

Memo

To: Jackson Town Council and Planning Commission, Board of Teton County Commissioners and Teton County Planning Commission

From: Stakeholder Advisory Group

Date: 6/17/2009

Re: Comprehensive Plan Update Recommendations

In September 2007, twenty community leaders were invited to participate in the Comprehensive Plan update process as the Stakeholder Advisory Group (STAG). The purpose of the STAG was to assist the Planning Team and to act as a sounding board for ideas and concepts before presenting to the public. Meetings of the STAG were open to the public to observe but reserved for questions and comments by members of the STAG. Meeting summaries from these meetings are available at www.jacksonetonplan.com.

The composition of the group was not intended to be representative of the population; it was designed to ensure that varied and numerous interests had a voice in the planning process. The group worked to identify issues that have widespread support and issues that need additional thought consideration. The following is a list of representatives that volunteered considerable time to the planning process:

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

A second STAG meeting was held in November 2007. The group reviewed materials from the "Working Vision" exercise and the Mapping and Visual Preference exercise, which were conducted at the second community workshop.

A third STAG meeting was conducted in January 2008 to discuss four growth management scenarios and review the results of the Keypad Polling Exercise.

The fourth STAG meeting was held in May 2008 to review information that was collected at the Town Planning and Design Charette and a preliminary draft of the County Land Use Map and Preferred Land Use Plan.

Two more STAG meetings were conducted in October and November 2008 to discuss the Themes and Policies of the plan and to seek input on drafting the Future Land Use Plan.

Recently, the STAG met on May 7, 14, and 28 and June 3 of this year to discuss the draft of the Comprehensive Plan update. This broad based group of community leaders were charged with offering recommendations to the Planning Commissions and elected officials about the Plan's content.

The following is summary of the issues discussed by the group.

Introduction and Vision

The consensus of the group was that Vision should not rank Themes 3-7 in priority order. Rather, these Themes compose the human element of the Plan that collectively should be balanced with Theme 1 (Wildlife and Natural Resources). Some believe that it is this human element that is the responsibility of government and that an overarching "Human Needs" Theme is needed that focuses on the health, safety, and welfare of the community. Graphically, this recommended balance could be illustrated more fully with a teeter-totter image. Theme 2 (Managing Growth Responsibly) would function as the balancing point with Theme 1 to the left and Themes 3-7 to the right. Theme 2 is the toolbox for balancing wildlife priorities with the human elements of the community.

The group felt that stronger definitions were needed for terms such as natural resources, workforce housing, etc.

Another area of discussion was the concept of regionalism. The group agreed that while not exporting impacts is important it has to be balanced with the reality that the community cannot meet all its needs locally. The group acknowledged that regionalism is a broad concept that does affect all themes in the Plan. The definition of regionalism should be well articulated and more clearly defined.

Theme 1 Wildlife and Open Space Preservation

The 1994 Plan recognized the importance of agriculture in the community. This Theme should better acknowledge ag preservation and ag preservation should be enhanced as a strategy in this theme by promoting meaningful incentives for conservation easements.

The group thought more emphasis should be placed on obtaining conservation easements to protect natural resources and open space by inserting it as its own principle.

The group agreed that connectivity of open space is important. Open space preservation does not necessarily equate to preserving wildlife migration corridors. Further explanation of what open space means and the importance of connectivity should be incorporated in this theme. To accomplish this, future regulation should maintain enough residential density to allow for clustering in appropriate areas while providing essential conservation easements in identified crucial habitat areas or migration corridors. The group agreed that the indicator on conservation easements obtained needs to focus on analyzing open space connectivity and that while it can be compiled every year trends will only be seen in a 5-year period.

Policy 1.3.c needs to acknowledge the regional, national, and international factors involved in achieving the goal of reducing greenhouse gases associated with buildings and the possible unintended consequences of future regulation.

Theme 2 – Manage Growth Responsibly

The group discussed the viability, practicality, and necessity of a growth rate cap or overall growth cap. Some members of the group felt the market will control the rate of growth and the current rate is manageable. Others felt that triggers, overall caps, 5 year caps, infrastructure triggers, or rate caps are necessary for managing growth. However concern regarding implementation and a lack of successful examples in other communities were identified in the discussion. The greater concern is the total number of persons that could be housed in the valley at the expense of diminishing the quality of life. Annual monitoring of the indicators does a good job of providing benchmarks for the community to evaluate.

