secretary of the commission. A copy of the plan or part thereof shall be certified to the governing body.

15-1-506. Master plan; construction to conform, be approved; overruling disapproval; time limitation.

(a) If the governing body has adopted the master plan or any part thereof, no street, park or other public way, ground, place or space, public building or structure or public utility, whether publicly or privately owned, may be constructed until its location and extent conform to the plan and have been approved by the commission. If disapproved, the commission shall communicate its reasons to the governing body which by a vote of not less than a majority of its membership may overrule the disapproval. If overruled, the governing body or the appropriate board or officer may proceed. However, if the public way, ground, place, space, building, structure or utility is one which the governing body, or other body or official of the municipality may not authorize or finance, then the submission to the commission shall be by the board or official having that jurisdiction, and the commission's disapproval may be overruled by that board by a majority vote or by that official. The acceptance, widening, removal, extension, relocating, narrowing, vacation, abandonment, change of use, acquisition of land for, or sale or lease of any street or other public way, ground, place, property or structure may be similarly overruled.

(b) If the commission fails to act within thirty (30) days after the proposal has been submitted to it, the proposal is deemed approved, unless a longer period is granted by the governing body or other submitting body, board or official.

Teton County

18-5-201. Authority vested in board of county commissioners; inapplicability of chapter to incorporated cities and towns and mineral resources.

To promote the public health, safety, morals and general welfare of the county, each board of county commissioners may regulate and restrict the location and use of buildings and structures and the use, condition of use or occupancy of lands for residence, recreation, agriculture, industry, commerce, public use and other purposes in the unincorporated area of the county. However, nothing in W.S. 18-5-201 through 18-5-207 shall be construed to contravene any zoning authority of any incorporated city or town and no zoning resolution or plan shall prevent any use or occupancy reasonably necessary to the extraction or production of the mineral resources in or under any lands subject thereto.

18-5-202. Planning and zoning commission; composition; residency requirements, terms and removal of members; vacancies; rules; record; meetings to be public; secretary; preparation and amendments; purpose; certifications and hearing; amendments.

(a) Each board of county commissioners may by resolution create and establish a planning and zoning commission. The commission shall be composed of five (5) members appointed by the board at least three (3) of whom shall reside in the unincorporated area of the county, provided that this provision shall not affect the membership composition of any existing commission. The terms of the members appointed to the first planning and zoning commission shall be of such length and so arranged that the terms of one (1) member will expire each year, and thereafter each member shall be appointed for a term of three (3) years. Any member of the commission may be removed for cause other than politics or religion and after public hearing by the board of county commissioners. If a vacancy occurs in the commission the board of county commissioners shall fill the vacancy by appointment for the unexpired term. The planning and zoning commission shall organize within thirty (30) days after its establishment, shall adopt rules for the transaction of its business and keep a record of its actions and determinations. Three (3) members shall constitute a quorum for the transaction of business. All meetings, records and accounts of the commission shall be public. The county clerk shall serve as secretary to the commission.

(b) The planning and zoning commission may prepare and amend a comprehensive plan including zoning for promoting the public health, safety, morals and general welfare of the unincorporated areas of the county, and certify the plan to the board of county commissioners. Before certifying its plan or amendments thereto to the board the commission shall hold at least one (1) public hearing. Notice of the time and place of hearing shall be given by one (1) publication in a newspaper of general circulation in the county at least thirty (30) days before the date of the hearing. Any person may petition the planning and zoning commission to amend any zoning plan adopted under the provisions of W.S. 18-5-201 through 18-5-207.

(c) The planning and zoning commission shall prepare recommendations to effectuate the planning and zoning purposes and certify its recommendations to the board of county commissioners. Before adopting the recommendations the board shall hold at least one (1) public hearing. Notice of the time and place of hearing shall be given by one (1) publication in a newspaper of general circulation in the county at least fourteen (14) days before the date of the hearing. After public hearing has been held, the board shall vote upon the adoption of the planning or zoning recommendation. No planning or zoning recommendation shall be adopted unless a majority of the board votes in favor thereof.

ATTACHMENT 3:

AN UPDATE TO THE 2012

JACKSON | TETON COUNTY

COMPREHENSIVE PLAN

PUBLIC DRAFT

28 OCTOBER 2020

~~29 JULY 2020~~

~~06 April 2012~~

ecosystem stewardship | growth management | quality of life

KEY TO TRACKED CHANGES

Red text = Edits requested at October 13, 2020 JIM*
Blue text = Proposed updates included in July 29, 2020 Draft
Black text = 2012 Comprehensive Plan text
~~Strikethrough~~ = text proposed to be removed
Underlined = text proposed to be added

***In addition to being represented in red, edits requested at the 10/13 JIM are also indicated by a grey vertical line in the left page margin and most are noted by a comment in the right page margin**

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Acknowledgements

2020 Elected Officials:

TETON COUNTY
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Commissioner Greg Epstein, County, Vice-Chair
Commissioner Natalia Macker, Chairwoman
Commissioner Mark Newcomb
Commissioner Luther Propst

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Vice Mayor Hailey Morton Levinson,
Mayor Pete Muldoon, Mayor of Jackson
Councilor Jonathan Schechter
Councilor Jim Stanford

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Susan Lurie
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Alex Muromcew
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OPS Strategies

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2012 Stakeholder Advisory Group:

Laurie Andrews, Conservation Easements
Jake Ankeny, Construction
Jerry Blann, Resorts
Franz Camenzind, Wildlife Protection/Conservation
Rob Cheek, Commercial Real Estate
Kniffy Hamilton, National Forest
Anne Hayden, Affordable Housing
Darrell Hoffman, Community Character Preservation
Bland Hoke, Real Estate Development/Historical Planning Perspective
Kelly Lockhart, Ranching/Large Land Owners
Brad Mead, Ranching/Large Land Owners/Legal
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Dail Barbour, Teton County Library Manager
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Doug Brimeyer, Biologist, Wyoming Department of Game and Fish
Tom Campbell, Wildlife Biologists
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Acknowledgements

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Commissioner Andy Schwartz
Commissioner Hank Phibbs
Commissioner Paul Vogelheim
Commissioner Paul Perry
Commissioner Leland Christensen
Commissioner Bill Paddleford

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Mayor Mark Barron
Councilor Melissa Turley
Councilor Mark Obringer
Councilor Bob Lenz
Councilor Greg Miles

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TETON COUNTY
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Mark Newcomb
Peter Stewart
Mike Hammer
Patricia Russell
Tony Wall
Forest McCarthy
Larry Hamilton
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~~OUR VISION~~ EXECUTIVE SUMMARY

Ecosystem Stewardship | Growth Management | Quality of Life
Public Draft | October 28~~March 20~~, 2020

Our Place in the Greater Yellowstone Ecosystem

Yellowstone (the world's first National Park), Grand Teton National Park, Bridger-Teton National Forest, Targhee National Forest, and the National Elk Refuge are testaments to the ecological richness and international significance of our community. These roughly 2.6 million acres foster a strong stewardship ethic. The Town of Jackson and Teton County are a gateway to these national treasures. This Plan focuses on private lands, which make up 3% of the land area in the County, or just over 76,000 acres.

[AMENDED GRAPHICS]

A ~~Our~~ Vision Founded on Three Common Values

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

Our **Vision** is founded in our Greater Yellowstone Ecosystem context and strengthened by our commitment to optimizing **three Common Values** of Community Character. Just like braided strands within a rope create its core, appreciation of the ecosystem in all aspects of our life is only as strong as our commitment to all three of our Common Values.

[ADDED GRAPHIC]

CV1: Ecosystem Stewardship - As ecosystem stewards, we will ensure the health of all native species by avoiding habitat impact and fragmentation, maintaining water quality, and limiting our contribution to climate change.

CV2: Growth Management - To manage growth, we will not add to the overall amount of growth allowed and will direct growth into locations with the least habitat value and the most existing services.

CV3 : Quality of Life - For us, quality of life means local housing options and economic growth across all income levels, mobility options beyond the single-occupancy vehicle, and quality service provision.

Does the project respond to our targets and indicators?

Each of the eight Chapter Goals has associated indicators to measure its achievement. A project should respond to the trends reported by those indicators, primarily the indicators that serve as our adaptive management targets – 60% of growth in Complete Neighborhoods and 65% of the workforce living locally. At regular 7% growth intervals, we check our growth against these targets. If we are not meeting the targets, an adaptive management update to the Plan is triggered (Achieving Our Vision Chapters).

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Is this the best location for the project?

If the project is identified explicitly in a Character District, the answer is yes. If the project is new, it

should be located using the Character District framework that comprehensively optimizes all ~~eight~~8 Chapter Goals throughout the community as a whole (Illustration of Our Vision Chapters).

Does the project optimize the Plan's 8 Chapter Goals?
If the project is specifically identified as a strategy, the answer is yes. If the project is new, it should optimize each of the Plan's Goals. The Plan has eight Goals, which can be found at the beginning of Chapters 1 through 8 (Common Value chapters).

~~This Comprehensive Plan is meant to protect the health, safety, and welfare of our community and preserve our community character for future generations. To do this in one of the nation's largest intact ecosystems, we must have a Comprehensive Plan organized around stewardship of our ecological resources. Wildlife, along with natural and scenic resources, draw both residents and visitors to this special place and are at the core of our heritage, culture, and economy. All aspects of our community character thrive on a shared appreciation of the natural setting in which we are located and the quality of life our surroundings bring. To achieve our desired community character, the community must protect and enhance the ecosystem in which we live.~~

~~Yellowstone (the world's first National Park), Grand Teton National Park, Bridger-Teton National Forest, Targhee National Forest and the National Elk Refuge are testaments to the ecological richness and international significance of our community. These roughly 2.6 million acres of federally protected lands foster a strong stewardship ethic in both residents and visitors to Jackson and Teton County. This Plan extends that ethic to the private lands in Teton County, which comprise only 3 percent of the land area, but are where most of the community lives and works. Each resident and visitor has a responsibility to use public and private lands in a way that preserves the function of the Greater Yellowstone Ecosystem so that it can continue to be enjoyed in its intact state for generations to come.~~

~~While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. To ensure our ecosystem protection results in a healthy environment, community, and economy, the Plan commits to three Common Values of Community Character: Ecosystem Stewardship, Growth Management, and Quality of Life. Our community character is only fully defined by all three of our Common Values, each in support and reliant upon the others.~~

TAs ~~t~~he implementation of our Vision relies upon predictable, cooperative decision making that is locally relevant and regionally responsible. Past approaches that relied on project-by-project decision making achieved some success, but also divided the community and produced unintended consequences. We are committed to sticking to the Plan where consensus has been reached and respecting the Plan philosophy when new circumstances arise. To do this, we will ask ourselves key questions regarding goals, location, and indicators.

~~"The Town of Jackson and Teton County are a gateway to Yellowstone National Park, Grand Teton National Park, BridgerTeton National Forest and the National Elk Refuge. This Plan focuses on private lands, which make up 3% of the land area in the County, or just over 76,000 acres."~~

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Our Common Values in Action

On the ground, the Illustration of Our Vision implements our Common Values.

The Plan is to preserve and protect habitat, habitat connections, scenery, and open space by directing growth out of these "Rural Areas" and minimizing impact from the growth that does occur (CV-1: Ecosystem Stewardship).

The growth directed out of Rural Areas will be directed into "Complete Neighborhoods" of existing development, infrastructure, and services to enhance the most appropriate places for growth into the best places to live, work, and play. This shift in development will occur with no net increase in allowed development (CV-2: Growth Management).

The type of growth desired is growth that provides housing and services that residents can access and afford (CV-3: Quality of Life).

[ADDED COUNTY MAP GRAPHIC]

~~Plan Framework: A Continuous Feedback Cycle~~

~~The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs the policies that describe our Common Values of Community Character. The geographic implementation of those policies is depicted in the Illustration of Our Vision. The success of our policy implementation is analyzed through the Growth Management Program to ensure that we are Achieving Our Vision. As we identify our successes and failures in achieving our Vision, we will adapt our policies and their implementation, continuously progressing through the cycle.~~

[ADDED GROWTH GRAPHIC]

A Plan that Adapts to a Changing World [ADDED TRANSECT GRAPHIC]

This Plan is our guide to living sustainable lives. It acknowledges that our community must adapt, not only where we live, but~~about~~ how we live. Living sustainably~~e lives~~ is even more critical in an ever-changing ecosystem, climate, and community that is changing. Experience both locally and throughout the nation has shown that if we do not plan to be adaptive, we may reflect fifteen years from now and only be able to speculate as to why our Vision was not achieved. This Plan is comprised of an annual feedback cycle to meet our community Vision and desired community character. The community's Adaptive Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision (see Achieving our Vision). The Adaptive Management Program allows the community to be adaptive, responsible, and decisive in optimizing the Vision and all three Common Values. Triggers and indicator feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary. As we identify our successes and failures, we will adapt our policies continuously progressing through the cycle and adapting to a changing world.

~~Common Values of Community Character~~

~~While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support of and reliant upon the others. In order for our ecosystem protection to result in a healthy environment, community, and economy, the community commits to achieving all three mutually supportive Common Values: • Ecosystem Stewardship (CV-1) • Growth Management (CV-2) • Quality of Life (CV-3)~~

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~~Ecosystem Stewardship (CV-1)~~

~~The Greater Yellowstone Ecosystem—the largest intact ecosystem in the lower 48 states—transcends the physical boundaries of Jackson and Teton County.~~
~~Accordingly, our Vision states that preserving and protecting the area's ecosystem is the core of our community character. Therefore, Ecosystem~~
~~Stewardship is a Common Value of Community Character in and of itself.~~
~~However, wildlife, natural and scenic resources, open space, and climate are also integral to our Growth Management and Quality of Life Common Values. The~~
~~quality of this ecosystem has attracted numerous visitors throughout the years and is the primary reason many residents live here; our Quality of Life depends on many factors, but the primary factor is the continued health and viability of the ecosystem in which we live. Similarly, making the most ecologically suitable places for development the most desirable places to live is the core of our~~
~~Growth Management Common Value. With this Plan, the community recommits to our legacy of responsible Ecosystem Stewardship to ensure that the abundant wildlife, quality natural resources and scenery, open space, and climate that we experience today last long into the future. While our community's international popularity and location in an intact ecosystem heighten the importance of Ecosystem Stewardship they also provide the community with an opportunity to lead in implementing strategies for climate sustainability and protection of~~
~~wildlife, natural and scenic resources, and open space. Our community will lead by example to show how local efforts can positively affect entire ecosystems. The community's stewardship of our surrounding ecosystem has been and will continue to be our legacy to future generations.~~

~~Common Values~~
~~Growth Management (CV-2)~~

~~Effective Growth Management is essential to protecting our surrounding ecosystem and reinforcing our community's Quality of Life. Our three Common Values of Community Character are mutually supportive, requiring the~~
~~community to enhance our built environment into desirable places for residents, businesses, and visitors in order to protect wildlife habitat, habitat connections, scenery and open space. If the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and~~
~~Quality of Life will both benefit. Managing growth means proactively planning for what we want—rural open spaces and high quality, desirable Complete~~
~~Neighborhoods. The Plan identifies a range of land use patterns, from rural to~~ urban, to assist
~~the community in visualizing how we will implement our~~
~~Common Values of Community Character over time. These land use patterns vary in the ratio and level of intensity of their natural, built and social components.~~
~~Growth Management will ensure that the heart of the community—the Town of Jackson—will continue to be the community's housing, employment, social, and civic center. By directing the majority of growth into areas of existing~~
~~infrastructure and services, which comprise only about 7% of private land, we can preserve open spaces of ecological and scenic value while also allowing for enhanced housing, economic development, social, and civic opportunities. Our~~

~~community realizes the importance of Growth Management in achieving Ecosystem Stewardship in harmony with our desired Quality of Life.~~

~~Quality of Life (CV-3)~~

~~The Jackson and Teton County community takes pride in our local identity and community character. Our natural character is protected through our Ecosystem Stewardship, and our physical character is guided by our Growth Management.~~

~~However, the more emotional aspect of our character – our Quality of Life – is equally important to our community. We have always been a diverse community that supports a variety of lifestyles and employment opportunities, and we welcome others to share in the enjoyment of our intact ecosystem and western mountain lifestyle. Our Quality of Life and a quality visitor experience depend not only on Ecosystem Stewardship and Growth Management, but also on preserving the socio- economic diversity and service delivery that are so attractive to residents and visitors alike. Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long- term residents who steward our surrounding ecosystem and welcome visitors to do the same. Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services. Continuing to provide these services in a manner that better achieves our Vision will enhance the livability and appeal of our community. A community that offers a spectrum of housing and employment options and provide access to safe, efficient, and economical transportation and services is a desirable community to call home and an attractive destination to visit time and again. This lifestyle is a function of our Quality of Life and also leads to greater resident and visitor investment in our Ecosystem Stewardship and Growth Management values.~~

~~Achieving Our Vision~~

~~As a community set in a sensitive and dynamic natural environment, we must be able to evolve and respond to changing conditions to ensure we achieve our Vision. Although our Vision has not significantly changed over the past thirty years, the circumstances within which we implement our Vision are in continual fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Past experience both locally and throughout the nation has shown that if we do not plan to be adaptive, we may reflect fifteen years from now and only be able to speculate as to why our Vision was not achieved. This is too big of a risk to take. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and strategies intended to achieve our Vision and desired community character. Our Growth Management Program looks beyond the overall amount of growth, providing a structure to quantitatively analyze the location and type of growth and adapt our implementation efforts to better achieve our Vision and desired community character. Through ongoing monitoring, a trigger for more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our polices, we commit to~~

predictable, accountable, and measurable pursuit of our Vision and desired community character.

Illustration of Our Vision

Realizing our Vision requires proactively planning for what we want – rural open spaces and high quality Complete Neighborhoods – by identifying where we want them and what we want them to look like. Our Vision is that development be designed to enhance our community character and located in suitable areas in order to preserve and protect the ecosystem and western, rural character. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development enhances our Quality of Life. In all other areas, the Illustration of Our Vision describes how we will preserve and enhance wildlife habitat, wildlife connectivity, scenic vistas, and open space. Defining desired character for all areas of the community provides predictability in planning and development, which has been absent in the past. Incremental, site- specific determinations of policy applicability that are emotionally, politically and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision. The Illustration of Our Vision will inform land development regulations that ensure no policy of this Plan is forgotten and that all policies are implemented within the proper context. The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information we can determine what policies and strategies are appropriate in which locations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.

Plan Highlights: Learning from the Past (Appendix B)

The 1994 Plan set the foundation for our Vision and Common Values of Community Character described in this document. This Plan builds on that foundation and the lessons learned from the 1994 Plan to advance the implementation of the community's Vision.

[TEXT IN GRAPHIC DELETED]

~~Plan Update Process (Appendix C)~~

~~Over 100 public meetings in the making, this Plan represents the community's dedication and commitment to preserve and enhance this special place.~~

~~[TEXT IN GRAPHIC DELETED]~~

~~Plan Highlights: Innovative Planning Tools~~

~~With a Vision to preserve and protect the intact ecosystem in which we live for future generations, we must continue to implement the best available planning practices and lead in the understanding of impacts and possible solutions. Highlights of the Plan are summarized below:~~

~~[TEXT IN GRAPHIC DELETED]~~

Ecosystem Stewardship: Common Value 1 of Community Character

Why is Ecosystem Stewardship a Common Value?

The Greater Yellowstone Ecosystem – the largest intact ecosystem in the lower 48 states – transcends the physical boundaries of Jackson and Teton County. Our ~~Accordingly, our~~ Vision stresses~~states that~~ preserving and protecting the ~~area's~~ ecosystem, ~~is~~ the core of our ~~community~~ character. ~~Therefore, Ecosystem Stewardship is a Common Value of Community Character in and of itself. However, wildlife, natural and scenic resources, open space, and climate are also integral to our Growth Management and Quality of Life Common Values.~~ The quality of this ecosystem has attracted numerous visitors ~~throughout the years~~ and is the primary reason many residents live here; our Quality of Life depends on ~~many factors, but the primary factor is~~ the continued health and viability of the ecosystem. ~~in which we live.~~ Similarly, making ~~the most ecologically~~ suitable places for development in one of the most sensitive~~desirable~~ places in the world~~to live~~ is the core of our Growth Management Common Value.

With this Plan, the community further commits~~recommits~~ to our legacy of responsible Ecosystem Stewardship to ensure that the abundant wildlife, quality natural resources and scenery, open space, and climate that we experience today last long into the future. While our community's ~~international~~ popularity and location in this rare~~an intact~~ ecosystem heighten the importance of Ecosystem Stewardship, they ~~also~~ provide ~~the community with~~ an opportunity to globally lead in implementing strategies for climate sustainability and protection of wildlife, natural ~~and scenic~~ resources, and open space.

Our community will lead by example to show how local efforts can positively affect entire ecosystems. The community's stewardship of our surrounding ecosystem has been and will continue to be our legacy to future generations.

How are we going to achieve Ecosystem Stewardship?

Chapter~~Section~~ 1. Stewardship of Wildlife, Natural Resources and Scenery

- Maintain healthy populations of all native species (Principle 1.1)
- Preserve and enhance surface water~~,~~ and groundwater~~, and air~~ quality (Principle 1.2)
- Maintain the scenic resources of the community (Principle 1.3)
- Protect and steward open space (Principle 1.4)

Chapter~~Section~~ 2. Climate Sustainability ~~through Energy Conservation~~

- Reduce the consumption of non-renewable energy (Principle 2.1)
- Reduce greenhouse gas emissions~~energy consumption~~ through land use (Principle 2.2)
- Reduce greenhouse gas emissions~~energy consumption~~ through transportation (Principle 2.3)
- Increase energy efficiency in buildings (Principle 2.4)
- Conserve energy through waste management and water conservation (Principle 2.5)

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Chapter~~Section~~ 1. Stewardship of Wildlife, Natural Resources and Scenery

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

What does this chapter~~section~~ address?

Principle 1.1 - Maintain healthy populations of all native species

Principle 1.2 - Preserve and enhance surface water~~, and~~ groundwater~~, and air~~ quality

Principle 1.3 - Maintain the scenic resources of the community

Principle 1.4 - Protect and steward open space

Why is this chapter~~section~~ addressed?

Our abundant wildlife, natural, and scenic resources are internationally renowned. These resources symbolize our~~largely define the~~ community's ecological, social, and economic character and their preservation and protection is at the core of our Vision. Most members of the community live in the area because of the access to wildlife, natural resources, and outdoor recreation. The community recognizes that our policies regarding development, transportation, recreation, and energy consumption have both direct and indirect impacts on the entire ecosystem. The community will continue to ~~preserve and protect our wildlife, natural, scenic, and~~ open space resources by supporting and maintaining our historic stewardship, conservation, and agricultural ethic.

The community is located in the Greater Yellowstone Ecosystem—the largest ~~generally~~ intact ecosystem in the lower 48 states. Our location in this ecosystem sets the Town of Jackson and Teton County apart from other resort and rural communities, particularly with our ~~in terms of the~~ abundance of wildlife. Although 97% of Teton County is publicly owned (see Appendix B), ~~the dynamic natural systems of~~ our ecosystem does~~do~~ not conform to jurisdictional boundaries. This makes wildlife susceptible to the impacts of our decisions. Development can displace and fragment habitat, emissions drive climate changes to our natural environment, human movement through the ecosystem impacts wildlife movement, discharge and runoff can decrease water quality, and human introduction of invasive species can disrupt the ecosystem. To act as stewards of this ecosystem, o~~O~~ur policies focus on adaptive management, emission reduction, improved water quality, and ~~local development,~~ efficient transportation ~~as good stewards of the ecosystem.and energy consumption policies.~~

Ecosystem can be defined as a biological community of interacting organisms and their physical environment.

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Privately owned lands in the county continue to provide critical habitat for many species. The community respects landowners'~~land owners'~~ private property rights while acknowledging that effective stewardship of wildlife requires protecting essential~~critical~~ areas from the impacts of development. Preserving habitat quality is ~~also needed~~ necessary to dampen the effects~~impacts~~ of global climate change and aid wildlife in adapting to an altered climate.

~~The human causes of~~Human-caused degradation of natural and scenic resources is ~~degradation are~~ not always immediately apparent. While direct local impacts can usually be identified and mitigated, it is the sum of direct and indirect effects~~impacts~~ that, over time, threaten the health of the ecosystem at a regional scale. The human populations in Jackson Hole, Star Valley, and Teton Valley, Idaho, ~~which have grown because of our area's natural beauty,~~ will continue to have ~~direct and indirect~~ impacts on the ecosystem at a local and regional level that must be addressed.

The protection of wildlife ~~and,~~ natural and scenic resources provides for the economic wellbeing~~well being~~ of the community. Abundant wildlife, daily interactions with nature, and panoramic scenic vistas are cornerstones of the Quality of Life of our residents and visitors~~the quality of our visitors' experience~~.

The international desire to live in ~~and/~~or visit Jackson Hole ~~depends~~ is dependent upon the continued stewardship of wildlife, ~~and~~ natural and scenic resources. ~~It also~~Jackson Hole's stewardship of wildlife and natural resources is part of our history. Our Plan provides the opportunity for us to set a positive Ecosystem Stewardship and energy conservation model~~example~~ for over ~~approximately~~ 3 million visitors a year.

~~Jackson Hole's stewardship of wildlife and natural resources is part of our history.~~ Of the 76,000 acres of private land in Teton County, conservation efforts through 2011 ~~had~~ have resulted in approximately 22,000 acres of permanently protected and actively stewarded open space; while, in 2012, 36,000 acres remained~~remain~~ as agricultural open space (see Appendix B). Moving forward, we realize that it is in the best interest of the ecosystem and our community character to ~~continue to~~ act as stewards of wildlife, scenic, and natural resources.

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Principle 1.1—Maintain healthy populations of all native species. ~~In order~~ ~~F~~for future generations to enjoy the ecosystem that exists today the community must manage our impacts to wildlife, wildlife habitat, and wildlife movement corridors on private and public land. The prevalence of wildlife that is central to our ecological, social, and economic character requires an intact ecosystem that supports all native species. Therefore, efforts to protect wildlife must extend to all native species.

Policy 1.1.a: Protect focal species habitat based on relative critical value
Protecting wildlife requires protecting wildlife habitat and wildlife movement corridors. Our Natural Resource Overlay (NRO) ~~that~~ protects wildlife habitat and wildlife movement corridors, will consider the importance and abundance of habitat types, and will be based on a set of focal species that indicate the health of all native species ~~and~~ includinges~~s~~ culturally and economically significant species. The most abundant and visible wildlife species are not necessarily indicative of overall ecosystem health. Likewise, while a specific habitat type may be important, it may also be abundant, and therefore, only relatively critical, while another important habitat may be declining and/or disappearing due to development and climate change, and is therefore, absolutely critical. As our NRO and other programs to protect wildlife habitat from the impacts of development and transportation evolve, they should be updated to reflect the best available data on the relative critical value of different habitat types for identified focal species.
Since 1994 elk, moose, mule deer, bald eagle, and trumpeter swan crucial winter habitat; elk and mule deer migration corridors; bald eagle and trumpeter swan nesting areas; and cutthroat trout spawning areas have defined the NRO and have been protected by the Town and County. Until NRO definitions ~~can be~~are updated to reflect the relative critical value of different habitat types for identified focal species, these previously identified habitats will continue to define the NRO and be protected using the best available science and data.

Policy 1.1.b: Protect wildlife from the impacts of development
The community is committed to protecting the wildlife, wildlife habitat, and wildlife movement corridors that exist on private land. Redundancy of different habitat types and movement corridors is important as wildlife adapts to a changing landscape and climate. However, it is necessary to respect the development rights of private property owners and the need for certain transportation network infrastructure. When such development occurs, it should be sized, located, and designed to avoid or limit impacts to wildlife.

A tiered system of protection should be established so that the most critical habitat and movement corridors (as defined by Policy 1.1.a) receive the highest level of protection and site-specific study. Applicable tiers of protection should respect property rights, previous approvals, and community-wide clustering efforts. For example, a stricter tier of protection will likely apply along the Snake River than would apply in downtown Jackson. Limits to impacts from development within each tier may address density, intensity, building size, location and consolidation of development, alteration of the natural landscape and wildlife permeability.

Policy 1.1.c: Design for wildlife permeability
Whether small or large, development and transportation corridors should be designed to accommodate wildlife movement. Protecting critical habitat is important, but equally essential

is ensuring that wildlife can move between areas of habitat. The tiered system of protections described in Policy 1.1.b should include the best management and design practices for wildlife permeability. Best practices may include wildlife-friendly fencing, pet control, building clustering, landscape modification and clearing, and wildlife roadway crossings.

Policy 1.1.d: Limit human/wildlife conflicts
Limiting impacts to wildlife, wildlife habitat, and wildlife movement corridors include~~includes~~ limiting wildlife/human conflicts. Designing for wildlife permeability is necessary, but attracting wildlife into the built environment can be dangerous for both wildlife and humans. Human/wildlife conflicts, especially those involving large predators, can result in human injury and/or relocation or killing of the animal. The tiered system of protections described in Policy 1.1.b should consider measures to limit wildlife attractants near the built environment, such as palatable vegetation and accessible trash.

Policy 1.1.e: Understand the impacts of development on wildlife and natural resources
It is a goal of the community to better understand the effects~~impacts~~ of development on wildlife. In complex situations, such as understanding the cumulative impacts of individual developments on an entire ecosystem, science cannot provide precise answers in the timeframe of a particular~~an individual~~ project because baseline study and years of data are needed. Through the Natural Resource Technical Advisory Board, the Town and County will gather the necessary baseline information ~~needed~~ to create and implement a system to monitor the impacts of growth and development on wildlife, wildlife habitat, and wildlife mobility over time. As we gain a greater understanding of our impact on wildlife, our protection measures should be updated to ensure we are maintaining healthy populations of all native species.

Policy 1.1.f: Require mitigation of unavoidable impacts to habitat
While avoidance of impacts to the most critical habitat types resulting from development and transportation projects is preferable, where it cannot be achieved, the Town and County will require mitigation. These impacts are inevitable as humans live, work, and play in the community; however, they should be mitigated ~~in order~~ to maintain healthy populations of all native species. Direct impacts are more easily quantified; however, programmatic steps consistent with Policy 1.1.e should also be taken to identify and mitigate indirect and cumulative effects~~impacts~~.

Policy 1.1.g: Encourage restoration of degraded areas
The community supports public, private, and cooperative efforts on public and private lands to restore areas with habitat potential. Beyond protecting existing critical habitat and corridors, there are also opportunities to enhance the ecosystem by increasing the wildlife habitat and/or corridor value of some degraded areas. The Town and County will work with private and public landowners~~land owners~~ and managers to identify degraded areas with wildlife habitat or connectivity potential and direct off-site mitigation and restoration efforts to those areas.

Policy 1.1.h: Promote the responsible use of public lands
Stewardship of wildlife, wildlife habitat, and wildlife movement corridors cannot be achieved through the management of growth and development on private lands alone; it must also be

pursued through the responsible enjoyment of State and Federal lands. If recreationists and other users do not~~cannot~~ enjoy public lands responsibly, the health of our intact ecosystem will suffer, and State and Federal land managers will likely have to further regulate and restrict public use and access. The Town and County will work with State and Federal agencies to promote stewardship and responsible use of public lands; preserve and steward existing authorized access points to rivers, creeks, and State and Federal lands; and eliminate unauthorized access points.

Policy 1.1.i: Protect against and mitigate for invasive and nonnative species
Invasive species threaten the health of native populations by outcompeting or preying on native species. Protecting our ecosystem against the impacts of invasive species will require a coordinated effort between multiple agencies and organizations, including the Town and County, Teton County Weed and Pest, and others. Beyond protection from invasive species, mitigating the impact of existing invasive species is a critical component of ecosystem stewardship that will allow native species to thrive.

Policy 1.1.j: Strive to continually improve our ecosystem stewardship
Add and refine Ecosystem Stewardship principles, policies, and monitoring to guide continual improvement related to County-wide Ecosystem Stewardship. A continual focus on enhancing our ecosystem stewardship methods will ensure the Town and County stay up-to-date with emerging technologies and efforts aimed at enhancing, preserving, and promoting the environment that makes us who we are as a community.

Principle 1.2—Preserve and enhance surface water~~, and groundwater, and air~~ quality. Clean water ~~and air are~~is one of the most basic requirements of a healthy ecosystem and community. Protecting t~~T~~he ~~high~~ water ~~and air~~ quality of Jackson and Teton County ~~are~~ is essential~~important~~ to the ecosystem and scenic beauty that residents and visitors enjoy. I~~, i~~n addition, the public has the right to clean, affordable drinking water. Stewardship of surface water bodies of all sizes~~waterbodies~~, the Snake River Sole Source Aquifer, wetlands, riparian areas, and groundwater, ~~and the air~~ is vital~~important~~ to sustaining~~sustain~~ healthy populations of native species and for the health and safety of the human community. Preservation of water quality includes water features, from small creeks to large systems, including the Snake River Sole Source Aquifer, due to its importance as the community's water source. Among other measures, it is integral to minimize pollution from wastewater and stormwater that cause water quality impairment and threaten overall ecosystem health.

