



Uphold Jackson as "Heart of the Region" (Theme 3)

Statement of Ideal

Residents and visitors will continue to support Jackson as the center of the community and primary location for jobs, housing, shopping, educational, and cultural activities.

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What does this Theme address:

- 3.1 - Maintain Town as the population and community center of the region
- 3.2 - The Town will continue to be the regional hub for commerce
- 3.3 - Foster stable residential neighborhoods
- 3.4 - Promote residential growth districts
- 3.5 - Recognize the importance of civic spaces, social functions, and environmental amenities as a part of maintaining a sense of community
- 3.6 - Preserve historic structures and sites

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Deleted: *Maintaining town as the nucleus of the region is a major theme of this Plan, and steering development into the town helps implement many other themes of this Plan. For instance, it helps reduce vehicle trips and conserve natural areas and wildlife habitat in the region.*

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Why is this theme addressed?

The concept of Jackson as the "heart of the region" recognizes and plans for the concentration of development, particularly workforce housing and commercial services, within the Town of Jackson.

The "heart" idea is also an emotional, cultural, and values-driven concept that refers to the role that the town plays as the region's central gathering place. It is crucial that the character and charm of Jackson be protected and enhanced where appropriate, in order to² maintain this concept. Future development in

¹ Rec. 218: Town (6-0); County (4-0) Revise the Theme 3 Statement of Ideal to change "rely" to "support".

² Rec. 219: Town (6-0); County (4-0) Second sentence in second paragraph revised to read: "However, it is also crucial that the character and charm of Jackson be protected and enhanced where appropriate, for they too maintain the heart of the region concept."

town must be sensitive to maintaining our community character as a small town with a distinct heritage and legacy based upon our connection with the surrounding natural environment.

Jackson as Community and Population Center

Jackson remains the only incorporated town in Teton County. Approximately 48% of the population of the entire county is located within the three square miles of town, which is approximately 2.5% of the total county private land area. This concentration of people creates exciting opportunities including a vibrant downtown, enjoyable neighborhoods, accessible retail and service amenities and abundant recreational activities. Directing future development into the Town of Jackson will maintain Jackson as the population center and help prevent a sprawling pattern of development throughout the rest of the county, which degrades natural resources and wildlife habitat.

"As the sole municipality, Jackson is the community hub where people live, work, and play."

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Jackson as Commerce Center

Historically, Jackson has been the retail and business center of the region. Most of the county's shopping opportunities and jobs are located within a centralized, compact area. The community relies on sales tax revenue generated in the Town of Jackson as a significant portion of local government funding. A large part of the economic strength and "heart" of the town is tied to preserving the unique Town Square and character of the surrounding buildings. This area is also important as it is a major tourist destination and a "gateway" to the national parks and Bridger-Teton National Forest.

Jackson as Civic, Cultural and Social Hub

The town is the primary location for municipal and county governments as well as regional headquarters for many state and federal agencies. The Town of Jackson has long served as the cultural and social hub for the region and Teton County. It is the primary location for many art galleries, restaurants, cultural facilities and cultural activities enjoyed by residents and guests. The growing reputation of Jackson as a cultural destination should be reinforced through public art that is thoughtfully integrated into new development and contributes to the Town's unique character, charm, and cultural assets.³

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Jackson with Stable and Growth Neighborhoods

Jackson residents value their stable neighborhoods and are concerned about seeing too much change too quickly. Areas of town will redevelop and infill over time, but many neighborhoods will remain stable in scale, image, and uses over the long-term. The preservation of existing neighborhoods will help maintain an existing inventory of workforce housing and keep workers near the region's major employment center while maintaining the unique character of many areas of the community. Residential growth areas will provide a new land use vision as described in the Future Land Use Plan to create active mixed use neighborhoods while providing an opportunity for the provision of workforce housing.