The consensus of the group was to leave in incentives/density bonuses for open space and workforce housing where appropriate if they are directly tied to those community benefits; however, there was no agreement on who should pay for this.

Consensus of the group was that incentives should not be discretionary. They should be performance based. Incentives that are currently discretionary that were specifically discussed were the PMUD, PRD, and AH-PUD development options. There was further discussion of eliminating the PMUD all together or at least amending the tool to reflect the FLUP.

The group recommended including language about bulk and scale for nonresidential buildings to maintain community character.

Some of the group suggested that a policy be added in this theme that controlling growth is needed as a part of protecting wildlife, natural resources, and open space; however, others felt that the market would control the rate of growth and the current rate is manageable.

Members of the group recommended inserting an indicator about the planning process and whether the length of the application process is effective and efficient.

Theme 3 Town is Heart

The group suggested that more clarity should be given to the definition of community character as it pertains to town and felt that tightening the language in Principle 3.5, Recognize the importance of civic spaces and social functions as a part of maintaining a sense of community, would achieve that goal.

The group felt strongly about the inclusion of the relevance of Flat Creek in this theme as a community amenity.

The group discussed possible mischief in the balance of private property rights and redevelopment opportunities with the historic preservation policies of Principle 3.6. It was suggested that there are few truly historical properties in the community and that redevelopment should not be deterred by individual views on what is historic.

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Theme 4 Housing

The group wanted to know the current profile of the 65% of workers living locally in terms of free market, deed restricted, and rental units. The consensus of the group was that the Plan should not establish a goal of housing 65% of the workforce locally without a better understanding of the current

condition. Further, the group felt that the definition of working in the community should be refined to clarify whether retired workforce and live/work is included in this percentage.

There was a strong consensus from the group that the Theme should have a much stronger emphasis on rental housing in order to achieve the 65% goal.

The group agreed that the Plan should be clear that the 65% housing goal is not a recommended mitigation rate.

The group discussed the realistic implementation and prioritization of Principle 4.3 regarding preserving the existing housing stock due to the high acquisition costs and resale requirements on homeowners.

The group was uncomfortable with the use of the term "all" in Policy 4.1.a in discussion of who the community is committed to housing.

Theme 5 Balanced Economy

The group unanimously recommended elimination Policy 5.1.d and Strategy 5.2 regarding small business subsidies. The group was not supportive of non-residential rent control.

The group did not feel that the policies of Principle 5.1 actually supported the principle of maintaining a strong and diverse economy.

The group discussed a strategy of trying to become the first "green" resort community as a way to differentiate us from our peers and market ourselves. This idea could be defined by the community at a later date.

There was agreement in the group that the 1994 Plan encouraged us to further our status as a resort community. Recognizing the importance of tourism to our local economy, the Comp Plan should better emphasize the value in promoting our community as a tourist destination to maintain economic vitality.

Generally, the group felt that economic development efforts should focus on fostering non-consumptive industries; however, the term "non-consumptive" needs to be better defined.

Some of the group suggested that the language in this theme should strive for economic stability, while others thought that growth is sustainable. Some felt the plan should encourage full employment, while others were not comfortable with that as a goal, and felt employment should only be used as an indicator of economic health. The group suggested adding the unemployment rate as an indicator

The general consensus of the group was that diversifying our economy is difficult, but should not be discouraged. The local economy is resort and tourist based and we are not trying to transform economy.

Some in the group recommended developing an economic development initiative or task force to develop a strategy to address strengths and weaknesses in our local economy. Others felt that function was adequately performed by the Chamber of Commerce.

The group stated that the Plan should recognize that while we talk about being a "community first and a resort second" that we are, in fact, a resort community.

The group felt that both economic and environmental factors should be considered when making findings to approve development applications.

Theme 6 Transportation

The consensus of the group was that Level of Service D and the current level of congestion will hurt the tourism economy. The group indicated that the community should not aim for failing. The group felt that intersection improvements at the "Y" in addition to the Tribal Trails Connector could aid in traffic circulation for residents and visitors alike.

