

DRAFT

Jackson/Teton County Comprehensive Plan 2012 Implementation Plan

Fiscal Year 2012 (July 1, 2012 to June 30, 2013) will be the first year of implementation of the Jackson/Teton County Comprehensive Plan scheduled to be adopted in May 2012. The Implementation Work Plan proposed below for the first year is organized by the Sections of the Plan. Staff identified the following three priorities to guide the formation of the proposed draft year 1 implementation plan for elected official consideration:

1. Land Development Regulation amendments needed to bring the LDRs into conformance with the newly adopted Comprehensive Plan;
2. Structuring the ongoing administration called for in the Comprehensive Plan; and
3. Beginning the support studies needed to further update the LDRs based on newly adopted policy.

While our community's Vision is the same as it has been since we began formal planning processes, the newly adopted Comprehensive Plan calls for a shift toward predictability, accountability and measurability in implementation. The first year work plan sets us up to succeed in that shift while beginning to implement some of biggest new ideas with regard to achieving our desired location and type of growth.

There are multiple components to each of the priorities for the first year and some of the work may carry over into Fiscal Year 2013 or beyond. In addition, the adopted Comprehensive Plan contains many more strategies than can be addressed in the first year. A long-range Plan for when each strategy might be addressed is also attached.

For each task identified below staff has provided information describing the task to be completed, the responsible party or parities, the cost in staff hours and consultant services to complete the task and the strategies of the Comprehensive Plan that would be addressed by the proposed task. Staff has allocated the proposed Long Range Planner position as a half time employee working approximately 960 hours in the first year. Should the hours for this position be increased or decreased from this proposed level the proposed plan would need to be adjusted accordingly.

It should be noted that the staff and financial impacts articulated in this document pertain primarily to the Town and County Planning Departments. It is important that the elected officials remain aware that this work plan will produce impacts to the County and Town Administrators, Engineering Departments, START, County Attorney & Town Attorney and so forth. Additionally, organizations external to the Town and County will be asked to assist in certain capacities – e.g. JHESP, The Chamber of Commerce, The Green Building Council, Teton Conservation District, et cetera.

First Year Implementation Work Plan (Fiscal Year 2012)

Common Value 1: Ecosystem Stewardship

Section 1: Stewardship of Wildlife, Natural Resources and Scenery

- **Task 1.1: Complete Studies Needed to Update Wildlife Protection Regulations**
 - **Responsibility:** Natural Resources Technical Advisory Board (NRTAB)
 - **Cost:** NRTAB volunteer time + County Planning staff 100 hours + Joint Long Range Planner support 20 hours + Teton Conservation District staff time + consultants (a final cost has not been determined as of the present).
 - **Description:** Responses to an RFQ for vegetation mapping have already been received. While that work is being completed, the NRTAB plans to identify focal species. Once the vegetation mapping is complete and focal species are identified, the NRTAB plans to identify habitats of relative criticalness and possible mitigation and restoration areas.
 - **Strategies Implemented:** 1.1.S.1, 1.1.S.2, 1.1.S.3, 1.1.S.6, 1.1.S.7

Common Value 2: Growth Management

Section 3: Responsible Growth Management

- **Task 3.1: County Priority Land Development Regulation Amendments**
 - **Responsibility:** County Planning
 - **Cost:** 1 County Planner FTE (1920 hrs allocated to specific staff members) + Joint Long Range Planner support 100 hours + \$50,000
 - **Specific Areas of Focus:**
 - **Rural Area Development Location and Type Amendments**
Evaluating and updating the PRD and other tools for encouraging conservation of Rural Areas is the most important amendment needed to the County LDRs in order to implement the newly adopted Comprehensive Plan. This will require initial study of available options and their impacts, then drafting and review of regulations. Strategies for involvement of the public will be determined by the consultant and staff to make sure all views are represented, but the amendments are adopted within one year.
 - **Strategies Implemented:** 1.4.S.1, 1.4.S.2, 1.4.S.3, 3.1.S.1, 3.1.S.2, 3.3.S.2, 3.3.S.3, 5.2.S.2
- **Task 3.2: Regional Coordination**
 - **Responsibility:** Long Range Planner (80 hrs.) + Co. Planning Director (60 Hrs) + Town Planner (20 hrs.).
 - **Cost:** 160 hours
 - **Description:** Coordinate with Sustainable Communities Regional Consortium on regional planning efforts, and participate in meetings with surrounding communities and counties on issues of common interest, etc.
 - **Strategies Implemented:** 3.5.S.1:

Section 4: Town as the Heart of the Region

- **Task 4.1: Town Priority Land Development Regulation Amendments**
 - **Responsibility:** Town Planning
 - **Cost:** 1 Town FTE (1920 hours of specific staff effort) + Joint Long Range Planner support 100 hours + \$50,000 consultant services
 - **Specific Areas of Focus:**
 - **Town Transitional subareas**

The top priority in Town will be to address land development regulations in the Transitional Subareas of Town not consistent with the new Comp Plan. Town Council will be asked to prioritize which areas are of the highest priority and work will begin in these areas. Staff estimates that 2-3 subareas could be completed during this first year. Strategies for involvement of the public will be determined by the consultant and staff to make sure all views are represented.
- **Strategies Implemented:** 4.1.S.1, 4.2.S.3, 4.2.S.4, 4.2.S.5, 4.2.S.6

Common Value 3: Quality of Life

Section 5: Local Workforce Housing

- **Task 5.1: Complete Housing Nexus Study**
 - **Responsibility:** Teton County Housing Authority (TCHA)
 - **Cost:** TCHA staff time + Town/County Planning staff 240 hours + Joint Long Range Planner 120 hours + \$150,000 consultant services
 - **Description:** Responses to an RFP have already been received. Once a consultant is selected the work should be completed within the fiscal year. Adoption of the nexus study will allow for update of the housing regulations and completion of the coordinated housing plan in the following fiscal year.
 - **Strategies Implemented:** 5.3.S.1

Achieving Our Vision

Section 10: Administration

- **Task 10.1: Establish a Joint Long Range Planner**
 - **Responsibility:** Town Council /Board of County Commissioners
 - **Cost:** 1/2 FTE 960 hours (salary split 50/50 Town/County)
 - **Note:** These hours are shown for consistency. These hours have been accounted for in the other tasks shown in this document.
- **Description:** Strategy 3.3.S.1 of the Draft Comprehensive Plan states "*The Town and County should consider a joint Town and County staff person to execute the Growth Management Program and otherwise implement the Comprehensive Plan.*" This strategy was put in place to ensure that the tasks and duties committed to in the Comprehensive Plan are achieved and do not compete for current planning staff resources. As you are also aware, the Draft Plan calls for the development of Annual Work Plans and ongoing analyses of selected Indicators and Strategies. More specifically staff have identified the following tasks that would form the basis of a Long Range Planner's duties:
 1. Comprehensive Plan Administration
 2. Land Development Regulation coordination
 3. Data maintenance

- 4. Inter-department Coordination to implement Comp Plan Strategies
- 5. Current Planning review
- **Strategies Implemented:** 3.3.S.1
- **Task 10.2: Establish and Standardize Plan Data Collection**
 - **Responsibility:** Joint Long Range Planner
 - **Cost:** Long Range Planner 150 hrs
 - **Description:** Establish methodologies for calculation of indicators each year and coordinate the data collection that will allow annual production of indicator reports to be mechanical.
 - **Strategies Implemented:** Policy 9.2.a
- **Task 10.3: Annual Plan Indicators and Work Plan**
 - **Responsibility:** Joint Long Range Planner
 - **Cost:** Long Range Planner 150 hours + Joint PC Meeting + JIM
 - **Description:** Establish and Standardize Plan Data Collection earlier in the fiscal year. This task is an annual task that will be repeated in each year's Annual Implementation Work Plan.
 - **Strategies Implemented:** Principle 9.2
- **Task 10.4: Provide Data to Other Departments for Planning Purposes**
 - **Responsibility:** Joint Long Range Planner
 - **Cost:** time variable depending upon number of studies done by government and requirements of the study
 - **Description:** As government and non-government organizations plan for service delivery the long range planner can provide consistent and data and projections on the population and demographics of the community, limiting consultant fees and standardizing level of service planning across the community.
 - **Strategies Implemented:** Policy 8.1.a

General

Task G.1: Coordination of Strategies to be completed by other Town/County Departments and outside agencies

- **Responsibility:** Joint Long Range Planner
- **Cost:** Joint Long Range Planner support 240 hours
- **Description:** In addition, to the specific tasks described above staff have identified the following strategies that could be initiated during year 1 by other Town/County Departments and outside agencies, with assistance by the Long Range Planner and Town/County Planning staff for coordination and consistency.
- **Identified projects/studies that may be initiated during 2012:**
 - **Section 2: Climate Sustainability through Energy Conservation**
 - **Lead:** Jackson Hole Energy Sustainability Program (JHESP)
 - **Possible Strategies**
 - Initiate Government Energy Programs and Community outreach