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Jackson as Historic Preservation Heart

Jackson Hole has a unique opportunity to promote historic preservation through heritage tourism and to share the colorful western history of the community with residents and guests. Historic preservation efforts

³ Rec. 228: Town (5-0); County (3-0) Enact a public art program that is administered by Cultural Council.

are also key to maintaining a tie to the community's historic past and essential to preserving community character.⁴

Principles and Policies

Principle 3.1—Maintain Town as the population and community center of the region

Historically, the Town of Jackson has been the primary population center of the county with the most concentrated land use pattern. This concentration of people creates exciting opportunities including a vibrant downtown, enjoyable neighborhoods; accessible retail and service amenities; and abundant recreational activities. One of the goals of this Plan is to direct future development into the Town of Jackson, in a way that is compatible with existing development patterns and that creates a variety of housing types.

Policy 3.1.a: Promote mixed-use redevelopment in neighborhoods

A principal land use tool supported by this Plan is the promotion of active mixed-use neighborhoods. To be successful, these neighborhoods defined as a 1/4 to 1/2 mile walking area should include: municipal utilities (water, sewer and storm sewer), schools, a variety of housing types, and recreational amenities. In addition, these areas should include local convenience commercial where compatible with surrounding neighborhood character and use. These areas should be connected by fully designed complete streets, which incorporate all active transportation components including pedestrian, public transit, bicycling, and sidewalks.^{5,6}

Policy 3.1.b: Redevelopment and infill should enhance Jackson as an enjoyable place to live

The Town of Jackson contains many pleasant neighborhoods and living opportunities. Future development should reinforce existing neighborhoods or create new vital neighborhoods, consistent with community character. Design guidelines and neighborhood plans will allow additional development into targeted areas while preserving the overall physical and social character of the town.

Policy 3.1.c: Emphasize a variety of housing types, including deed-restricted housing

The town currently has the greatest diversity of housing and the greatest concentration of workforce housing in the county. As the regional population center, maintaining this diversity of housing types and styles (single family homes, duplexes, condos, carriage houses, lofts, and apartments), including deed restricted housing of all types, is critical to maintaining the desired community character and to meeting our housing goals.

⁴ Rec. 240: Town (5-0); County (3-0) Enhance historic preservation education, outreach, and awareness

⁵ Rec. 220: Town (6-0); County (3-1) Revise the definition of an active mixed use neighborhood to be: a 1/4 to a 1/2 mile walking area that generally

⁶ Rec. 221: Town (4-1); County (2-2) Add an additional residential area category called; flexible areas where uses, character, etc. would not be defined in order to allow a more organic development pattern

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Principle 3.2—The Town will continue to be the regional hub for commerce.

Jackson has historically been the retail and business center of the region making it home to a majority of local jobs and shopping opportunities. The town will continue to be the center for community-wide services for residents and visitors. The downtown and Town Square are major draws and will have the highest level of design guidelines for future development.

Policy 3.2.a: Promote a balanced mix of nonresidential uses throughout Jackson

The community will continue to support Jackson as the primary commerce center including a variety of mixed-use and commercial districts. The town provides a variety of retail, office, lodging, and housing opportunities for both local residents and guests. The town will seek to maintain a balance between guest and resident amenities. To achieve this objective, all future non-residential development shall be capped at the existing base development allowances as discussed in Theme 2.⁸

Policy 3.2.b: Maintain downtown Jackson as the commerce center of the region

Downtown Jackson is not only the emotional center of the community but also functions as the community's economic center. The primary focus of improvement within downtown Jackson should be enhanced pedestrian amenities and connectivity to support a vibrant and walkable downtown core. The Town should encourage public gathering places as properties redevelop. Building design should complement the pedestrian experience with uses that engage the street. A "lights on" experience should be fostered with a mix of residential, lodging uses, and retail uses. Office and residential uses should be limited to the upper floors of buildings.⁹ This plan recognizes that sales tax collection within the Town must be maintained and expanded in order to continue to fund basic public and community services.¹⁰

Policy 3.2.c: Protect the image and function of Town Square

Town Square is Jackson's major tourism draw and visitor retail center. It is also the area that evokes the greatest amount of sentiment and concern over architecture, scale, and community character. The highest level of design standards will be applied to the areas in and around the Town Square. Pedestrian amenities will be encouraged and enhanced. Pedestrian only areas around the town square should be considered including the feasibility of closing certain streets to vehicular traffic.¹¹