Policy 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
In the interest of ecosystem and community health, the Town and County will protect the functionality of water bodies~~waterbodies~~, wetlands, and riparian areas as development occurs~~occurs~~. Wetlands and riparian areas are more important to wildlife and ecological health than any other habitat type. They also provide natural flood protection, sediment control, and nutrient filtration, all of which improve water quality. Clean surface water is essential to high-quality aquatic habitat, clean potable water supplies, and better functioning wetlands and riparian areas. ~~The D~~development ~~Development~~ will be designed to include buffers around water bodies~~waterbodies~~, wetlands, and riparian areas ~~that~~ to preserve their ecological

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(See Principle 1.2 below for changes)

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function.

Policy 1.2.b: Require filtration of runoff
In cases where natural filtration systems such as wetlands, floodplains, and riparian areas cannot effectively protect surface water quality, best management practices should be employed to enhance the function of natural systems. Land development causes changes to the natural quantity and quality of stormwater that drains into the area's water bodies. The Town and County will promote innovative stormwater and snowmelt collection, storage, and diversion systems to reduce the amount of sediment and pollution entering our local water bodies. This is especially applicable in developed areas along waterways such as Flat Creek, Cache Creek, and Fish Creek.

Policy 1.2.c: Coordinate~~Monitor and maintain~~ water quality monitoring with Teton Conservation District and other partners
Maintaining quality surface and groundwater is essential to ecosystem and public health. Because the extent of human impact on water quality in the community is not quantitatively known, it will be important to monitor the cumulative impacts of human actions on water quality and the effectiveness of mitigation efforts as part of the monitoring system established by Policy 1.1.e. To maintain and enhance water quality in the area, the~~The~~ Town and County should strive to exceed State and Federal requirements for quality and monitoring through strategic coordination with partners including but not limited to t~~T~~he Teton Conservation District, Wyoming Department of Environmental Quality, and regional land managers~~to maintain and enhance water quality in the area~~.

~~**Policy 1.2.d: Improve air quality**~~
~~Also critical for ecosystem protection and public health is air quality. Air quality in Teton County is currently well within the levels mandated by the Environmental Protection Agency. However, our location in a high mountain valley exacerbates the effects of wood smoke, dust, vehicle exhaust, and other emissions on air quality, so there is still an opportunity to improve our air quality. Efforts to improve air quality may include: reducing vehicle miles traveled through a shift to alternativealternate modes of travel, reducing wood- burning emissions, reducing dust from unpaved roads and large construction sites, and offering incentives for the use of new technologies and practices that reduce carbon emissions.~~

Policy 1.2.d: Protect the Snake River Sole Source Aquifer
The community's drinking water comes from a sole source, the Snake River Aquifer. The public health importance of protecting the quality of our only water source is recognized by the EPA through its sole source designation. Protecting the water quality of the aquifer and the community's drinking water will require implementation of best management practices in wastewater treatment, groundwater protection, and public water system protection planning. All protection efforts should meet or exceed local, state, and federal regulations, and other applicable guidance.

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Principle 1.3—Maintain the scenic resources of the community. Scenic resources, natural landforms, and dark skies are vital to the community's natural character. Mountains, moraines, meadows, and other natural viewsheds provide residents and guests with a constant reminder of their location within the Greater Yellowstone Ecosystem. Interruption of these natural forms by the built environment detracts from Teton County's scenic character and should be avoided.

Policy 1.3.a: Maintain natural skylines
Buttes, ridgelines, and mountains are the most prominent aspects of our landscape. Development along butte tops and ridgelines will be avoided or mitigated so that key skyline viewsheds retain a natural appearance uninterrupted by built forms. Skyline viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

Policy 1.3.b: Maintain expansive hillside and foreground vistas
Views of expansive forested hillsides and foreground meadows are essential to the rural and scenic character of the community. Development on hillsides and in the scenic foreground should be avoided or mitigated to protect the appearance of vast, uninterrupted natural vistas. Hillside and foreground viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

Policy 1.3.c: Maintain natural landforms
The scenic character of the community is defined by the vast valley, out of which rise buttes, moraines, and mountains. To~~In order to~~ avoid the appearance of a manmade landscape, natural landforms should be maintained or emulated. Town and County regulations on grading and landform modification will ensure that final contours appear to be naturally occurring, are consistent with surrounding features, and do not obstruct protected viewsheds.

Policy 1.3.d: Maintain dark night skies
The prominence of nature over the built environment should extend beyond daytime viewsheds. The lighting~~Lighting~~ of individual developments cumulatively impacts the ability to see dark and starry night skies. Although illumination~~lighting~~ is required for public safety, especially along pedestrian corridors, non-essential lighting should~~will~~ be limited, and all lighting~~lighting~~ will be designed to meet dark skies~~sky's~~~~skies~~ best practices. Existing development will also be encouraged to implement best practices.

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*Principle 1.4—Protect and steward open space. Protecting open space preserves habitat and scenery and maintains our western agricultural ~~western~~ heritage. Avoiding development in critical wildlife areas and providing recreational opportunities that reduce pressure on habitat help **maintain**~~**keep**~~~~*maintain*~~ a healthy ecosystem. Agriculture, conservation easements, and other methods to protect open space from development while providing active stewardship of the land should continue to be*

Policy 1.4.a: Encourage non-development conservation of wildlife habitat
Avoiding development in critical wildlife habitat and wildlife movement corridors is a central goal of the community. Large, contiguous expanses of habitat that provide connectivity between critical areas~~,~~ enable migration and reduce human conflict are most valuable to wildlife. However, small areas can also provide critical habitat and may be~~may be~~ just as important to ensuring countywide habitat connectivity. Past public and private efforts have been successful in permanently preserving such strategic habitat lands. The community will continue to seek incentives and partnerships that respect property rights and permanently protect from future development of valuable open space for wildlife.

Policy 1.4.b: Conserve agricultural lands and agriculture
The conservation of agriculture and agricultural lands also conserves open space. Historically, the agricultural community has provided much of the stewardship of the natural and scenic resources valued by the community. Conservation of open space via agriculture protects the

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historic western character of the community and can support wildlife movement corridors, natural resources, and scenery. Regulations that are generally applicable to development may functionally or procedurally impede the continuation of agricultural operations. The County will evaluate the impacts of its regulations on active agricultural operations that conserve significant open space and continue to provide exemptions to requirements that preclude continued agricultural stewardship of large tracts of open space. The County will also explore other incentives to support and encourage continued agricultural conservation of open space.

Policy 1.4.c: Encourage rural development to include quality open space
It is the community's primary goal to permanently protect and actively steward wildlife habitat, habitat connections, scenic viewsheds, and agricultural open space. Because of 35-acre State subdivision exemptions and existing parcel configurations, continuing to offer development incentives that allow clustering of development away from sensitive areas in exchange for permanently protected and actively stewarded open space may be necessary ~~in order~~ to achieve the community's stewardship~~stewardships~~ goals. The incentive program should be designed to achieve a more functional web of wildlife habitat and connectivity~~ons~~ than is possible through State exempt subdivisions. Possible incentives may include density bonuses as well as house size, location, guesthouse, and other options.

Policy 1.4.d: Establish a funding source for open space
The community should explore the establishment of a dedicated funding source for conservation easements and other measures that protect the wildlife habitat, habitat connectivity~~ons~~, and scenery valued by the community. Critical habitat, habitat connections, and scenic viewsheds are often located on valuable private land. A dedicated funding source would allow the Town and County to work with conservation groups and private landowners~~land owners~~ to permanently protect from development and actively steward lands valuable to the community. The funding source could also be leveraged for wildlife protection efforts such as wildlife highway crossings in the Town and County.

Policy 1.4.e: Conserve open space to promote the responsible use of public lands
Providing alternative locations for recreational activities can reduce impacts on~~to~~ wildlife and scenery in sensitive areas. As the community grows, so will the recreational use of State and Federal lands and the associated effects on~~impacts to~~ valuable wildlife habitat and corridors. The Town and County should increase collaboration with public land managers to address these impacts. Trails, parks, pathways, dog parks, and other public recreational opportunities should also be pursued on Town and County lands as part of our conservation strategy. The community would also benefit from open space that facilitates the management of access to public lands in coordination with State and Federal land managers.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all- inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

1.G.S.1: Identify appropriate indicators that measure achievement of the Chapter goal. For example, measuring stewardship of natural resources may include establishing indicators for percent change of site development within the Town and County, or tracking contaminant loading from wastewater discharge at the Town of Jackson treatment facility.

1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward ~~its~~ goals related to this chapter.

Strategies to maintain healthy populations of all native species (Principle 1.1)

1.1.S.1: Create a vegetation cover map that can be used to help inform the identification of relative criticalness of habitat types. In the interim, as focal species are being identified, work with Wyoming Game and Fish and other partnering agencies and entities to update the mapping that provides a general indication of the location of the Natural Resources Overlay (NRO), based on current protection of critical "species of special concern" habitat.

1.1.S.2: Identify focal species that are indicative of ecosystem health and determine important habitat types for those species. Evaluate habitat importance, abundance, and use to determine relative criticalness of various habitat types.

1.1.S.3: Establish a monitoring system for assessing the singular and cumulative impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.

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1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.

1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connectivity~~ons~~ and update as needed.

1.1.S.6: Identify areas for appropriate ecological restoration efforts.

1.1.S.7: Identify areas appropriate for roadway underpasses, overpasses, speed reductions, or other wildlife-vehicle collision mitigation ~~protection~~ measures in heavy volume wildlife-crossing areas.

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1.1.S.8: Develop an ecosystem stewardship education program to further the goals of the

community and establish community buy-in.

1.1.S.9: Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.

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Strategies to preserve and enhance surface water and, groundwater, ~~and air~~ quality (Principle 1.2)

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1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.

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1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near significant~~important~~ waterbodies.

1.2.S.3: Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also~~, and~~ incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.

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1.2.S.4: Implement and periodically u~~U~~pdate the Flat Creek Watershed Management Plan.

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1.2.S.5: Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.

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1.2.S.6: Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.

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1.2.S.7: Educate our community on the importance of water quality protection and our sole source aquifer.

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1.2.S.8: Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.

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Strategies to maintain the scenic resources of the community (Principle 1.3)

1.3.S.1: Evaluate and remap the Scenic Resources Overlay based on the accumulated knowledge of potential visual impacts and identify expanded viewsheds to which the SRO will apply.

1.3.S.2: Evaluate and amend lighting standards based on dark skies best practices.

1.3.S.3: Update the public lighting standards to match the dark skies standards adopted in the Land Development Regulations~~LDRs~~.

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Strategies to protect and steward open space (Principle 1.4)

1.4.S.1: Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Reconsider applicability of the PRD tool on smaller (35- to 120-acre) parcels. Consider incentives in addition to density bonuses, including house size, locations, guesthouses, and other options.

1.4.S.2: Evaluate and update agricultural exemptions and incentives to encourage continued agricultural conservation of open space. Support~~Ensure~~ exemptions and provide incentives to enable the continuation of agriculture.

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1.4.S.3: Explore non-development incentives for the permanent protection of open space.

1.4.S.4: Explore the establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.

1.4.S.5: Evaluate and update the definition of publicly valuable open space to include the provision of active recreation opportunities in less critical habitat to relieve recreation pressure in areas of more critical habitat, and manage public lands access.

1.4.S.6: Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.

1.4.S.7: R~~Periodically r~~evisit the rural conservation development options (Rural PRD, Floor Area Option) to ensure conservation, housing and transportation goals are met and to explore new tools~~.~~

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1.4.S.8: Evaluate private land recreation needs and management to relieve the impact on public lands.

ChapterSection 2. Climate Sustainability through Energy Conservation

Emit fewer less greenhouse gases than we did in 2012.

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

What does this Chapter section address:

Principle 2.1 - Reduce consumption of non-renewable energy

Principle 2.2 - Reduce greenhouse gas emissions energy consumption through land use

Principle 2.3 - Reduce greenhouse gas emissions energy consumption through transportation

Principle 2.4 - Increase energy efficiency in buildings

Principle 2.5 - Reduce greenhouse gas emissions Conserve energy through waste management and water conservation

Why is this chapter section addressed?

The contribution to climate change from greenhouse gas emissions the consumption of nonrenewable energy is a perfect example of how seemingly insignificant individual actions can add up to a measurable impact at a larger scale. Global climate change cannot be addressed by our community alone, but the local, regional, and global impacts of climate change are inconsistent with our Common Values of Community Character and the community has chosen to address them to the greatest extent possible. In 2005 Jackson became a part of the US Mayors Climate Protection Agreement.

A changing climate threatens the Greater Yellowstone Ecosystem by altering or eliminating habitats, making it harder for native species to survive. A decline in moose population numbers and loss of pine trees due to pine beetle and blister rust have already been attributed to climate change. Temperature dependent life cycles (e.g. pollination) and species (pika, wolves, native fish) are expected to decline in the near future. (Bloom & Riginos, 2018, p.17, *Mosaic*)

We will also experience local impacts to our Growth Management and Quality of Life Common Values as food, potable water and habitable land diminish across the world. The cost of bringing food into our remote location, demand for our water, and pressure to develop our valued open space will all increase.

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While the community is planning for climate change, it is not hopeless. ~~However, T~~the community sees climate change as an opportunity as much as a threat. Our stewardship legacy and international recognition provide the perfect chance for us to set an example of how the global issue of climate change can be addressed at the community level. We can become a model for emissions reduction~~energy conservation~~ and energy independence for over 3 million visitors every year. We have hydro, solar, wind, and geothermal zero- emission~~renewable~~ energy resources available to us. Through the development and use of zero- emission~~renewable~~ resources and improved energy conservation we can limit our dependence on greenhouse gas emitting~~non-renewable~~ energy resources.

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S u s t a i n a b i l i t y is a system of practices that are healthy for the environment, community and economy and can be maintained for current and future generations.

Climate sustainability ~~through energy conservation~~ is included in this Plan because transportation and buildings constitute 95% of the community's energy consumption. To~~In order to~~ meaningfully address our climate impacts in the long-term, energy consumption (see Appendix B), land use, and transportation planning must be holistically addressed. The transportation and infrastructure required to sustain a sprawling development pattern result in~~requires~~ far more energy consumption than a compact, connected series of Complete Neighborhoods where services and infrastructure already exist and residents can walk, bike, or ride the bus~~use~~ ~~alternate modes of travel~~ to move within and between built areas. Our buildings can also be designed to be much more energy efficient than they are today.

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Beyond reducing our contributions to climate change, energy conservation also makes economic sense for the community. Reliance on diminishing non-renewable resources will cause the cost of energy to increase. This will further increase the cost of living in our community and have detrimental effects on our Quality of Life. If we can reduce the amount of motor vehicle travel needed to move around the community, we will be less affected by rising gas prices. If we consume less power in the operation and construction of our public and private buildings and our management of waste, we can continue to have some of the lowest priced and most renewable power in the country. As we become a true example of sustainable energy consumption, visitors may be attracted to the area for our climate stewardship alone. The behavior and impacts of tourism and resorts should be consistent with, and in support of the community's sustainability goals.

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Awareness of the importance of energy conservation was high in 2012~~has recently gained momentum~~ with an initiative to reduce Town and County energy consumption by 10% over the previous~~past~~ five years and the completion of a communitywide emissions inventory through an unprecedented cooperative commitment between the Town, County and Lower Valley Energy. These, and similar future efforts will assist in meeting the community's emission~~energy consumption~~ reduction goals. Moving forward, we realize that it is in the best interest of the ecosystem and the community to continue promoting climate sustainability ~~through energy conservation~~.

Principle 2.1— Reduce consumption of non-renewable energy. ~~In order t~~To reduce the emission of greenhouse gases that contribute to climate change, the community should reduce its consumption of energy from non-renewable sources. The Town and County will lead by example and encourage reductions in energy demand and the use of renewable energy sources. However, it is the daily responsibility of the entire community to reduce greenhouse gas emissions~~consumption of non-renewable energy~~ whether for climate, financial or other reasons.

Policy 2.1.a: Shift community energy consumption behavior
The community commits to shifting its behaviors to consume less energy. Reducing energy demand is the simplest way to consume fewer nonrenewable energy resources. Achieving communitywide energy conservation requires reducing individual consumption of energy with every decision. The Town, County, and partnering organizations, such as Energy Conservation Works and Yellowstone-Teton Clean Cities will educate the community on best available methods for reducing energy demand and facilitate and encourage each community member to reduce personal energy consumption.

Policy 2.1.b: Encourage energy conservation through energy pricing
The Town and County will work with local energy providers to price energy to encourage conservation. Money is a significant motivator in all decisions, including energy conservation. The pricing structure should be set up to reward energy consumers contributing to the community goals of conservative and efficient use of energy without punishing households that cannot afford to upgrade energy inefficient structures.

Policy 2.1.c: Increase local use and generation of renewable energy
Using solar, wind, geothermal, and/or hydro energy that has less impact to the climate is the community's preference. The community will work with local utilities and other agencies, non-profits, and businesses to identify local renewable energy generation opportunities so that it is not necessary to add non-renewable energy sources to the community's energy portfolio. Integration of renewable energy into the community's energy portfolio should be done consistently with the community's Vision. The Town and County will continue to include photovoltaic solar panels and solar thermal systems as part of its public infrastructure. In 2019 the EPA recognized the Town as a Green Power Partner.

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Policy 2.1.d: Allow and encourage onsite renewable energy generation
Production of energy from renewable sources on individual properties should be allowed and encouraged. The transmission of electricity is extremely inefficient. Reducing that component of our energy infrastructure could result in a large cumulative decrease in demand for non-renewable energy. Exemptions to Town and County regulations should be considered to facilitate the installation of on-site renewable energy sources. The community will also explore incentives for on-site renewable energy, utilizing best available practices.

Principle 2.2— Reduce greenhouse gas emissions~~energy consumption~~ through land use. Land use patterns have a great effect on the community's overall energy consumption and should be designed with energy efficiency in mind. Complete Neighborhoods require less energy consumption for travel within and around the community; and compact mixed use infill and redevelopment requires less energy in the provision of services and infrastructure.

Policy 2.2.a: Enhance suitable locations as Complete Neighborhoods
Principle 3.2 details the community's policies to encourage development, infill, and redevelopment that enhances suitable locations as Complete Neighborhoods that contain: defined character and quality design; public utilities; quality public space; a variety of housing types; schools, childcare, commercial, recreation and other amenities within walking distance; and connection by complete streets. Complete Neighborhoods contain the greatest potential for low emission~~energy consumption~~ living because of the ~~close~~ proximity of residences to services and jobs. Complete Neighborhoods in the Town and County will lead to energy conservation through a reduction in ~~motor~~ vehicle miles traveled and consolidation of waste disposal and other infrastructure.

Policy 2.2.b: Direct growth out of habitat, scenery, and open space
Principles 1.4 and 3.1 detail the community's commitment to conservation of wildlife habitat, habitat connections, scenic viewsheds, and open space. Development of these areas would not only negatively impact wildlife and scenery but also require far more energy to install and maintain infrastructure and transport people and energy around the community. As the climate changes, preserving open spaces from development will also ease the pressure on wildlife as they adapt to a changing ecosystem.

Policy 2~~1~~.2.c~~d~~: Improve air quality
Also critical for ecosystem protection and public health is air quality. Air quality in Teton County is currently well within the levels mandated by the Environmental Protection Agency. However, our location in a high mountain valley exacerbates the effects of wood smoke, dust, vehicle exhaust, and other emissions on air quality, so there is still an opportunity to improve our air quality. Efforts to improve air quality may include: reducing vehicle miles traveled through a shift to alternative~~alternate~~ modes of travel, reducing wood- burning emissions, reducing dust from unpaved roads and large construction sites, and offering incentives for the use of new technologies and practices that reduce carbon emissions.

Principle 2.3— Reduce greenhouse gas emissions~~energy consumption~~ through transportation. Transportation accounts for approximately 80% of the total carbon emissions in the community (see Appendix B) and should be a focus of the community's efforts to reduce energy consumption. Reducing fuels consumed for transportation and using renewable fuels has the greatest potential to reduce the community's overall carbon emissions and consumption of non-renewable resources.

Policy 2.3.a: Meet future transportation demand through the use of alternative modes
Principle 7.1 details the community's policies to promote the use of alternative modes over use

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of the single occupancy motor vehicle. The use of single occupancy motor vehicles is the least energy efficient mode of transportation, as only one person is transported and road and parking infrastructure is required for each individual.

Policy 2.3.b: Create a safe, efficient, interconnected multimodal transportation network
Principle 7.2 details the community's policies to provide a multimodal network to meet our future transportation demand. The community will develop an integrated transportation management plan that will look at all modes of travel and the most effective solutions for

transportation in the community, considering long-term impacts such as consumption of non-renewable fuels and the energy costs of transportation infrastructure.

Principle 2.4— Increase energy efficiency in buildings. It is the community's goal to achieve carbon neutral buildings by 2030. Increasing the energy efficiency of buildings and reducing the energy used for the construction of buildings will greatly increase the community's energy conservation efforts, as the construction and operation of buildings ~~currently~~ accounts for close to 15% of energy use in Jackson and Teton County (see Appendix B). Publicly funded construction projects will lead by example in implementing this policy, and incentives will be provided to reduce the energy demand of new and existing private buildings.

Policy 2.4.a: Construct energy efficient buildings
The community should improve the energy efficiency of its buildings. Buildings with tight building envelopes that minimize the loss of energy are more energy efficient because they require less energy yet provide the same level of comfort as buildings with other designs. The Town and County should adopt the most recent energy codes or similar regulations ~~in order~~ to maximize the energy efficiency of new construction and improvements to existing buildings. Additionally, the Town and County will explore requirements and incentives for building design that employ best practices for energy efficiency in new and retrofitted buildings.

Policy 2.4.b: Renovate and reuse existing buildings
Where appropriate, the community should renovate, reuse, and repurpose existing buildings. The energy required to extract, produce, transport, and assemble building materials is known as the "embodied energy" of a building. The easiest way to reduce the ~~embodied~~ energy consumption of a structure is to reuse a structure that already exists. The community will encourage the reuse, repurposing and renovation of existing buildings where a safe, energy efficient building can be achieved without constructing a new building.

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Policy 2.4.c: Use and reuse construction material sustainably
Where it is not practical to renovate an existing building as described in Policy 2.4.b, the embodied energy of a building should be reduced through the recycling and reuse of building materials or use of sustainable, local materials. The Town and County should lead by example when constructing public buildings and subsidized housing units by giving preference to recycled and local materials and local contractors, within reasonable performance and cost limits. The Town and County should also explore providing locations for materials recycling that make it more cost-effective to recycle than to dispose of material.

Policy 2.4.d: Use energy efficient building systems and appliances
Practices to reduce energy consumption should continue throughout the use of a building, regardless of the energy efficiency of a building's design or the amount of energy initially used to create the building. The Town and County will provide standards for high efficiency heating, ventilation and air conditioning (HVAC) equipment, lighting fixtures, appliances, and other

building systems. Where possible, programs will encourage the use of the best available energy efficiency technology for building systems and appliances.

Policy 2.4.e: Encourage smaller buildings
The Town and County will encourage the construction of smaller, energy efficient buildings to improve energy conservation communitywide. Energy efficiency and the amount of energy required to construct a building is directly related to overall building size. Smaller buildings require less material to achieve high energy efficiency and contain less volume to condition, light, and maintain. The community will explore regulations and incentives to encourage the construction of smaller buildings.

Principle 2.5—Reduce greenhouse gas emissions~~Conserve energy~~ through waste management and water conservation. The community will reduce the amount of energy required to distribute, clean, and dispose of water and waste through conservation efforts. Our current water consumption and waste management practices will have long-term adverse impacts on the ecosystem and the community's energy demand if conservation measures are not pursued.

Policy 2.5.a: Encourage water conservation
While our community is lucky to have abundant water supplies, water conservation should still be pursued ~~in order~~ to conserve energy and maintain water quality~~manage natural resources responsibly~~. As fresh water resources are depleted, the energy required to provide potable water increases. Conservation of water saves aquifer supplies for future generations, protects habitat, and respects downstream users. To better encourage water conservation, municipal pricing should reflect the true long-term cost of production and encourage water conservation. The Town and County will also encourage practices that demand less water, such as landscaping with native species.

Policy 2.5.b: Manage our waste stream for sustainability
The community will minimize the amount of solid waste it directs to landfills with a goal of "zero waste" by increasing efforts such as recycling and composting of waste. The Strategies in~~on~~ the Road to Zero Waste Plan are~~is~~ guiding the community's implementation of its zero waste goal. Disposing of solid waste in landfills requires energy for waste transportation, land moving, and other landfill operations. Landfill disposal also requires increased disturbance of otherwise open spaces due to the length of the decomposition process. The community will increase opportunities for recycling, reuse, and composting and seek productive uses for solid waste such as waste-to-energy solutions to minimize the solid waste that must be placed in a landfill. In addition, the Town and County will lead by example by using products that can be recycled or composted and encouraging all members of the community to do the same.

~~**Policy 2.5.c: Reduce energy consumption in wastewater treatment**~~
~~The community should utilize the most energy efficient wastewater treatment methods and technology to discharge effluent that meets or exceeds the quality of the receiving waters at any time. Wastewater treatment is extremely important to the health of the ecosystem and the~~

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~~community, but can be an enormous consumer of energy. The Town and County will lead by example in attempting to exceed State discharge requirements while limiting the amount of energy consumed by wastewater treatment processes.~~

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

2.G.S.1: Update Chapter 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation to establish the Town and County's position as a leading sustainable and adaptable community. As part of the Chapter Update, consider updating the Chapter Goal. Also consider the impacts and opportunities presented by our tourism-based economy.

2.G.S.2: Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should ~~and also~~ outline implementation responsibilities, and include adaption measures specific to the potential impacts of climate change on our economy~~.~~

2.G.S.3: Promote community-wide and targeted education about methods and techniques that can be applied at individual and organizational levels to reduce impacts on our environment, and ensure the inclusion of resorts and visitors in that outreach.

Strategies to reduce consumption of non-renewable energy (Principle 2.1)

2.1.S.1: Coordinate with the wide range of organizations working on energy conservation to educate the community about the benefits of reducing consumption of energy from non-renewable sources.

2.1.S.2: Work with partners to distribute technological devices, such as home area networks, into the community to raise awareness of the amount of energy being consumed and opportunities for reduced consumption.

2.1.S.3: Partner with organizations such as the Yellowstone-Teton Clean ~~Energy Coalition~~Cities to educate residents and guests about the negative impacts of vehicle idling.

2.1.S.4: Work with local energy providers to develop a sliding scale energy pricing structure where unit cost increases with total energy consumption.

2.1.S.5: Evaluate and update land use regulations to support renewable energy generation in the community.

2.1.S.6: Coordinate education efforts to avoid private Codes, Covenants & Restrictions (CC&Rs) that prohibit on-site renewable energy generation and other sustainable practices.

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2.1.S.7: Create a personal emissions responsibility program to raise awareness and promote reduced consumption.

Strategies to reduce energy consumption through land use (Principle 2.2)

See Strategies 3.1.S.1 through 3.1.S.4 and 3.2.S.1 through 3.2.S.8.

Strategies to reduce energy consumption through transportation (Principle 2.3)

See Strategies 7.1.S.1 through 7.1.S.11 and 7.2.S.1 through 7.2.S.6.

2.3.S.1: Promote and incentivize the increased use of electric modes of transportation (bikes, buses, cars).

2.3.S.2: Develop a County Energy Mitigation Program that addresses the induced transportation demand required to maintain certain site designs or features~~(e.g. ponds)~~.

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Strategies to increase energy efficiency in buildings (Principle 2.4)

2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.

2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives for government operations and new private construction to use energy efficiency best practices.

2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate in a communitywide energy retrofit program.

2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness of the benefits of the use of sustainable construction materials.

2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.

2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings and consume less energy.

2.4.S.7: Explore a policy commitment that every public building and vehicle will be zero-emission.

2.4.S.8: Update the County Energy Mitigation Program to encourage energy conservation in buildings.

Strategies to conserve energy through waste management and water conservation (Principle 2.5)

2.5.S.1: Implement a sliding scale water pricing structure.

2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including communitywide curbside recycling.

2.5.S.3: Develop a program to guide waste reduction in the County

2.5.S.4: Update landscaping LDRs to encourage water conservation.

2.5.S.5: Reduce energy consumption in wastewater treatment through the use of the most energy efficient treatment methods and technology to discharge effluent that exceeds the quality of the receiving waters. We will continue to build on the significant reduction in energy consumption that has been achieved since 2010.

Growth Management: Common Value 2 of Community Character

Why is Growth Management a Common Value?

Effective Growth Management is essential to protecting our surrounding ecosystem and reinforcing our community's Quality of Life. Our three Common Values of Community Character are mutually supportive, requiring the community to enhance our built environment into desirable places for residents, businesses, and visitors ~~in order~~ to protect wildlife habitat, habitat connections, scenery, and open space. If the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit.

Managing growth means proactively planning for what we want – rural open spaces and high quality, desirable Complete Neighborhoods. The Plan identifies a range of land use patterns, from rural to urban, to assist the community in visualizing how we will implement our Common Values of Community Character over time. These land use patterns vary in the ratio and level of intensity of their natural, built, and social components.

Growth Management will ensure that the heart of the community – the Town of Jackson – will continue to be the community's housing, employment, social, and civic center. By directing the majority of growth into areas of existing infrastructure and services, which comprise only about 7% of private land, we can preserve open spaces of ecological and scenic value while also allowing for enhanced housing, economic development, social, and civic opportunities. Our community realizes the importance of Growth Management in achieving Ecosystem Stewardship in harmony with our desired Quality of Life.

How are we going to achieve Growth Management?

Chapter~~Section~~ 3. Responsible Growth Management

- Direct growth out of habitat, scenery, and open space (Principle 3.1)
- Enhance suitable locations as Complete Neighborhoods (Principle 3.2)
- Manage growth predictably and locally~~cooperatively~~ (Principle 3.3)
- Limit development in naturally hazardous areas (Principle 3.4)
- ~~Manage local growth with a regional perspective (Principle 3.5)~~

Chapter ~~Section~~ 4. Town as Heart – The Central Complete Neighborhood

- Maintain Town as the central Complete Neighborhood (Principle 4.1)
- Promote vibrant, walkable mixed use areas (Principle 4.2)
- Develop desirable residential neighborhoods (Principle 4.3)
- Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)
- Preserve historic structures and sites (Principle 4.5)

Chapter~~Section~~ 3. Responsible Growth Management

Direct at least 60% of future growth into ~~a series of connected,~~ Complete Neighborhoods ~~in order~~ to preserve ~~critical~~ habitat, scenery and open space and provide workforce housing opportunities. ~~in our Rural Areas.~~

What does this chapter~~section~~ address?

Principle 3.1 – Direct growth out of habitat, scenery, and open space

Principle 3.2 – Enhance suitable locations as Complete Neighborhoods

Principle 3.3 – Manage growth predictably and locally ***~~cooperatively~~***

Principle 3.4 – Limit development in naturally hazardous areas

~~Principle 3.5 – Manage local growth with a regional perspective~~

Why is this chapter~~section~~ addressed?

Effective Growth Management is essential to protecting the ecosystem in which we live from the impacts of development, as well as enhancing our built environment and our community's character. Our existing physical character is a continuum of ~~Growth Management strategies and levels of~~ development, from millions of acres of National Park, National Forest, and a National Elk Refuge, where growth is essentially prohibited, to downtown Jackson where vitality, occupancy, and use is encouraged and valued. Managing growth means proactively planning for what we want on both ends of the spectrum – rural open spaces and high-quality, desirable Complete Neighborhoods. If we can ~~achieve~~manage growth so that the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit.

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Complete neighborhoods provide: • defined character and high-quality design; • public utilities (water, sewer, and storm sewer); • quality public spaces; • a variety of housing types; • schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and • connection by complete streets that are safe for all modes of travel.

stable subarea: • Subareas in which no change to the existing character is necessary • Development will be infill that maintains the existing identity or vitality • The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

transitional subarea: • Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial • Subareas that would benefit from reinvestment and revitalization • Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

Rural areas provide: • viable wildlife habitat and connections between wildlife habitat • natural scenic vistas • agricultural and undeveloped open space • abundance of landscape over built form • limited, detached single family residential development • minimal additional nonresidential development

preservation subarea: • Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary • Additional amenities and infrastructure are inappropriate • May benefit from some clustered residential development that improves the overall preservation of open space

conservation subarea: • Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on improved conservation • Areas that benefit from an increase in open space, scenic resources, and habitat enhancement • Goals include balancing existing development with improved wildlife permeability and scenic enhancements.

Supporting the preservation efforts of our neighboring federal land managers and minimizing development in the undeveloped Rural Areas of the County will protect the ecologic and scenic value of these areas. From a Quality of Life perspective, maintaining these scenic viewsheds, natural resources, wildlife habitat, and open spaces preserves our daily connection with the surrounding natural environment and our western, rural heritage, regardless of where in the community we live. Since 1994 ~~Over the past 15 years~~, the community has successfully managed growth in these sensitive areas on a project-by-project basis. Still, ~~but~~ we must continue our efforts and broaden our Growth Management policies to ~~better~~ address conservation on a communitywide scale.