- **Section 3: Responsible Growth Management**
 - **Lead:** Public Art Taskforce work
 - **Possible Strategies**
 - Create a Public Art Plan for the Community
 - **Lead:** County Planning Staff
 - **Possible Strategies**
 - Coordinate with Owners in Their Efforts to Combine the Teton Village Master Plans
- **Section 5: Local Workforce Housing**
 - **Lead:** TCHA
 - **Possible Strategies**
 - Evaluate the appropriate governmental structure for the Housing Authority.
- **Section 6: A Diverse and Balanced Economy**
 - **Lead:** Travel and Tourism Board + Chamber of Commerce
 - **Possible Strategies**
 - Initiate strategies identified in Section 6
- **Section 7: Multimodal Transportation**
 - **Lead:** Transportation Advisory Committee (TAC)
 - **Possible Strategies**
 - Priority Transportation Land Development Regulation Amendments
 - Integrated Transportation Plan
 - State Transportation Improvement Plan Comments
- **Section 8: Quality Community Service Provision**
 - **Lead:** TBD
 - **Possible Strategies**
 - Initiate Coordinated Capital Improvement Planning
 - Waste Management/Recycling strategies

Five Year Implementation Work Plan

In addition to this first year plan staff has attached a draft 5 year work plan. It is color coded into five categories as shown below. The table includes a number of acronyms as well, which are also spelled out below.

Categories:

	Funding
	Studies
	Governance
	Outreach
	Regulations

Acronyms:

NRTAB:	Nature Resources Technical Advisory Board
TCP:	Teton County Planning Department
ToJP:	Town of Jackson Planning Department
SWC:	Safe Wildlife Crossings Taskforce
BCC:	Board of County Commissioners
TC:	Town Council
JHESP:	Jackson Hole Energy Sustainability Project
TCB:	Teton County Building Department
ToJB:	Town of Jackson Building Department
ISW&R:	Integrated Solid Waste and Recycling
PATF:	Public Art Taskforce
Fire/EMS:	Jackson Hole Fire/EMS
GIS:	Teton County Geographic Information Systems
TCHPB:	Teton County Historic Preservation Board
TCHA:	Teton County Housing Authority
Hsg. Orgs.:	Teton County Housing Authority, Jackson Hole Community Housing Trust, Habitat for Humanity, etc.
TTB:	Travel and Tourism Board
Chamber:	Jackson Hole Chamber of Commerce
START:	Southern Teton Area Rapid Transit
TAC:	Transportation Advisory Committee
JHCP:	Jackson Hole Community Pathways

Strategy	Lead	OnGoing	FY11	FY12	FY13	FY14	FY15	FY16
1.1.S.1: Create a vegetation cover map that can be used to help inform the identification of relative critical habitat.	NRTAB							
1.1.S.2: Identify focal species that are indicative of ecosystem health and determine important habitat types.	NRTAB							
1.1.S.2: Evaluate habitat importance, abundance and use to determine relative criticalness of various habitats.	NRTAB							
1.1.S.3: Establish a monitoring system for assessing the impacts of growth and development on wildlife and habitat.	NRTAB							
1.1.S.3: Implement actions in response to what is learned to provide better habitat and movement corridors.	TCP							
1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, and timing.	TCP					II		
1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connections and update as needed.	TCP					II		
1.1.S.6: Identify areas appropriate ecological restoration efforts.	NRTAB							
1.1.S.7: Identify areas appropriate for underpasses, overpasses, speed reductions, or other wildlife protection measures.	SWC							
1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands and riparian areas.	TCP					II		
1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near important waterbodies.	TCP					II		
1.3.S.1: Evaluate and remap the Scenic Resources Overlay based on accumulated knowledge of potential impacts.	TCP							III
1.3.S.2: Evaluate and amend lighting standards based on dark skies best practices.	ToJP							III
1.4.S.1: Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Re-evaluate and update the tool as needed.	TCP				I			
1.4.S.1: Consider incentives in addition to density bonuses including house size, locations, guesthouses, and other factors.	TCP				I			
1.4.S.2: Evaluate and update agricultural exemptions and incentives to encourage continued agricultural production.	TCP				I			
1.4.S.3: Explore non-development incentives for the permanent protection of open space.	TCP				I			
1.4.S.4: Explore establishment of a dedicated funding source for the acquisition of permanent open space.	BCC/TC							
1.4.S.5: Evaluate and update the definition of publicly valuable open space to include the provision of access to natural resources.	TCP					II		
2.1.S.1: Coordinate with the wide range of organizations working on energy conservation to educate the public.	JHESP							
2.1.S.2: Work with partners to distribute technological devices, such as home area networks, into the community.	JHESP							
2.1.S.3: Partner with organizations such as the Yellowstone-Teton Clean Energy Coalition to educate residents.	JHESP							
2.1.S.4: Work with local energy providers to develop a sliding scale energy pricing structure where unit costs are reduced for lower income families.	JHESP						II	
2.1.S.5: Evaluate and update land use regulations to support renewable energy generation in the community.	TCP/ToJP						II	
2.1.S.6: Coordinate education efforts to avoid private Codes, Covenants & Restrictions (CC&Rs) that prohibit renewable energy generation.	JHESP							
2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.	TCB/ToJB							
2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives.	TCB/ToJB							
2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate.	JHESP							
2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness.	JHESP							
2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.	TCB/ToJB							
2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings.	TCP/ToJP					II		
2.5.S.1: Implement a sliding scale water pricing structure.	ToJ							
2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including community education.	ISW&R							