⁷ Rec. 242: Town (5-1); County (4-0) Remove reference to the FLUP in Theme 3 and recraft language to instead reference the intent of the policies

⁸ Rec. 235: Town (3-2); County (3-0) Cap non-residential development in the Town at existing base allowances (3.6 million sf)

⁹ Rec. 223: Town (6-0); County (2-1) Enhance the greater downtown local /visitor service district described as the downtown areas outside of the town square area to include the following:

¹⁰ Rec. 246: Town (2-4); County (3-1) Policy 3.2.c: Remove the sentence "The sales tax revenue generated in this area is essential to the funding of most public and community services and functions and will need to be maintained or expanded in the future." and insert into Theme 6

¹¹ Rec. 222: Town (5-0); County (4-0) Identify pedestrian only areas around the town square including enhancement of pedestrian amenities and closing streets to vehicular traffic

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Town Square is Jackson's major tourism draw and visitor retail center. It is also the area that evokes the greatest amount of sentiment and concern over architecture, scale, and community character. The town square area will have the highest level of design standards to guide future development and preservation efforts.¹¹
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Policy 3.2.d: 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 could access tourist-oriented amenities without a vehicle. In addition, the overlay was intended to protect the remainder of the community from expansion and sprawl of tourist related amenities. The original intent of the overlay is supported in this Plan and the boundary should be maintained to reflect the desired future land use pattern.¹² Further, a variety of lodging types, which encourage active management for nightly occupation and the use of local/visitor amenities in the downtown, should be promoted in order to support the goal of "lights on and hot beds."¹³

Policy 3.2.e: South Highway 89 and West Broadway Corridors identified for nonresidential uses:

Along the South Highway 89 and West Broadway corridors the land use pattern will be predominately nonresidential on the first floor with some residential uses allowed on upper floors.¹⁴ In addition, the provision of workforce housing will be prioritized within these areas.

Principle 3.3—Foster Stable Residential Neighborhoods

Town residents value their neighborhoods and are concerned about seeing too much change too quickly. Neighborhoods will be preserved in terms of their building scale, land uses and overall character to reflect what currently exists today.

Policy 3.3.a: Preserve stable neighborhood districts

The Town will develop regulations, which enhance the current characteristics of these stable areas. These characteristics include a predominance of owner occupied units, a variety of residential unit types although predominantly single family units and limited non-residential use. Regulations will enhance these areas as active mixed use neighborhoods without increasing the allowable density and while maintaining current building scale and intensity. Design standards and guidelines will direct infill and redevelopment projects and encourage housing diversity and rehabilitation consistent with neighborhood character.^{16 17}

Policy 3.3.b: Promote compatible infill that fits Jackson's neighborhoods

Infill should be compatible in scale, use and character of the existing neighborhoods. Key considerations should include the identification of appropriate transitions between land uses and developments of varying

¹² Rec. 224: County (2-1) Town (5-1) Generally maintain the lodging potential and area allowed today for the following purposes:

¹³ Rec. 225: County (3-0) Town (6-0) Allow a variety of lodging types that encourage active management for nightly occupancy, and the use of local/visitor amenities in the downtown.

¹⁴ Rec. 226: County (3-0) Town (4-1) Along the corridors of South Highway 89 and West Broadway the land use pattern will be predominately non-residential with residential allowed on the upper floors.

¹⁶ Rec. 242: County (4-0) Town (5-1) Remove reference to the FLUP in Theme 3 and recraft language to instead reference the intent of the policies

¹⁷ Rec. 252: Town (2-4); County (4-0) Upgrade alleys and bury overhead power lines

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Policy 3.2.e: Allow for Limited Light Industrial Expansion in the Business Park¶

Expand the light industrial area along Gregory Lane to the adjacent state owned lands where the ballfields currently exists. Along with this expansion, the current roadways and other infrastructure improvements should be made in the Business Park.¹⁵

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intensities, and incorporation of roadway, park, open space, and trail/pedestrian connections that enhance the quality of neighborhood. In stable districts future development will mirror the existing development pattern.