Identifying Complete Neighborhoods will enhance our community character and relieve development pressure in Rural Areas we wish to preserve. By concentrating development in Stable and Transitional Subareas with existing services and infrastructure, defined character, desired amenities within walking distance, and a variety of housing types we will be able to achieve our Vision. Complete Neighborhoods have more economic stability, support alternative modes of transportation, allow for more efficient delivery of high-quality services, and are more energy efficient. Making Complete Neighborhoods more desirable places to live and directing development into those areas will make it less likely for developers to pursue development in inappropriate Rural Areas where wildlife, scenery and open space protection is the priority.

Our Growth Management policies link our Ecosystem Stewardship and Quality of Life policies and allow us to illustrate our Vision through the Character Districts. By defining our Growth Management goals, we can identify Stable, Transitional, Preservation, and Conservation Subareas of the Character District, and then describe the desired natural and built character of each subarea. This provides predictability for neighbors, landowners and developers.

Setting goals for Growth Management is only the first step. As detailed in the Achieving Our Vision chapter, the community must monitor development and adapt as necessary to ensure we are achieving our desired community character. The Town and County must continue to work cooperatively with each other and with neighboring jurisdictions in these efforts. Our Vision extends beyond jurisdictional boundaries, and so too must our implementation strategies if we wish to comprehensively address Ecosystem Stewardship, Growth Management, and Quality of Life at a communitywide level.

Principle 3.1—Direct growth out of habitat, scenery, and open space. Rural Areas with wildlife habitat, habitat connections, scenic vistas and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem preservation and protection remains the overarching Vision of the community and a primary goal for these areas. The preference of the community is for future growth to occur in Complete Neighborhoods where infrastructure and services already exist. Development that does occur in Preservation and Conservation Subareas outside of Complete Neighborhoods should be limited and rural in character. To learn more about each of the Complete Neighborhoods and subareas, visit the Illustration of our Vision chapter of this Plan.

Policy 3.1.a: Ensure there is no net increase in ~~Limit~~ development potential ~~to protect community character~~

Ecosystem Stewardship and rural character preservation should extend beyond protecting resources and open space on individual lots to managing growth on a communitywide scale. Development ~~While development~~ potential should decrease in Rural subareas and ~~may~~ increase in appropriate~~certain~~ Complete Neighborhood subareas, but we will adhere to our Vision~~community character~~ ~~will be adhered to~~preserved by ensuring there is no net increase in ~~limiting~~ overall development potential. Beginning in 2012, increases and decreases in~~in the community to the amount that has been~~ allowed residential and nonresidential development have been ~~were~~ annually tracked and reported~~, and planned for since 1994 (see Appendix B).~~ By not increasing ~~the amount of~~ potential more than it is decreased~~development beyond this level~~, and better locating and designing development that does occur, we can decrease our impacts to the ecosystem while respecting property rights~~, and~~ preserving our rural character, and providing opportunities for increased quality of life. .

Policy 3.1.b: Direct development toward suitable Complete Neighborhood subareas

To extend our legacy of Ecosystem Stewardship and preserve our rural character, the community prefers that development occur in Stable and Transitional Subareas where most of the infrastructure and services that define Complete Neighborhoods already exist. Preservation and Conservation Subareas with wildlife habitat, habitat connections and scenic vistas are the least appropriate places for growth, however, the community recognizes and respects that private property rights exist. Tools will be explored to transfer development potential from these Rural subareas of ecological significance and rural character into Complete Neighborhood subareas suitable for development. The boundaries of Complete Neighborhoods are identified in the Illustration of Our Vision chapter to ensure that development of suitable areas does not sprawl into areas the community is trying to protect. Whether through transfer or other tools, development of Complete Neighborhoods is preferable to development of Rural Areas.

[ADDED GROWTH GRAPHIC]

[AMENDED TRANSECT GRAPHIC]

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Policy 3.1.c: Maintain rural character outside of Complete Neighborhoods
Outside Complete Neighborhoods, it is the community's goal to maintain our historic western, rural character, wildlife habitat and scenic vistas. ~~I~~n the ~~western,~~ Rural Areas, rural character is defined by limited development, actively stewarded agricultural land, and a high ratio of natural to built environment. To ~~In order to~~ maintain this character, the County will first~~continue to~~ promote non-development conservation, including~~encourage~~ active agricultural stewardship; second incentivize development that occurs in Complete Neighborhoods and preserves wildlife habitat, scenery and open space; third incentivize development that is clustered away from sensitive areas in exchange for preservation of wildlife habitat, scenery and open space; and finally, allow for development of base property rights. To further maintain rural character, the County will~~,~~ limit building size consistent with historic agricultural compounds and require a dominance of landscape over the built environment.

Policy 3.1.d: Cluster nonresidential development in existing locations
Nonresidential development not associated with agriculture should be clustered in Complete Neighborhoods and Planned Resorts where nonresidential character already exists. ~~C~~entrally locating resort, commercial, and public/semi-public development preserves wildlife habitat, habitat connections, scenic viewsheds, rural character and the viability of Complete Neighborhoods. ~~N~~o new Planned Resorts should be created, and existing Planned Resorts should be limited to their existing footprint. Existing County resort, commercial, and civic uses outside of Complete Neighborhoods will be encouraged to redevelop in a manner that is more consistent with rural character.

Principle 3.2—Enhance suitable locations as Complete Neighborhoods. ***Development, infill and redevelopment should be located primarily in areas of existing infrastructure and services ~~in order~~ to enhance such suitable areas as Complete Neighborhoods that include: defined character and quality design; public utilities (water, sewer, and storm sewer); quality public space; a variety of housing types; schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and connection by complete streets that are safe for all modes of travel. The degree of mobility, amenities and development intensity of these Complete Neighborhoods will increase from County to Town. The next chapter~~section~~ of the Plan, "Town as the Heart of the Region: The Central Complete Neighborhood," details how the Town of Jackson will be enhanced as the community's primary Complete Neighborhood.***

Policy 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods
A primary goal of the community is to enhance suitable existing neighborhoods by promoting their development into Complete Neighborhoods. Not all residential areas are suitable for all or any components of a Complete Neighborhood. For instance in Conservation Subareas where few of the components of a Complete Neighborhood exist, the existing residential character should be enhanced with a focus on rural character and wildlife, natural, and scenic resources. On the other hand, Stable Subareas may be enhanced by infill that is consistent with the existing pattern and scale of development and includes additional amenities, ~~in order~~ to make the most

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appropriate places for development more enjoyable places to live. Transitional Subareas are appropriate for redevelopment or new development designed to achieve a desired future character.

Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods
Complete Neighborhoods are the most appropriate locations for nonresidential development. Nonresidential development in proximity to residences and lodging promotes pedestrian vitality, which has ecological, social and economic benefits. Complete Neighborhoods should contain locally-oriented nonresidential uses such as restaurants, convenience retail, childcare, schools, and other services oriented toward neighborhood residents. Complete Neighborhoods with lodging may also include visitor-oriented commercial development that encourages a vibrant, year-round, pedestrian character. Nonresidential areas within Complete Neighborhoods should incorporate a vertical and/or horizontal mix of nonresidential and residential uses that promote active pedestrian use of the ground floor (such as retail), with allowances for flexible residential or nonresidential use of upper floors.

[ADDED COMPLETE NEIGHBORHOODS GRAPHIC]

[AMENDED TRANSECT GRAPHIC]

Policy 3.2.c: Limit lodging to defined areas
Lodging and short-term rental use will continue to be limited to areas within a Lodging Overlay and existing Planned Resort in Town, and the existing County Planned Resorts and Planned Unit Developments where it is entitled. The potential for lodging and short-term rental development is important to the community's tourism economy, but it is not appropriate throughout the Town and County. Concentration of lodging locates short-term accommodations in areas where guests can access visitor-oriented amenities without a vehicle, while protecting the remainder of the community's residential, locally-oriented, and Rural Areas from expansion of tourist-related amenities.

Policy 3.2.d: Emphasize a variety of housing types
Complete Neighborhoods will include a variety of housing types with a variety of ownership opportunities, consistent with the desired character for the neighborhood. The Complete Neighborhoods already have the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining a diversity of housing types and styles (single family homes, duplexes, condos, small lots, small units, lofts and apartments), including restricted housing of all types, is an important component of enhancing Complete Neighborhoods and meeting our community's housing goal.

Policy 3.2.e: Promote quality public spaces in Complete Neighborhoods
Public spaces are the building blocks of vital Complete Neighborhoods. The Town and County will promote public spaces and civic facilities that are interesting, memorable, and reinforce the desired sense of community within Complete Neighborhoods. Integrating fine arts

professionals in the design of projects will be encouraged ~~in order~~ to create unique and visually engaging public spaces—including sidewalks and walkways, parks, outdoor squares, landscaped areas and public art.

Policy 3.2.f: Enhance natural features in the built environment
Natural amenities within Complete Neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, Cache Creek, and Fish Creek are examples of important natural features that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within a Complete Neighborhood and connect them to adjacent federally-managed lands such as the Bridger-Teton National Forest. The Town and County will explore opportunities to enhance natural amenities within Complete Neighborhoods while preserving their ecological function.

Principle 3.3—Manage growth predictably and locally. ~~cooperatively~~. This Plan articulates and illustrates a clear Vision for the future. However, just as important is predictable, accountable, and measurable implementation of our Common Values. The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. The cornerstone of this Plan is adaptation based on continuous~~~~continued~~~~, coordinated monitoring. Past approaches that relied on discretionary review of individual implementation projects achieved some success, but also divided the community and resulted in unintended consequences. ~~and adaptation by the Town and County to effectively implement the policies of this Plan.~~ The Vision of the community continues to extend beyond political boundaries, so achieving our Vision will continue to be more important than the jurisdiction in which it is achieved.

Policy 3.3.a: ~~Policy 3.3.c:~~ Make land use decisions based on Plan framework and policies
This Plan's comprehensive series of Ecosystem Stewardship, Growth Management and Quality of Life policies make up the Common Values of our community character ~~and should therefore form the basis of future land use decisions~~. Where and how they will be implemented through land use is defined by the Illustration of Our Vision. Individual land use decisions should not rethink the Character Districts. Where zoning has been updated since 2012, nonlegislative land use applications will implement our Vision if they meet the zoning. When a land use decision has not been defined in the zoning or Character Districts, it should be guided by the same commitment to support and optimization of all three Common Values that is the basis for the framework of the Plan. ~~While sales tax is a major revenue source for the Town and County, and these funds are distributed on a per capita basis,~~ Local land use planning will be based on the policies of this Plan rather than sales tax revenue share, ~~or~~ other fiscal considerations, or other considerations outside this Plan.

~~**Policy 3.3.a: Achieve our Vision through a coordinated Growth Management Program**~~

~~The Town and County commit to a coordinated Growth Management Program that ensures measurability and accountability in Plan implementation. Teton County and the Town of Jackson are two jurisdictions with a single Vision. Achieving the community Vision requires ongoing, coordinated monitoring and adaptation to achieve our Common Values of Community Character: • Ecosystem Stewardship; • Growth Management; and • Quality of Life. The Growth Management Program relates the policies of our Common Values to the community Vision through indicators, strategies, review targets and corrective actions. The specifics of the Growth Management Program, implementation responsibilities and the Plan amendment process are defined in the Achieving Our Vision section of the Plan~~

Policy 3.3.b: ~~Policy 3.3.c:~~ Provide predictability in land use decisions

The community desires predictability in the future land use decisions that will implement this Plan. ~~T~~The most predictable way to achieve our Vision is by allowing and/or requiring the type of development that is desired as a base right. ~~W~~Where incentives are required to achieve desired character, they should be performance-based. ~~P~~Performance-based incentives should be limited, ~~and~~ have clearly defined ~~intended~~ public benefits, and have ties to indicators to evaluate effectiveness. Discretionary ~~While discretionary~~ land use tools may provide ~~additional~~ flexibility, but they do~~may~~ not provide sufficient predictability and are~~thus may~~ not the preferred approach~~be appropriate~~ for managing growth and development in the community. Reciprocally, proposals that meet the standards adopted should expect to be approved and not held to a higher standard than has been established.

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~~**Policy 3.3.b: Illustrate Our Vision through the Character Districts**~~

~~The Illustration of Our Vision depicts the policies of the community's three Common Values through four levels of character classification. At the highest level, the private lands of the community are divided into Character Districts – areas with common natural, visual, cultural and physical attributes, shared values and social interaction. Then, based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on Ecosystem Stewardship or a Complete Neighborhood focused on enhancing Quality of Life. At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the existing character of the subarea and the desired future character for the entire Character District. Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character Defining Features provide the greatest level of site specific detail; however the characteristics are still conceptual and will inform specific regulations, incentives and programs.~~

Policy 3.3.c: ~~Policy 3.3.d:~~ Develop neighborhood plans

Focused neighborhood plans may be developed where additional guidance~~detail~~ is necessary to implement a comprehensive development or redevelopment that will achieve the desired future character in a specific subarea. ~~T~~The Illustration of Our Vision chapter generally describes the desired character for all Character Districts, but there may be instances where implementation

of certain strategies requires a more detailed, design oriented planning process for a specific subarea ~~in order~~ to ensure the desired future character is achieved.

Policy 3.3.d: ~~Policy 3.5.b:~~ Strive not to export impacts to other jurisdictions in the region
The Town and County will remain conscious of the impacts of all land use decisions on the greater region and ecosystem. It is not the goal of the community to overextend our resources or jurisdiction into adjacent communities or State and Federally managed lands. The Town and County will work with neighboring jurisdictions and State and Federal agencies to develop common goals related to growth, work toward solutions, and identify resources that can benefit all parties. We will lead by example through planning that considers the entire region.

Policy 3.3.e: Preserve historic structures and sites
Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.

Principle 3.4—Limit development in naturally hazardous areas. Development in hazardous areas threatens the health, safety and welfare of human inhabitants. Steep slopes, poor soils, avalanche chutes, floodplains, dense forests and areas along fault lines offer unique opportunities for interaction with the environment, but when natural events do occur in these areas the results can be disastrous.

Policy 3.4.a: Protect development against flooding
Flooding can cause serious damage to property and threaten public safety. To minimize risks to human safety and structures development in the 100-year floodplain and floodway will only occur in compliance with the Teton County Floodplain Management Resolution.

Policy 3.4.b: Protect development against avalanches and landslides
An avalanche can easily displace a building or trap occupants inside. Development within 100-year avalanche paths should be limited. Where development does occur within an avalanche path, mitigation measures should be installed. Recent storm events have also shown the destructive power of landslides. Development in potential landslide paths should be avoided or mitigated.

Policy 3.4.c: Prohibit development on steep slopes
Development on steep slopes decreases the stability of the slopes, which can lead to erosion and landslides. In addition, the level of disturbance required to develop on steep slopes has a disproportionate impact on natural resources. Slope development also poses difficulties for emergency access. Development on steep slopes will be avoided to the greatest extent possible. When development is not avoidable, it should employ best management practices for slope stabilization, erosion control and stormwater management. Impacts should be reduced by minimizing disturbance and adapting development to fit the topography, rather than modifying the topography to accommodate development.

Policy 3.4.d: Limit development on poor soils

Development on poor soils threatens the integrity of structures, encourages erosion and landslides and may cause groundwater contamination if septic systems are used in such areas. Development on poor soils will be avoided when possible and should employ best management practices if necessary.

Policy 3.4.e: Protect development against seismic activity
The community is located in a seismically active area. To protect human safety, buildings and infrastructure, strict adherence to building code recommendations for potential seismic events will continue.

Policy 3.4.f: Protect development against wildfire
Surrounded by National Forest lands, private lands throughout the community are susceptible to wildfires. The mapped Wildland Urban Interface will continue to be updated and refined, and development in such areas will continue to mitigate for wildfire hazard.

~~***Principle 3.5 – Manage local growth with a regional perspective***~~
~~***A regional perspective is essential to Growth Management that respects our ecosystem. Decisions made locally have impacts on wildlife, natural and scenic resources, climate, energy consumption, growth and character throughout the greater region. Successful Growth Management will require continued cooperation, awareness and coordination with neighboring communities and Federal and State agencies.***~~

~~**Policy 3.5.a: Cooperate with regional communities and agencies to implement this Plan**~~
~~The ability of the community to achieve the priorities of this Plan specifically related to wildlife stewardship, transportation issues and workforce housing are intertwined with our ability to cooperate and communicate with neighboring communities and State and Federal agencies. The Town and County will continue to coordinate with neighboring communities and land managers to implement the framework of this Plan, identify shared interests and available resources and address issues affecting the entire ecosystem.~~

~~**Policy 3.5.c: Maintain control over our own community Vision**~~
~~In attempting to realize our Vision, the community recognizes that exporting solutions to our issues not only burdens other communities but makes us more reliant on them. Decisions in this community should be based on the policies of this Plan. It is not our goal to review all projects based on the goals of adjacent communities and agencies, and we want to retain our ability to act independently. We will work to find mutually beneficial solutions for all communities and agencies in the region, but the Town and County will also ensure that we are not dependent on other communities in meeting our community's Vision.~~

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

Strategies to direct growth out of habitat, scenery, and open space (Principle 3.1)

3.1.S.1: Evaluate and update land development regulations in Rural Areas to better protect wildlife habitat, habitat connections, scenic vistas and rural character.

3.1.S.2: Explore tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County.

3.1.S.3: Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses outside of Complete Neighborhoods.

3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County.

3.1.S.5: Develop tools to reduce ecosystem impacts and preserve existing workforce housing in Conservation Subareas.

3.1.S.6: Review the CN-PRD and evaluate methods to promote its use, including a CN-PRD catalyst project; ~~,~~explore additional tools for transferring development potential out of Preservation and Conservation Subareas of ecological significance into Stable and Transitional Subareas in the Town and County.

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Strategies to enhance suitable locations as Complete Neighborhoods (Principle 3.2)

3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.

3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.

3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use.

3.2.S.4: Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round Complete Neighborhood that includes more locally-oriented nonresidential uses and allows for additional units in exchange for conservation of Rural Areas.

3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.

3.2.S.6: Evaluate and update design regulations to encourage quality public space.

3.2.S.7: Coordinate with a public art task force to write a public art plan for the community.

3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.

3.2.S.~~9~~8: Explore reduced development/utility fees in Complete Neighborhoods.

3.2.S.10: Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals but is also consistent with all three common values.

Strategies to manage growth predictably and locally ~~cooperatively~~ (Principle 3.3)

3.3.S.1: Consider a joint Town and County staff person to execute an Adaptive ~~the Growth~~ Management Program and otherwise implement the Comprehensive Plan.

3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.

3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.

3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.

3.3.S.5: Begin neighborhood planning (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:

An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);

Reference Town zoning concepts for guidance and use Town infrastructure standards; and

A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

3.3.S.6: Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:

An analysis of the appropriate use and amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town ~~because of the overall cap on additional residential units~~ (see Policy 3.1.a);

Discussion of the future location of the Teton County Fair; and

A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

3.3.S.7: Consider adding a joint Town/County staff position with a focus on management and reporting of data.

Strategies to limit development in naturally hazardous areas (Principle 3.4)

3.4.S.1: Study and map avalanche and landslide areas.

3.4.S.2: Update and refine Urban Wildlife Interface and steep slopes maps.

3.4.S.3: Evaluate and update development regulations for naturally hazardous areas based on mapping.

~~*Strategies to manage local growth with a regional perspective (Principle 3.5)*~~

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~~3.5.S.1. Coordinate with adjacent jurisdictions to better understand the impacts of local decisions and mutually beneficial solutions on the regional ecosystem.~~

ChapterSection 4. Town as the Heart of the Region - The Central Complete Neighborhood

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

What does this chaptersection address?:

Principle 4.1 - Maintain Town as the central Complete Neighborhood

Principle 4.2 - Promote vibrant, walkable mixed use areas

Principle 4.3 - Develop desirable residential neighborhoods

Principle 4.4 - Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood

Principle 4.5 - Preserve historic structures and sites

Why is this chaptersection addressed?

The Town of Jackson is the community's largest and most Complete Neighborhood – making it our central Complete Neighborhood and the "Heart" of the community. Concentrating development and activity in Town is the epitome of our Growth Management Common Value of making the most ecologically suitable areas for development the most desirable places to live. Enhancing our central Complete Neighborhood as the most desirable place in the community to live, work, and play limits impacts to the ecosystem throughout the rest of the community and protects the rural, western character of Rural Areas. It also improves the quality of life in Town and the economic stability and service delivery for the entire community.

Town already contains all of the components of a Complete Neighborhood:

- defined character and quality design;
- public utilities (water, sewer, and storm sewer);
- quality public space;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.

Town offers public water, sewer and storm water services with quality public spaces and parks throughout. Town has the widest variety of housing types and the highest concentration of population in the community – with 45% of the community's population living on only 1.7% of the private land as of 2012 (see Appendix B). It is the central location for most of our commercial, government, cultural and civic services and facilities, providing employment and amenities in proximity to residences. It also has

the most developed and widely used alternative transportation system in the community. All of these existing features offer the opportunity to enhance the Town as the most desirable and central location for the community to live, work and play.

To make Town a higher functioning Complete Neighborhood, it will be important to define how the different subareas of Town relate to and support one another. All subareas of Town will continue to be served by public utilities. While enhancement of public spaces and connection by complete streets is also needed in all subareas of Town, providing these amenities may require different approaches for different subareas. In subareas of more intense development, public spaces and alternate modes of transportation must be more closely incorporated and designed as part of the built form. In subareas of less development, public spaces and a complete transportation network can be provided separately from the built environment.

Not all components of a Complete Neighborhood can, should, or need to be provided in every subarea of Town for it to function as the community's central Complete Neighborhood. For example, in providing a variety of housing options and a balance of services and employment opportunities, different subareas of Town can support each other to achieve the community's Complete Neighborhood goals while achieving the desired subarea character. A subarea focused on concentrating commercial and other nonresidential development will provide more vibrancy and additional pedestrian services to the community's residents and visitors. While housing should be incorporated into subareas of nonresidential development, it does not have to be the focus, as a variety of housing types can be provided in adjacent subareas where residential development is the priority.

Likewise, a variety of housing is essential to a Complete Neighborhood, but all housing types do not need to be spread evenly throughout Town. If the community is going to enhance the integrity and charm of existing neighborhoods and make them more desirable places to live, different housing types will be more appropriate in some subareas of Town than in others. Denser housing types will be more consistent with the physical character of mixed use areas and Transitional Subareas. Further away from mixed use areas, less dense housing types and locally-oriented services can be provided to enhance the completeness of neighborhoods. In sum, Town will have a variety of housing types and amenities within walking distance, even though each subarea will not contain all housing types, services and amenities.

To ensure that Town remains the central Complete Neighborhood of the community, character definition must be addressed. Town is not identified by one single character; individual subareas within Town have different characters that contribute to the overall Complete Neighborhood. Each subarea needs to have a defined character that supports the functional relationship between the different subareas within Town. Individual identities will enhance the desirability of the community to live, work and play in each distinct subarea of Town.

Principle 4.1—Maintain Town as the central Complete Neighborhood. ***Historically, the Town of Jackson has been the central Complete Neighborhood with the most concentrated land use pattern in the community. As a whole, it already contains all of the components of a Complete Neighborhood. Enhancing Jackson as the "Heart" of the community will require defining how the different subareas of Town support one another to create a desirable place to live, work and play.***

Policy 4.1.a: Promote a complete Town of Jackson
A key to Growth Management is the evolution of Town into a more Complete Neighborhood. Town is the best example of an existing Complete Neighborhood. Future development in the Town should enhance it as the community's central and largest Complete Neighborhood. All subareas will each have some of the components of a Complete Neighborhood appropriate for that subarea and will collectively contribute to enhancing Town as the community's central Complete Neighborhood. However, not all components of a Complete Neighborhood will be provided in all subareas of Town, as each distinct subarea will have its own defined character and role. When viewed as a whole, the Town Character Districts will work together as one Complete Neighborhood.

Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing
Town currently has the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining this diversity of housing types and styles (single family homes, duplexes, condos, carriage houses, lofts and apartments), including restricted housing of all types, is critical to reinforcing our community character, meeting our workforce housing goals and maintaining Town as the community's population center. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each subarea of Town.

Policy 4.1.c: Promote compatible infill and redevelopment that fits Jackson's neighborhoods
Infill and redevelopment will be key strategies for fostering the elements of a Complete Neighborhood in specific subareas in Town. Infill and redevelopment will be compatible in scale, use and character in Stable Subareas, and will be consistent with the desired future character in Transitional Subareas. Considerations should include the identification of appropriate relationships between land uses and development of varying intensities. An important goal will be to maintain or reestablish a strong sense of ownership by all residents of their neighborhoods. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each Subarea of Town.

Policy 4.1.d: Maintain Jackson as the economic center of the region
Continuing Town's function as the community's economic center is essential in its role as the community's central Complete Neighborhood. Town is home to the majority of the retail opportunities, jobs and basic facilities and services needed by our community and visitors. As the community's population center and central Complete Neighborhood, Town will continue to play this role into the future.

Policy 4.1.e: Promote Town as a civic and governmental center
As time passes the community will continue to invest and reinvest in public facilities, including government buildings, parks and recreation, arts and cultural facilities and public art projects. Public facilities should be located to enhance Town as the community's civic and cultural center. Specifically, public amenities should first be located in downtown Jackson, second within the Town of Jackson limits, and third within the greater Teton County. This priority is intended for public facilities with the primary function of directly serving the public, not for ancillary or support facilities.

Principle 4.2—Promote vibrant, walkable mixed use areas. As the community's central Complete Neighborhood, Jackson will continue to be the economic hub of the region, providing a great deal of the region's nonresidential uses and employment opportunities. Nonresidential subareas should be developed or redeveloped as mixed use active pedestrian subareas. These subareas will contain a variety and balance of nonresidential uses and incorporate housing/lodging uses when appropriate, utilizing both a horizontal and vertical mix of uses.

Policy 4.2.a: Create mixed use Subareas
Existing nonresidential subareas will be enhanced into vibrant, mixed use active pedestrian subareas. Both horizontal and vertical mixed uses will be utilized based upon the location and character defined in each specific Character District. Mixed use areas will allow nonresidential uses, but will also include a variety of residential and lodging uses. A vertical mix of residential, lodging, and nonresidential uses will foster a nightly, year-round "lights on" experience of use, activity and occupancy downtown.

Policy 4.2.b: Promote a balanced mix of nonresidential uses
As the economic center of the community, the Town will provide an appropriate balance of all non-residential and residential uses. Because sales tax collections are a major source of local government funding, a balance will be sought between sales tax generating and non-sales tax generating nonresidential uses. The community should monitor the various types of nonresidential uses, including visitor and local retail, private, non-profit and governmental office uses, institutional uses (including educational facilities) and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will employ tools to encourage or restrict uses based upon the results that maintain an appropriate equilibrium between all uses.

Policy 4.2.c: Create vibrant walkable mixed use Subareas
Complete streets that focus on alternative modes of transportation will be important to the enhancement of Town mixed use subareas. The primary objective in downtown Jackson will be to enhance pedestrian amenities and connectivity to support a vibrant and walkable downtown core. To achieve this goal, Town will encourage public gathering places in both public and private developments in the downtown area. Building design should complement the pedestrian experience with uses that engage people along sidewalks and designs that include building and block cut-throughs.~~streets.~~ Public spaces within these subareas may take the form

of parks, streetscape amenities and/or public/semi-public spaces provided by private property owners.

Policy 4.2.d: ~~Create a Downtown Retail Shopping District~~
~~Recognizing the important role that downtown Jackson serves as the center for visitor retail, the community should identify a downtown retail shopping district, giving specific attention to first floor uses and the creation of an improved pedestrian experience. Local sales tax collection within Town should be centered in this district and must be maintained and expanded to continue to fund basic public and community services.~~

~~Policy 4.2.e:~~ Protect the image and function of Town Square
Town Square is Jackson's major tourism draw and can be described as the "heart of the heart". As such, it is the area that evokes the greatest amount of sentiment and concern regarding architecture, scale and character. This area will be subject to the highest level of design standards, particularly for block faces on the Town Square. A variety of tools will be used to encourage and enhance pedestrian amenities to ensure this district remains the hub of the visitor experience and center of community life into the future.

Policy 4.2.e: ~~Policy 4.2.f:~~ Maintain lodging as a key component in the downtown
A key element of the 1994 Comprehensive Plan was the establishment of the Lodging Overlay District. The purpose of the overlay was to concentrate lodging into the downtown core, where guests can access tourist-orientated amenities without a vehicle. In addition, the overlay was intended to protect the remainder of the community from expansion and sprawl resulting from tourist and lodging amenities. The community continues to support the original intent of the overlay. Expanding on the goals of the 1994 Plan, this Plan supports the provision of a variety of year-round lodging types that encourage active management for nightly year-round occupancy.

***Principle 4.3—Develop desirable residential neighborhoods.** A primary goal of the community is to enhance the character and integrity of Complete Neighborhoods in the Town and County. Town residential neighborhoods will be defined as either "Stable" or "Transitional," Subareas based upon their existing and desired future character. An important goal is to maintain or reestablish a strong sense of ownership by all residents of their neighborhood. The specific designation for each neighborhood and the desired future character is defined in the Illustration of Our Vision chapter.*

Policy 4.3.a: Preserve and enhance Stable Subareas
The characteristics of Stable Subareas ~~will~~ include a predominance of owner-occupied units, a variety of residential unit types, including workforce housing, and some limited nonresidential uses. Residents of these Subareas should be able to walk to local convenience commercial that should generally be within ¼ to ½ mile of their residences. Public spaces will typically be provided in public parks. Complete streets, including options for walking, biking, and transit~~all alternative transportation modes~~, will be provided throughout. The consolidation of multiple lots to create larger single family homes is inconsistent with existing character and with our

growth management goals. Even with a consistent physical character, the social character of these stable subareas is likely to change without efforts to preserve historic workforce occupancy.

Policy 4.3.b: Develop~~Create and develop~~ Transitional Subareas
Some subareas in Town are better suited for new development or re-development. In these Transitional Subareas the general public agrees~~would agree~~ that change is beneficial. Future development should provide a variety of housing types that create additional workforce housing, including multiple family owner-occupied and rental housing. These subareas should include local convenience commercial generally within ¼ to ½ mile of residences. Public spaces will typically be provided in public parks. Complete streets, including all alternative transportation modes, will be provided throughout. Character will be defined less by the existing development pattern and more by the future Vision~~vision~~ for the subarea. Developers are encouraged to utilize the allowances and incentives because these transitional subareas are the desired location of growth. Impactful investments in public infrastructure and housing will help to bolster these subareas and support efforts to promote quality of life.

Principle 4.4—Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood. The Town of Jackson has traditionally served as the cultural, social and civic hub for Teton County and the region. Maintaining and improving public spaces will support Jackson as the community's central Complete Neighborhood, a gateway to the nation's parks and forests, and the regional center for tourism, the arts and employment. The enhancement of natural features such as Karns Meadows, Flat Creek and Cache Creek corridors will further contribute to Jackson's role as the central Complete Neighborhood.

Policy 4.4.a: Maintain and improve public spaces
Public spaces are the building blocks of a thriving community. Jackson's public spaces and civic facilities should be interesting and memorable, and should reinforce our sense of community. Town will continue to promote high quality design of public spaces, including creating attractive gateways, preserving views, and providing appealing public right-of-way amenities. The integration of fine arts professionals in the design of public spaces will be encouraged to create unique and visually engaging projects. New developments in Town should contribute to quality public spaces—including, but not limited to, pedestrian amenities, parks, outdoor squares, landscaped areas and public art.

Policy 4.4.b: Enhance Jackson gateways
The Town gateways play a special role in setting the community tone and atmosphere for the millions of guests that visit Jackson every year. Town will create a common Vision~~vision~~ for these areas, with an emphasis on bridges and waterway features. Town will work to improve visual appeal in the public realm and encourage aesthetic improvements on private property in gateway areas. Public art projects that reflect the community, environment and character of Jackson will be encouraged ~~in order~~ to provide unique and interesting gateway enhancements.

Policy 4.4.c: Continue traditions and community events
The community will continue to sponsor and support community events in downtown Jackson that celebrate the character of the region and provide a strong sense of community for local residents. Year-round community activities and cultural events will be encouraged to utilize the downtown to foster resident and visitor interaction.

Policy 4.4.d: Enhance natural features in the built environment
Natural amenities within Complete Neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, and Cache Creek are examples of important natural feature that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within the Town and connect them to adjacent federally-managed lands such as the National Elk Refuge and Bridger-Teton National Forest. The Town will explore opportunities to enhance natural amenities within Complete Neighborhoods while preserving their ecological function.

Principle 4.5—Preserve historic structures and sites. Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.

Policy 4.5.a: Identify and preserve historically significant structures and sites
Many areas, improvements, buildings and structures in the community have features with historic character or special historic or aesthetic value. Often these historic sites represent architectural products of distinct periods in the history of Jackson. The protection, enhancement and perpetuation of sites with historic character or special historical or aesthetic value are of public necessity. The preservation of cultural and historic sites is in the interest of the people of our community, and the preservation of historically significant buildings and sites will be encouraged.

Policy 4.5.b: Support the Historic Preservation Board
The Teton County Historic Preservation Board (TCHPB) has several on-going programs that identify historic properties and nominate the most significant structures for National Register designation. The Town and County will continue to support the Historic Preservation Board in its efforts to document and preserve historic buildings and sites. Further, the Planning Commissions and elected bodies will consider the recommendations of the Board when reviewing development applications.