The group suggested a stronger emphasis on Strategy 6.7 by replacing the word "Research" with "Establish" a Regional Transportation Authority.

The group recommended adding the word "underpass" to wildlife crossing in Project #4 on the list of potential transportation network projects.

The group also recommended stronger statements about the significance of the airport to the community and the impacts that it generates.

The group agreed that "Complete Streets" and "Context Sensitive Solutions" need to be defined.

The group agreed that a wildlife crossing strategy for West Broadway needs to be identified and called out in the Plan.

The group felt that while the multi-modal goals were important, bike safety and bike mobility issues should be specifically acknowledged and considered.

Theme 7 Community Facilities

The group felt strongly that maintaining expected levels of service in the community would strike a balance between human needs and protecting wildlife and preserving open space. Thus, they felt this theme should be given a very high priority. However, in the Intro Chapter the group agreed that Themes 3-7 should be grouped together under the heading of "human needs" and be balanced with wildlife and natural resource protection through growth management.

The group suggested reprioritizing the services in Policy 7.1a. First priority should include Police/Fire/EMS, Schools, Utilities/Infrastructure, and Medical Care. The second priority would be Library, Parks & Recreation, Public Transportation, Weed Pest Management/ Arts/Culture, Human Services, and Child Care.

Some members of the group felt that it was important to identify the services that will be needed given the growth allowed by the Plan.

Future Land Use Plan

General discussion occurred about buildout numbers being overstated or understated based on a number of factors, however no consensus was reached as to the accuracy of the numbers.

The group suggested a projection of the amount of square footage on Public/Quasi-Public Lands in the buildout analysis

The group generally felt that churches and other privately owned Public/Quasi-Public uses should be classified in other land use classification to provide guidance if the existing units were ever redeveloped.

The group believes the Plan needs a better definition of the term "local convenience commercial." However, the group could not reach consensus on the traffic reduction achievable through implementation of the local convenience commercial concept.

The group agreed that the Plan also needs a better explanation of the redevelopment expectations for Mixed Use Visitor Orientation classification, should existing uses cease.

The group agreed that the key issues of each district need to be more explicitly identified and discussed within each district page.

The group agreed that in the rural districts agricultural operations should be given some flexibility in order to house their employees on site.

District #1 – Alta

The group's primary recommendation was designating enough land for future community facilities to remove some reliance on Idaho jurisdictions.

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

District #2 – Buffalo Valley

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

District #3 – Gros Ventre/Kelly

The group recommended looking closer at the buildout range due to the Wild and Scenic rivers designation.

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

District #4 - North of Town

The group agreed that local convenience commercial near Golf & Tennis within existing entitlements to reduce trips to town is appropriate.

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

District #5 – Eastbank

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

District #6 – Westbank

The consensus of the group was to make improvements to Highway 390 before allowing additional development in this corridor. Further, the group recommended that more specific traffic solutions should be identified in this district.

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

The group acknowledged that without more local convenience commercial near the Aspens to reduce trips to town, traffic increases on Hwy 390 will cause additional congestion.

District #7 – Hog Island/Game Creek

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

District #8– Canyons/Hoback Canyon

The group agreed that maintaining residential density allowances are important in rural areas to allow for the dedication of conservation easements.

District #9 – Teton Village

Group discussed balance of additional local convenience commercial with need to complete Hwy 390 infrastructure improvements before additional development.

District #10 – Aspens

The majority of the group felt that Aspens should remain a node because it has the components of a node today. However, additional development potential should not be allowed until Hwy 390 is redesigned and the transportation impacts of additional development are understood. The Future Land Use Map should be revised to address this change.

District #11 – Wilson

The majority of the group felt that Wilson should remain a node because it has the components of a node today. However, a more realistic development potential should be developed based on Fish Creek, wetlands, existing CC&Rs, community character, and Highway 22. The Future Land Use Map should be revised to incorporate this additional level of detail.

District #12 – South Park

The consensus of the group was that this was an appropriate place for expansion of the town development pattern, but was no consensus was reached on how much development should occur. Some in the group felt that the increase in density should be similar to the Cottonwood Park area. Some members of the group believed that the whole district should be planned comprehensively. Some believed the district should be broken into a node district (north) and a rural district (south).

