

Manage Growth Responsibly (Theme 2)

Statement of Ideal

Meet the human needs of the community in locations identified for development.

What does this theme address:

- 2.1 – Locations for Town-Level Development***
- 2.2 – Predictable Development and Conservation Pattern***
- 2.3 – Context-Appropriate Development***
- 2.4 – Intergovernmental Coordination/Growth Management***
- 2.5 – Regional Perspective***

Why is this theme addressed?

This Plan is based on community values and the principles of sustainable development, which advocates nodes of density surrounded by open and agricultural spaces. Directing a predictable and sustainable level of growth to well-defined areas, efficiently accommodates future community needs while still conserving open lands and natural resources, reducing energy consumption and effectively delivering public facilities and services. This Plan recognizes that population growth will occur, but that because of the region's finite supply of private and suitably developable land compact

development in the town and in county nodes is a necessary trade-off for conserving natural areas in a majority of the county. This Plan promotes two places for development:

1. **The Town of Jackson** will continue to be the primary location for town-level development.
2. **County nodes** will continue to accommodate proportionate town level densities and provide a mix of uses in keeping with the scale and character of the existing communities.



Town of Jackson will continue to be the primary location for town-level development.



Teton Village is one of the nodes in the county.

The community has expressed a strong desire for increased predictability with regard to location and scale of future development to ensure that growth does not degrade the natural resources of the region and impact our sense of community. The benefits of the preferred land use pattern of nodes include:

- Conservation of open space, wildlife habitat, and natural resources;
- Consideration of the regional impacts of local land use decisions;
- Efficient delivery of public facilities and services (including water, wastewater, and stormwater utilities, public safety, and schools);
- Reduction in transportation demands that have negative impacts on natural resources; and
- The provision of a variety of housing types.

Future development, including redevelopment and infill, must occur in a measured, deliberate, and predictable way so it does not detract from the existing natural environment and community character.

The carrying capacity of the region is not defined by this Plan; however, the community recognizes that unlimited growth will diminish wildlife and natural resources goals. Therefore, this Plan promotes growth and development that is sustainable on a regional scale and it uses buildout as an analysis tool only. In addition, this Plan recommends mechanisms with which to monitor future development patterns to help ensure that a balance remains between the built environment and the conservation of the region.

Finally, the cornerstone of this Plan is continued coordination between government entities with a shared interest in the County. The Town of Jackson and Teton County have made a strong commitment to continue working together to achieve mutually-beneficial goals.

What the community has said about this theme

During the comprehensive planning process, the community strongly supported the value that growth in the community must be managed responsibly, and that a “no growth” strategy was not the preferred alternative. Most importantly, the community articulated that future growth and development must be sensitive to the protection of wildlife habit and maintenance of our community character. The community advocated that future growth should be predictable and comprehensive rather than decided on a project by project basis. Specifically, public comment requested the inclusion of buildout projections and a growth rate mechanism to allow the community a way to gauge the success of the plan moving forward.

2008 Polling indicated that:

- A majority of the community supports more population in the Town of Jackson if this means preserving agricultural and natural resources in the county.
- A large majority of the community agrees to limit development in rural parts of Teton County and to allow more developments and population growth in certain county nodes such as Aspen/Pines, Wilson, South Park, Hoback, Teton Village and Town of Jackson.
- Many in the community agree that town-level residential density is appropriate within northern South Park.



Comprehensive Plan meetings throughout the process gave the public hands-on opportunity to express values and preferences.

Principles and Policies

Principle 2.1—The Town of Jackson and identified county nodes are the most appropriate location for development

The Town of Jackson has been the historic location for most development in our Valley. However, smaller communities have grown around the town. This Plan promotes future town-level development occurring in town and county nodes with a mix of uses in keeping with the scale and character of the places. The benefits of this type of pattern include: conservation, regional coordination, efficient delivery of services and facilities, reduction in transportation demands, and provision of a mix of housing types.

Policy 2.1.a: Reduce development potential in rural county districts

Teton County will reduce the potential residential buildout outside of nodes and designated growth areas to below 2009 allowable levels. Although increases in development potential are anticipated in the nodes and growth areas, this Plan will reduce overall buildout of the unincorporated county.

Policy 2.1.b: Prioritize town-level development in county nodes and the Town of Jackson

Teton County and the Town of Jackson will ensure that new town-level development occurs in designated locations, as defined by this Plan and depicted on the Future Land Use Plan (FLUP). Town redevelopment and nodes should generally include provisions for: municipal utilities (water, sewer, and stormwater), schools, complete streets including transit, local commercial services, a variety of housing types, and recreational amenities. Appropriate designated locations for town-level development include:

- Town of Jackson (see Future Land Use Plan and town districts for more information),
- North end of South Park,
- Wilson,
- Aspens area, and
- Teton Village.