Policy 4.5.c: Enhance historic preservation education, outreach, and awareness
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 local history. The Town and County will continue to support these and other organizations in their efforts to advance community education and awareness beyond current levels.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

Strategies to maintain Town as the central Complete Neighborhood (Principle 4.1)

4.1.S.1: Evaluate and update base zoning requirements and performance tools consistent with principles, polices and Character Districts.

4.1.S.2 Evaluate and update regulations to allow and promote a appropriate variety of housing types identified through the Character Districts.

Strategies to promote vibrant, walkable mixed use areas (Principle 4.2)

4.2.S.1: Complete a neighborhood plan for the Town Square Character District. The plan should include design standards and use descriptions.

4.2.S.2: Update design guidelines to provide more specificity, and predictability.

4.2.S.3: Initiate neighborhood plans for specific mixed use subareas.

4.2.S.4: Update land development regulations for mixed use subareas to encourage ground floor vitality and flexible upper floor mixed use.

4.2.S.5:~~4.2.S.5: Explore a boundary and associated regulations and incentives to create a downtown retail shopping district.~~

~~4.2.S.6~~ Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.

4.2.S.6: Explore allowing a fourth floor for workforce housing, within existing height allowances, in ~~more Town zones~~in Subarea 2.3 Downtown.

4.2.S.7: Explore developing pedestrian zones Downtown.

4.2.S.8: Catalyze the redevelopment of Subarea 2.6 Mixed Use Office and Residential.

4.2.S.9: Revisit Subarea 2.5: North Cache Gateway, given the habitat value in theSubarea.

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Strategies to develop desirable residential neighborhoods (Principle 4.3)

4.3.S.1: Initiate neighborhood plans for Transitional Subareas.

4.3.S.2 Identify locations for locally-oriented nonresidential use.

4.3.S.3: Remove barriers and catalyze development in existing high-density zones through impact infrastructure investment and support for projects that utilize housing incentives.

4.3.S.4: Develop neighborhood plans for transitional subareas to implement zoning and to facilitate the transition for existing residents.

Strategies to enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)

4.4.S.1: Coordinate with a public art task force to write a public art plan for the community.
4.4.S.2: Initiate gateway plans for the three community entrances.
4.4.S.3: Evaluate and update design regulations to encourage quality public spaces.
4.4.S.4: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features.
4.4.S.5 Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.
4.4.S.6: Evaluate future active use of Karns Meadow.

Strategies to preserve historic structures and sites (Principle 4.5)

4.5.S.1: Define criteria to identify historic buildings and sites.

Quality of Life: Common Value 3 of Community Character

Why is Quality of Life a Common Value?

The Jackson and Teton County community takes pride in our local identity and community character. Our natural character is protected through our ecosystem stewardship, and our physical character is guided by our Growth Management. However, the more emotional aspect of our character – our Quality of Life – is equally important to our community. We have always considered ourselves as a community first, and a resort second. We ~~been a diverse community that~~ support~~s~~ a variety of lifestyles and employment opportunities, and we welcome others to share in the enjoyment of our intact ecosystem and western mountain lifestyle. Our Quality of Life and a quality visitor experience depend not only on Ecosystem Stewardship and Growth Management, but also on preserving the socio-economic diversity and service delivery that are so attractive to residents and visitors alike. Equally important to maintaining our q~~Q~~uality of life, is the sustained physical, social, and economic security that is offered throughout the Town and County. Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long-term residents who steward our surrounding ecosystem and welcome visitors to do the same.

Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services. Continuing to provide these services in a manner that better achieves our Vision will enhance the livability and appeal of our community. A community that offers a spectrum of housing and employment options and provides access to safe, efficient, and economical transportation and services is a desirable community to call home and an attractive destination to visit time and again. This lifestyle is a function of our Quality of Life and also leads to greater resident and visitor investment in our Ecosystem Stewardship and Growth Management values.

How are we going to achieve Quality of Life?

Chapter~~Section~~ 5. Local Workforce Housing

- Maintain a diverse population by providing workforce housing (Principle 5.1)
- Strategically locate a variety of housing types (Principle 5.2)
- Reduce the shortage of housing that is affordable to the workforce (Principle 5.3)
- Use a balanced set of tools to meet our housing goal (Principle 5.4)

Chapter~~Section~~ 6. A Diverse and Balanced Economy

- Measure prosperity in natural and economic capital (Principle 6.1)
- Promote a stable and diverse economy (Principle 6.2)
- Create a positive atmosphere for economic development (Principle 6.3)

Chapter~~Section~~ 7. Multimodal Transportation

- Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure~~through the use of alternative modes~~ (Principle 7.1)
- Reduce greenhouse gasses from vehicles from 2012 levels~~Create a safe, efficient, interconnected multimodal transportation network~~ (Principle 7.2)
- Coordinate ~~land use and~~ transportation planning regionally (Principle 7.3)

Chapter~~Section~~ 8. Quality Community Service Provision

- Maintain current, coordinated~~coordinate~~ service delivery (Principle 8.1)
- Coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

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Chapter~~Section~~ 5. Local Workforce Housing

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

What does this chapter~~section~~ address?

Principle 5.1 - Maintain a diverse population by providing workforce housing

Principle 5.2 - Strategically locate a variety of housing types

Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce

Principle 5.4 - Use a balanced set of tools to meet our housing goal

Why is this chapter~~section~~ addressed?

Jackson and Teton County have historically been characterized by a socially and economically diverse population, united by a community commitment to Ecosystem Stewardship, Growth Management, and Quality of Life. Daily interaction between year-round residents, second homeowners, seasonal workers, long-time families and new community members has become a defining characteristic that the community wants to preserve. In other mountain resorts, the loss of a local workforce and associated diversity has indicated the loss of a sense of community. By ensuring that at least 65% of our local workforce lives locally, we can retain our valued community character.

Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community's Common Values by integrating understanding and appreciation of where we have been with efforts for the future.

Workforce Housing is local market and deed-restricted housing occupied by people working locally who would otherwise commute from outside the community.

Lack of housing that is affordable is a primary reason many local employees choose to commute. (Housing is generally considered affordable when the rent/mortgage payment, including utilities, is no more than 30% of the household's income.)Over the past 35~~25~~ years land values in Jackson and Teton County have risen faster than local wages. The median home price has grown from 354% of the median income in 1986 to 1,400% in 2010 (see Appendix B). As a result, many people cannot afford to live in the community. Over the same period, the number of commuters has grown from less than 10% to 33% of the local workforce (see Appendix B).

The formal housing program established by the 1994 Comprehensive Plan has successfully used regulations, incentives, and additional funding to create over 700 restricted housing opportunities to date. The community must continue these efforts, but we must also broaden efforts to consider all available market, restricted, and cooperative solutions if we are to maintain our resident workforce and the community character it provides.

Principle 5.1—Maintain a diverse population by providing workforce housing. We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.

Policy 5.1.a: House at least 65% of the workforce locally
The community's primary housing goal is to ensure that at least 65% of the local workforce lives locally. Other resort communities in the Rocky Mountains facing housing affordability issues have identified the loss of a resident workforce as the primary indicator of their lost sense of community. Regular monitoring of workers commuting from neighboring communities will indicate changes in the percentage of the local workforce living locally and inform housing programs, policies, regulations, and incentives that ensure we meet our primary housing goal.

Policy 5.1.b: Focus housing subsidies on full-time, year-round workers
Some members of the local workforce can find local housing that suits their needs and is affordable for their household. For those who cannot, governmental and non-governmental subsidized housing programs will continue to provide restricted housing opportunities to ensure realization of the community's housing goal. Subsidized housing is housing that is price or rent restricted to be permanently affordable and occupancy restricted to ensure employment in Teton County. Subsidized housing programs will focus on providing housing for those members of the community who work locally full-time, year-round, whether at a single or

multiple jobs. Prioritizing which income levels to address will occur through the annual Housing Supply Plan.

Policy 5.1.c: Prioritize housing for critical service providers
While the community values all members of the workforce, critical service providers will receive priority when the public is subsidizing housing. Ideally, housing for critical service providers would be located on-site or within the employee's response area. Especially for volunteer service providers, living a significant distance from one's response area increases response time and reduces the efficiency of service delivery.

Principle 5.2—Strategically locate a variety of housing types. Our diverse population will continue to require a variety of housing types throughout the community. Housing options should include both ownership and rental opportunities, as well as both restricted and market housing. The strategies employed to meet the community's housing goal will be consistent with the Ecosystem Stewardship and Growth Management policies of the Plan.

Policy 5.2.a: Provide a variety of housing options
The diversity of households that the community desires requires a variety of restricted and market housing options. The demand for detached single-family housing and duplex units is strong, but other housing options (condos, small lots, lofts, and apartments) are also needed to meet the community's housing goal. In particular, multi-family units generally require less financial subsidy per unit and are more affordable for the local workforce. They also condense the development footprint and increase the viability of alternative modes of transportation. While the community is committed to the cap on residential development potential, when possible, the community should reallocate residential development potential to appropriate areas to ensure housing goals of the community are met.

Policy 5.2.b: Housing will be consistent with Character Districts
The development and redevelopment of all market and restricted housing, whether by-right or through incentive tools, will be consistent with the location, bulk, scale, and pattern described in the community's Growth Management policies and in the Illustration of Our Vision. Appropriate locations are identified in Town and County Character Districts for the allowance and encouragement of multifamily, small lot, small unit and other housing types that provide market and restricted workforce housing opportunities. No requirement, incentive, or allowance for workforce housing should directly, or indirectly, conflict with the Character Districts.

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Policy 5.2.c: Provide workforce housing solutions locally
Our primary housing goal is to limit the percentage of the local workforce commuting from other counties. Therefore, required workforce housing mitigation and public investments in workforce housing will be located within our community. However, achievement of our housing goal could still mean that a large portion of our workforce will reside outside of the community and commute into the Town or County. The community will continue to pursue efforts to limit the impacts of commuters on the ecosystem and neighboring communities.

Policy 5.2.d~~: Encourage restricted rental units~~

~~Existing market rentals continue to provide housing opportunities that are affordable to the local workforce. However, if rental opportunities continue to disappear through redevelopment, conversion to ownership units, and increases in land values, the community will need rental units that are restricted to maintain this housing type. Incentives and regulations to preserve rental opportunities could include the creation of restricted rental units through both restriction of existing units and construction of new restricted units.~~

~~Policy 5.2.e~~: Allow accessory residential units (ARUs) and County guesthouses

Accessory residential units have historically provided a number of workforce housing opportunities. This will continue to be an encouraged housing type in the Town and mixed use subareas in the County as part of our balanced workforce housing program. Guesthouses will continue to be allowed in the County and may be rented long-term as part of our workforce housing program. Restrictions on size, rental period, rental occupancy, guesthouse location, and other considerations should ensure guesthouse rental is consistent with all three Common Values of the community.

Principle 5.3—Reduce the shortage of housing that is affordable to the workforce. A shortage of housing that is affordable to the workforce is a result of many factors. To~~In order to~~ meet our primary housing goal, the community will regularly monitor the affordability and occupancy of our housing stock to understand and adapt to the forces contributing to such shortages. We will mitigate impacts from new development, preserve existing workforce housing, and create new restricted housing opportunities to avoid and reduce shortages of housing opportunities that are affordable to the local workforce.

Policy 5.3.a: Mitigate the impacts of growth on housing

Job growth has outpaced physical development since at least 2002. As a result of the gap between property values and wages, many of the new local workers cannot afford housing within the community. Developers of new residential, commercial, and other non-residential projects should~~will~~ continue to be required to mitigate their impact on the availability of housing that is affordable to the local workforce. In addition, employee generation that is not traditionally linked to physical "brick and mortar" development should~~will~~ also be mitigated.~~As a result of the gap between property values and wages, many of the local workers generated by new residential and non-residential developments cannot afford housing within the community. The number of employees generated by new development projects will vary by development. Each development will be required to mitigate its housing impact on a sliding scale that considers both the size and type of development.~~ This will ensure that each developer's mitigation responsibility is proportional to the development's impact on the availability of housing that is affordable to the local workforce, and that all housing demand as a result of job growth is addressed.

Mitigation requirements will be updated following new nexus studies~~. Until nexus studies are in place to update these requirements, the existing program~~ of ~~inclusionary housing and nonresidential seasonal~~ employee generation and housing affordability, which~~provision~~ will be completed regularly.~~used to mitigate the impacts of development on our ability to meet our community's housing goal. (See Appendix D)~~

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Policy 5.3.b: Preserve existing workforce housing stock
As of 2012, overOver 80% of current workforce housing wasis market housing (See Appendix B). Preserving the existing workforce housing stock is critical to achieving the community's housing goal. The resale and/or redevelopment of existing market workforce housing and the combination of small lots to build larger houses are examples of possible "net losses" of housing that is affordable to the local workforce. The Town and County will explore a combination of tools to restrict and otherwise preserve the future affordability of existing workforce housing stock to avoid a shortage of housing that is affordable to the workforce. However, these tools to preserve existing workforce housing should not inadvertently deplete market workforce housing opportunities.

Policy 5.3.c: Create workforce housing to address remaining shortages
Additional subsidized workforce housing will also be needed to meet the community's housing goal. Leakage of existing housing stock from the workforce housing pool and housing impacts that are not fully mitigated by development will necessitate the creation of new subsidized workforce housing stock to address future shortages in housing that is affordable to the workforce. Incentives and direct funding should be used to create additional subsidized workforce housing. Such development may contain market components, as long as it provides a decrease in the shortage of housing that is affordable to the local workforce. Direct funding will be coordinated through the annual Housing Supply Plan.

Principle 5.4—Use a balanced set of tools to meet our housing goal. The community will create a balanced plan for monitoring and addressing workforce housing issues in order to achieve our housing goal. Both market and restriction based solutions will be incorporated in a balanced combination of regulations, incentives, funding, and cooperative efforts, with no one tool prioritized over any others.

Policy 5.4.a: Implement the Workforce Housing Action Plan Create a community housing implementation plan or key action plan
A community housing implementation plan should be created to coordinate efforts toward achieving the community's housing goal. The housing plan should be a cooperative effort of the Town, County, all local housing agencies and organizations, and other workforce housing stakeholders in the community. It should evaluate the costs and benefits of various housing tools, establish a system for monitoring the success of those tools in meeting our housing goal, and establish the roles that various entities, including the free market, will play in meeting the housing goal of the community.
In 2015, the Town and County adopted the Workforce Housing Action Plan. (Appendix D) The Workforce Housing Action Plan establishes an organizational structure for the housing department and includes housing supply, housing management, funding for housing, and zoning for housing initiatives. Implementation of the Workforce Housing Action Plan began in 2016 and should continue, including annual adoption of a Housing Supply Plan to guide the public-private partnership work to preserve and create housing. The Workforce Action Plan

should be evaluated and updated once enough time has passed to implement the majority of the actions.

Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing
The Town and County will avoid regulatory barriers that inadvertently preclude workforce housing in a manner that is consistent with the community's Common Values. This may include providing exemptions from certain requirements for developments that provide new subsidized workforce housing that reduces the shortage of housing that is affordable to the local workforce.

Policy 5.4.c: Promote cooperative efforts to provide workforce housing
The diversity, generational continuity, and stability sought by the community also benefits employers and developers. Housing agencies and organizations should continue to cooperate with government and non-government employers as well as developers to pursue housing solutions that are mutually beneficial to all parties involved and the community as a whole. Housing agencies and organizations should also provide housing advice, sample contracts, sample deed-restrictions, and other aid to facilitate workforce housing provision and raise awareness of the benefits of workforce housing.

Policy 5.4.d: Provide incentives for the provision of workforce housing
Incentives to provide workforce housing offer solutions that typically require less public financial subsidy. The community should provide incentives for the preservation of existing workforce housing and the construction of subsidized workforce housing. Incentives may continue to include performance-based density bonuses that enhance the character of applicable subareas of the Town and County while decreasing the shortage of housing that is affordable to the local workforce. Additional incentives such as tax reduction or deferral, fee waivers, expedited review, buy-down programs, and others should also be considered.

Policy 5.4.e: Establish a reliable funding source for workforce housing provision
A dedicated funding source should be explored to help meet the community's housing goal, in addition to allocations from the general fund for government housing program administration. Funding will enhance public opportunities to engage in cooperative efforts, provide incentives, restrict existing workforce housing stock and construct workforce housing developments that decrease the shortage of housing that is affordable to the local workforce. A reoccurring funding source will facilitate planning for implementation of our workforce housing goal by providing predictable expectations of available funding.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

5.G.S.1: Define and ~~D~~develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8. Develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8.

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Strategies to house a diverse population locally (Principle 5.1)

5.1.S.1: Evaluate qualifying criteria for subsidized housing and update as necessary based on full-time workers, and continue to give priority to critical service providers.

5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education about the value of workforce housing.

5.1.S.3: Evaluate moving from standard deed restriction back to the modifiable template through the annual Rules and Regulations Update.

Strategies to predictably locate a variety of housing types (Principle 5.2)

5.2.S.1: Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on multi-family housing.

5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations.

5.2.S.3: Make impactful investments in infrastructure and catalyst investments in housing projects located in transitional subareas.

5.2.S.4: Explore allowances for temporary housing and tiny homes.

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Strategies to reduce the shortage of housing that is affordable to the workforce (Principle 5.3)

5.3.S.1: Complete a new nexus study for the establishment of sliding scale mitigation requirements.

5.3.S~~5~~.2: Update current mitigation requirements as necessary.

5.3.S.3: Update the Employee Generation Nexus Study (created by 5.3.S.1) to look at the full range of employee generation and the full range of associated impacts, including generated employees who are not linked to a traditional "brick and mortar" physical address.

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5.3.S.4: Revisit housing mitigation requirements (created by 5.3.S.2) upon the update of the Employee Generation Nexus Study (5.3.S.3).

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Strategies to establish a balanced housing program (Principle 5.4)

5.4.S.1: Adopt a 10-year coordinated workforce housing implementation plan/action plan.
5.4.S.2: Evaluate the appropriate governmental structure for the Housing Authority.
5.4.S.3: Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing.
5.4.S.4: Evaluate and update existing workforce housing incentives.
5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax.
5.4.S.6: Continue to pursue State and Federal grants to fund the development of workforce housing.
5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to increase the supply of workforce housing.
5.4.S.8: Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals.
5.4.S.9: Actively enforce short-term rental prohibition in the County.
5.4.S.10: Explore the dedication of more staff and funding to the Housing Supply Program
5.4.S.11: Implement the workforce housing projects, programs, and partnerships that are annually identified in the Housing Supply Plan

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Chapter~~Section~~ 6. A Diverse and Balanced Economy

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

What does this chapter~~section~~ address?

Principle 6.1 - Measure prosperity in natural and economic capital

Principle 6.2 - Promote a stable and diverse economy

Principle 6.3 - Create a positive atmosphere for economic development

Better, not Bigger economic development means improving the economy without relying on physical growth.

Why is this chapter~~section~~ addressed?

Historically our local economy has been composed primarily of two sectors: tourism and real estate development. While these sectors have served the community well, Jackson and Teton County will pursue a more sustainable economy as we move into the future. This pursuit means developing the existing economy to be better, not necessarily bigger. More specifically, economic sustainability in Teton County will:

- Define prosperity in terms of both natural and economic capital;
- Stress balance, resilience, and a conviction that many small efforts work better than a single, one-size-fits-all approach; and
- Pursue a more diverse and self-reliant local economy.

Natural Capital is the extension of the economic notion of capital to the natural environment. Natural Capital is thus the stock of the ecosystem that yields a continued flow of valuable ecosystem functions into the future – those parts of the ecosystem critical to continued healthy ecosystem function.

Developing a sustainable economy will allow us to continue to focus on our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. Efforts to achieve our Common Values are critical to our economy. Reciprocally, a sustainable economy is needed to pursue all of our policies and strategies for implementing our Vision and achieving our desired community character. To develop our economy without relying on physical growth that is inconsistent with our Growth Management Common Values, tourism will continue to be the basis of our economy and we will aim to reduce our reliance on real estate development. Moving forward, we must expand our approach to tourism to develop it as a more sustainable year-round economic sector. Attracting tourists as well as second home owners to the community year-round utilizes existing capacity to create greater investment in the community while limiting additional impacts to our ecosystem. It will also allow businesses and services that rely on visitors, but are also valuable to the Quality of Life of residents, to be available year-round.

Other sectors of the economy have emerged over the past decades that also bring money into the community as a result of our ecological resources and Quality of Life (see Appendix B). Continuing to encourage businesses and businesspeople that could work from anywhere to locate here because of our lifestyle will bring money into the community and attract businesses that share our Common Values. Continuing to support non-profit organizations encourages reinvestment in the health and welfare of the community. Direct and indirect utilization of the natural surroundings will remain the community's primary economic development strategy, but we must ensure that this type of economic development happens in a way that is sustainable and allows future generations to benefit from the same assets.

Principle 6.1—Measure prosperity in natural and economic capital. A healthy ecosystem is our community's most important economic asset. For our economy to be sustainable long-term, prosperity will not only be measured in economic terms, but also by how well the community preserves our natural capital. To preserve our natural capital, economic development must be consistent with all three of the community's Ecosystem Stewardship, Growth Management and Quality of Life Common Values.

Policy 6.1.a: Create a sustainable economy not reliant on growth
Our economic development strategy is to improve our economy without relying on physical growth – to be "better, not bigger." Economic development will be done consistent with our Growth Management Common Value because our economy benefits from ecosystem stewardship, and ecosystem stewardship likewise benefits from a strong economy. Real estate development will remain an economic sector in the community, but we will reduce our reliance on development as a basis of the economy.

Policy 6.1.b: Promote eco-tourism
Tourism will continue to be the basis of the economy and will continue to focus on outdoor recreation. Consistent with the community's Ecosystem Stewardship Common Value, eco-tourism, which promotes energy efficient and low impact enjoyment of the ecosystem, should have an expanded role in the overall tourism sector. Eco-tourism businesses are able to profit from the community's natural capital while promoting ecological conservation and passing along the community's stewardship ethic to visitors.

Policy 6.1.c: Establish an identity as a "green" community
The community will become a model of sustainability by addressing ecosystem and climate stewardship at the local level. We will promote these efforts in a manner that attracts visitors and businesses who share our Common Values. As a result, Jackson and Teton County will become a truly "green" community that has an enhanced Quality of Life and visitor experience, as well as a prosperous and sustainable business climate. The community will support public and private sustainability efforts as economic development initiatives as well as Ecosystem Stewardship actions.

Principle 6.2—Promote a stable and diverse economy. Improving the stability of our economy is essential to retaining our sense of community and maintaining a year-round employment and resident base. The community will continue to promote businesses that provide local stability in times of global economic volatility and develop our economy without relying on growth or development of our natural resources.

Policy 6.2.a: Enhance tourism as the basis of the economy
Tourism will continue to be the basis of our economy, and the community will enhance this sector by pursuing sustainable tourism that is not reliant on growth and consumption. Outdoor recreation tourism and eco-tourism will continue to be our primary focus. However, we will also promote cultural and heritage tourism that is less dependent on our seasonal climate,

allowing for better use of our existing visitor accommodation capacity during shoulder seasons. The community will continue to avoid carnival and outlet mall-type tourist attractions as they do not support our desired community character and outdoor tourism focus. As we promote year-round occupancy and increased visitor spending, the community will broaden our approach to providing a quality visitor experience from focusing only on traditional tourists to also include second homeownershome owners and retirees to the community.

Policy 6.2.b: Support businesses located in the community because of our lifestyle
Businesses that can be located anywhere, but choose to locate here for lifestyle reasons should continue to be supported. The fact that they locate here means that they share our Common Values, and they bring money into the community without placing additional demands on our natural resources. Similarly, non-profits that are supported by our socioeconomic character encourage reinvestment in our community and should also be supported. These sectors benefit our community's character by providing stable employment opportunities. While they may not generate local sales tax, they bring passive income into the community and invest financial resources locally.

Policy 6.2.c: Encourage local entrepreneurial opportunities
It is a goal of the community to support a community of small entrepreneurial businessesbusiness that areis adaptable to dynamic global markets. By fostering a business-friendly atmosphere, a high Quality of Life, and a truly "green" community, "green collar" or sustainability-based intellectual businesses, as well as other entrepreneurs, will find the community an ideal place to live and work. The community will identify suitable locations and design regulations to allow for and attract small entrepreneurialbusinesses.

Policy 6.2.d: Promote light industry
ToIn order to achieve economic balance and stability in the local economy, the community will conserve areas for light industrial use and identify additional areas where this use is appropriate. Local light industrial uses can provide stable employment opportunities and middle-class wages, and providing for these uses locally reduces our need to import those services and products. However, light industrial uses struggle to compete for leasable floor area with industries that need less room to make more money. Additional areas for light industry should be identified consistent with the community Vision and balanced with other community policies.- The Town and County will explore opportunities for live-work light industry within Complete Neighborhoods that are consistent with the character of the surrounding area.

Policy 6.2.e: Promote Federal and State partnerships
Decisions made at the Federal and State level have implications on the local economy and community. In fact, Federal land management decisions and State tax policy might have more leverage over our economic future than local policy. As a result we will need to build and nurture partnerships with Federal and State decision-makers so that they understand, and can help us address the local impacts of regional decisions locally. Partnerships at the local, State,

and Federal levels also present opportunities to support housing efforts, transportation projects, efforts to preserve and enhance our ecosystem, promote our economy, and other strategies.

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Principle 6.3—Create a positive atmosphere for economic development. Attracting businesses that reflect the community's Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life will be essential to developing a "better, not bigger" economy. To attract businesses that reflect our Vision, we must create a positive and desirable atmosphere for companiesbusinesses where all of our Common Values are realized. AlsoIn addition, the community will welcome a diversity of businesses. Emphasis will be placed on tools that do not require the investment of local funds for the promotion of economic development.

Policy 6.3.a: Ensure year-round economic viability
The local economy should be developed in a way that increases year-round economic activity. Our climate has traditionally resulted in a seasonal economy with shoulder seasons in the spring and fall when economic activity slows. As the resident population and number of visitors decline in the shoulder seasons, fewer businesses remain open, and the Quality of Life and the visitor experience are diminished. The Town and County will work with others in the community, including local businesses, the Chamber of Commerce, and the Travel and Tourism Board to promote the year-round business operation, provision of community services, and occupation of accommodations.

Policy 6.3.b: Pursue many small efforts
The community will not develop its economy through large, one-size-fits-all projects or efforts. EmphasisAn emphasis on many small efforts is more consistent with the social, demographic, and economic diversity the community desires. This approach will ensure the local economy is more adaptable and resilient in a constantly changing global marketplace. Large projects flood the housing market with demand, and large, single-use nonresidential buildings are inconsistent with the community's character. The Town and County will continue to limit the size of nonresidential buildings, and will promote small, varied economic development projects.

Policy 6.3.c: Provide jobs at a spectrum of income levels
To attract and retain a socioeconomic and demographically diverse population, the community must offer employment opportunities at a range of income levels. The preservation of a resident workforce and the associated community stability is both a housing issue and an employment issue. Because middle to high-paying jobs in the construction and real estate industry are typically unstable, the community will encourage greater diversity in employment opportunities at a similar income level in other economic sectors.

Policy 6.3.d: Facilitate viable local businesses
Self-reliance is as important as diversity in ensuring economic stability. The local production and supply of goods and services circulatecirculates local money within the community. Where

possible, it is essential~~important~~ to connect local businesses with local consumers to reduce impacts on the ecosystem and climate from importing goods and services and keep money circulating locally. The community will explore a variety of land use regulations and other tools to support and connect the local business community, with a focus on strategies that do not require the investment of local funds.

Policy 6.3.e: Balance housing, nonresidential development, and civic uses
Implementing the "better, not bigger" economic development strategy the community desires will require a balance of all nonresidential uses, as well as a balance between jobs and housing. Active monitoring of existing and new nonresidential development will ensure we achieve this balance. It will be essential~~important~~ to monitor various types of nonresidential uses, including visitor and local retail; private, non-profit, and governmental office uses; institutional uses, including educational facilities; and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will use the results to maintain an appropriate equilibrium between all uses.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

6.G.S.1: Update and revise~~Replace~~ Chapter 6 so that it articulates a clear community economic vision that is consistent with the rest of the Plan.

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Strategies to measure prosperity in natural and economic capital (Principle 6.1)

6.1.S.1: Market the community as a "green" location to visit, live, and work, and promote businesses based on eco-tourism.

Strategies to promote a stable and diverse economy (Principle 6.2)

6.2.S.1: Explore cultural tourism and other opportunities to fill existing capacity for lodging accommodations and services during the shoulder seasons.

6.2.S.2: Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second homeowners,~~home owners~~ and retirees.

6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.

6.2.S.4: Explore connecting the implementation of Chapter 6 to the Travel &~~own~~ Tourism Board and~~/~~Chamber of Commerce funding.

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6.2.S.5~~6~~: Create and maintain a local cost of living index.

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Strategies to create a positive atmosphere for economic development (Principle 6.3)

6.3.S.1: Explore tools to promote economic development that does~~do~~ not require the investment of local funds.

6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle-income jobs and promote entrepreneurship.

6.3.S.3: Explore tools to connect local consumers to local suppliers.

6.3.S.4: Collect data on ~~setting a minimum~~livable wages as another option for mitigating the impacts of employment generation in the updated employee generation nexus study.

6.3.S.5: Support local employees through efforts of making housing, daycare, and other needs more accessible and affordable.

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Chapter~~Section~~ 7. Multimodal Transportation

Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.

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

What does this chapter~~section~~ address?

Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit and micro-mobility infrastructure.~~through the use of alternative modes~~

Principle 7.2 - Reduce greenhouse gasses from vehicles from 2012 levels~~Create a safe, efficient, interconnected, multi-modal transportation network~~

Principle 7.3 - Coordinate ~~land use and~~ transportation planning regionally

Why is this chapter~~section~~ addressed?

A transportation system oriented toward single-occupancy automobiles is inconsistent with our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. The community's transportation vision is to create a multimodal transportation system by enhancing the current automobile-oriented system to include a network of complete streets, transit, and pathways system accessible by residents and visitors of all ages and abilities. By pursuing this Vision,~~vision~~ the community will ensure all users of the public right-of-way, including pedestrians, bicyclists, automobile drivers, trucks, and transit riders, can do so safely~~in a safe~~ and efficiently~~efficient~~ ~~manner~~.

Transportation choices made in Jackson and Teton County have impacts throughout the ecosystem. The ~~current~~ auto-centric travel choices ~~in 2012~~ of the estimated 3.5 million visitors in 2012 traveling through the community (see Appendix B) fill arterial routes into Jackson and Teton County in both summer and winter. Also~~In addition~~, we have experienced an increase in the number of workers commuting to Jackson from Star Valley, Wyoming, and Teton Valley, Idaho adding daily traffic in the Snake River Canyon and on Teton Pass (see Appendix B). Trips in ~~These numerous trips into~~ and out of the valley ~~inevitably~~ increase the number of wildlife-vehicle collisions and contribute to ~~the~~ carbon emissions. ~~of the region.~~ With visitors~~visitor~~ and local traffic growing faster than the population (see Appendix B), the current transportation model is unsustainable and inconsistent with our Common Value of Ecosystem Stewardship.

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Alternative Transportation means a transportation system including transit, bicycle and pedestrian modes (including the pathways system) which offer alternatives to private motor vehicle travel for many trips.

Given our Vision to preserve and protect the ecosystem ~~in order~~ to enhance our community character, our community will~~should~~ be a leader in the provision and use of an integrated multimodal transportation system to meet our future transportation demand. Through local transportation and Growth Management efforts and partnerships with Yellowstone and Grand Teton National Parks, Bridger-Teton and Caribou Targhee National Forests, and the Wyoming Department of Transportation (WYDOT) we can build a transportation system that is more reliant on alternatives to the automobile and therefore less impactful to our ecosystem.

Complete streets that incorporate all transportation modes (bikes, walking, cars, transit, rideshare, etc.) will also enhance our Quality of Life. While we acknowledge that our transportation vision will be accompanied by increased congestion and a reduction in the level of service on many of our roadways for the automobile, as a community, we have made this conscious trade-off~~tradeoff in order~~ to encourage a shift in our community's transportation behavior. Isolated development in Rural Areas reduces the viability of alternative transportation~~, the preferred mode of transportation by the community,~~ and requires a much higher ecosystem impact per trip. By investing in alternative transportation, Complete Neighborhoods, the most ecologically suitable places for development, will become even better~~higher quality~~ places to live. Pedestrian activity and easy alternate mode access to services in our Complete Neighborhoods will support our economy and our daily interactions~~be good for our local and visitor economy and enable all members of the community to interact with each other and the surrounding environment~~.

Realistically, the continued convenience, affordability, availability, and necessity of the automobile limits the amount of traffic reduction that can be achieved through shifts to alternative modes of transportation. Intersection and roadway improvements will still be required in some areas. Network improvements to increase the efficiency of public transit must be made to encourage ~~a~~ the desired year-round mode shift to alternative modes. The ~~transit. It is important that the~~ community must work~~works~~ cooperatively with the WYDOT, other federal agencies, neighboring jurisdictions, and private landowners~~land owners~~ to utilize~~find~~ solutions that are both consistent with our Common Values and acceptable to partnering agencies.