The group recommended a statement about connectivity of pathways and roadways to existing and future neighborhoods. Consensus was reached about highlighting future north-south and east-west thoroughfares in the north half of the district.

District #13 – West Jackson

The group recommended that the Tribal Trails Connector be included in a more comprehensive traffic system study of all of West Jackson (Hwy 22, the "Y", High School Rd. South Park Loop). General discussion occurred regarding the local vs. collector character of Tribal Trails and the original intent of the road.

The group agreed that the Tribal Trail connector should not increase traffic congestion on High School Road. The group also discussed the appropriateness of traffic calming to reduce traffic impacts on local residents.

The group felt that a better definition of "local convenience commercial" was needed in light of possible Tribal Trails construction and desire not to attract trips to this area.

District #14 – Southern Hillside

The group recommended including a definition of Complete Streets that would consider sidewalks, traffic calming, reduce neighborhood speed limits and other applicable multi-modal encouragements.

Another recommendation was that the Wildlife Theme should move up in the priority order since the district provides connectivity from Karns Meadow.

The group suggested inserting a statement about redevelopment of the Public Works Facility if should be relocated in the future. The future land use should be designated as residential.

District #15 – East Jackson

The group recommended including a stronger statement about the importance of the hospital campus and accommodating future expansion of their facilities and supporting uses in the area. In addition Community Facilities due to the location of the hospital should be moved up the Theme prioritization due to health, safety, and general welfare concerns of the community.

Some of the group felt that wildlife permeability needed more emphasis in this district. Others stated that the wildlife access was strategically designed to discourage wildlife permeability in residential neighborhoods and to direct wildlife to around the built environment (i.e. Elk Refuge fencing).

District #16 – Town Square

The group agreed that workforce housing was not appropriate in the Town Square Overlay. Language should be revised to reflect this sentiment.

Parking should be provided as a public common amenity to give pedestrian orientation to the district.

The group discussed the feasibility of lodging due to the two story limit, but didn't want to preclude lodging necessarily.

Group discussed design standards versus guidelines trying to get to predictability, but understanding differences in style.

The group agreed that building height should be limited to two-stories as recommended in the plan.

District #17 – The "Y"

The consensus of group was to modify the language in the Plan to be more positive by encouraging two to three story mixed use buildings rather than discouraging single story, single use buildings..

The group felt document was weak on details of "Y" intersection redesign especially the multi-modal issue and suggested pedestrian overpasses.

The group felt that Single Family Mixed north of Broadway should be changed to Single Family Low.

District #18 – Karns Meadow

The group felt strongly that wildlife movement from East Gros Ventre Butte to Karns Meadow needs to be addressed immediately in this district through overpass, or funneling to a wildlife crossing, or other method.

The group discussed the impact of multi-family land use classification on wildlife in Karns Meadow, but no consensus was reached.

District #19 – Rodeo Grounds

A straw poll was taken on whether the rodeo grounds and public works facility should be moved out of town to make room for a public park and medium to high density residential. The majority of the group supported the relocation of these facilities.

The group supported classification of the neighborhood north of Rodeo Grounds as Single Family Mixed.

District #20 – Southeast Jackson

The group generally agreed that the lodging overlay should not be removed on East Broadway.

District #21 – North Cache

The group felt strongly about the inclusion of the relevance of Flat Creek in this district by enhancing the creek corridor as a community benefit.

Regarding the Forest Service Property, several members suggested that residential uses should be preferred over non-residential. They felt this was a good location to locate workforce housing.

District #22 – South Highway 89

No Comment

District #23 – Central Business District

The majority of the group agreed with to expanding the lodging overlay to include the south side of Pearl from Cache to Willow.

The group supported a three story max but had concerns about street wall, overall building height, sky planning, and overall bulk and scale in this district. The group recommended including language about the maximum building size.

The group was supportive of all proposed expansions to the lodging overlay.

District #24 –South Cache

Group was supportive of general pedestrian connection vision and specific use mix and bulk and scale proposed for this district.

District #25 – Snow King

No Comment