Strategy	Lead	OnGoing	FY11	FY12	FY13	FY14	FY15	FY16
3.1.S.1: Evaluate and update land development regulations in rural areas to better protect wildlife habitat.	TCP							
3.1.S.2: Explore tools for transferring development potential from areas of ecological significance to complete neighborhoods.	TCP							
3.1.S.3: Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses within complete neighborhoods.	TCP				II			
3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for complete neighborhoods.	TCP						III	
3.2.S.1: Update zoning and land development regulations within complete neighborhoods to achieve the appropriate variety of housing types.	ToJP/TCP				II			
3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within complete neighborhoods.	ToJP/TCP				II			
3.2.S.3: Update land development regulations for nonresidential areas within complete neighborhoods to allow for a more vibrant, year-round economy.	ToJP/TCP				II			
3.2.S.4: Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round economy.	TCP							
3.2.S.5: Evaluate and update regulations in complete neighborhoods to allow and promote the appropriate variety of housing types.	ToJP/TCP				II			
3.2.S.6: Evaluate and update design regulations to encourage quality public space.	ToJP				II			
3.2.S.7: Coordinate with a public art task force to write a public art plan for the community.	PATF							
3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities within complete neighborhoods.	TCP							
3.3.S.1: Consider a joint Town and County staff person to execute the Growth Management Program and coordinate with adjacent jurisdictions.	BCC/TC							
3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with overall growth management principles.	TCP/ToJP				I			
3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community outcomes.	TCP/ToJP				I			
3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.	TCP/ToJP							
3.4.S.1: Study and map avalanche areas.	TCP							
3.4.S.1: Study and map landslide areas.	TCP							
3.4.S.2: Update and refine Wildland Urban Interface maps.	Fire/EMS							
3.4.S.2: Update and refine steep slope maps.	GIS							
3.4.S.3: Evaluate and update development regulations for naturally hazardous areas based on mapping.	TCP						III	
3.5.S.1: Coordinate with adjacent jurisdictions to better understand the impacts of local decisions and management.	TCP/ToJP							
4.1.S.1: Evaluate and update base zoning requirements and performance tools consistent with Principles of Smart Growth.	ToJP				I			
4.1.S.2: Evaluate and update regulations to allow and promote a appropriate variety of housing types identified in the Teton Village Master Plan.	ToJP				I			
4.2.S.1: Complete a neighborhood plan for the Town Square Character District. The plan should include design guidelines.	ToJP							
4.2.S.2: Update design guidelines to provide more specificity, and predictability.	ToJP					II		
4.2.S.3: Initiate neighborhood district plans for specific mixed use subareas.	ToJP							
4.2.S.4: Update land development regulations for mixed use subareas to encourage ground floor vitality.	ToJP				I			
4.2.S.5: Explore a boundary and associated regulations and incentives to create a downtown retail shopping area.	ToJP				I			
4.2.S.6: Review the Lodging Overlay boundary and associated regulations and incentives to determine the appropriate variety of housing types.	ToJP				I			
4.3.S.1: Initiate neighborhood district plans for specifics Subareas.	ToJP							
4.3.S.2 Identify locations for locally-oriented nonresidential use.	ToJP							
4.4.S.1: Coordinate with a public art task force to write a public art plan for the community.	PATF							