~~The previous County/Town Transportation Plan was adopted in 2015.2000. The portions applicable for continued use by the community are included in Appendix E.~~

*Principle 7.1—Meet future transportation demand with walk, bike, carpool, ~~and~~ transit, and micromobility infrastructure ~~through the use of alternative modes~~. If the fastest way to travel around the community and region is by walking, biking, carpooling or taking transit, residents, and visitors will move in a way that benefits the environment, their pocketbook, and their health. To achieve this goal, capital investment in **transportation** must be focused on walking, biking, carpooling, and transit. Single occupancy vehicle solutions have the most significant environmental footprint while providing **transportation** access **to** a limited portion of the population. Increasingly, the **transportation** network will be an interconnection of walking, biking, carpool, and transit infrastructure that makes **the** **single**-occupancy vehicle the least convenient mode of travel. ~~Our transportation goal is to increase the use of alternative modes of transportation within the community to meet our future transportation demand. To achieve this goal, a year-round mode shift away from the single occupancy motor vehicle will be required. A combination of increased transit mode share along major corridors and the completion and use of an integrated transportation system that includes opportunities for rideshare, walking, and biking will all be needed to~~*

Policy 7.1.a: ~~Policy 7.1.c:~~ Increase the capacity for walking, biking, carpooling and riding transit~~use of alternative transportation modes~~

Every day, residents and visitors in the valley consciously decide on their mode of travel. The Town and County will make walking, biking, carpooling, and riding START~~alternative modes of travel~~ more convenient and efficient for residents and visitors by adding capacity for these modes of travel and prioritizing their movement through intersections. ~~capacity for alternate modes with the goal of increasing the share of trips made by alternative transportation modes rather than single occupancy vehicles.~~ Additional capacity ~~that is created~~ for single occupancy ~~motor~~ vehicles ~~always~~ fills up with more single- occupancy ~~motor~~ vehicles. If ~~Conversely, if~~ increased capacity ~~for alternative modes~~ is provided for walking, biking, carpooling, and riding transit, people will travel by those modes ~~there will be increased usage of alternative modes~~. Adding walk, bike, carpool, and transit capacity moves more people in the same footprint and is expandable to meet demand. ~~Through increased use of alternative modes automobile capacity will be freed up on our existing roadway system.~~

Policy 7.1.b: ~~Policy 7.2.a:~~ Create a transportation network based on "complete streets" and "context sensitive" solutions

The Town and County will ~~adopt and~~ implement the "complete street" and "context sensitive" roadway design standards. The construction of complete streets and context sensitive roadways will serve as the backbone for a community-wide transportation network that supports a ~~significant~~ mode shift away from the single-occupancy vehicle.~~to alternative transportation.~~ To achieve the community's transportation vision, improvements should safely accommodate all users, while prioritizing the movement of ~~the public right-of-way, including:~~ pedestrians, bicyclists, carpoolers,~~automobile drivers, trucks~~ and transit riders~~. Public safety and reduction~~

~~of crashes and fatalities (motor vehicle, bike, pedestrian, and wildlife) is a core transportation goal to be considered in the application of all strategies~~.

[AMENDED STREET TRANSECT]

Complete Streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

Policy 7.1.c: ~~Policy 7.2.b:~~ Interconnect all modes of transportation
Our alternative transportation system will provide a means to connect all ~~alternative~~ modes of travel. Park 'n' Rides, last-mile solutions, bicycle parking, complete streets, transit, micro-transit, and pathways will be incorporated into an integrated ~~alternative~~ transportation system. A system of trails to connect our parklands and trailheads should be considered as part of the transportation system. The Town and County will work jointly to identify opportunities for connections between various ~~alternative~~ transportation modes to make walking, biking, carpooling, and transit the quickest way to move around the community. Our new pathways should be modeled to accommodate new changes in transportation technology.

Policy 7.1.d: ~~Policy 7.2.c:~~ Maximize interconnection, redundancy, and hierarchy in the transportation network
The development of an interconnected and redundant network is critical to the assurance of a safe, efficient, and complete transportation system. In the event of~~that~~ a closure~~road or bridge is closed~~ due to a ~~natural~~ hazard, ~~or other event, interconnection and~~ redundancy will ensure ~~continued~~ access between ~~and within~~ locations in the community. Single occupancy vehicle capacity should only be added for health and safety. ~~It will be important to strike a balance between adding new roads and widening existing roads to provide for this community need~~. The Town and County will consider the need for interconnection, redundancy, and hierarchy when planning for our~~an integrated~~ transportation network.

Policy 7.1.e: ~~Policy 7.1.g:~~ Establish a permanent funding source for an alternative transportation system
A continuous ~~permanent~~ funding source should be explored to effectively and proactively increase walking, biking, carpooling, shared vehicles, micro-mobility, and transit capacity ~~implement a complete alternative transportation system~~. Increased public investment will be necessary to make walking, biking, carpool, transit, and other modes the most efficient way to move around the community ~~increase the percentage of trips made through alternative transportation~~ and fully implement the communitywide Iintegrated Ttransportation Pplan (Appendix E)~~, which will include extensive improvements to alternative mode infrastructure and execution of an Aggressive Transportation Demand Management Plan (TDM)~~.

Policy 7.1.f: ~~Policy 7.2.d:~~ Complete major ~~key~~ transportation ~~network~~ projects ~~based on~~ Major Capital Group approach ~~to improve connectivity~~
The Integrated Transportation Plan (Appendix E) establishes a Major Capital Group process for evaluating when and how we will plan for and design significant transportation projects. The

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Major Capital Group process approaches key transportation network projects in corridor groups to ensure all alternatives for moving people through a corridor by walking, biking, carpool, and transit are considered so that the design of one component of the corridor does not preclude solutions on other components. The ITP identifies the corridors, the planning and design triggers for each corridor, and a public process for evaluating the four major capital project groups. ~~In order to consistently implement transportation strategies as part of the communitywide integrated transportation plan, the community shall complete a Jackson/Teton County Transportation Improvement Plan (TIP) for highways, streets (including pedestrian facilities), transit, and pathways to improve connectivity throughout the transportation system. This plan will describe a realistic 5-year construction program, and will be updated as projects are completed. This plan will include some highway construction and improvements along with strong investment in alternative modes of transportation, consistent with our transportation goals. Based on 2008 Traffic Demand Modeling (see Appendix F) and applicable portions of the 2000 Transportation Plan (see Appendix E), the following action items will provide a starting point for the development of the TIP: • Complete a START Transit Facility. • Complete the WY-22 Wilson to Jackson Pathway connection. • Consider the Tribal Trials Connector between Highway 22 and South Park Loop Road. • Upgrade Snow King – Maple Way. • Reconstruct the "Y" to accommodate all modes (Highway 22/89/26 intersection). • Pursue a multi-lane complete street roadway with WYDOT on Highway 22 between Town and Highway 390. • Redesign Highway 390 as a complete street from Highway 22 to Teton Village.~~

Principle 7.2 — *Reduce greenhouse gases from vehicles to below 2012 levels.* ~~***Create a safe, efficient, interconnected, multimodal transportation network.***~~ *One of the biggest threats to the health of the ecosystem is climate change. The most significant local contributor to greenhouse gas emissions is surface transportation – the cars, trucks, and buses we use to travel into, within, and out of the community. As stewards of the ecosystem, we will manage our transportation to reduce emissions. Cleaner vehicles, fewer trips, and trips that move more people will be prioritized over strategies focused on reducing congestion.* ~~***The community's transportation network will be based upon the provision of "complete streets" that address the needs of all users, with an emphasis on providing alternative transportation options. The connectivity, redundancy and efficiency of the network will encourage the desired mode shift and meet our community's Ecosystem Stewardship Common Value. Some upgrades for the automobile will be necessary to achieve this goal, but these improvements should not be the priority focus in enhancing the transportation network.***~~

Policy 7.2.a: ~~**Policy 7.1.b:**~~ **Implement a Transportation Demand Management (TDM) program**
A TDM program is a strategy that changes how, when, and~~/or~~ where people travel. ~~As part of T~~the ~~communitywide~~ Integrated Transportation Plan includes a TDM program ~~should be implemented~~ to decrease ~~increase~~ transportation system impact ~~efficiency~~ by reducing system demand, particularly at peak commute hours, rather than increasing roadway supply. ~~Successfully doing so will make efficient use of the current roadway system without needing to add capacity.~~ The TDM program will ~~should~~ provide incentives and disincentives to influence

travelers to change their travel behavior in ways that reduce emissions and demand on the transportation system, thereby lessening the impacts to the climate from emissions and impacts to habitat from additional infrastructure – while still accommodating residents and visitors moving through the community ~~likelihood that that the community's roads will be widened.~~ The ~~community will develop a~~ TDM program will ~~that~~ emphasize~~s~~ coordination and education on mode shift opportunities, such as rideshare programs, bus pass subsidies, alternative work schedules, telecommuting options, and parking management. The TDM program will address the realities of our winter climate and existing remote communities.

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Policy 7.2.b: ~~Policy 7.1.d.~~ Discourage use of single-occupancy ~~motor~~ vehicles ~~(SOV)~~

The single-occupancy vehicle – one person driving alone in a car or truck – is the least efficient mode of travel. It requires the most emissions, infrastructure, and money of any mode. The community's investments in walk, bike, carpool, and transit infrastructure, coupled with its TDM to incentivize those modes of travel, are critical to meeting our ecosystem and quality of life goals. Single occupancy vehicle capacity may have to be added to provide redundancy to the system, and single occupancy capacity will be freed up if the desired shift in mode of travel can be achieved, but the Town and County will otherwise not invest in single occupancy vehicle capacity. This is a community choice to accommodate more trips with less impact. Traditional measures of highway congestion such as "Level of Service" as defined by the American Association of State Highway Transportation Officials (AASHTO) do not match our community's definition of transportation efficiency. ~~Incentives to use alternative modes of transportation will not be enough to reduce our community's reliance on single occupancy motor vehicles (SOV) as long as the use of that mode remains as convenient as it is today. To discourage automobile use, the Town and County will use "Level of Service D" as defined by the American Association of State Highway Transportation Officials (AASHTO) standards for autos, as an acceptable level of congestion and delay along existing roadways and at intersections. Additional strategies, such as managed parking in areas served by alternate modes and other incentives and disincentives can also discourage SOV travel and should be explored in the overall integrated transportation plan.~~

Policy 7.2.c: Explore and pilot innovative transportation solutions

Transportation is an obvious application for Principle 9.3 – Anticipate future issues and pioneer innovative solutions. The community has discussed rural high-occupancy vehicle solutions, gondolas, and tunnels. Emerging technology suggests the need for the community to explore autonomous vehicles, shared vehicles, and micro-transit. There are the solutions we have not yet identified. The single-occupancy vehicle will be the slowest mode of travel, whether we plan for it or not. It will require behavioral change. The community will have to look for new solutions to achieve our desired future.

Policy 7.2.d: ~~Policy 7.3.b.~~ Reduce wildlife and natural and scenic resource transportation impacts

In addition to emissions, wildlife-vehicle collisions are an impact of our transportation system on wildlife. The presence of additional vehicles on our roadways will increase ~~the likelihood of~~ wildlife-vehicle accidents ~~collisions~~ unless mitigation is pursued. ~~even if mitigation efforts are pursued.~~ New transportation network projects and enhancements to our existing transportation

system should be designed to avoid or mitigate impacts to wildlife, natural and scenic resources. Specifically, improvements should implement the Wildlife Crossings Master Plan adopted in 2018 ~~address wildlife permeability and identified wildlife vehicle "hotspots"~~. The community will partner ~~need to cooperate~~ with WYDOT on funding and planning to achieve the wildlife permeability goals of the community.

Principle 7.3—Coordinate transportation planning regionally. ~~***Coordinate land use and transportation planning.***~~ ***The Town and County do not have jurisdiction over all components of the transportation network, and so we must lead coordinated efforts to achieve our transportation goals. Various Federal, State, local government, and non-governmental entities fund and manage pieces of the transportation system into and within the community. Coordinating the efforts of all of these entities with the land use efforts of the community is the only way we can meet our transportation and ecosystem stewardship goals.*** ~~***Current and future land use patterns and the associated roadway network will greatly affect the community's ability to meet its transportation goal. Complete Neighborhoods and complete streets facilitate the use of alternative modes of transportation, lessening our dependence on the SOV and reducing our overall energy consumption. A compact land use pattern interconnected by an integrated alternative transportation system will have less impact on our wildlife and natural resources. Our community's land use pattern and transportation network are closely intertwined, so we must coordinate current and future development and transportation system improvements to support our shared vision.***~~

Policy 7.3.a: ~~**Policy 7.1.a:**~~ **Implement the Integrated Transportation Plan** ~~**Develop a communitywide integrated transportation plan**~~

A technical update to the Integrated Transportation Plan (ITP) was considered~~adopted in 2020~~, concurrently with the Adaptive Management Program of this Plan. In 2015, the Town and County adopted the ITP (Appendix E) to refine and guide the implementation of the policies of this Chapter. The ITP details actions for transit development, active transportation, transportation demand management, major capital project planning, and regional transportation planning organization. Implementation of the ITP is critical to the achievement of our transportation goals. The ITP should continue to be updated based on the schedule within the ITP. ~~The Town and County will develop an integrated transportation plan to achieve our goals for the enhancement of transit opportunities, complete streets and pathways. The plan should evaluate the long-term costs and benefits of various transportation strategies and provide a detailed transportation implementation program. The Plan should identify metrics and baseline numbers, including measurement of both local and visitor traffic. The Town and County will explore the establishment of a joint Transportation Planning Department to lead this effort in cooperation with the existing Transportation Advisory Committee (TAC).~~

Policy 7.3.b: ~~**Policy 7.1.e:**~~ **Coordinate transportation network decisions**

~~Because~~ T~~t~~he Town and County do not have jurisdiction over much of the local trunk transportation network, meaning cooperation with WYDOT, Federal Highway Administration (FHWA), and public land managers is~~are~~ ~~is~~ essential to realizing our transportation goals. It is ~~will be~~ key to communicate to WYDOT that the community has made a ~~conscious~~ decision to accept SOV

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congestion~~, smaller roads and alternative transportation options~~ while improving capacity through walking, biking, carpooling, and transit infrastructure. The community will continue to work with WYDOT to incorporate our Common Values into solutions for improvements to the state highway system while recognizing the mission, goals, and Level of Service requirements of the Federal Department of Transportation. Continued cooperation with WYDOT is essential to accessing Federal funding ~~to complete local transportation improvements~~. Collaboration with Federal Transit Administration (FTA), FHWA, and adjacent public land management agencies is~~are~~ ~~is~~ equally important to successfully realizing our transportation goals. The community will also work with private interests to acquire the easements and rights-of-way needed to implement our transportation vision.

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Policy 7.3.c: ~~Policy 7.1.f:~~ Establish a regional transportation strategy
The Town and County will assume a leadership role in working with other local and regional entities, such as the School District, Teton Village Association, and adjacent counties, states, and Federal land agencies, to ~~better~~ coordinate the multimodal design and use of our regional transportation system. Regional transportation partnerships will be created to coordinate investments and programs. The development of a regional transportation strategy will ~~should~~ be explored. The creation of a ~~some type of~~ Regional Transportation Planning Organization (RTPO) ~~Authority (RTA),~~ as discussed in the ITP may offer the community an opportunity to coordinate our ~~alternative~~ transportation system regionally, which would greatly assist in meeting our community's transportation goal.

Policy 7.3.d: ~~Policy 7.3.a:~~ Develop a land use pattern based on transportation connectivity
This Plan is designed ~~A goal of this plan is~~ to interconnect our Complete Neighborhoods ~~existing County neighborhoods~~ and the Town of Jackson through ~~with~~ a multimodal transportation system. Within existing County and Town Complete Neighborhoods, walking, biking, and transit ~~alternative modes of transportation~~ are viable options for daily trips year-round, and these opportunities should be maintained and enhanced. In Rural Areas, the County will promote a land use pattern that supports alternative transportation by requiring interconnectivity of future developments and existing development to the best extent possible.

Policy 7.3.e: ~~Policy 7.3.d, 7.3.c:~~ Require development to provide for walking, biking, carpooling and transit ~~implement and fund alternative transportation~~
A critical component of informed transportation planning is the concurrent review of transportation impacts with land use applications. As land use decisions are made that will result in transportation impacts, the Town and County should require that impacts be identified and mitigated. Development decisions will be made with an equal and concurrent consideration of both land use and transportation impacts. The Town and County will require facilities and building orientations that promote transit, walking, and biking. ~~In addition, s~~Specific provisions for walk, bike, carpool, and transit ~~alternative transportation~~ infrastructure will be required in all developments, including the provision of sidewalks, pathways, easements, transit infrastructure, and other complete street features.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed, ~~and/~~or ~~new~~ best practices, technology, and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in the work plan, as described in Policy 9.2.b.

Strategies to meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure~~through the use of alternative modes~~ (Principle 7.1)

7.1.S.1 ~~7.1.S.2.~~ Consider a seventh cent sales tax, additional mil property tax, or other funding sources~~source~~ for the provision of infrastructure for alternative transportation modes.

7.1.S.2: ~~7.2.S.1.~~ Consider adopting "complete streets" and/or "context-sensitive" policies and updated road design standards for all roadways.

7.1.S.3: ~~7.2.S.2.~~ Work with WYDOT to have "complete streets" and/or "context sensitive" policies incorporated into all WYDOT roadways within the community.

7.1.S.4 ~~7.1.S.9.~~ Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.

7.1.S.5 ~~7.1.S.10.~~ Prepare comments and recommendations on the WYDOT State Transportation Improvement Plan (STIP).

7.1.S.6 ~~7.1.S.11.~~ Pursue transit service between Jackson and the airport/Grand Teton National Park, and other strategic route expansions.

7.1.S.7: ~~7.2.S.4.~~ Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other critical pathways identified in the Pathways Master Plan.

7.1.S.8: ~~7.2.S.5.~~ Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets.

7.1.S.9: Consider developing a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson.

7.1.S.10 Support the year-round use of pedestrian infrastructure through regular maintenance, including winter clearing of trails and pathways.

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Strategies to reduce greenhouse gasses from vehicles from 2012 levels ~~create a safe, efficient, interconnected, multi-modal transportation network~~ (Principle 7.2)

7.2.S.1: ~~7.1.S.3.~~ Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.

7.2.S.2: ~~7.1.S.4.~~ Create a Countywide Transportation Demand Management (TDM) program, which may include efforts to:

Educate the community on alternative transportation options and benefits.

Pursue home mail delivery.

Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school.

Establish a trip reduction coordinator to work with employers to reduce trips and facilitate rideshare.

7.2.S.3: Implement the Wildlife Crossings Master Plan. ~~Include wildlife crossing and other wildlife mitigation standards in road design regulations.~~

7.2.S.4: ~~7.3.S.1.~~ Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.

7.2.S.5: ~~7.3.S.2.~~ Consider specific provisions for current planning review to require walk, bike, carpool, and transit ~~alternative transportation~~ components in new development.

7.2.S.6: Explore fare-free START bus service.

Strategies to coordinate transportation planning regionally ~~land use and transportation planning~~ (Principle 7.3)

7.3.S.1: ~~7.1.S.1.~~ Develop a Countywide Integrated Transportation Plan

7.3.S.2: ~~7.1.S.5.~~ Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.

7.3.S.3: ~~7.1.S.6.~~ The TAC, partner agencies, and non-profits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators.

7.3.S.4: ~~7.1.S.7.~~ Continue START service to Teton County, Idaho, and Lincoln County, Wyoming, and explore other measures to limit the impacts of commuters on the ecosystem and the region.

7.3.S.5 ~~7.1.S.8.~~ Explore the establishment of a joint Town-County Transportation Planning Department.

7.3.S.6: ~~7.2.S.6.~~ Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.

7.3.S.7: Consider hiring a staff person and/or additional staff infrastructure and capacity to implement the goals and strategies of this Chapter.

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Chapter~~Section~~ 8. Quality Community Service Provision

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

What does this chapter~~section~~ address?

Principle 8.1 - Maintain current, coordinated service delivery

Principle 8.2 - Coordinate the provision of infrastructure and facilities needed for service delivery

Why is this chapter~~section~~ addressed?

Provision of life-safety, educational, social, cultural, and recreational services is central to residents' Quality of Life and a visitor's experience. Components of our community's character include engaging parks and quality recreational facilities, as well as pleasant gathering places that enhance our sense of community. Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as police, fire protection, emergency medical treatment, and water and sewer services. Residents, visitors, and businesses expect local government to provide these services year-round and take appropriate and reasonable steps to prepare for critical service delivery in times of emergency.

Continued provision of all services depends upon collaboration and coordination between government and non-government entities to efficiently maximize the services and facilities provided in a manner that is consistent with our Common Values. The Town and County must also collaborate with other service providers to ensure the needs of the community are met. This coordination is essential to understanding future capital needs and pursuing funding opportunities to maintain high quality service delivery. New development must not outpace our ability to provide quality community services to protect the health, safety, and welfare of residents and visitors. Local government must ensure that new development pays its fair share of the cost of maintaining desired service levels. By assuring the timely, efficient, and safe delivery of quality community services, we improve our safety and reinforce the integrity of our community character.

Principle 8.1— Maintain current, coordinated service delivery. The Town and County will coordinate and collaborate with independent service providers to ensure desired life-safety, educational, social, recreational, and cultural service levels are maintained consistent with the community's Common Values. Barriers to service delivery objectives will be identified, and the Town and County will budget sufficiently to meet desired service delivery objectives.

Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels
A "service level" is defined as the quality and quantity of a service provided to the community. To ensure that services are delivered to the public in a safe, efficient, and timely manner, the Town and County will use best practices in coordinating with governmental and nongovernmental service providers to accomplish the following:

1. Identify each provider's acceptable service level
2. Develop an approach to ensure desired service levels are met
3. Identify barriers to service delivery objectives
4. Develop standards for measuring service delivery success

The community should identify acceptable service levels and develop standards for measuring service delivery success for the following local government services (listed in no particular order):

- Fire, EMS and law enforcement,
- Library,
- Parks and recreation,
- Public health,
- Utilities and infrastructure,
- Public transportation,
- Weed and pest management,
- Arts, culture and community events,
- Child care,
- Waste management and recycling and
- Energy conservation.

Policy 8.1.b: Coordinate with independent service providers
The Town and County will coordinate with independent service providers, other governmental agencies, and non-governmental organizations to quantify and understand their service delivery goals, as well as their relation to the Common Values of the community. The community will derive a more significant~~greater~~ benefit from long-term, coordinated planning efforts between the Town and County and independent service providers than would be realized through a project-by-project approach. For example, the Community Health Needs Assessment is conducted every three years to determine the health issues and needs of the community and identify solutions. The Human Services Plan includes a resource allocation plan that provides funding guidance and allows for flexibility related to a changing economy.
The Town and County will collaborate with independent service providers, other governmental agencies, and non-governmental organizations to identify acceptable service levels and develop

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standards for measuring service delivery success for the following services (listed in no particular order):

- Education
- Utilities and infrastructure
- ~~Medical~~ Health care
- Child care
- Waste management and recycling
- Airport
- Human services
- Energy conservation
- Arts, culture and community events, and
- Public transportation.

Policy 8.1.c: ~~Identify~~ Innovate past barriers to service delivery goals
Service providers may or may not be currently delivering their services at an acceptable level. The Town and County, in collaboration with independent service providers, should identify barriers to our service delivery goals and implement strategies to find efficiencies and innovations to overcome such obstacles. Whether the obstacles~~barriers~~ are geographic, political, financial, or otherwise, this approach will ensure the community's life-safety and Quality of Life objectives are met. Working jointly with governmental, non-governmental, and independent service providers will provide more significant~~greater~~ opportunities to address barriers.

Policy 8.1.d: Ensure redundancy of services
The Town is the logical place to locate many critical and non-critical facilities and service providers. However, during natural disasters, severe weather, or other times of emergency, essential~~key~~ services may be delayed or entirely unavailable to those in outlying portions of the community, due to road closures or bridge failures. Therefore, it is vital~~important~~ to ensure that critical services and facilities are available to citizens dispersed throughout the County, particularly those who are physically separated from Town by the Snake River or Teton Pass.

Policy 8.1.e: Budget for service delivery
Budgeting allows for an annual commitment to service delivery objectives. Each year, the Town and County will evaluate service delivery objectives during the budgeting process, make appropriate modifications to the delivery approach, and affirm the desired service level with the proper~~appropriate~~ amount of funding. Without adequate funding, even the most thoughtful and strategic approach will fall short of its objectives, so a careful budgeting process is essential.

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Principle 8.2—Coordinate the provision of infrastructure and facilities needed for service delivery. The Town and County will coordinate the development of a communitywide Major Capital Project List. This will ensure that the community can adequately maintain existing capital facilities and provide needed future facilities, consistent with the Common Values of the community. Coordinated planning for capital projects will also allow the Town and County to ensure that new development pays its fair share of the costs of providing ~~new~~ facilities to maintain service levels.

Policy 8.2.a: Coordinate the creation of a Major Capital Project List
The Town and County should coordinate with independent service providers, other governmental agencies, and non-government organizations to track major capital projects in the long term (5-year view). The Town and County and independent service providers will still maintain detailed individual Capital Improvement Plans, but the Town and County should coordinate the compilation of the individual plans to maintain a current Major Capital Project List. Maintenance of this list should ensure that new facilities are located consistently with the community's Common Values and that development approvals are consistent with the capacity of existing and planned facilities.

Policy 8.2.b: Design critical infrastructure and facilities for the peak effective population
Critical facilities, as defined by the electeds through service level planning, should be designed to provide an acceptable level of service to the peak effective population. Other facilities will be designed to accommodate the average demand. Temporarily reduced service levels may occur at times of peak population; however, reductions should not produce a significant~~meaningful~~ threat to ~~the~~ public safety.

Policy 8.2.c: Require mitigation of the impacts of growth on service levels
Developers should pay their fair share of the costs of future facilities and services necessitated by new development. Costs for added facilities and services as a result of the development should not be passed on to existing residents. New developments create additional demand for existing services and facilities, which impacts service delivery levels. The development~~Development~~ will be required to provide exactions and/or impact fees that will cover the proportionate cost of public facilities and infrastructure required as a result of growth. These exactions and impact fees will be updated and evaluated regularly based on the desired level of service and infrastructure and facility needs.
Until nexus studies are in place to update exaction and impact fee requirements, the existing exactions and fees will be used to mitigate the impacts of growth on service levels.

Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

Strategies to maintain current, coordinated service delivery (Principle 8.1)

8.1.S.1: Define ~~Use budgeting to affirm~~ desired service levels from government service providers that address all policies of Principle 8.1.

8.1.S.2: Define desired service levels from, and coordinate ~~Coordinate~~ with independent service providers to understand their service delivery plans, especially those service providers seeking local government funding.

8.1.S.3: Identify critical services and services requiring redundancy in service provision.

8.1.S.4: Develop a Principle that addresses stable funding, additional revenue, and a policy for how to use the Special Purpose Excise Tax (SPET).

8.1.S.5: Create a portal or clearinghouse where the community can quickly learn more about the various services available in the community.

8.1.S.6: Explore programs around reducing the cost of living for public employees so that they can more easily live in the community for which they work.

8.1.S.7: Explore the affordability of community services to support equitable access throughout the Town and County.

Strategies to coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

8.2.S.1: Coordinate the creation and maintenance of communitywide Major Capital Project List for all services listed in Principle 8.1.

8.2.S.2: Update exaction and impact fee nexus studies.

8.2.S.3: Evaluate and update development exaction regulations and impact fee requirements.

8.2.S.4: Identify appropriate locations for infrastructure before it is needed by projecting the location of future growth.

Achieving Our Vision

How Are We Going to Achieve Our Vision?

~~Growth Management Program~~

~~The Growth Management Program is a process for decision makers and the community to evaluate where and how growth is occurring and adjust policies and strategies as necessary to ensure future growth better achieves the community Vision. The Growth Management Program outlined in this chapter will work in conjunction with annual indicator reports to monitor the entire community by considering environmental, growth, housing, economic, transportation, and other Plan indicators. The key targets in achieving our Vision are the location and type of growth. Once the community grows a set amount, a community review of our success toward these targets will be triggered. A range of strategies and corrective actions may be necessary to ensure that progress is being made toward the Growth Management Program targets and the community's Vision is realized.~~

~~How Will We Coordinate Plan Administration?~~

This Plan is designed to be a dynamic document. These~~ls~~ chapters provide~~s~~ how this Plan will remain current and consistently implemented. Although our ~~community~~ Vision has not significantly changed over the past forty ~~thirty~~ years, the circumstances within which we achieve the ~~implement our~~ Vision are in ~~continual~~ fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Therefore, while the community remains consistent in our Vision, our implementation strategies must be dynamic ~~and responsive~~. These~~s~~ chapters ~~The Administration section~~ provide~~s~~ a structure for analyzing and responding to contemporary challenges without threatening the viability and attainment ~~or achievement~~ of the community Vision.

Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review and update of its strategies. Through this Adaptive Management and Plan Implementation Chapters, the community commits to a proactive, honest, and constant analysis of the strategies, actions, and programs intended to realize the community Vision.

Chapter 9. Adaptive Management
- Implement Plan updates when triggered (Principle 9.1)
- Monitor and implement our Vision annually (Principle 9.2)
- Anticipate future issues and pioneer innovative solutions (Principle 9.3)
- Respond to changing conditions systematically (Principle 9.4)

Chapter 10. Plan Implementation
- Implement the Plan predictably, cooperatively, and regionally (Principle 10.1)
- Use the Plan framework to implement Our Vision (Principle 10.2)
- Implement the Plan as a whole community (Principle 10.3)

Commented [A111]: Typo/grammar

Commented [A112]: Typo/grammar

ChapterSection 9. Adaptive Growth Management Program

Ensure the amount, location and type of growth occurs according to the community's Vision.

What does this section address?

What does this chapter section address?

Principle 9.1 – Implement the Adaptive Growth Management Program

Principle 9.2 – Monitor and implement our Vision annually

Principle 9.3 – Anticipate future issues and pioneer innovative solutions

Principle 9.4 – Respond to changing conditions systematically

Why is this chapter section addressed?

The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four-part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs the policies that describe our Common Values of Community Character. The geographic implementation of those policies is depicted in the Illustration of Our Vision. The success of our policy implementation is analyzed through an adaptive management program to ensure that we are Achieving Our Vision. As we identify our successes and failures in achieving our Vision, we will adapt our policies and their implementation, continuously progressing through the cycle.

The community's Adaptive Growth Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision. The Adaptive Growth Management Program allows the community to be adaptive, responsible, and decisive in optimizing all three Common Values of Community Character addressing the amount, location and type of growth. A threshold, triggers, and feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary to ensure our desired community character is realized.

The Adaptive Management Program is supported by an annual indicator review and a Work Plan to annually prioritize implementation strategies. These yearly efforts ensure the community is continually moving toward its Vision. Annual progress is further augmented by the analysis of more ambitious solutions that may not have any precedent. We accept the risk that exploring new solutions will not yield immediate progress because we know that the best path forward involves both steady progress along known paths while also pioneering a better way.

While our community has committed to limiting overall growth to the amount planned for in 1994 (see Appendix B) in order to protect the ecosystem and rural character of the community. However, more important than community size are the location and type of growth that occurs. Growing to our desired community size will not achieve our Vision if the growth is not consistent with our Common Values of Community Character: Ecosystem Stewardship, Growth Management and Quality of Life. Growth must contribute to achievement of the community's Vision, and the Growth Management Program defines a process for decision makers to evaluate how and where growth is occurring allowing us to adjust course as necessary.

Annual indicator reports and work plans are not a part of the Growth Management Program directly, but work in conjunction with the Growth Management Program as illustrated below.

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Principle 9.1—Implement the Adaptive~~Growth~~ Management Program. The Adaptive~~Growth~~ Management Program is a quantitative review of our progress in achieving our Vision. It is made up of three~~four~~ parts: an evaluation threshold~~a trigger~~ (amount of growth), two triggers~~targets~~ (location and type of growth), and Plan updates to take corrective action.~~actions and a 10-year regular Plan update.~~ When the community has growth to its evaluation threshold, ~~Growth Management Program is triggered~~ it means that the location and type~~amount~~ of growth that has occurred warrants review by the community. This review may trigger a Plan update~~indicate that corrective actions are needed~~ to ensure the community is moving toward our Vision. If a Plan update is not triggered when we hit~~are successfully moving toward~~ our growth threshold,~~Growth Management Program targets~~ we are achieving our Vision and will continue ~~on~~ to a regular 10-year Plan update.

Policy 9.1.a: Evaluate~~Trigger~~ the need for a Plan update~~Growth Management Program~~ at 7~~5~~% growth

Once a defined ~~amount of~~ growth threshold has been crossed,~~occurred~~ the community will~~should comprehensively~~ analyze whether we are achieving our Vision and our desired community character. The need for a Plan update ~~The Growth Management Program that structures that analysis~~ will be determined~~triggered~~ once seven~~five~~ percent (7%) growth in the number of residential units existing at the end of 20202~~2019~~ has occurred. The 7% growth threshold ~~This~~ allows several~~a number of~~ years for the Plan's implementation measures to take effect but is soon enough to consider adding, modifying, or refining our strategies for achieving our Vision.