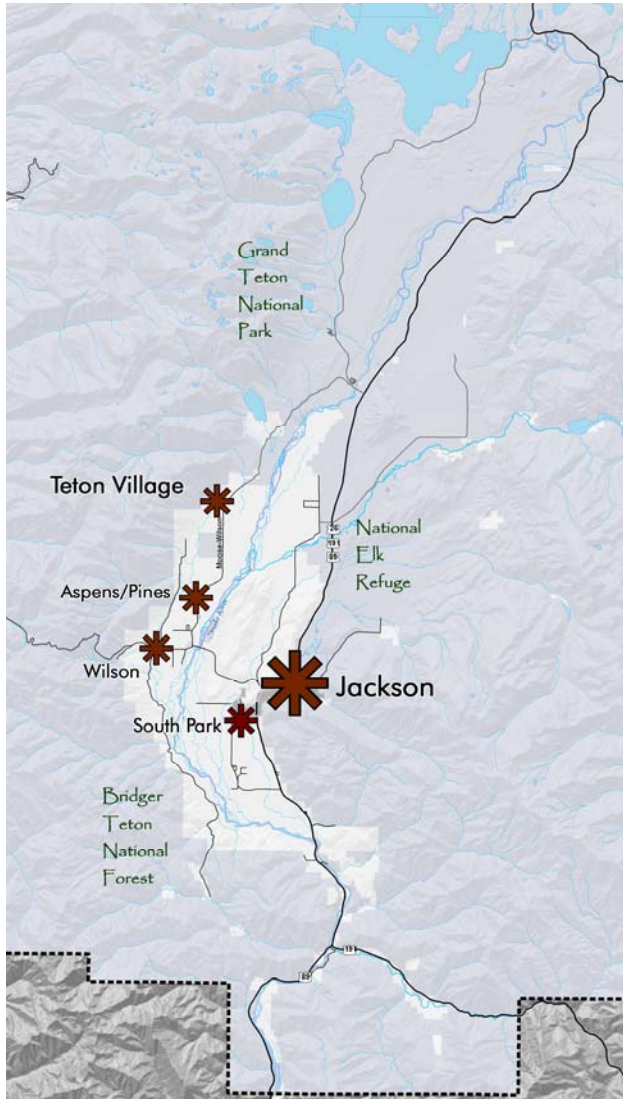
Most of these places already have compact development and will continue to infill or redevelop incrementally overtime.

Policy 2.1.c: Allow rural development only in rural areas; town-level development only in town and nodes

All future development will be consistent with the land use classifications and maps in the Future Land Use Plan chapter. Only rural-level development will be allowed to occur in rural areas. Town-level development is inconsistent with desired land use patterns in county rural areas and will not be allowed to occur. Only town-level development will be allowed in the Town of Jackson and in county nodes. Rural development in county nodes and the Town of Jackson is inconsistent with the future land use pattern, and will not be allowed.

Policy 2.1.d: Promote infill and redevelopment

If designed well, redevelopment and infill can help retain and achieve quality, mixed-use neighborhoods. This Plan promotes redevelopment and infill for the town and county nodes as a trade-off and a preference to leap-frog or sprawling development in the unincorporated county in all situations where possible.



The nodes where town level development should occur.

Policy 2.1.e: Encourage local convenience commercial in residential and mixed-use areas

This Plan supports local convenience commercial in close proximity to existing residential and mixed-use development (including in the Town of Jackson) and in nodes (if it meets location and design criteria). The aim is to promote a sustainable and walkable land use pattern not dependant on the automobile for all local trips.



The Aspens area is one of the county's nodes.



Development in nodes allows the community to protect its natural and scenic resources.

Principle 2.2—Conservation and development will occur in a predictable pattern as described in the Future Land Use Plan

The community has expressed a strong desire for development predictability and the ability to determine how much development could occur in different places, to ensure that growth does not degrade the natural resources of the region and degrade our sense of community. The Future Land Use Plan balances conservation and development. Annual monitoring will allow the community to see how well it is achieving land use goals and whether new policies are necessary.

Policy 2.2.a: Balance future conservation and development patterns using the Future Land Use Plan

The FLUP establishes a predictable guide for land use types and locations based upon a preferred future land use pattern. It is equally important to include identified conservation areas along with future development areas in the FLUP to achieve a successful balance between these two types of land uses.