Principle 3.4—Promote residential growth districts

Future residential development beyond what is currently allowed will occur in identified areas. In these areas, the current land use pattern will be redefined to implement the community goals of creating active mixed-use neighborhoods and addressing workforce housing objectives.

Policy 3.4.a: Encourage residential growth districts

Districts identified for future residential growth contain, or are in close proximity to, all of the amenities that support an active mixed use neighborhood, including retail, civic and social facilities, and parks and recreation. Additional residential density, above the established overall caps, will be allowed in these areas only through the transfer of county residential units to the town or by the conversion of Town nonresidential floor area to residential uses.¹⁸

Policy 3.4.b: Mixed-use districts will be guided by the Future Land Use Plan

In residential growth districts, future development will be guided by the following community goals: create active mixed-use neighborhoods, add additional workforce housing and allow multiple family housing. These areas will be defined less by the existing development pattern and more by the future vision for the area. Key considerations should include the identification of appropriate transitions between land uses and developments of varying intensities. In some cases, neighborhood plans will provide a greater level of detail for specific areas than what this Plan can provide.

Policy 3.4.c: Encourage mixed use development at the "Y to emphasize workforce housing:

In the area generally known as the "Y", the land use pattern will be predominately mixed-use achieved on a lot by lot basis not through the mix of non-residential and residential uses, within the same building. The residential component of development in the area general know as the "Y" should emphasize workforce housing.^{19 20}

Principle 3.5—Recognize the importance of civic spaces, social functions, and environmental amenities as a part of maintaining a sense of community

Historically, the Town of Jackson has served as the cultural, social, and civic hub for the region and Teton County. Maintaining and enhancing public spaces

¹⁸ Rec. 234 Town (3-2); County (2-1) Cap residential development in the Town at existing base allowances (1780 Units) unless there is a commensurate reduction in the county or a conversion of non-residential to residential.

¹⁹ Rec. 232: Town (5-0); County (3-0) Maintain a mix of use (res/non-res) on a lot by lot basis in the area generally known as the "Y"

²⁰ Rec. 233: Town (5-0); County (3-0) The residential component of development in the area general know as the "Y" should emphasize workforce housing.

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Policy 3.4.d: South Highway 89 and West Broadway Corridors identified for nonresidential uses: 1
Along the South Highway 89 and West Broadway corridors the land use pattern will be predominately nonresidential on the first floor with some residential uses allowed on upper floors. In addition, the provision of workforce housing will be a future priority use within these areas. 1

increases the important role of Jackson as the regional center for tourism, the arts²¹ government offices, and as a gateway to the nation's parks and forests. The enhancement of natural features such as Karns Meadows, Flat Creek and Cache Creek corridors is also an important goal of the community.

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Policy 3.5.a: Maintain and improve public spaces²²

Public spaces are the building blocks of a thriving community. Jackson's public spaces and civic facilities should be interesting, memorable, and reinforce our sense of community. The town will continue to promote high quality design of public spaces, including creating attractive gateways, preserving views, and providing attractive public right-of-way amenities. The practice of integrating fine arts professionals in the design of projects will be encouraged to create unique and visually engaging projects. New developments in the Town of Jackson should contribute to quality public spaces—including but not limited to sidewalks and walkways, parks, outdoor squares, landscaped areas and public art.²³

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Policy 3.5.b: Make public investments in strategic locations²⁴

The community will continue to invest in public facilities such as government buildings, parks, recreation, trails, workforce housing, arts and cultural facilities, and public art projects²⁵in locations in town that enhance the town as a civic and cultural hub. Specifically, public amenities should first be located in Downtown Jackson, second within the Town of Jackson limits, and third within greater Teton County. This priority is only intended for public facilities with the primary function of directly serving the public and not for ancillary or support facilities.