Residential units are used to measure the amount of growth instead of nonresidential floor area because they are developed at a more consistent annual rate. Recently, about 150 new dwelling units have been built per year in the Town and County, ~~combined have issued roughly 100 building permits per year for the construction of new residential units~~ and the community currently contains roughly 10,500~~000~~ dwelling units. Given these numbers, the evaluation threshold for the next potential Plan update will~~Growth Management Program would~~ be crossed~~triggered~~ in approximately 5 years.

[AMENDED AMOUNT, LOCATION, CHARACTER GRAPHIC]

Commented [A113]: Typo/grammar

Policy 9.1.b: Update the Plan if~~Ensure~~ growth is not occurring~~occurs~~ in suitable locations
The location of future growth is essential to achieving our desired community character. To obtain~~achieve~~ the community's Common Value of Ecosystem Stewardship, the community prefers growth to occur in Stable and Transitional Subareas, where infrastructure and services already exist. County Preservation and Conservation Subareas of wildlife habitat, habitat connections, and scenic vistas are the least appropriate places for growth. This policy is consistent with the historic development pattern that defines our western, rural character. Development~~With the exception of the last decade, development~~ in our community has been historically concentrated in Complete Neighborhoods, allowing for the human needs of our community to be met with less impact on~~to~~ the surrounding ecosystem.
Our target for the location of future growth is to continue our historical, concentrated development pattern, allowing us to minimize our ecosystem impacts while respecting property rights and preserving the physical character of the community. Historically, 60% of development has occurred in Complete Neighborhoods. When the growth threshold~~Growth Management Program~~ is crossed, a Plan update will be triggered if ~~, we will compare the location of development~~ that growth is not occurring consistent with~~to~~ this historical target. ~~to determine if any corrective actions are needed to better achieve our Vision.~~

Policy 9.1.c: Update the Plan if ~~Ensure~~ growth is not providing workforce housing~~occurs to enhance character~~
As important as the location of growth is the type of growth and ensuring that it is consistent with our Common Values of Community Character, especially Quality of Life. Setting a ~~Growth Management Program~~ target for workforce housing will not only encourage the appropriate type of residential development but also address concerns about the amount of nonresidential growth by indicating the balance between employee generation and residential development. Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live.
Our target for workforce housing is to retain our sense of community that results from our mainly~~largely~~ resident workforce. In 2012, about~~Currently, at least~~ 65% of our workforce lived~~lives~~ locally, and 65% has been determined to be the community character tipping point in other Rocky Mountain resort communities. When the growth threshold~~Growth Management Program~~ is crossed, a Plan update will be triggered if that growth has not resulted in the targeted~~we will evaluate our~~ level of resident workforce ~~against this target to determine if any corrective actions are needed to achieve our Vision~~.

Policy 9.1.d: Take corrective action through a triggered Plan update~~based on Growth Management Program targets~~

Once a Plan update~~the Growth Management Program~~ is triggered by not meeting a community target, the community will go through a ~~public~~ process involving the public, the Joint Town and County Planning Commissions, and Joint Elected Officials to review actual growth against the goals in each chapter of this Plan.~~Growth Management Program targets.~~ Based on~~upon~~ the comparison, corrective actions should be explored to ensure our Vision and desired community character are being achieved. While corrective actions may not be the community's most desired strategies, they may be necessary depending on how the community is progressing toward~~in relation to~~ its goals.~~targets for the location and type of development.~~ If corrective actions are needed as a result of triggering a Plan update~~the Growth Management Program~~, the community will determine the appropriate measures~~actions~~ and how they will be implemented. Possible corrective actions that may be considered are:

Sample Corrective Action

Amend the community's goals ~~Growth Management Program targets~~
Policy and Tool Refinements (PRD, Floor Area Bonus ~~PMD~~, building size, etc.)
CIP and Work Plan Adjustments
Additional Funding Sources
New Partnerships and Agency Documents
New Transitional Subareas
Catalyst Site Plans

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Policy 9.1.e: Update the Plan after 10 years

The community should conduct a detailed community review of the Comprehensive Plan if it has gone ~~every~~ ten (10) years without otherwise triggering a~~. The Growth Management Program is not intended to eliminate the need for Comprehensive~~ Plan update. Even if~~updates. Its purpose is to ensure that~~ we are meeting our targets,~~achieve the community's Vision over the next 10 years so that~~ we should still complete~~can better understand the implications of the implementation measures we took and engage in~~ an informed and focused update to the Plan every 10 years to allow the community to affirm its values and identify new implementation strategies.~~after 10 years.~~

The 10-year update should be a community effort, built ~~to build~~ on the lessons learned through ~~the Growth Management Program and~~ a decade of annual indicator reports to:

- Affirm or enhance the community's Vision and Common Values of Community Character;
- ~~Evaluate and update the Growth Management Program;~~
- Evaluate and update the Illustration of Our Vision; ~~and~~
- Evaluate and update the community's strategies for implementing the Vision; and
- Evaluate and update the Adaptive Management Program.

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Principle 9.2—Monitor and implement our Vision annually
Annual indicator reports should be designed as a check-in on the community's progress toward achieving our Vision. Through annual indicator reports, the community will understand how we are measuring up to the Plan's framework and will have the information needed to proactively design annual work plans to move toward the community's goals.~~Growth Management Program targets.~~

Policy 9.2.a: Monitor indicators annually
If the Adaptive~~targets of the Growth~~ Management evaluation at 7% growth is~~Program are~~ the community's ~~final~~ exam, the indicator reports are our~~the~~ annual progress report.~~quizzes.~~ The indicators monitor not only the Adaptive~~Growth~~ Management ~~Program~~ targets but the other measures of each~~the amount, location and type~~ of ~~growth to better inform~~ the community's goals~~implementation decisions on how best to achieve our Vision~~. Each spring, the community should review the indicators listed below and other appropriate indicators to inform budgets and set an implementation work plan that will promote optimization of all 8 community goals. ~~success when the Growth Management Program is triggered.~~ Between annual reviews, indicators will be updated at www.jacksontetonplan.com as data becomes available.

The following table lists annual indicators for the community to consider as part of the annual monitoring of the Plan. Indicators not listed below can be measured in the annual report as well; each indicator is or should be:

- relevant to a chapter goal~~the policies~~ of the Plan;
- reliably accessible annually; and
- understandable to the community.

[AMENDED INDICATOR TABLE]

Policy 9.2.b: Establish an implementation work plan annually

A work plan for implementing the community's Vision will be established each year as part of the budget process. In setting the work plan, the community should evaluate the work completed over the past year, review annual indicators, and prioritize strategies for implementation based on how well the community is achieving our Vision and which implementation measures are most needed. The work plan will be composed of the strategies from the Common Values to be implemented the following year. A complete list of all strategies that have been completed and are yet to be completed is attached as Appendix F, and each year's work plan will update the list. The work plan may also include the implementation of preemptive corrective actions before~~prior to~~ the triggering of a Plan update~~the Growth Management Program~~ if the community believes it is appropriate.

The resources required to implement the strategy will be considered, along with the parties responsible for implementing the strategy, the timeframe for implementing the strategy, and the goal of the implementation. As strategies are completed and/or new best practices, technology and information become available, the work plan may include strategies that are not listed in the Common Values. However, every task in the work plan should be:

- relevant to a principle ~~policy~~ of the community that needs to be addressed;
- implementable by the responsible party; and
- effective in addressing the relevant community principle ~~policy~~.

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Policy 9.2.c: Review indicators and set implementation work plan publicly
Each year, staff will prepare the annual indicator report and present it to the Joint Town and County Planning Commissions at a public hearing. The Joint Planning Commissions will make recommendations to the Town Council and Board of County Commissioners regarding the appropriate indicators to be measured and the implementation work plan for the following year. At a Joint Information Meeting, the Town Council and Board of County Commissioners will consider the annual indicator report and the recommendations from the public, staff, and Joint Planning Commission. By joint action, the elected officials will set an implementation work plan for the following year and provide any direction regarding indicators to be monitored for the following year's report.

Policy 9.2.d: Engage the public in a two-way conversation about implementation.
Public engagement throughout the planning process provides for two-way communication with the community, fosters more effective outcomes, and enhances support of those outcomes. Part of the annual monitoring and implementation of the Plan will be consistent outreach on the community's values and implementation priorities. The Town and County will encourage and provide multiple opportunities for meaningful conversation with the community as a whole through all planning processes from the big picture visions to implementation projects.

Principle 9.3 – Anticipate future issues and pioneer innovative solutions. Existing implementation tools will not be enough to fully achieve the community's aspirational goals. We have identified many tools that will move the community toward its Vision. We have also purposefully set the Vision out of reach of conventional approaches to challenge ourselves to explore the adjacent possible and reset the leading edge. To find new solutions, we will have to be willing to analyze and perhaps pilot atypical approaches that do not have historical precedent and may not yield tangible progress.

Policy 9.3.a: Analyze new ideas

Too often, best practices are viewed as our best option when it comes to tackling issues at the community, regional, national, or global scale. While tried and true best practices should be implemented, it is essential that the Town and County act as a leader in developing innovative solutions to existing and future issues that sometimes require an outside-the-box style of thinking. Considering our place in the intact, but vulnerable, Greater Yellowstone Ecosystem, and our legacy of holding ourselves to a higher standard, we will be willing to analyze improbable futures, without expectation of immediate results, knowing that the innovative solutions we eventually pioneer will make a real impact. We will use scenario planning and analytics from outside the planning profession and stay committed to innovation, even when it is not yielding tangible progress.

Policy 9.3.b: Pilot new ideas

Beyond analyzing scenarios and possible solutions is piloting implementation methods. Pilot programs put solutions on the ground in a limited scope to test the costs and benefits before larger scale implementation. Some pilot programs will not yield the desired outcome and will be discontinued. The lessons learned will inform future innovation, while the lasting impacts will be minimal. Instituting pilot programs as part of our planning and budgeting process is the only way we will be able to avoid decision making that defaults to established best practices because of their known costs. By using pilot programs, the community will be able to try more options before it makes significant investments.

Policy 9.3.c: Engage the public to seek new ideas

Innovation requires new ideas. There are different forecasts of the future, and the issues that we will have to address. Engaging the public to identify new ideas and possible futures will be vital to the success of this principle. For the public to be encouraged to propose ideas, they will have to see their ideas being analyzed and truly considered, and people from outside the planning profession should be brought into the process to ensure the conversation is not limited by limited past experience.

Principle 9.4—Respond to changing conditions systematically ~~***How the community will respond to changing conditions.***~~ ***The cornerstone of this Plan is continued, coordinated monitoring and adaptation by the Town and County to effectively implement the policies of this Plan.*** ***This Plan is intended to be a dynamic document and may need to be amended and updated as community conditions change. Amendments may include policy enhancements within the Common Values or Achieving Our Vision to better achieve the community's Vision or*** ***improvement*** ~~***enhancement***~~ ***of the Illustration of Our Vision to more effectively implement the land use policies of this Plan.*** ~~***Such amendments can be proposed by:***~~

~~***• the Town or County Planning Director;***~~
~~***• the Town or County Planning Commission;***~~
~~***• the Town Council, the Board of County Commissioners; or***~~
~~***• any member of the public.***~~

Policy 9.4.a: Review Plan amendments annually in coordination with Plan monitoring.
Proposed amendments to the Comprehensive Plan will be reviewed annually. Regardless of when they are introduced ~~proposed~~, they will be considered ~~reviewed~~ the following calendar year by the Joint Planning Commission and then jointly by the Town Council and Board of County Commissioners. Consideration will occur at the same annual meetings where the annual indicator report is reviewed, and the implementation work plan for the following year is set. This promotes a simultaneous and comprehensive review of proposed amendments, indicators of achievement of our Vision, and the work plan for better achieving our Vision. Concurrent and comprehensive review promotes adaptation to changing conditions while discouraging overreaction to opportunities that do not adequately balance the community's Common Values. Amendments will be reviewed and adopted by the following process.

[ADDED PLA N AMENDMENT REVIEW PROCESS CHART]

~~1. Application for an amendment by an authorized party.~~
~~2. Review of the application by Town and County Planning staff with a recommendation to the Joint Planning Commission.~~
~~3. Public hearing before the Joint Planning Commission regarding the application with Joint Planning Commission recommendation to the elected officials.~~
~~4. Public hearing of application before the joint Town Council and Board of County Commissioners.~~
~~5. Joint approval, approval with conditions, or denial of the application~~

Policy 9.4.b: Amending Our Common Values of Community Character or Achieving Our Vision

Amendments to the principles and policies that make up our Common Values and Achieving Our Vision will be periodically necessary to respond to changing community conditions and better implement the community Vision. To approve an application to amend our Common Values or Achieving Our Vision, the Town Council and Board of County Commissioners will consider whether ~~find that~~ it:

- Better achieves one or more of the eight Chapter goals of the Plan ~~implements the community Vision~~;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan ~~Is consistent with the other policies ad strategies of this Plan~~; and
- Responds to indications that at least one of the following situations exists:
    - The policies of this Plan are not being implemented.
    - The community's characteristics have substantially changed, warranting a revision to the Plan's policies directly related to the change in characteristics.
    - The values and priorities of the community have changed.

Policy 9.4.c: Amending the Illustration of Our Vision

Illustration of Our Vision amendments may be periodically necessary to better implement the policies of the Comprehensive Plan in certain areas and to respond to policy amendments. Each Character District is a site-specific articulation and refinement of the community Vision. They will be evaluated and amended independently of specific development applications to ensure that changes to the Character Districts focus solely on better achieving the community Vision. To approve an application to amend the Illustration of Our Vision, the Town Council and Board of County Commissioners will consider whether ~~find that~~ it:

- Better achieves one or more of the eight Chapter goals of the Plan ~~implements the community Vision~~;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan ~~Is consistent with the principles and policies expressed in the Comprehensive Plan at a communitywide level; and~~
- Is compatible ~~consistent~~ with the overall desired character of the district in which it occurs; and
- Responds ~~Is a response~~ to ~~at least~~ one of the following:
    - ~~The policies of the Comprehensive Plan are not being implemented by the current Character District~~
    - The community's characteristics have substantially changed, warranting a revision to the Character District directly related to the change in characteristics.
    - The values and priorities of the community have changed, warranting a Character District revision

Chapter ~~Section~~ 10. Plan Implementation ~~Administration~~

~~Continuously improve upon the policies of the Comprehensive Plan~~

What does this chapter ~~section~~ address?

~~***The purpose of this chapter is to address the implementation of the various components of the Plan consistently with one another with the overall goal of achieving the community Vision. Specifically, this chapter addresses:***~~

- ~~***Applicability of the Comprehensive Plan;***~~
- ~~***Who is responsible for implementing the Comprehensive Plan; and***~~
- ~~***How the community will respond to changing conditions.***~~

Principle 10.1 – Implement the Plan predictably and cooperatively
Principle 10.2 – Use the Plan framework to implement Our Vision
Principle 10.3 – Implement the Plan as a whole community

Why is this chapter ~~section~~ addressed?

This Plan is a comprehensive statement of how we will grow as a community. Its Vision is the product of our 3 Common Values. Our 3 Common Values are further defined by 8 Chapter Goals. How we will achieve each Chapter Goal is laid out in Principles, Policies, and Strategies. Where we will accomplish each Chapter Goal is mapped and detailed through Character Districts and Subareas. How we will measure success and adapt our implementation of the Chapter Goals is defined through our Adaptive Management Program.

The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. This chapter outlines the principles and policies we will follow as we implement our Vision.

~~This Plan is designed to be a dynamic document. This chapter provides the means by which this Plan will remain current and consistently implemented. Although our Vision has not significantly changed over the past thirty years, the circumstances within which we implement the Vision are in continual fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Therefore, while the community remains consistent in our Vision, our implementation strategies must be dynamic. This chapter provides a structure for analyzing and responding to contemporary challenges without threatening the viability and attainment of the community Vision. Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review and update of its strategies. Through this Administration Chapter, the community commits to a proactive, honest and consistent analysis of the strategies, actions, and programs intended to realize the community Vision.~~

[ADDED ADAPTIVE MANAGEMENT GRAPHIC]

Principle 10.1— Implement the Plan predictably, cooperatively, and regionally. Implementation of our Vision relies upon cooperative planning, between the Town and County and beyond, to ensure comprehensive, predictable ecosystem stewardship, growth management, and quality of life. Past approaches that relied on discretionary review of individual implementation strategies achieved some success, but also divided the community and resulted in unintended consequences. In implementing this Plan, we are committed to predictable, cooperative decision making that is locally relevant and regionally responsible.

Policy 10.1.a: Plan predictably and comprehensively
The comprehensive plan is stronger than the sum of its individual parts. The community is committed to the advancement of all three Common Values. Opportunities focused on advancing one Common Value must be evaluated for their impact on the other two Common Values. If achieving one Common Value means regressing in the achievement of another, the opportunity will not be pursued. The Town and County will monitor trends and analyze future scenarios to capitalize on opportunities when they arise, but will not rush into changes of Plan without careful consideration.

Policy 10.1.b: Plan jointly, as one community
The Town and County's commitment to joint planning is nationally renowned and locally crucial to the realization of our Vision. Just as it was in the early 1990s, our ecosystem stewardship, growth management, and quality of life values do not recognize the Town boundary. In this Plan, the Town and County recommit to jointly planning the community and each doing its part to implement the Vision. The County will direct growth out of habitat and preserve open space. As the central complete neighborhood, the Town will make the most appropriate place for growth the best place to live, work, and play . The Town and County also commit to coordination with other government and non-government agencies in the implementation, review, and enhancement of the Plan.

Policy 10.1.c: Plan based on community engagement
This Plan is based on the Common Values of the entire community. The public engagement that informed the Plan was based on the fundamentals of engaging the entire community. Implementation of the Plan will be based on the same fundamentals, relying on the comprehensive, representative comment over the "last and loudest" comment. That engagement will be ongoing to ensure the Plan remains relevant.

Policy 10.1.d: Maintain control over our own community Vision
In attempting to realize our Vision, the community recognizes that exporting solutions and relying on State or Federal intervention makes us more reliant on outside Visions of our future. Decisions in this community should be based on the policies of this Plan. We will work with partners from around the State and region to find mutually beneficial solutions for all communities. At the same time, we will ensure that we are not dependent on other communities in meeting or defining our community's Vision.

Policy 10.1.e: Cooperate with regional communities and agencies to implement this Plan
The ability of the community to achieve the priorities of this Plan specifically related to wildlife stewardship, transportation issues, and workforce housing is intertwined with our ability to cooperate and communicate with neighboring communities and State and Federal agencies. The Town and County will continue to coordinate with nearby communities and land managers to implement the framework of this Plan, identify shared interests and available resources, and address issues affecting the entire ecosystem.

Principle 10.2 – Use the Plan framework to implement Our Vision. Our Vision should inform all of our decisions as a community. However, as specific questions arise, decision-makers should not, and do not, have to operationalize the Vision as a single sentence. The Vision informs the entire structure of the Plan, and the whole Plan should be used in decision making. Our Vision is an acknowledgment of ecosystem health. It is a commitment to support all three Common Values without prioritization of one at the expense of another. The Illustration of Our Vision is our geographic optimization of all three Common Values. The Comprehensive Plan is more durable than the sum of its individual parts. Decisions should be based on the same commitment to mutual support and comprehensive optimization of all 3 Common Values.

Policy 10.2.a: Further all three Common Values of Community Character together
While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support of and reliant upon the others. Our community cannot move forward if any one of our three Common Values is left behind.
Ecosystem Stewardship (CV-1)
- Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery
- Chapter 2. Climate Sustainability

Growth Management (CV-2)
- Chapter 3. Responsible Growth Management
- Chapter 4. Town as the Heart of the Region – The Central Complete Neighborhood

Quality of Life (CV-3)
- Chapter 5. Local Workforce Housing
- Chapter 6. A Diverse and Balanced Economy
- Chapter 7. Multimodal Transportation
- Chapter 8. Quality Community Service Provision

Policy 10.2.b: Use adaptive management to ensure we are Achieving Our Vision
Although our Vision has not significantly changed over the past forty years, the circumstances within which we implement our Vision are in continual fluctuation. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and

strategies intended to achieve our Vision and desired community character. Through ongoing monitoring, a trigger for the more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our policies, we commit to predictable, accountable, and measurable pursuit of our Vision and desired community character.

Policy 10.2.c: Illustration of Our Vision
Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. Defining the desired character for areas of the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision.

Policy 10.2.d: Applicability of the Comprehensive Plan
This Plan is comprised of numerous elements. It can ~~only~~ function when all of its parts are present and adopted. Correctly ~~Specifically~~, our Common Values of Community Character work ~~can only function in accord~~ with the Illustration of Our Vision. The policies of the Plan enumerate broad goals to aid in the fulfillment of the community Vision. The Character Districts supply detail, spatial clarity, and predictability by geographic area within the community. These two elements are inextricably related and, therefore, must only be adopted together, as the Plan would be otherwise incomplete.
The Comprehensive Plan is a policy document that articulates the community Vision and does not have a regulatory effect or the force of law. The Land Development Regulations (LDRs) and other implementation mechanisms provide the means to implement the community Vision with the force of law. Where conflicts arise between the Comprehensive Plan and the LDRs or other implementation mechanisms, the mechanism with the force of law will prevail. Additionally, tools envisioned by this Plan but not implemented through a mechanism with the force of law are effectively unavailable until a mechanism with the force of law is in place.

Principle 10.3 – Implement the Plan as a whole community. ~~***Who is responsible for implementing the Comprehensive Plan?***~~ ***Implementation of the Comprehensive Plan is the responsibility of the entire community. Elected officials, Town and County Planning Departments, and other government and non-government organizations all have specific roles. The participation of the community is equally essential*** ~~***important***~~ ***to the success of the Comprehensive Plan, as all decisions ultimately affect the community's ability to achieve our desired Common Values of Ecosystem Stewardship,***

Growth Management, and Quality of Life. Therefore, ~~it is essential that~~ the community must remain~~s~~ invested in the successful implementation of this Plan.

Policy 10.3.a: The Community will implement the Plan daily

The Jackson/Teton County community plays an important role in the success of the Comprehensive Plan. Specifically, this Plan challenges each citizen to:

Make day-to-day decisions that are consistent with the policies of the Comprehensive Plan. Each member of the community is responsible for shifting his/her mode of travel, minimizing wildlife impacts, reducing resource consumption, finding workforce housing solutions, and supporting local businesses. If community members do not take responsibility for the implementation of this Plan and encourage their peers to do the same, we will not achieve our Vision.

Stay involved in local government and monitor the decisions of elected officials, Planning Directors, and other governmental and quasi-governmental agencies. The citizens of Jackson/Teton County must stay involved in comprehensive planning efforts. Where the government and other organizations are falling short in the implementation of this Plan, the community will hold them accountable and take additional action where needed.

Policy 10.3.b: Local professional and public planners will administer the Plan. ~~Town and County Planning Departments~~

~~The~~ Town ~~of Jackson~~ and ~~Teton~~ County Planning Staff ~~Departments~~, as well as private American Institute of Certified Planners (AICP) certified planners, are professionally bound to work in the interest of the comprehensive community Vision ~~will coordinate the administration of this Plan~~. (Reference the AICP Code of Ethics and Professional Conduct) Because of this professional obligation, it is these planners who the community will rely upon to administer the Plan. Specifically, Town and County Planning Staff is responsible for:

- producing and presenting annual indicator reports;
- executing annual implementation work plans based on the strategies of the Plan and direction from the elected officials;
- facilitating an ~~the~~ Adaptive ~~Growth~~ Management Program public review and exploring corrective actions when the Plan update ~~Growth Management Program~~ is triggered;
- facilitating the 10-year update of the Plan;
- processing amendments to this Plan; and
- reviewing land development regulations, zoning maps, and other Plan implementation measures for consistency with this Plan.

Policy 10.3.c: Elected Officials will set and fund the Plan

The Town Council and Board of County Commissioners are responsible for making decisions that are consistent with this Plan. They are also responsible for allocating the necessary funding to implement the policies and strategies contained in this Plan. Furthermore, they are responsible for working with neighboring jurisdictions to find regional solutions to transit and housing issues that have the least impact on the entire ecosystem. Elected officials are responsible for collaborating with other governmental and non-governmental service providers

to plan for appropriate service delivery and coordinate major capital projects. Elected officials should familiarize themselves with the contents of this Plan to ensure that the Plan remains an accurate reflection of the community Vision. Each year, elected officials will be responsible for:

- receiving and reviewing the annual indicator report presented by staff;
- determining the strategies to be included in the implementation work plan for the next year; and
- budgeting appropriately to achieve the objectives of this Plan.

Policy 10.4.d: Governmental and Non-Governmental ~~Agencies and~~ Organizations will cooperate in Plan implementation

Governmental and non-governmental agencies and organizations are responsible for working with Town and County planners to find solutions to community issues that are consistent with this Plan. These agencies and organizations will play a crucial role in data collection ~~in order~~ to monitor indicators, analyze the success of strategies, and study the feasibility of proposed strategies. The collective input from all governmental and non-governmental agencies and organizations will ~~be~~ help~~ful in~~ monitor~~ing~~ community perception of and satisfaction with this Plan. Agencies and organizations are also responsible for working together to pool resources and find mutually beneficial solutions to achieve community goals.

Illustration of Our Vision

Why Illustrate Our Vision?

Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. Our Vision is that development is~~be~~ designed to enhance our community character and located in suitable areas ~~in order~~ to preserve and protect the ecosystem and western, rural character. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development enhances our Quality of Life. In all other areas, the Illustration of Our Vision depicts~~describes~~ how we will preserve and improve~~enhance~~ wildlife habitat, wildlife connectivity, scenic vistas, and open space.

Defining the desired character for ~~all areas of~~ the community provides predictability in planning and development, which has been absent in the past. ~~I~~ncremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision. The Illustration of Our Vision will inform land development regulations that ensure no policy of this Plan is forgotten and that all policies are implemented within the proper context.

The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information, we can determine what policies and strategies are appropriate in which locations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.

How is the Vision Illustrated?

The Illustration of Our Vision depicts the policies of the community's three Common Values of Community Character through four levels of character classification.

At the highest level, the private lands of the community are divided into Character Districts – areas with common natural, visual, cultural, and physical attributes, shared values, and social interaction. Character District boundaries are based on a layering of the best available quantitative and qualitative data for each of the three Common Values of Community Character (Ecosystem Stewardship, Growth Management, Quality of Life) to identify areas that share similar characteristics (see Appendix B Framework Maps).

While our community's 15 Character Districts share Common Values, each has a unique identity, based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on ecosystem stewardship or a Complete Neighborhood focused on enhancing Quality of Life. The map on pages IV-4 and IV-5 show the Character District boundaries, defines Complete Neighborhood and Rural Area characteristics, and identifies the classification of each Character District.

At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the 2012 ~~existing~~ character of the subarea and the desired future character for the entire Character District. Stable and Transitional Subareas are the most suitable locations for people to live, work, and play. Subareas focused on Ecosystem Stewardship are designated as Preservation or Conservation. The map on pages IV-6 and IV-7 show the subareas and define the subarea classifications.

Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character-Defining Features provide the highest ~~greatest~~ level of site-specific detail; however, the characteristics are still conceptual and will inform specific regulations, incentives, and programs. The characteristics valued by the community within a subarea are mapped, described, and illustrated. On pages IV-8 and IV-9 is a legend that describes the symbols and graphics used on the Character-Defining Features Maps. An appropriate Neighborhood Form(s) is also identified for each subarea. A Neighborhood Form determines the general pattern and intensity of development that meets the desired character. On pages IV-10 and IV-11 is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities.

Complete Neighborhoods + Rural Areas

[AMENDED CHARACTER DISTRICT MAP]

Stable, Transitional, Preservation + Conservation Subareas

Stable Subarea

- Subareas in which no change to the existing character is necessary
- Development will be infill that maintains the existing identity or vitality
- The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

Transitional Subarea

- Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

Preservation Subarea

- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

Conservation Subarea

- Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on enhanced~~improved~~ conservation
- Areas that benefit from an increase in open space, scenic resources, and habitat enhancement
- Goals include balancing existing development with improved wildlife permeability and scenic enhancements

Character Defining Features - Map Symbols

The Character-Defining Features Maps depict the characteristics that define each district and subarea. Below is a list of symbols and map attributes that are used on the maps. Locational characteristics ~~Characteristics that are locational~~ are shown on the map using colored symbols or map attributes. Other aspects ~~characteristics~~ depicted using black symbols, ~~apply~~ generally apply to a subarea but are not location-specific. All mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations for certain attributes.

Common Value 1 – Ecosystem Stewardship

Wildlife Permeability: Design for wildlife permeability should be a characteristic of the subarea.

Agriculture: Agricultural use should be characteristic of the subarea.

Wildlife Highway Crossing: Wildlife-vehicle collision mitigation emphasis site as identified by the Western Transportation Institute and Montana State University College of Engineering in 2012.

Crucial Habitat: Bald eagle, trumpeter swan, mule deer, elk, and/or moose crucial winter habitat; mule deer and/or elk migration corridor; and/or bald eagle and trumpeter swan nesting area; and/or cutthroat trout spawning area as identified by the Conservation Research Center of Teton Science Schools in 2008.

Scenic Corridor/Vista: Scenic highway corridors and vistas, as identified on 1994 Community Issues Maps.

Common Value 2 – Growth Management

Gateway: A gateway into the community.

Public Parking: Existing parking provided by the Town of Jackson as of 2012.

Road Corridor Enhancement: A roadway corridor that will be characterized in the future by enhanced pedestrian and commercial vitality.

Creek Corridor Enhancement: A creek within a Complete Neighborhood that will be characterized in the future by enhanced recreational opportunities and ecological value.

Common Value 3 – Quality of Life

Workforce Housing: Housing occupied by the workforce should be a characteristic of the subarea.

START Service: START service should be a characteristic of the subarea.

Local Convenience Commercial: Local convenience commercial should be located within the subarea.

Industrial: Light industrial and heavy retail use should occur in the subarea.

Parks and Recreation: Existing parks and recreation facilities as of 2012.

School: Existing schools as of 2012.

Critical~~Key~~ Transportation Network Project: Transportation network projects identified in Policy 7.2.d.

Existing/Proposed Pathways: Existing and proposed pathways identified in the Pathways Master Plan (2007).

Improved Interconnectivity: An area that will be characterized in the future by increased interconnectivity.

Character Defining Features - Neighborhood Form Continuum

A Neighborhood Form identifies the general pattern and intensity of development representative of an individual~~a certain~~ character. One or more Neighborhood Forms are associated with each subarea. Below is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities that define our character. The table below the transect describes characteristic acreages, heights, uses, and special considerations for each Neighborhood Form. These general characteristics are not prescriptive and are only meant to help explain~~describe~~ the general pattern and intensity depicted in the transect.

What Does the Illustration of the Vision Address?

Our community's Vision is illustrated in 15 Character Districts. Each Character District has unique issues, opportunities, and objectives. Each Character District contributes to the overall implementation of the Comprehensive Plan and will ensure that preservation and development occur in the desired amount, location, and type throughout the community.

Each Character District is composed of 6 parts:

- The Vicinity Map identifies the district boundaries and the size of the district in relation to the entire community. It also depicts the boundaries of the district subareas and their Stable, Transitional, Preservation, or Conservation classification.
- The Character-Defining Features Map depicts the 2012 and future characteristics that define each district and subarea. Characteristics are described through mapping or shown symbolically. Mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations of attributes. A complete list of symbols used on the maps can be found on pages IV-8 and IV-9.
- The Complete Neighborhood/Rural Area Table indicates whether the district had~~currently has~~ the characteristics of a Complete Neighborhood or a Rural Area in 2012. It also demonstrates~~indicates~~ whether those characteristics will be maintained or enhanced in the future. This table serves to explain the classification of the district and identify the district's broad focus, fundamental~~basic~~ issues, and opportunities.

Existing + Future Characteristics describe in words the 2012~~existing~~ and future character of the district, focusing on the elements of character that should be preserved or enhanced. This chapter~~section~~ provides the overall goals and vision for the district.

The Policy Objectives are policies from the Common Values of Community Character chapters of the Comprehensive Plan that are particularly relevant and should be implemented in the district. ~~T~~There may be other policies that apply to the district, but these are the key objectives to be met in the district ~~in order~~ for the community to achieve our Vision.

The Character-Defining Features describe each subarea through text, Neighborhood Forms, and photos and/or drawings. The focus of the description is the character priorities that will allow for the desired character of the district, and consequently, the community Vision to be achieved. The Neighborhood Form(s) depict the general pattern and intensity of development that meets the desired character, while the illustrations and/or photos provide a more detailed illustration of the desired built form. The entire continuum of Neighborhood Forms can be found on pages IV-10~~8~~ and IV-11~~9~~.

District 1: Town Square

2012~~Existing~~ + Future Desired Characteristics

The Town Square District is the historic center of Jackson Hole and the central gathering space for residents and visitors alike. The district is home to iconic buildings and public spaces, including the Cowboy Bar, George Washington Memorial Park (the "Town Square"), and the sawtooth building profiles surrounding the Town Square. Preserving the ~~existing~~ western character and heritage found in the buildings and public spaces in this district will be key to maintaining the ~~existing~~ character. The district is the center of the visitor experience in Town and plays an important role in defining our community's western heritage and overall community identify.