Strategy	Lead	OnGoing	FY11	FY12	FY13	FY14	FY15	FY16
4.4.S.2: Initiate gateway plans for the three community entrances.	ToJP							
4.4.S.3: Evaluate and update design regulations to encourage quality public spaces.	ToJP					II		
4.4.S.4: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunity.	ToJP							
4.4.S.5 Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values.	ToJP							III
4.5.S.1: Define criteria to identify historic buildings and sites.	TCHPB					II		
5.1.S.1: Evaluate qualifying criteria for subsidized housing and update as necessary based on full-time workers.	TCHA							
5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education and outreach.	TCHA							
5.2.S.1: Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on workforce housing.	TCP/ToJP							
5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations.	TCP/ToJP					II		
5.3.S.1: Complete a new nexus study for the establishment of sliding scale mitigation requirements.	TCHA							
5.3.S.2: Update current mitigation requirements as necessary.	TCP/ToJP					II		
5.4.S.1: Adopt a 10-year coordinated workforce housing implementation plan/action plan.	Hsg. Orgs.							
5.4.S.2: Evaluate the appropriate governmental structure for the Housing Authority.	TCHA							
5.4.S.3: Evaluate and update Land Development Regulations to remove barriers and provide appropriate incentives for workforce housing.	TCP/ToJP					II		
5.4.S.4: Evaluate and update existing workforce housing incentives.	TCP/ToJP					II		
5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of dedicated workforce housing.	BCC/TC							
5.4.S.6: Continue to pursue State and Federal grants to fund the development of workforce housing.	Hsg. Orgs.							
5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to workforce housing.	Hsg. Orgs.							
6.1.S.1: Market the community as a "green" location to visit, live and work, and promote businesses based on environmental values.	TTB							
6.2.S.1: Explore cultural tourism and other opportunities to fill existing capacity for lodging accommodations.	TTB							
6.2.S.2: Expand tourism promotion to encourage longer stays and increased spending by visitors to the community.	TTB							
6.2.S.3: Identify new locations for light industry, and evaluate and update regulations relating to live-work opportunities.	TCP/ToJP					II		
6.3.S.1: Explore tools to promote economic development that do not require investment of local funds.	Chamber							
6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate businesses.	TCP/ToJP					II		
6.3.S.3: Explore tools to connect local consumers to local suppliers.	Chamber							
7.1.S.1: Develop a countywide integrated transportation plan.	TAC							
7.1.S.2: Consider a seventh cent sales tax, additional mil property tax, or other funding source for the transportation system.	BCC/TC							
7.1.S.3: Continue to fund the local match for federal transportation grants and the administration of alternative transportation funding.	BCC/TC							
7.1.S.4: Create a Countywide Transportation Demand Management (TDM) program.	TAC							
7.1.S.5: Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding transportation infrastructure.	TAC							
7.1.S.6: The TAC, partner agencies and non-profits should complete an updated Travel Study approximately every 5 years.	TAC							
7.1.S.7: Continue START service to Teton County, Idaho and Lincoln County, Wyoming, and explore other options for transportation.	START							
7.1.S.8: Explore the establishment of a joint Town-County Transportation Planning Department.	BCC/TC							
7.1.S.9: Develop a Transportation Improvement Program (TIP) for highways, streets (including pedestrian and bicycle), and transit.	TAC							

Strategy	Lead	OnGoing	FY11	FY12	FY13	FY14	FY15	FY16
7.1.S.10: Prepare comments and recommendations on the State Transportation Improvement Plan (STIP)	TAC							
7.1.S.11: Pursue transit service between Jackson and the airport, Grand Teton National Park, and strateg	START							
7.2.S.1: Consider adopting “complete streets” and/or “context sensitive” policies and updated road design regulations.	TAC			I				
7.2.S.2: Work with WYDOT to have “complete streets” and/or “context sensitive” policies incorporated into road design regulations.	TAC							
7.2.S.3: Include wildlife crossing and other wildlife mitigation standards in road design regulations.	TAC/SWC			I				
7.2.S.4: Complete the core Pathways System, including the Wilson-Jackson Pathway connection along W	JHCP							
7.2.S.5: Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson	TAC							
7.2.S.6: Discuss and coordinate improvements that can be made to the regional transportation system w	TAC							
7.3.S.1: Reevaluate parking standards and other regulations that currently promote travel by single occu	TCP/ToJP				II			
7.3.S.2: Adopt specific provisions for current planning review to require alternative transportation comp	TCP/ToJP				II			
8.1.S.1: Use budgeting to affirm desired service levels from government service providers that address a	BCC/TC							
8.1.S.2: Coordinate with independent service providers to understand their service delivery plans, espec	BCC/TC							
8.1.S.3: Identify critical services and services requiring redundancy in service provision.	BCC/TC							
8.2.S.1: Coordinate the creation and maintenance of communitywide Major Capital Project List for all se	BCC/TC							
8.2.S.2: Update exaction and impact fee nexus studies.	TCP/ToJP							
8.2.S.3: Evaluate and update development exaction regulations and impact fee requirements.	TCP/ToJP				II			