Policy 3.5.c: Enhance Jackson gateways²⁶

The town gateways play a special role in setting the community tone and atmosphere for the millions of guests that visit the Town of Jackson every year. The town will work to enhance the three major gateways including upgrades to both the public realm and on private property with an emphasis on bridges and waterway features.
27Public art projects which are reflective of the community, environment, and character of Jackson will be encouraged to provide unique and interesting gateway enhancements.²⁸

²¹ Rec. 228: Town (5-0) County (3-0) Insert Bland Hoke, III. recommendations (ideas) about public art

²² Rec. 229: Town (5-0) County (3-0) The Plan should recognize the importance of civic spaces and social functions as a part of maintaining a sense of community within the Town and should be implemented through the following:

²³ Rec. 228: Town (5-0) County (3-0) Insert Bland Hoke, III. recommendations (ideas) about public art

²⁴ Rec. 229: Town (5-0); County (3-0) The Plan should recognize the importance of civic spaces and social functions as a part of maintaining a sense of community within the Town and should be implemented through the following:

²⁵ Rec. 228: Town (5-0) County (3-0) Insert Bland Hoke, III. recommendations (ideas) about public art

²⁶ Rec. 229: Town (5-0) County (3-0) The Plan should recognize the importance of civic spaces and social functions as a part of maintaining a sense of community within the Town and should be implemented through the following:

²⁷ Rec. 245: Town (5-0) County (4-0) Include language that a specific plan be developed to utilize the bridges and waterways as a part of the plan to improve and emphasize our gateways

²⁸ Rec. 228: Town (5-0) County (3-0) Insert Bland Hoke, III. recommendations (ideas) about public art



Town of Jackson's three major gateways.

Policy 3.5.d: Continue traditions and community events²⁹

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

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Policy 3.5.e: Enhance natural features in the built environment³⁰

Karns Meadow, Flat Creek and Cache Creek are important natural features of the Town of Jackson and contribute to our community character. These natural amenities should be enhanced in order to improve their ecological value and recreational opportunities to the community while respecting existing uses and private property rights. ³¹

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²⁹ Rec. 229: Town (5-0) County (3-0) The Plan should recognize the importance of civic spaces and social functions as a part of maintaining a sense of community within the Town and should be implemented through the following:

³⁰ Rec. 248: Town (6-0) County (4-0) A Flat Creek Corridor Overlay should be developed that addresses the ecological, recreational, and aesthetic values of the corridor while not diminishing the existing uses and/or property rights along the corridor

³¹ Rec. 244: Town (4-2) County (2-2) Create a paragraph relating to wildlife planning policies in the Town ...

Principle 3.6—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 to conserve resources, and maintains our culture and awareness of history.

³²

Policy 3.6.a: Identify and preserve **historically significant** structures and sites ³³

The community will encourage the preservation of historically significant buildings and sites.³⁴

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Policy 3.6.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 Commission's and elected bodies will review the recommendations of the board when reviewing development applications.³⁵

Policy 3.6.c: Enhance historic preservation education, outreach, and awareness

³⁶

The Teton County Historic Preservation Board and the Jackson Hole Historical Society and Museum undertake many programs to inform the public about the community's historic features and history. The county and town will continue to support these and other organizations in their education efforts to advance awareness beyond current levels.

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Strategies

The Town of Jackson, primarily, will undertake the following strategies in initial implementation of the policies of this theme. The town and county should periodically update strategies as tasks are completed or when additional action is necessary, based on monitoring of the Theme's indicators.

Strategy 3.1: Amend Land Development Regulations (LDRs)³⁷

- Amend Non-residential LDRs and zoning to be consistent with overall Town development cap and other policies of this theme.
- Amend PUD and PMD to be consistent with overall Town nonresidential cap in this theme^{38 39}

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³² Rec. 230: Town (2-3) County (3-0) The Plan identifies preserving historic structures and sites within the Town as an appropriate future vision for the town including the following:

³³ Rec. 237: Town (5-0); County (3-0) Identify and document historically-significant structures and sites

³⁴ Rec. 238: Town (3-2); County (3-0) Encourage the preservation of historically-significant structures and sites