A future goal of the district is to have visitors and residents visit the area more often and stay longer, increasing the vitality of the area and supporting the local economy. To support this goal, commercial uses that create an active and engaging pedestrian experience, will be located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. In the future, the district will be the center of a Downtown Retail Shopping District, and as such office, residential and lodging uses will be predominantly located on upper floors.

Future community reinvestment in the district will create great public spaces and amenities for residents and visitors alike. This investment will not only create a positive visitor experience that supports our local economy, but will also continue the tradition of the Town Square as the gathering place for our community. The district will continue to be the center of community life, hosting a variety of events and community celebrations for residents and visitors. The temporary closure of streets, parking lots, parks and other public spaces will be encouraged to support such events. In addition, the community should consider the temporary and permanent closure of some streets to vehicles ~~in order~~ to create a vibrant pedestrian environment. Moving forward, the community will take great care and consideration in all future planning and redevelopment in the district.

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A

Common Value 2: Growth Management	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subareas~~subareas~~
	4.2.d: Protect the image and function of Town Square~~Create a Downtown Retail Shopping District~~
	4.2.e: Maintain lodging as a key component in~~Protect~~ the downtown~~image and function of Town Square~~
	4.4.a~~2.f~~: Maintain and improve public spaces~~lodging as a key component in the downtown~~
	4.4.c Continue traditions~~a: Maintain~~ and community events~~improve public spaces~~
	4.5.a: Identify and preserve historically significant structures and sites~~4.4.c Continue traditions and community events~~
	~~4.5.a: Identify and preserve historically significant structures and sites~~
Common Value 3: Quality of Life	6.2.a: Enhance tourism as the basis of the economy
	6.3.a: Ensure year-round economic viability
	7.1.a~~e~~: Increase the capacity for walking, biking, carpooling and riding transit~~use of alternative transportation modes~~

Character Defining Features

1.1: Inner Square

This STABLE Subarea will focus on maintaining western character by retaining or replicating the ~~existing~~ built environment. Building heights directly fronting the Town Square should not

exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

1.2: Outer Square

This STABLE Subarea will focus on maintaining western character consistent with the ~~existing~~ character of the district. Building heights will be allowed up to three stories, ~~in order~~ to provide lodging, residential and other non-residential uses on upper floors supporting our tourist economy and Growth Management goals. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined in coordination with the Inner Square (Subarea 1.2). The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

District 2: Town Commercial Core

2012~~Existing~~ + Future Desired Characteristics

The Town Commercial Core is the economic hub of Teton County. The district contains a significant amount of the community's commercial uses, employment opportunities and lodging capacity. The future goal is to create a vibrant pedestrian-oriented mixed use district with a variety of non-residential and residential uses. A key component of achieving this goal will be to have visitors and residents visit the area more often and stay longer by increasing the availability of lodging and residential units and creating a vibrant Retail Shopping District.

Our community will strive to find creative solutions to develop the district into a year-round economic hub, by maintaining high lodging occupancy and sales tax collections during the shoulder seasons (April-May and October-November). Finding the correct balance of non-residential, non-profit and residential uses will be key to ensuring that the district remains economically and socially viable. In addition, it will be important to provide opportunities for local entrepreneurs and businesses that choose to locate in the community for our lifestyle.

The district is anchored by two primary economic and community centers, each with their own unique identity and role - Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). A key goal of the district will be to better connect these subareas ~~in order~~ for each to benefit from the other's vitality, complementary uses, and activities while supporting the overall success of the district as the center for our tourist based economy.

Historically, buildings have been one, two or three stories, oriented both to the street and to large parking areas provided onsite. New buildings should be pulled to the street, creating an attractive street wall with parking located predominantly underground or out of sight. In the future the district should be defined by strategically located public parking lots and on street parking. This will create a welcoming pedestrian experience where visitors and residents park once and enjoy a variety of uses and community events on foot. Flat Creek is the significant natural feature of this district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community. An important goal of the district will also be the enhancement of the northern gateway into Town at the Flat Creek bridge consistent with Policy 4.4.b.

The ~~existing~~ gridded network of streets and alleys create connectivity and redundancy for both pedestrians and the automobile and should be maintained. Future improvements to the district's streetscape to create inviting public spaces and accommodate a wide array of complete

street amenities will be essential to achieving a vibrant mixed use district. Public reinvestment in this district will be encouraged ~~in order~~ to create great public spaces and amenities for residents and visitors alike.

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subareas~~subareas~~
	~~4.2.d: Create a Downtown Retail Shopping District~~
	4.2.~~e~~f: Maintain lodging as a key component in the downtown
	4.4.b: Enhance Jackson gateways
	4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options~~5.2.d: Encourage deed-restricted rental units~~
	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	6.3.a: Ensure year-round economic viability
	7.1.a~~e~~: Increase the capacity for walking, biking, carpooling and riding transit ~~use of alternative transportation modes~~

Character Defining Features

2.1: Snow King Resort

This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the "Town Hill", providing a host of winter and summer recreational amenities.

In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, ~~in order~~ to support the local tourism-based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

2.2: Snow King and South Cache Corridors

This TRANSITIONAL Subarea is envisioned as a pedestrian-oriented mixed use corridor comprised of mixed use and/or multifamily residential structures. The goal of the corridor will be to provide an attractive pedestrian link between Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). The corridor is anchored by the Center for the Arts, the community hub for cultural events and activities and other public spaces, including the Center for the Arts Park, Phil Baux Park and the Snow King base area.

The goal of this subarea will be to provide an attractive pedestrian link between Downtown, Snow King and the many under-utilized public spaces in the area. To ~~In order to~~ achieve this, ground-level uses should add vitality and street life that support the Center for the Arts and attract residents and visitors to the subarea. Upper floors should provide residential uses, designed to promote workforce housing. Buildings should be two stories in height and front the

street. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

2.3: Downtown

This large, mixed use, TRANSITIONAL Subarea currently consists of a variety of retail, restaurant, office and other commercial activities, along with long-term residences and lodging in a variety of building sizes and forms. Downtown is the center of civic, cultural, economic and social activity for our community as well as the center of the visitor experience, as a significant amount of lodging is located here. The 2012~~existing~~ character and built form is varied and inconsistent.

The goal of this subarea is to create a vibrant mixed use area by accommodating a variety of uses and amenities. The subarea will be the starting point for the development of a refined Lodging Overlay boundary and future discussion of the type and size of lodging desired. A key challenge will be to provide a balance between lodging and long-term residential housing. Future structures will be predominantly mixed use, while multifamily structures will be allowed if it properly addresses the street. Commercial uses that create an active and engaging pedestrian experience will be predominantly located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. Furthermore, as portions of the subarea will be located within a future Downtown Retail Shopping District, uses such as office, residential and lodging will be predominantly located on upper floors.

A goal of this subarea will be to create a consistent building size and form. In the future, a variety of two to three story buildings are desired. A fourth floor could be considered when a project is providing additional benefits such as~~-~~, workforce housing. Buildings should be located to create an attractive street wall and take advantage of good urban design principles including massing, articulation and the provision of public space. The pedestrian realm will be of great importance in this mixed use subarea, and emphasis should be placed on adding improvements focusing on the pedestrian experience. Parking should continue to be provided predominately in public lots and on street to create a vibrant, walkable area that is oriented to the pedestrian. On-site parking should be predominantly underground or screened from view. Future redevelopment should enhance the Flat Creek corridor for recreational and ecological purposes. Buildings should front onto the creek to provide opportunities for interaction and enjoyment of this community resource.

2.4: Public/Civic Campus

This STABLE Subarea is defined by institutional facilities such as the Davey Jackson Elementary School, the Teton County/Jackson Recreation Center, and the various State and Federal Agencies along North Cache Street. This area will continue to provide these essential public services in a central location consistent with the sustainability and community service policies of the Plan. In the event that lands within this subarea are conveyed into private ownership, any development of non-public uses could require this subarea to be amended.

2.5: North Cache Gateway

This mixed use, TRANSITIONAL Subarea will be characterized as a key gateway into the Town from the National Parks and the airport to the north. Flat Creek enhancement is of great importance here, and redevelopment should seek to promote Flat Creek as a recreational and ecological amenity. The 2012~~existing~~ mix of non-residential and residential uses, including workforce housing, are appropriate. The redevelopment of these uses should take the form of two and three story buildings that address North Cache Street and the Flat Creek corridor, with an emphasis on providing workforce housing. Redevelopment should maintain wildlife permeability and enhance the natural form and function of Flat Creek and the undeveloped hillsides. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape.

2.6: Mixed Use Office and Residential

This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. The 2012~~existing~~ institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods. Particular care and attention

will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

District 3: Town Residential Core

2012~~Existing~~ + Future Desired Characteristics

The Town Residential Core is comprised of a variety of housing types and forms, including single family, duplex, tri-plex and multifamily occupied primarily by the local workforce. Some of the district's key characteristics are its proximity to the Town Commercial Core (District 2) employment opportunities and Complete Neighborhood amenities, a 2012~~an existing~~ gridded transportation network, and a mix of low to high density residential development.

The district is envisioned to contain a variety of residential densities, a variety of residential types (such as single family, duplex, tri-plex and multifamily), and a variety of building sizes ~~in order~~ to maintain and meet our community's Growth Management and workforce housing goals. The consolidation of multiple lots to create larger single family homes is inconsistent with the district's existing and desired character. An important goal within the district will be to reestablish a strong sense of ownership by this district's residents.

The ~~existing~~ gridded transportation system, including areas with and without alleys, provides great connectivity for all modes and should be maintained and enhanced whenever possible. Complete street amenities, including continued and expanded START service, are appropriate and should be added at every opportunity in keeping with the existing residential character. These amenities should be developed to link residents to key community features found in the district, including parks, schools, and local convenience commercial. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved ~~in order~~ to support regional transportation goals.

The district is well-served by a majority of Complete Neighborhood amenities that should be maintained and enhanced in the future. Limited local convenience commercial and mixed use office development is currently found in the district and should continue in the future ~~in order~~ to achieve the Complete Neighborhood and economic sustainability goals of the Plan. A full-service grocery store in the eastern part of the district would limit trips across town. The district is in need of redevelopment and reinvestment ~~in order~~ to ensure it is a desirable residential neighborhood with a strong sense of community ownership into the future.

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.3.a: Preserve and enhance Stable Subareas~~stable subareas~~
	4.3.b: Develop Transitional Subareas~~Create and develop transitional subareas~~
	4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options~~5.2.d: Encourage deed-restricted rental units~~
	5.3.b: Preserve existing workforce housing stock
	7.1.a~~e~~: Increase the capacity for walking, biking, carpooling and riding transit~~use of alternative transportation modes~~

Character Defining Features

3.1: East Jackson

This residential, STABLE Subarea will continue to provide a variety of housings types, including single family, duplex and tri-plex with up to three units per lot when both a street and alley frontage is provided and up to two units per lot when only street or alley access is provided. Multifamily development is not currently found in this area and is not desirable in the future. Being a Stable Subarea, the size and scale of future buildings will be compatible with the ~~existing~~ character of the area, which includes a wide variety of building sizes and scales. Structures will be of comparable bulk and scale regardless of the number of units provided therein. Up to two stories will be allowed and may be configured in a variety of layouts, with both attached and detached units. Structures should be pulled toward the street where possible and building footprints should be minimized ~~in order~~ to allow for adequate yards and landscaping. Some areas with ~~an existing~~ single family character will maintain this characteristic in the future with only one dwelling unit per lot.

3.2: Core Residential

This residential, TRANSITIONAL Subarea is currently made up of a variety of single family and multifamily residential types, with some ~~existing~~ larger residential developments and non-conforming commercial uses. Redevelopment, revitalization and reinvestment are highly desired in this subarea. Due to its central location in the core of Town near employment and Complete Neighborhood amenities, the future character of this subarea will include some increased density and larger buildings than in East Jackson (Subarea 3.1).

In addition, to the development pattern described for East Jackson (Subarea 3.1), multifamily residential uses will be encouraged ~~in order~~ to replace ~~existing~~ commercial uses and to blend the borders of the Town Commercial Core (District 2) with the Town Residential Core (District 3). Multifamily structures will be predominantly found on larger residential lots and along mixed use corridors. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. The density and intensity found in areas containing multifamily structures may be greater than what is generally allowable in other areas. For these larger structures, the dominant building mass should be located near the street and be broken into multiple smaller buildings when possible. Parking should be minimized and screened from view as much as possible. In areas where office uses have historically existed~~currently exist~~, consideration should be given to allow a mix of office and residential uses. Future mixed use office development should be of the same bulk, scale and intensity of the residential uses.

3.3: Rodeo Grounds Institutional Area

This STABLE Subarea is characterized by its two ~~existing~~ institutional land uses - the rodeo grounds and the Town Public Works facility. The Town Public Works facility is an essential facility that should be maintained in its current, central location consistent with the sustainability and community services policies of the Plan.~~plan.~~ Similarly, the location and use of the Rodeo Grounds supports the Town as Heart of Region policies of this Plan~~plan~~ and should be allowed to remain in its current location, unless an alternate location is identified.~~.~~ The future use of this subarea will be determined through a neighborhood planning process (referenced in Strategy 3.3.S.6~~5~~) ~~undertaken concurrently with~~maintain ~~similar uses and characteristics into the analysis of other Town infill opportunities~~. The ~~concurrent master planning of~~future, ~~although the two subareas~~neighborhood planning process is intended to identify the appropriate future location of the Teton County Fair and the best location for additional housing opportunities that enhances all three Common Values of Community Character. Any future neighborhood planning processes of this subarea will include consultation with the Teton County~~, actual users may change.~~

Commented [A114]: Typo/grammar

Commented [A115]: JIM 10/13 Edit #37

3.4: May Park Area

This residential, STABLE Subarea currently provides a variety of housing types in a variety of building forms with a mix of rental and ownership units. Multifamily ~~Existing multifamily~~ structures such as the Pioneer Homestead contain a significant number of units and serve a critical housing need in the community, which should be maintained and supported. The future character of this subarea will maintain the ~~existing~~ medium to high density development pattern with a mix of small lot single family, duplex, tri-plex, and multifamily structures. For all structures, the dominant building mass should be located near the street, with parking predominantly to the rear and screened from the view of the public right of way. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. These structures should be broken into multiple smaller buildings when possible. Any opportunity to extend the adjacent gridded street network through this area would be beneficial. A primary feature of this area is the currently undeveloped May Park. The future use and development of this park will increase the livability of the area and support the existing and future medium to high density residential development.

District 4: Midtown

2012~~Existing~~ + Future Desired Characteristics

Midtown is one of the most Complete Neighborhoods in the community. It contains many of the service, office and retail establishments that meet Teton County residents' daily needs. It also contains a significant amount of workforce housing in a variety of housing types, including single family, duplex and multifamily structures. Another important characteristic of the district is the "Y", the intersection of the community's two main highways, U.S. 89 and Wyoming 22. Midtown is a highly visible district that is experienced on a daily basis by most residents. Today, the land use pattern is automobile-oriented and made up of large superblocks~~blocks~~ containing low intensity single-use structures (both residential and non-residential) surrounded by significant surface parking, with little connectivity between blocks and lots. It is also the location of a significant amount of lodging uses developed prior to the Lodging Overlay that will be allowed to continue in the future. Flat Creek and the Karns Meadow are significant natural features in this district.

The future vision is to create a walkable mixed use district with improved connectivity and increased residential population. Key to achieving this vision will be the creation of a concentrated and connected land use pattern with a smaller block system than currently exists.~~.~~ To support this goal, future land uses will continue to include a variety of non-residential uses serving the needs of the local community and a variety of residential types focusing on workforce housing in multifamily and mixed use structures, specifically including deed-restricted rental units. Mixed use, non-residential and multifamily residential buildings should be two to three stories in height and oriented to the street. Four story structures may be considered when adjacent to a natural land form. In the future, a landscape buffer between buildings and the street with well-designed green space and/or hardscape will be important to create an attractive pedestrian environment becoming of a desirable, walkable, mixed use district. Parking areas should be predominantly located behind buildings or screened from view. The creation of complete streets will be critical to increase connectivity between uses and between blocks and lots by all modes of travel. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved ~~in order~~ to support regional transportation goals.

Despite the intensity of human activity within the district, Midtown contains or is adjacent to prominent natural resource lands such as the Karns Meadow, Flat Creek, East Gros Ventre Butte, High School Butte and the northwestern foot of Snow King Mountain. A key

characteristic of this area is the mule deer movement corridor between East Gros Ventre Butte and Karns Meadow, and consequently, the high rate of wildlife vehicle collisions along West Broadway Avenue. The natural resources found in or adjacent to this district should be considered in the course of future planning, with development being located in a way that protects wildlife habitat and facilitates wildlife movement through the district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community.

Whether it is enhancing the gateway to Town at the Y intersection, redeveloping under-utilized properties with mixed use structures, improving alternative transportation infrastructure and connectivity, or enhancements to Flat Creek - change in this district is desirable.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subareas~~subareas~~
	4.3.a: Preserve and enhance Stable Subareas~~stable subareas~~
	4.3.b: Develop Transitional Subareas~~Create and develop transitional subareas~~
	4.4.b Enhance Jackson gateways
	4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options~~5.2.d: Encourage deed-restricted rental units~~
	5.3.b: Preserve existing workforce housing stock

	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	7.1.a~~e~~: Increase the capacity for walking, biking, carpooling and riding transit ~~use of alternative transportation modes~~
	7.1.f~~e2.d~~: Complete major transportation project~~s~~ based on Major Capital Group approach~~key Transportation Network Projects to improve connectivity~~
	7.2.d~~3.b~~: Reduce wildlife and natural and scenic resource transportation impacts

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Character Defining Features

4.1: Midtown Highway Corridor

This mixed use, TRANSITIONAL Subarea is dominated by West Broadway Avenue, Highway 22 and the Y intersection. Development intensity should be oriented towards these roadways and configured in two to three story mixed use buildings with adequate setbacks and screening proportional to these busy highway corridors and intersections. Along the north side of West Broadway four stories buildings will be allowed when they are built into and used to screen the adjacent hillside. All building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape. Parking areas should be predominantly in the rear or screened from view. The lower levels of buildings should contain a variety of non-residential uses including retail, service and office uses catering to locals, while residential uses should be located predominantly on the upper levels of mixed use buildings or to the rear of a site and away from the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. It will be important to successfully integrate the land uses and patterns in this area with adjacent subareas.

A goal of the subarea will be to implement complete street amenities, balancing the needs of vehicle and alternative transportation users. Pedestrian connectivity across West Broadway Avenue will be needed to ensure access to the neighborhood amenities located in the southern

portion of the district. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots. A key challenge in this area will be to identify a solution to accommodate a wildlife crossing along West Broadway Avenue.

4.2: Northern Hillside

This TRANSITIONAL Subarea must strike a delicate balance between allowing some mixed use and residential development while maintaining wildlife permeability and the natural form of the undeveloped hillsides. A key to successful future development will be to sensitively place development in harmony with the existing terrain ~~in order~~ to minimize land disturbance. Development intensity in this subarea should be less than that found within the adjacent Midtown Highway Corridor (Subarea 4.1). Structures will be allowed up to two stories and may be configured in a variety of layouts with attached and detached units blending into the natural surroundings. Smaller building footprints will be encouraged ~~in order~~ to provide adequate open and/or landscaped areas. A variety of residential types, including live/work, multifamily, and duplexes, may be appropriate in this area depending on the specific characteristics of a site and its ~~existing~~ topography. Low density single family housing may continue to be appropriate at the edges of this area, particularly when adjacent to ~~existing~~ undisturbed hillsides. Future development should address wildlife permeability and assist in guiding wildlife movement to future roadway crossings.

4.3: Central Midtown

This TRANSITIONAL Subarea in the core of the district will be critical in achieving the overall goal of transforming the area into a walkable mixed use district. Opportunities should be taken to expand the currently limited street network ~~in order~~ to break up large ~~existing~~ blocks and increase connectivity for all transportation modes. Key to this transition will be the addition of increased residential intensity in a variety of types and forms to take advantage of the Complete Neighborhood amenities in the area. Mixed use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multifamily structures in a variety of forms will also be desirable. Mixed use and multifamily residential buildings should be a combination of two and three story structures oriented to the street, though a buffer should be placed between buildings and the street with green space and/or hardscaping. Parking areas should be predominantly located behind buildings or screened from view. Live-work housing opportunities will be encouraged, as well as any other opportunities to promote local entrepreneurship. Single family residential units are not

envisioned for this area. Particular care and attention will need to be given to ensure a successful transition between this mixed use subarea to the adjacent Midtown Residential (Subarea 4.3). The location of buildings and parking, types of uses and overall intensity of use should be considered to ensure a successful blend of these two subareas.

4.4: Midtown Residential

This residential, STABLE Subarea should continue as a single family and multifamily residential neighborhood with a mix of ownership and rental units in close proximity to Complete Neighborhood amenities. Pedestrian and bicycle connections should be enhanced, both in terms of internal destinations and those beyond, particularly to schools in other districts. Portions of this subarea also function as a wildlife movement corridor. In the future, wildlife permeability to and from Flat Creek will be maintained and enhanced. Development should also occur in a manner that is sensitive to hillsides, and smaller building footprints should be encouraged ~~in order~~ to provide open and/or landscaped areas. Future improvements to Flat Creek and the adjacent pathway and park system will be needed to support the health of this natural feature for wildlife and residents.

4.5: Karns Meadow

This PRESERVATION Subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. Moving forward wildlife needs will need to be carefully balanced with providing the recreational and other amenities envisioned in the original land owner's~~owners~~ conveyance of the property. The future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the area.

District 5: West Jackson

2012~~Existing~~ + Future Desired Characteristics

West Jackson currently exists as one of the most Complete Neighborhoods within the community, with its most significant characteristic being its wide variety of land uses. This diverse district is highly automobile-oriented and contains a variety of non-residential uses, a variety of residential types and sizes, light industrial and the majority of the community's public schools. It also contains a large undeveloped agricultural area south of High School Road, and Flat Creek as a prominent natural feature.

The future goal of the district will be to take advantage of the existing variety of land uses and Complete Neighborhood amenities and develop them into a more attractive and well connected district. The continuation of light industrial uses is necessary to support the local economy. The preservation of ~~existing~~ residential areas that provide workforce housing, will be essential in meeting the Growth Management and workforce housing goals of the community. Enhancement of the southern gateway into Town into a mixed use corridor with improved connectivity and visual appearance will also be important. A key challenge of the district will be to address transportation congestion, safety and connectivity issues. Possible solutions may come in many forms, including consideration of an east/west connector south of High School Road and/or the Tribal Trails connector, complete street improvements to collector roads including High School, Middle School, Gregory Lane and South Park Loop and improved alternative mode connectivity throughout the district.

Policy Objectives

Common Value 1: Ecosystem Stewardship	N/A
Common Value 2: Growth Management	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subareas~~subareas~~
	4.3.a: Preserve and enhance Stable Subareas~~stable subareas~~

	4.3.b: Develop Transitional Subareas~~Create and develop transitional subareas~~
	4.4.b Enhance Jackson gateways~~Gateways~~
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	6.2.d Promote light industry
	7.1.a~~e~~: Increase the capacity for walking, biking, carpooling and riding transit~~use of alternative transportation modes~~
	7.1.fe~~2.d~~ Complete major~~key~~ transportation projects based on Major Capital Group approach~~network projects to improve connectivity~~

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Character Defining Features

5.1: West Jackson Highway Corridor

This mixed use, TRANSITIONAL Subarea is dominated by South Highway 89 and acts as the southern gateway to the Town. In the future, the enhancement of the Highway 89 corridor will be achieved by high quality mixed use development with improved internal circulation between lots and adjacent residential areas. Specific attention should be given to consolidating the multiple access points to the highway in this area. Development intensity should be oriented towards the corridor and configured in two and three story mixed use buildings with an adequate landscape buffer from the busy highway corridor. Parking areas should be predominantly in the rear or screened from view. On lower levels of buildings, a variety of non-residential uses catering to locals will be desirable, with residential uses predominantly located on the upper levels or to the rear of lots and not adjacent to the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be

needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots.

5.2: Gregory Lane Area

This TRANSITIONAL Subarea will support the community goal of maintaining and promoting light industry uses to support the local economy while continuing to accommodate a significant amount of residential use. Light industrial development and redevelopment will be promoted, and bulk, scale and use allowances will first and foremost accommodate light industry and heavy retail uses. The current development pattern will be intensified to accommodate larger structures in more creative land use patterns, including live-work development. In the future, complete street improvements are desired but will need to be balanced with the need to accommodate large vehicle traffic. Livability enhancements through improved site and building design will be a goal but secondary to promoting light industry uses. Providing improved pedestrian/bike amenities to connect the existing and future resident populations with the surrounding Complete Neighborhood amenities will be a focus of improved livability. A third priority will be future improvements to Flat Creek, including the establishment of an appropriate setback to support the health of this natural feature for wildlife and residents.

5.3: High School Butte

This TRANSITIONAL Subarea will be comprised of a variety of housing types and forms including single family, duplex, tri-plex, and multifamily occupied primarily by the local workforce. Mixed use will also be desirable to provide additional opportunities for local entrepreneurial and industrial and service uses. The future development pattern should take advantage of the substantial grade change in this area to allow for two to three story single and mixed use structures screened from view.

5.4: School Campus

This STABLE Subarea will continue to provide the necessary land for future community schools and recreational amenities. The community will continue to support and plan for the possible expansion of the School District Campus. Particular attention needs to be given to addressing the traffic congestion in this area due to the pulse of single occupancy vehicle and school bus traffic associated with the school and recreational uses. Possible solutions will come in many forms, including a shift in current behavior away from the use of the single occupancy vehicle and complete street improvements to High School, Middle School and South Park Loop Roads, including improved pedestrian and bicycle connectivity throughout the subarea and from surrounding districts into the subarea.

5.5: West Jackson Residential

This residential, STABLE Subarea provides much of the community's workforce housing in a wide variety of housing types, including single family, duplex, tri-plex and multifamily. In the future, effort should be made to ensure that this neighborhood retains its vitality, cohesiveness and accessibility for the local workforce. An important goal of the subarea will be to maintain a strong sense of ownership and community in the area.

5.6: Northern South Park

This TRANSITIONAL Subarea is identified as a ~~possible~~ location for future residential development at a similar density to the adjacent West Jackson Residential (Subarea 5.5) neighborhoods. While the priority of the community is to ~~first~~ infill and redevelop other already developed Stable/Transitional Subareas ~~in order~~ to meet the Growth Management goals of the Plan~~, if necessary~~, this subarea is also a suitable location to meet those goals due to its close proximity to many ~~existing~~ Complete Neighborhood amenities. The development of the subarea may be guided by a neighborhood planning effort (referenced in Strategy 3.3.S.5) completed in a timely manner by the County in consultation with the Town and the landowners within the subarea. ~~The subarea will be zoned and developed consistent with a neighborhood plan (referenced in Strategy 3.3.S.5) completed by the County in consultation with the Town to comprehensively lay out the development of the entire Subarea would not be developed in this manner until determined necessary by the community during a Growth Management Program review. An exception to this requirement would be the allowance for development when associated with an opportunity to provide meaningful permanent open space by clustering development into the subarea from a Conservation or Preservation Subarea. Should development of the area be needed in the future, it should be the subject of a neighborhood planning effort that addresses traffic congestion along High School Road.~~ Any resulting~~The~~ neighborhood plan will include options to improve transportation, circulation, and connectivity within and around the Subarea. ~~One possible option to be considered is a future east-west connector road between South Park Loop Road and Highway 89.~~ An appropriate Flat Creek buffer will also need to be established ~~in order~~ to ensure the wildlife, natural and scenic values associated with this community resource are maintained.

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District 6: Town Periphery

2012~~Existing~~ + Future Desired Characteristics

The Town Periphery District is located at the edges of Town, acting as the interface between the rural land of the unincorporated County and the National Forest. This district is made up of predominantly low density single family residential development. Located at the periphery of the district is a wildlife presence that is part of the defining character of the district. These areas are close to many of the amenities of a Complete Neighborhood located in other Town districts; however, they are often not within the preferred ¼ to ½ mile walking distance. The ~~existing~~ street network primarily consists of low volume residential streets without any pedestrian or other alternative mode accommodations.

In the future, the desired character will remain the same, with low density single family development remaining the principal land use. While further subdivision of this Complete Neighborhood may be necessary to further the Growth Management goals of the Plan~~plan~~ it should be in keeping with 2012~~existing~~ character. ~~-~~The establishment of both minimum and maximum lot and house sizes should be developed to preserve the 2012~~existing~~ character. ~~N~~New buildings should match 2012~~existing~~ character in size and scale, even when lot combination resulting in a single larger lot would permit construction of a larger home or building. Residents in these areas do not wish to add any significant amenities to become more Complete Neighborhoods. Their close proximity to local convenience commercial, START bus, parks, pathways, and other amenities in adjacent districts is a desirable characteristic and should be maintained.

All future development, including improvements to existing properties, should be designed to improve wildlife permeability by providing wildlife friendly fencing, keeping development setback from riparian areas/wetlands, and implementing other solutions known to increase permeability. The ~~existing~~ street networks will be maintained with limited alternative mode improvements on collector roadways. Pedestrian/bike amenities such as pathways will be added to connect this district to surrounding districts with Complete Neighborhood amenities and to connect our community to adjacent public lands. A challenge in this district will be maintaining its workforce housing demographic in the future. Maintenance of the expansive forested hillsides is also necessary to achieve the goal of preserving its scenic value, which is enjoyed from many areas outside of the district.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.3.b: Maintain expansive hillside and foreground vistas
Common Value 2: Growth Management	4.3.a: Preserve and enhance Stable Subareas~~stable subareas~~
	4.4.d: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock

Character Defining Features

6.1: Low to Medium Density Neighborhoods

This residential, STABLE Subarea is defined by low to medium density platted single family homes with some pockets of multifamily development which should be maintained in the future. Consideration of clustered/multifamily development to preserve large portions of open space and/or wildlife habitat/movement corridors will also remain an option. In the future, building size should maintain the ~~existing~~ bulk and scale to avoid the construction of much larger homes than existed in 2012.~~currently exist today.~~ Development should be sensitive to the steep slopes, avalanche terrain and other natural features found in the subarea. Portions of this subarea also function as a wildlife movement corridor between the National Forest, Karns Meadow and the Southern hillsides of East Gros Ventre Butte. Wildlife permeability should be maintained or improved.

6.2: Upper Cache

This residential, STABLE Subarea is defined as low density single family with a prevalence of landscape over the built environment. Future subdivision will be in keeping with the traditional development pattern with no increase in density beyond what existed in 2012.~~exists on the ground today.~~ On each lot, only a single family home will be allowed. In the future, building size should maintain the ~~existing~~ predominance of landscape over the built environment to avoid the construction of much larger homes than existed in 2012.~~currently exist today.~~ Wildlife permeability should be maintained or improved. Development should also occur in a manner that is sensitive to the steep slopes, avalanche terrain and other natural features found

in the subarea. Commercial and recreational equestrian uses will be allowed, while other commercial uses producing large amounts of traffic and high impacts should be reduced. The addition of other Complete Neighborhood amenities is not desirable. Local residential streets will continue to be low volume with limited alternative mode improvements. Consideration of alternative mode improvements will be made on collector streets such as Cache Creek Drive.

6.3: Snow King Slope

This PRESERVATION Subarea will continue to serve its role as the "Town Hill", providing a variety of summer and winter recreational amenities to the community. In addition, the subarea has wildlife habitat and scenic values that will need to be balanced with recreational uses. Future development should be limited to recreational amenities and supporting structures allowed under the Snow King Master Plan, including but not limited to, multi-purpose pathways, terrain parks, up-hill transportation, ski terrain and amenities.

District 7: South Highway 89

[AMENDED DISTRICT MAP]

[AMENDED CHARACTER MAP]

2012~~Existing~~ + Future Desired Characteristics

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

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

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.3.b: Maintain expansive hillside and foreground vistas
Common Value 2: Growth Management	3.2.b: Locate nonresidential development into~~to~~ Complete Neighborhoods

Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	6.2.c: Encourage local entrepreneurial opportunities
	6.2.d: Promote light industry
	7.2.d~~3.b~~: Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

7.1: South Park Business Park

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

7.2: Hog Island Home Business

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1), although the ~~existing~~ gravel and concrete and heavy government uses will continue to be appropriate. Nor should it

transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.

District 8: River Bottom

2012~~Existing~~ + Future Desired Characteristics

The Snake, Gros Ventre, and Hoback River riparian corridors are the most important wildlife habitat and wildlife movement corridors in the community. While these areas are largely hidden from public view, preserving their natural function is critical to achieving the Vision of the community. The private lands within this district are generally removed from community services, and ~~existing~~ residential development is mostly of a low density.

In the future, the functionality of this district's wildlife habitat and habitat connections should be maintained or enhanced. Wildlife permeability through the district should be improved, and efforts to restore degraded habitat and preserve a network of crucial habitat will be emphasized. Non-development conservation of open spaces should be the focus of future efforts, while respecting ~~existing~~ private property rights. Development potential should be directed out of this district and into Complete Neighborhoods whenever possible. Development that does occur should be clustered adjacent to existing development and designed to protect wildlife habitat and wildlife movement corridors. Redevelopment efforts should focus on improving the functionality of wildlife habitat and connections.