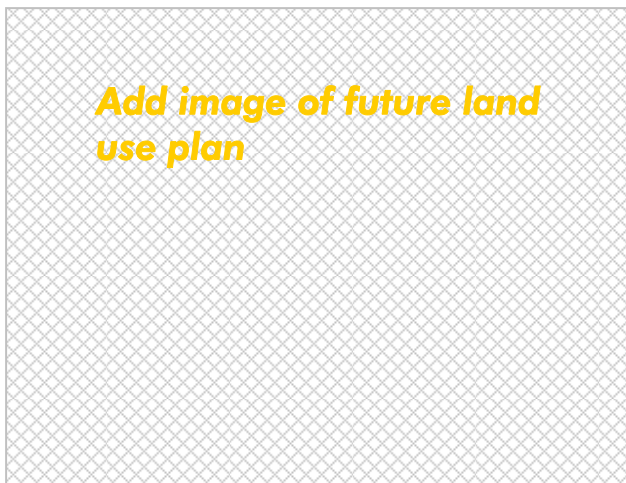


Photo caption

Policy 2.2.b: Annually monitor growth patterns and growth rate

The town and county will monitor whether ongoing growth is consistent with the policies and Future Land Use Plan in terms of locations, balanced mix of uses, and overall amount and rate of development. This Plan recommends using indicators to measure growth.

Policy 2.2.c: Update the Future Land Use Plan every five years

This Plan recognizes the need for flexibility over time to accommodate necessary changes while preserving the intent of the FLUP. This Plan provides provisions for periodic amendments to address community needs. Every five years the town and county will review land uses to determine if adjustments are necessary to address: conservation programs, housing needs, provision of services, and/or overall buildout of the plan. The Administration Chapter identifies the joint town and county process by which all amendments to this Plan and specifically the Future Land Use Plan shall be considered. That chapter also includes specific criteria by which all amendments shall be considered to ensure all plan principles and policies are considered.

Policy 2.2.d: Establish a rate of growth/redevelopment mechanism

The plan supports developing a mechanism to regulate the annual rate of growth/redevelopment in the town and county—if monitoring indicates that growth rate management is needed. This type of mechanism would allow the community some assurance that as projects are reviewed and constructed there are opportunities to evaluate whether they are consistent with the Future Land Use Plan pattern and policies described in this Plan.

Principle 2.3—Development regulations will protect existing character and promote sustainable development

Consideration of how well a proposed development “fits” into the setting in which it is to be located is part of predictability. The Town of Jackson and Teton County, in some instances will need more detailed planning at the subarea and neighborhood scale to determine how contextual infill development can best be achieved. Incentives that promote desired conservation and development are also needed.

Policy 2.3.a: Fit the contextual scale and design of existing development

The goal of this Plan is to allow careful development in town and county nodes. Such development must fit the scale and context (bulk, scale, and general design features), defined in the Future Land Use Plan, to ensure predictability and compatibility. The FLUP and sub-area plans define areas for preservation (i.e., existing single family neighborhoods) and areas for change (i.e., the “Y”). In preservation areas, future development will mirror the existing development pattern and in areas of change future development will be guided by the FLUP and sub-area plans.

Policy 2.3.b: Density bonus incentives will be consistent with the Future Land Use Plan

Base densities will focus on the preservation of existing character. Where appropriate, density bonuses will be used to provide incentives for the provision of open space or workforce housing. However these incentives will not have infinite discretionary limits. Development using incentives will be consistent with the Future Land Use Plan. Three density bonus incentives that would help the community meet its needs are:

- The allowance for additional development rights on rural property in exchange for a dedicated conservation easement;
- The allowance for additional development potential in a county node or town growth district in exchange for a dedicated conservation easement in the rural county; and

- The allowance for additional development potential in a county node or town growth district in exchange for the provision of workforce housing beyond what is required for mitigation of impacts.

Policy 2.3.c: Develop sub-area and neighborhood plans

Detailed sub-area plans, once complete, will guide development in Jackson and in the county’s nodes. The Future Land Use Plan chapter (and districts) is a good starting point for providing detailed principles for the various town neighborhoods. More detailed neighborhood plans in the town and sub-area plans in the county will be necessary to ensure the successful implementation of community planning efforts.

Policy 2.3.d: Allow for redevelopment that improves the existing land use pattern

In general, development and redevelopment will be consistent with the Future Land Use Plan. However, in certain situations where existing development is more intense than would be appropriate according to the FLUP, regulations may allow for a reduction in intensity without full consistency with the FLUP being achieved.