³⁵ Rec. 239: Town (5-0); County (3-0) The Town Planning Commission/Town Council will review the recommendations of the Historic Preservation Board

³⁶ Rec. 240: Town (5-0); County (3-0) Enhance historic preservation education, outreach, and awareness

³⁷ Rec. 243: Town (5-1); County (1-3) Add a strategy to enhance the influence of the Design Review Committee

³⁸ Rec. 242: Town (5-1); County (4-0) Remove reference to the FLUP in Theme 3 and recraft language to instead reference the intent of the policies

³⁹ Rec. 251: Town (0-4); County (0-6) Strategy 3.1: Change "Amend PUD and PMD to be consistent with the Future Land Use Plan " to "Remove PUD and PMD as development options"

- Complete a sub-area plan for the Town Square district. The plan should include design standards and use descriptions.
- Initiate gateway plans for the three community entrances.
- Update the design guidelines to provide more specificity, and predictability.
- Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor while not diminishing the existing uses and/or property rights along the corridor.⁴⁰

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Strategy 3.2: Develop Neighborhood Plans

- Initiate neighborhood district plans for the targeted growth areas.

Strategy 3.3: Identify Criteria for Historic Buildings/Sites

- Define criteria to identify historic buildings and sites.

Strategy 3.4: Develop a Public Art Plan

- Coordinate with a public art task force to write a public art plan for the community.⁴¹

Indicators

The community will use⁴² the following indicators to monitor achievement of this theme's values. Planning staff will compile the best available data from any appropriate agencies on each indicator in the period stated below and present the methods and results to the public and appointed and elected officials as detailed in the Administration chapter of this Plan. With indicator data as a guide, amendments to Plan policy or implementation may be pursued.⁴³

Jackson as "Heart of the Region" Indicators	Baseline ⁴⁴	Goal	Review Period
1. New dwelling units by district		Consistent with FLUP	1 yr
2. <u>Gross residential density by district</u>		TBD	
3. New nonresidential square footage by district		Consistent with FLUP	1 yr
4. Proportion of population in town to the unincorporated county		Consistent with FLUP	1 yr

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⁴⁰ Rec. 248: Town (6-0); County (4-0) A Flat Creek Corridor Overlay should be developed that addresses the ecological, recreational, and aesthetic values of the corridor while not diminishing the existing uses and/or property rights along the corridor

⁴¹ Rec. 228: Town (5-0); County (3-0) Insert Bland Hoke, III. recommendations (ideas) about public art.

⁴² Rec 139: (County 2-3, Town 4-1) Replace "will use" with "should consider using"

⁴³ Rec 199: (County 4-0, Town 3-1) Conservation alliance 11/12 Action #5: Add language that clearly explains how indicators will be used to draft and amend land development regulations. Language should be added that explains how a science-based monitoring program will be further developed with appropriate agencies and partners. A baseline column, with quantifiable documentation of existing conditions, should be added to all indicator tables in the new Plan.

⁴⁴ Rec 199 (County 4-0, Town 3-1) Conservation alliance 11/12 Action #5: Add language that clearly explains how indicators will be used to draft and amend land development regulations. Language should be added that explains how a science-based monitoring program will be further developed with appropriate agencies and partners. A baseline column, with quantifiable documentation of existing conditions, should be added to all indicator tables in the new Plan.

5. Number of annual community events		monitor	1 yr
6. <u>Percentage of residential units within 1/4 mile of local convenience commercial</u>		<u>Increase</u>	
7. Number of historic buildings/sites identified		monitor	1 yr
8. Investment in civic and gateway projects		monitor	1 yr
9. <u>Improved aesthetic quality, ecological value, and recreational opportunities along Flat Creek and Cache Creek</u> ⁴⁵		<u>monitor</u>	<u>1 yr</u>

Deleted: <#>Completion of public art plan

... [2]

⁴⁵ Rec. 253: Town (5-1); County (3-1) Add Indicator: Aesthetic quality, ecological value, and recreational opportunities along Flat Creek and Cache Creek

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