Responsible public use of the rivers and eco-tourism that maintains or enhances wildlife viability are desired. The levee system along the Snake River provides an opportunity for residents and tourists to appreciate the ecosystem and engage in stewardship. Public and commercial access to the levee and rivers will be managed with an emphasis on conservation of wildlife habitat and movement.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.1.h: Promote the responsible use of public lands
	1.2.a: Buffer waterbodies~~water bodies~~, wetlands, and riparian areas from development

	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhoods subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
Common Value 3: Quality of Life	6.1.b: Promote eco-tourism

Character Defining Features

8.1: Existing River Bottom Subdivisions

This CONSERVATION Subarea is characterized by single family homes on multiple acres adjacent to the Snake River. While this subarea is largely developed, it is increasingly inhabited by wildlife because of the effective wildlife friendly design standards that have been implemented in many subdivisions such as tight building envelopes, prohibitions on boundary fencing and strict dog controls. Implementation of such wildlife friendly design best practices will be encouraged throughout existing subdivisions where they may not currently exist. Undeveloped lands should also be designed based on wildlife friendly principles, if non-development conservation cannot be accomplished. Additional public access to the Snake River should be designed and managed to protect wildlife viability.

8.2: Large River Bottom Parcels

This PRESERVATION Subarea is characterized by large lot development and undeveloped crucial habitat that will ideally remain in an undeveloped natural state. Non-development conservation is the preferred land use in this subarea, but private property rights will be respected. Agriculture will continue to be encouraged and accessory uses that facilitate the viability of agriculture may be appropriate. Efforts and incentives should focus on directing development potential out of the subarea into Complete Neighborhoods. Development that does occur should be clustered in a manner that improves the function of the overall network of

wildlife habitat throughout the community. The scale of development should be rural in character, consistent with the historic agricultural compounds of the community. Habitat should continue to be protected and restored, and public access and commercial efforts along the Snake and Gros Ventre Rivers should be managed to respect wildlife use of the area.

8.3: Canyon Corridor

This CONSERVATION Subarea is characterized by river canyons, with highway development parallel to the rivers that is more intense than the development elsewhere in the district. The goal for the future is to reduce impacts on wildlife and scenic resources while respecting ~~existing~~ property rights. Development and redevelopment should incorporate aesthetic features to improve the scenic quality of the highway corridor. Redevelopment should eliminate or reduce non-residential use and implement wildlife friendly and scenic corridor design best practices, if incentives to reduce density are not successful. New development should be located away from the river and screened from the highway, if non-development conservation cannot be accomplished. Measures to avoid or mitigate wildlife vehicle collisions should become a defining characteristic of the subarea, and development should be designed to facilitate the effectiveness of these measures. Public and commercial access to the Snake and Hoback Rivers should be preserved and managed with a focus on stewardship of the ecosystem.

8.4: Hoback Junction

This STABLE Subarea is a small highway commercial neighborhood within the Canyon Corridor (Subarea 8.3). Hoback Junction should continue to provide convenience commercial to the residents of the district and other areas in the southern portion of the community, as well as those traveling through the district. The subarea will also continue to support outdoor recreation businesses, especially those reliant upon the river. Within walking distance of the commercial area the residential character should continue to emphasize single family housing, including workforce housing, on town-sized lots. Future amenities for this subarea might include increased pedestrian connection from residential areas to the commercial area and a park 'n' ride facility to increase transit viability.

District 9: County Valley

2012~~Existing~~ + Future Desired Characteristics

This Rural Area is the location of the majority of the community's iconic scenic vistas. The agricultural open spaces of Spring Gulch, Walton, Hardeman, Poodle, Puzzle Face, Snake River and Melody ranches along with the skylines of the Gros Ventre Buttes define the character of this district. Large areas have been preserved from development by conservation easements, and much of the ~~existing~~ development is well clustered around Spring Creek Ranch and three golf courses. However, there are also older developments adjacent to the river bottom that have historically provided workforce housing.

Scenic vistas should continue to be the primary characteristic of the district. The continuation of agriculture and other means of avoiding development should be encouraged. Development potential that is realized would ideally be directed into a Complete Neighborhood. Development that does occur should be clustered adjacent to existing development and designed to protect scenic vistas and agricultural viability. Additional non-residential development is inappropriate; however, provision of convenience commercial within ~~existing~~ resort development may provide an amenity for surrounding residents. Both residential and non-residential redevelopment should encourage additional clustering and otherwise reduce scenic and wildlife impacts while preserving workforce housing opportunities.

The other primary characteristic of this district is its transportation role. State Highways 22 and 390, North Highway 89 and Spring Gulch Road traverse this district. These scenic arterial roads serve as our transportation backbone to the north and west. The future character of these roadways should include additional capacity for alternate modes as well as wildlife-vehicle collision mitigation, such as wildlife crossings, and scenic enhancement.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.3.a: Maintain natural skylines
	1.3.b: Maintain expansive hillside and foreground vistas
	1.3.c: Maintain natural landforms

	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhood subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	7.1.fe~~2.d~~: Complete major transportation projects~~s~~ based on Major Capital Group approach~~key Transportation Network Projects to improve connectivity~~
	7.2.d~~3.b~~: Reduce wildlife and natural and scenic resource transportation impacts

Commented [A119]: typo

Character Defining Features

9.1: Jackson Hole Golf & Tennis

This CONSERVATION Subarea in the elbow between the Snake and Gros Ventre Rivers is characterized by medium to low density resort development and housing historically occupied by the workforce. The existing development is visually buffered from North Highway 89 by Grand Teton National Park, but is very important for wildlife movement between the two rivers. The future character of this subarea should be more natural than it is today while respecting ~~existing~~ property rights. Redevelopment projects should be encouraged to restore natural landforms and vegetation and should be designed to increase wildlife permeability if incentives to reduce density are not successful. New development should implement wildlife friendly design best practices if non-development conservation cannot be accomplished. The workforce housing character of the areas of older development should be preserved to the extent possible. The Jackson Hole Golf and Tennis Planned Resort should not expand in footprint or entitlements, but provision of locally oriented services within the existing allowed floor area would benefit the residents of the area and is encouraged. An additional amenity to the subarea could be START service as part of a route from Town to theairport.

9.2: Agricultural Foreground

This PRESERVATION Subarea should remain characterized by agricultural open space. Agriculture and other non-development methods of preserving the ~~existing~~ open space, while respecting private property rights, are the priority. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Where possible, development potential should be directed into the Complete Neighborhoods that border this subarea. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds of the community. Identified road projects through this subarea should increase connectivity for all modes travel, incorporate wildlife crossings or other wildlife-vehicle collision mitigation where appropriate, and include scenic enhancements such as burying the power lines along Highway 22.

9.3: Existing County Valley Subdivisions

This CONSERVATION Subarea borders the River Bottom (District 8) and agricultural open space. It is currently characterized by older, low density, single family, workforce housing, but it is important for wildlife movement. The goal for this subarea is to improve wildlife permeability and maintain the workforce housing character to the extent possible, while respecting private property rights. Improved screening of development using natural vegetation and landforms that draw attention away from the development and toward the adjacent scenic foregrounds should also be encouraged. Redevelopment should be sited and designed to improve wildlife permeability and enhance wildlife habitat connections regardless of whether incentives to preserve workforce housing or reduce density are successful. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

9.4: Gros Ventre Buttes

This CONSERVATION Subarea is characterized by scenic skylines and ~~existing~~ residential and resort-type development, as well as slope habitat for wildlife. Natural skylines should remain the defining characteristic of the subarea, while respecting private property rights. Development and redevelopment should be located and designed to preserve natural skylines, if non-development conservation and incentives to restore natural skylines are not successful. Wildlife habitat and habitat connections should also be protected and enhanced through the location and design of development. In addition, existing highway commercial should be

redeveloped into a residential character more consistent with the rest of the subarea to the extent possible.

District 10: South Park

2012~~Existing~~ + Future Desired Characteristics

South Park is, and should continue to be, the agricultural southern gateway into Jackson. The existing agricultural open space that defines the character of the district provides a scenic foreground for Teton views, wildlife habitat connectivity, reference to our community's heritage and stewardship ethic, and a quiet rural setting for residents. The most important habitat in the district is the Flat Creek riparian corridor; however, the intensity of wildlife vehicle collisions on South Highway 89 shows the importance of the district's open space for wildlife movement in all directions. Existing development is predominately residential and largely occupied by the workforce. It is clustered to the southeastern portion of the district, with the densest areas well screened from the highway by topography, vegetation, and other development. The existing developments are well served individually by pathways, parks, and infrastructure, but lack interconnection and require highway travel to access convenience commercial and other amenities.

The district should maintain the character that it has today. Agriculture and other means of preserving open spaces should be encouraged, and development should be directed into a Complete Neighborhood wherever possible. Development that does occur should be clustered adjacent to existing development. Wildlife habitat connectivity and permeability should be enhanced through existing development and across Highway 89. The Flat Creek corridor should be preserved and enhanced with a focus on wildlife habitat and movement. Provision of START service and possibly a school will be encouraged to better serve the workforce living in and around this district. Future character should also include improved interconnectivity and internal connection to the commercial amenities along South Highway 89 via pathways and potentially via roadways. Roadway connections between existing neighborhoods should be based upon proposals from the affected neighborhoods.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies~~water bodies~~, wetlands, and riparian areas from development

	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhoods subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	7.3.d~~a~~: Develop a land use pattern based on transportation connectivity
	7.2.d~~3.b~~: Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

10.1 : Southern South Park

This CONSERVATION Subarea will continue to be defined by clustered housing including workforce housing that allows for wildlife movement. Preservation and enhancement of the wildlife habitat along the Flat Creek corridor and through ~~the existing~~ developed areas is essential for wildlife movement; it is this wildlife use of the Flat Creek corridor that should continue to define its character. The open space interior to this subarea is a defining feature and should be preserved to the extent possible while respecting private property rights through promotion of agricultural use, directing development potential into a Complete Neighborhood, or other methods. Any development of the existing open spaces should be clustered adjacent to existing development. The resident workforce character of this subarea should also be preserved to the extent possible. Redevelopment should be designed to enhance wildlife movement, whether or not efforts to reduce density without decreasing workforce housing opportunities are successful. In the future, residents should be able to travel via pathway and potential via roadway between existing subdivisions and access nonresidential amenities on the highway without using the highway or South Park Loop Road. Roadway connections between existing

neighborhoods should be based upon proposals from the affected neighborhoods. In addition, this subarea should be regularly served by START. ~~When the School District needs additional capacity, southern South Park is an appropriate place for a new school to serve the existing population that lives south of Town.~~

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10.2 : Central South Park

This PRESERVATION Subarea is defined by agricultural open space. The most important of these open spaces is the area between Flat Creek and the highway. This area not only provides the scenic gateway into Town, but also preserves an open area for a wildlife crossing of the highway that would allow for movement of wildlife throughout the district to crucial habitat nearby. Continued agricultural use of the subarea will maintain the open space that defines the district and is the ideal use of the subarea. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Development potential should be directed into Complete Neighborhoods wherever possible, while respecting private property rights. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds and neighborhoods of the community.

District 11: Wilson

2012~~Existing~~ + Future Desired Characteristics

Wilson is a small Complete Neighborhood with a broad reach. While relatively few residents live within the district, many more outside the district rely on it for services and consider it their home. In addition, Wilson is the western gateway into the community for those travelling over Teton Pass. Wilson is characterized by quality social, economic, and natural amenities. It has parks, a community center, an elementary school, childcare, a general store, a hardware store, offices, medical services, restaurants, and bars all within walking distance. Fish Creek and the riparian areas of Wilson provide crucial wildlife habitat and wildlife movement corridors. Surrounding the district is permanently conserved agricultural open space.

Protecting Wilson's ~~existing~~ character while enhancing the district and meeting the community's Growth Management Common Value is the primary issue in Wilson. Wilson's future character should be consistent with that which endears it to so many community members today. The district's residential subareas should have stable character and Wilson should continue to provide locally-oriented commercial and neighborhood amenities that limit the need for trips from the west bank into Town. The provided services should be supported by the residents of the district and those otherwise passing through the district without relying on additional development potential or attracting trips from elsewhere in the community. Pedestrian connectivity in the district should be enhanced by improved pedestrian access from the residential subareas into the commercial core, a more pedestrian-oriented design of the commercial core, and safe and convenient pedestrian crossing of Highway 22 in the commercial core and at the school. In addition, START should become a more convenient and viable option for residents of Wilson and surrounding areas. Wildlife will continue to inhabit and move through the periphery and riparian corridors of Wilson.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies~~water bodies~~, wetlands, and riparian areas from development
	3.2.b: Locate nonresidential development in~~to~~ Complete Neighborhoods

Common Value 2: Growth Management	3.2.d: Emphasize a variety of housing types
	3.2.f: Enhance natural features in the built environment
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	6.2.c: Encourage local entrepreneurial opportunities
	7.1.ae: Increase the capacity for walking, biking, carpooling and riding transit~~use of alternative transportation modes~~

Character Defining Features

11.1 : Wilson Commercial Core

This TRANSITIONAL Subarea is defined by its future character as a vibrant, mixed use, active, pedestrian core. It will retain its commercial character, providing locally-oriented commercial uses that serve the residents and visitors of Wilson without attracting additional vehicle trips. Small unit attached and detached housing, including workforce housing, should be added to enhance the residential character of the subarea. However, buildings should continue to be no more than two stories. Development should be set back from, but also oriented toward, Fish Creek and Edmiston~~Edminston~~ Spring Creek to preserve their ecological value while drawing attention to them as natural amenities. The design of the Highway 22 corridor is key to addressing all users of the commercial core. Calming highway traffic and improving highway crossings will enhance the pedestrian character of the subarea, inviting residents of the district to travel by foot or bike into the commercial core. Pedestrian and bicycle infrastructure should be separated from the highway, and a median should be added to the highway cross section. At the eastern and western entrances to the subarea, buildings should be pulled to the highway to create a gateway into the core. Within the core, buildings may be pushed back further from the street to allow an on street parking character without requiring parking on the highway. However, the majority of the parking should be located behind buildings or screened from view.

11.2 : Wilson Townsite

This STABLE Subarea is defined by its history as the original Wilson townsite. The 50 foot by 150 foot lot pattern should be preserved and creation of smaller or larger lots should be discouraged. Each lot should contain a single family home with a possible accessory residential unit. Building size should be consistent with the 2012~~existing~~ character of the subarea. Protection of this character will allow this subarea to continue to provide workforce housing opportunities. Wildlife permeability should be maintained through the location and design of development and redevelopment. Streets should continue to be rural in character with natural drainage swales and no sidewalks, while being enhanced with off street pathways connecting the residential subareas of Wilson to the commercial core.

11.3 : Wilson Meadows

This STABLE Subarea is defined by larger platted lots than the Wilson Townsite and serves to blend the townsite density into the more rural surroundings. The one to two-acre lots in this subarea should continue to be developed with detached single family homes. Development should be located and designed for wildlife permeability. Development should be set back from Fish Creek and the adjacent riparian area ~~in order~~ to preserve their habitat function. Pedestrian and bike connections to the commercial core would enhance the livability of this subarea, and connections from other subareas of the district to the school would enhance the livability of the entire district. At the school, traffic should be slowed and a safe Highway 22 crossing for schoolchildren and other pedestrians is encouraged.

11.4 : South Wilson

This STABLE Subarea, south of the commercial core, is defined by wildlife movement and larger lots than the rest of Wilson. It is less developed than the subareas to the north and serves as a corridor for wildlife to move from the Teton Pass area to Fish Creek and the Snake River. One detached residential unit per three acres or more will continue to characterize development. Obstructions to wildlife movement should be avoided or minimized through development and redevelopment. Of special consideration are Fish Creek, Edmiston~~Edminston~~ Spring Creek and the wetlands of this district, which should be protected and enhanced to provide habitat and habitat connectivity. The proximity of this subarea to the commercial core, coupled with its relatively low density, should allow pedestrians and cyclists to share the internal roads with vehicles ~~in order~~ to access the amenities of the commercial core.

District 12: Aspens/Pines

2012~~Existing~~ + Future Desired Characteristics

The Aspens/Pines Complete Neighborhood is characterized by a variety of housing types and non-residential uses developed in distinct subareas. Highway 390 runs through the middle of the district, connecting and separating the different subareas. To the west of Highway 390 is a master planned community with a commercial core as well as a mix of detached single family units and clustered multifamily units occupied by the workforce, retirees, and visitors. The commercial core provides local convenience commercial, office space and resort-type recreational amenities to the diverse residents of the area. To the east of the highway is a gradient of development intensity that ranges from non-residential and medium density workforce housing in the south to low density housing, including workforce housing, and a few highway commercial establishments in the north. The district is adjacent to the Snake River corridor and contains riparian habitat and open spaces that serve as wildlife movement corridors.

In the future, this district should have a more cohesive character, highlighted by better connectivity and increased workforce occupation of existing units. Non-residential use should be consolidated to the commercial core on the west side of the road to the extent possible. The highway corridor should be redesigned to be safe for all modes of travel as well as wildlife. Both sides of the highway should be connected to the commercial core by pedestrian infrastructure, and the district should become better connected to the rest of the community through increased START service. Development should be designed for wildlife permeability, and the riparian habitat in the district should be protected and enhanced.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies~~water bodies~~, wetlands, and riparian areas from development
Common Value 2: Growth Management	3.2.b: Locate nonresidential development in~~to~~ Complete Neighborhoods
	3.2.d: Emphasize a variety of housing types

	3.2.e: Promote quality public spaces in Complete Neighborhoods
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options~~5.2.d: Encourage deed-restricted rental units~~
	5.3.b: Preserve existing workforce housing stock
	~~6.2.b: Support businesses located in the community~~
	6.2.be: Support businesses~~business~~ located in the community because of our lifestyle
	7.1.ae: Increase the capacity for walking, biking, carpooling and riding transit~~use of alternative transportation modes~~
	7.1.fe~~2.d~~: Complete major transportation projects based on Major Capital Group approach~~key Transportation Network Projects to improve connectivity~~
	7.2.d~~3.b~~: Reduce wildlife and natural and scenic resource transportation impacts

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Character Defining Features

12.1 : Aspens/Pines Commercial Core

This TRANSITIONAL Subarea should redevelop to become a more vibrant, active, pedestrian, mixed use core. The ~~existing~~ mix of local and visitor services as well as office opportunities for business located in the community because of our lifestyle should be preserved as the subarea redevelops. Non-residential development in other parts of the district would be better located within this subarea as well. Residential opportunities should be incorporated into the subarea without adding height to the ~~existing~~ two-story character. As redevelopment occurs it should become more oriented toward a complete "main street" parallel to the highway that may be a continuation of the existing frontage road. The "main street" should be developed with pedestrian-oriented buildings on both sides. In areas between the "main street" and the highway, buildings should address both frontages. The existing pathway and other pedestrian

infrastructure should connect this subarea to residential subareas. Parking should be consolidated off of the main street and double as a park n' ride facility in conjunction with increased START service to the district.

12.2 : 390 Residential

This largely developed STABLE Subarea is characterized primarily by detached single family homes, including homes occupied long-term by the workforce. In the future, the ~~existing~~ denser development in the southern portion of the subarea should be designed to better blend into this character. ~~The northern portion of the subarea, within walking distance of the Aspens/Pines Commercial Core (Subarea 12.1), is an appropriate location for additional units that have been directed out of Rural Areas.~~ Non~~Existing non~~-residential development should be directed into the Aspens/Pines Commercial Core (Subarea 12.1) to the extent possible. Enhancements to the district should include increased wildlife permeability and improvements to the connectivity within the subarea and to other subareas of the district. Highway access should be consolidated to the extent possible ~~in order~~ to minimize congestion on the highway and enhance the sense of community within the subarea. Year-round pedestrian connections should be established to the existing pathway across the highway that connects to the commercial core.

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12.3 : Aspens/Pines Residential

This STABLE Subarea should remain a mix of housing types organized around open space. The subarea will continue to be characterized by retiree, workforce, and visitor occupation; however, a more year-round, workforce character will be encouraged. The wildlife permeability that comes from clustered development around open space should be preserved. The Aspens common area should be enhanced into a higher-quality public space with better connection to the Aspens/Pines Commercial Core (Subarea 12.1). Throughout the subarea, year-round pedestrian amenities should be improved ~~in order~~ to reduce the need for vehicle travel within the district.

District 13: Teton Village

2012~~Existing~~ + Future Desired Characteristics

Teton Village is a resort community that serves as a major employment center and economic driver for Teton County, particularly in the winter. The district is organized around the Jackson Hole Mountain Resort and is defined by a high intensity core, dominated by lodging and other visitor-oriented non-residential uses in some of the largest buildings in the community. Outside of the core are lower intensity residential areas surrounded by scenic agricultural open spaces. Teton Village is well-served by public utilities and has access to some locally-oriented services and amenities. However, a lack of pedestrian connectivity between residential and non-residential areas, limited local convenience commercial and a lack of full-time residents prevent Teton Village from feeling like a true village.

In the future, Teton Village's world class resort character should be enhanced to include a village feel through the addition of a year-round community. Planned restricted workforce housing will provide a base of full-time residents as well as reduce peak traffic on the Moose-Wilson road. Additional units, which would be directed out of Rural Areas and into the ~~existing~~ Teton Village footprint and designed for occupancy by year-round residents, should be encouraged to further enhance the village character in the district and communitywide Growth Management goals. Local convenience commercial, a school, or other amenities that support permanent residency will be needed as a year-round character is developed. A reallocation or increase in amount of commercial allowed in the district may be appropriate to achieve this goal.

Coordination of the two Resort Master Plans that govern the majority of the district will be crucial to enhancing the ~~existing~~ Teton Village resort into a cohesive village resort community. This effort should be focused on reworking the amount, location, and design of allowed development to accommodate a year-round village character while retaining the quality and competitiveness of the ~~existing~~ resort. Intensity of development should step down from an expanded commercial core to lower density residential areas at the edges of the district, where it interfaces with adjacent agricultural lands and open space. As the intensity of development decreases, wildlife permeability should become a greater emphasis of design. In the future the district should benefit from improved circulation for pedestrians and vehicles and enhanced public transit – both within the Village and to key destinations such as Town, the airport and Grand Teton National Park.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.3.b: Maintain expansive hillside and foreground vistas
Common Value 2: Growth Management	3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods
	3.2.b: Locate nonresidential development into ~~to~~ Complete Neighborhoods
	3.2.c: Limit lodging to defined areas
	3.2.d: Emphasize a variety of housing types
	3.2.e: Promote quality public spaces in Complete Neighborhoods
Common Value 3: Quality of Life	5.2.a: Provide a variety of housing options~~5.2.d: Encourage deed-restricted rental units~~
	6.2.a: Enhance tourism as the basis of the economy
	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	6.3.a: Ensure year-round economic viability
	7.1.a~~e~~: Increase the capacity for walking, biking, carpooling and riding transit ~~the use of alternative transportation modes~~

Character Defining Features

13.1 : Teton Village Commercial Core

The future character of this TRANSITIONAL Subarea is a walkable, urban commercial core. Development of this subarea should occur from the ~~existing~~ Village core toward the highway between the access roads. The location of transit hubs and the layout of the interconnected complete streets will define circulation in the district. A pedestrian mall anchored at one end by the tram and at the other by a future community building should act as the district's primary mixed use corridor. The subarea should include local and visitor-oriented non-residential uses that enhance our tourist economy and provide an inviting atmosphere for entrepreneurs and business located here because of our lifestyle. Multifamily workforce housing, separated from lodging but with access to amenities, should be located toward the edges of the subarea. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Buildings should be set close to street corridors with height and bulk decreasing from the core to the periphery, stepping down from multi-story, multi-use buildings near the base of the Mountain Resort to two or three-story buildings along the eastern edge, eventually transitioning to a park, recreational fields or open space as a visual buffer along the highway. Pathways and sidewalks leading out of the commercial core should be implemented to improve connectivity with adjacent residential subareas.

13.2 : Teton Village Residential Core

This TRANSITIONAL Subarea is comprised of ~~existing~~ multifamily housing and the area planned for future development of a variety of housing types. Its future character will be as a residential subarea with a mix of housing densities and types, workforce housing opportunities. Density should decrease from the areas adjacent to the Teton Village Commercial Core (Subarea 13.1) to the south. Development along the northern edge could consist of multifamily housing to blend the bulk of the Teton Village Commercial Core (Subarea 13.1) into the subarea. Development along the western edge will be of a style and scale compatible with adjacent ~~existing~~ residential development. Farther south, density will decrease to large ~~existing~~ single family lots and be designed to be more permeable for wildlife. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Pathways, trails and transit service connecting this residential subarea to the Teton Village Commercial Core (Subarea 13.1) should be designed to provide access to amenities.

13.3 : Teton Village Single Family

This STABLE Subarea is characterized by a~~an existing,~~ lower density residential development pattern. The pattern of single family lots should continue to be permitted and preserved in this

portion of the district. Development should work with the topography, rather than against it, with buildings constructed into the hillside to avoid significant grading and protect the forested hillside views. Houses should be designed to allow wildlife movement through the subarea. Additional residential potential may be directed into this subarea from Rural Areas if it can be incorporated into the existing character as year-round workforce housing. Increased pedestrian and shuttle connections into the Teton Village Commercial Core (Subarea 13.1) should be encouraged ~~in order~~ to provide enhanced access to amenities and recreation.

District 14: Alta

2012~~Existing~~ + Future Desired Characteristics

Alta is one of the last districts in the County to have its character predominantly defined by active agriculture. Agriculture and its inherent benefits – including scenic vistas, wildlife use and local crop production – combine to serve as the primary basis of the Alta economy. Alta's limited residential and non-residential development is generally dispersed; however, Alta does have a core of clustered workforce housing around a park, school, and library. Alta remains reliant on Teton County, Idaho for most retail needs and some municipal services.

Maintenance of agricultural character is the priority in Alta. Future development should be directed into the Alta Core (Subarea 14.2) as infill or clustered adjacent to existing development, while respecting private property rights. The Alta Core (Subarea 14.2) provides more compact single family uses, a limited amount of non-residential and commercial uses and several community amenities. Pedestrian connectivity should be improved in the Alta Core (Subarea 14.2) and the district should be further enhanced by connecting the community to South Leigh Canyon via the completion of State Line Road. Grand Targhee Resort should develop consistent with its recently approved master plan.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies~~water bodies~~, wetlands and riparian areas from development
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
	3.1.b: Direct development toward suitable Complete Neighborhood subareas

Common Value 2: Growth Management	3.1.c: Maintain rural character outside of Complete Neighborhoods
	~~3.5.a: Cooperate with regional communities and agencies to implement this Plan~~
Common Value 3: Quality of Life	5.3.b: Preserve existing workforce housing stock
	7.1.a~~e~~: Increase the capacity for walking, biking, carpooling and riding transit ~~use of alternative transportation modes~~
	7.3.d~~a~~: Develop a land use pattern based on transportation connectivity

Character Defining Features

14.1 : Alta Farmland

This PRESERVATION Subarea is characterized by large parcels and accounts for the majority of the land area in Alta. The highest priority for this subarea is to preserve agricultural lands and uses, while respecting private property rights. Agriculture will be encouraged through regulatory exemptions and allowances. Existing home business, contractor and other accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Development potential should be directed into the Alta Core (Subarea 14.2) wherever possible. Development that does occur should be clustered near existing development and be designed to protect the viability of agriculture and wildlife permeability. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. The preservation of scenic vistas, wildlife habitat, riparian areas and wildlife permeability is another priority. A key transportation project for this subarea that will improve connectivity, reduce vehicle miles traveled and improve the sense of community is completing the connection of State Line Road to South Leigh Creek Canyon.

14.2 : Alta Core

This STABLE Subarea is presently characterized by the Alta School, the Alta Library, a church, a partially complete park, lodging and a cross country ski track. These amenities are located next to subdivisions with lots ranging in size from 1/3 to 5 acres. The goal for this subarea is to

maintain ~~existing~~ character while allowing for infill of 1/3-acre lots to accommodate the preservation of agricultural lands. Development should be located within walking distance of community amenities, and individual developments should be interconnected. Commercial uses should not expand; however, efforts to revitalize existing commercial uses are appropriate and should be of a nature and scale to protect the character of the Alta community. Completing the park is a priority.

14.3 : Grand Targhee Resort

The focus of this TRANSITIONAL Subarea is to create a year-round, small scale resort community that is pedestrian-oriented. A primary objective is to enhance year-round visitation and to provide recreation and job opportunities for the local community. This subarea will develop in accordance with the recently approved master plan. The master plan is intended to be dynamic and subject to some evolution in design but not density, intensity, or footprint.

District 15: County Periphery

2012~~Existing~~ + Future Desired Characteristics

The County Periphery is by far the largest of the Character Districts, encompassing the agricultural lands and open space that surround the more developed areas of the Town and County. The character of the County Periphery is overwhelmingly rural. Development~~Existing development~~ consists primarily of single family dwellings on large lots and dispersed non-residential uses such as dude ranches, outfitters, schools and limited local commercial. The prevalence of landscape over built form supports crucial wildlife habitat and migration corridors at the interface between private and Federal lands. The open spaces also provide scenic vistas, particularly in the foreground along the highway in areas such as Buffalo Valley. While the district is characterized by relatively dispersed development, the County Periphery contains a handful of small, remote communities including Buffalo Valley, Red Top and Kelly, each with a distinct, strong identity.

In the future, the County Periphery should remain rural in character, with a focus on preservation of wildlife habitat, wildlife movement corridors, scenic vistas, agriculture and open space, while respecting private property rights. New development should be directed into Complete Neighborhoods elsewhere in the community or clustered near existing development. Development that does occur should be clustered and designed to protect wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The preservation of the small outlying communities in the district is a priority. Improvements to roadways, connectivity and convenience commercial access in key locations should be encouraged ~~in order~~ to enhance livability and self-sufficiency and reduce vehicle trips into Town. Coordination with neighboring federal agencies is important to ensure these communities remain viable.

Policy Objectives

Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.1.b: Protect wildlife from the impacts of development
	1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
	1.3.b: Maintain expansive hillside and foreground vistas

	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
Common Value 2: Growth Management	3.1.b: Direct development toward suitable Complete Neighborhood subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
	~~3.5.a: Cooperate with regional communities and agencies to implement this Plan~~
	3.3.d~~5.b~~: Strive not to export impacts to other jurisdictions in the region
Common Value 3: Quality of Life	7.2.d~~3.b~~: Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

15.1 : Large Outlying Parcels

This PRESERVATION Subarea is characterized by open space and rural character. It is comprised of large lots and isolated smaller lot subdivisions surrounded by public land. Generally the subarea has limited, clustered built form and provides critical wildlife habitat and movement corridors. Conservation is a priority, with a focus on preserving wildlife habitat and connectivity, while respecting private property rights. Development potential should be directed away from these critical areas where possible. Development that does occur should be clustered and designed to protect, wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Given the remote nature of this subarea, on-site renewable energy and coordinating provision of services with adjacent jurisdictions is encouraged. Environmentally-sensitive roadway system enhancements that minimize impacts to the environment while improving the safety of access should be pursued.

15.2 : Game Creek/South Fall Creek

This CONSERVATION Subarea is characterized by single family homes on multiple acres that are removed from the core of the community and surrounded by National Forest. The priority in this subarea is preserving and enhancing wildlife permeability while respecting private property rights. Incentives to reduce density and the human impact on wildlife habitat through redevelopment should be explored. Redevelopment should be designed to improve wildlife permeability and enhance wildlife habitat connections, if incentives to reduce density are not successful. Where lot combination is achieved, development should still be of a scale consistent with 2012~~existing~~ character. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

15.3 : Buffalo Valley

This PRESERVATION Subarea stretching from Moran to the base of Togwotee Pass is the scenic gateway to the National Parks and our community for drivers coming from the northeast. The focus of this subarea will be preserving the scenic agricultural foregrounds as well as a year-round community. Like existing development, new development should be clustered and be designed to preserve the scenic agricultural foregrounds. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Ideally, development will be occupied by year-round residents that will continue to support the convenience commercial and elementary school amenities that define Buffalo Valley as a community. Opportunities may exist to coordinate with adjacent federal land managers and concessionaires~~concessioners~~ that are in need of workforce housing. Maintaining the ~~existing~~ blend of resort, local convenience commercial and dude ranch uses will keep the subarea viable and self-sufficient and reduce the need for residents to travel into Town.

15.4 : Kelly

This CONSERVATION Subarea is characterized by the original Kelly townsite and surrounding lower density residential development on the hillside. The focus in this subarea will be on maintaining the existing development pattern while seeking opportunities for improved wildlife permeability in crucial areas for wildlife. The local school and small store that provide many needed amenities to residents should be maintained, but allowances for solely commercial uses should not be expanded. Future development should be limited to promote wildlife permeability and protect rural character, though private property rights will be respected. A reduction of density through lot combinations or additional conservation will be encouraged. New structures should be limited to a scale consistent with a 50 by 150 lot ~~in order~~

to match ~~existing~~ character, even where lot combination is achieved. All development should be designed to facilitate wildlife movement.