Principle 2.4—A regional perspective should be considered in all local planning decisions

A key to successful future growth management in Teton County will be incorporating a regional perspective in all decisions. Part of managing growth responsibly is to provide residential and non-residential opportunities to serve our community in Teton County and the Town of Jackson. By doing this, the impacts of transportation congestion, environmental degradation, and urban sprawl are shared and diminished, not simply displaced into our neighboring communities.

Policy 2.4.a: Cooperate with regional communities and agencies on land use decisions

The ability of the Town of Jackson and Teton County to reach 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 our neighboring communities, counties, and state and federal agencies. Specifically, the town and county will need to foster improved cooperation on issues affecting the entire region with Teton County in Idaho and Lincoln County in Wyoming, and their communities.

Policy 2.4.b: Strive not to export impacts on wildlife, housing and transportation to other jurisdictions in the region

The town and county will consider the impact(s) of all land use decisions on the entire region not just locally. The town and county will work with neighboring jurisdictions and state and federal agencies to develop common goals related to growth management in the region in order to achieve solutions that work to the benefit of all.

Policy 2.4.c: Maintain control over our own destiny related to resource stewardship, community well-being, and economy

In attempting to realize our community vision, the community recognizes that exporting solutions to our issues not only burdens other communities but makes us more reliant on them. We will work to find mutually beneficial solutions for all communities and agencies in the region, but the Town of Jackson and Teton County will also ensure that we are not dependent on other communities in meeting our community's vision.

Principle 2.5—Continue intergovernmental coordination to achieve growth management

The cornerstone of this Plan is continued coordination between the Town of Jackson, Teton County, and state and federal agencies with shared interests in the region. Coordination is especially critical to address issues that do not stop at political boundaries, such as transportation, development patterns and growth, open space and resource protection, energy consumption, economic development, and efficient provision of necessary facilities and services.

Policy 2.5.a: Continue town/county coordination to address growth management and issues of mutual concern

This Plan recognizes that Teton County and the Town of Jackson are two jurisdictions with a single vision. They will continue coordinated efforts to implement this Plan’s principles and policies to address issues related to:

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

Policy 2.5.b: Coordinate with state and federal agencies to implement this Plan

The Town of Jackson and Teton County will continue to coordinate with state and federal government and their various agencies to implement the aims of this Plan and shared interests.

Policy 2.5.c: Do not make land use decisions for revenue purposes

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

Policy 2.5.d: Adopt and use annexation criteria to guide appropriate town expansion

The Town of Jackson will consider cooperative annexations of county properties based upon consideration of the following criteria:

- The property is a logical extension of town;
- The property could be adequately served by utilities, police, fire, and road maintenance;
- If property is in the NRO it will remain as such; and
- All public improvements off-site and on-site will be constructed and financed in accordance with town standards.

Strategies

The Town of Jackson and Teton County 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 2.1: Amend Land Development Regulations and Zoning Maps to be consistent with the Future Land Use Plan and Policies of this Theme

- Update zoning maps and base development right regulations to be consistent with the Future Land Use Plan.
- Update incentive-based development regulations to increase predictability by adding more explicit standards and reducing discretionary review. The most important incentive tools to amend are:
 1. Planned Residential Developments,
 2. Planned Unit Developments,
 3. Planned Unit Developments for Affordable Housing, and
 4. Planned Mixed Use Developments.
- Create requirements and possibly incentives for the location of local convenience commercial in the Town of Jackson and nodes.

Strategy 2.2: Establish a Monitoring and Rate of Growth System

- Implement the Administration Chapter annual and five year monitoring, reporting, and updating program.
- Adopt a rate of growth mechanism if needed, based on growth monitoring.

Strategy 2.3: Support Joint Efforts and Intergovernmental Cooperation

- Consider a joint town and county staff person to the monitoring of the Comprehensive Plan Indicators and implementation of its vision, principles, policies, and strategies.
- Coordinate with governmental and non-governmental agencies and members of the community to implement the Comprehensive Plan in a mutually-beneficial manner.

Indicators

The community will use the following indicators to monitor achievement of this theme’s values.

Responsible Growth Indicators	Goal	Review Period
1. New dwelling units by region and district	Consistent with FLUP	1 yr
2. New non-residential square footage by region and district	Consistent with FLUP	1 yr
3. Rate of Growth for residential and non-residential development	Consistent with historical trends	1 yr
4. Number of FLUP amendments	monitor	1 yr