

# Achieving Our Vision







## How Are We Going to Achieve Our Vision?

### Growth Management Program

The growth management program defines a process for decision makers to evaluate where and how growth is occurring in the community and adjust policies and strategies as necessary to ensure future growth better achieves the community vision. The growth management program outlined in this chapter will work in conjunction with annual indicator reports to monitor the entire community system by considering environmental, growth, housing, economic, transportation, and other plan indicators. Desired community size and associated metrics provide long-term predictability and means to monitor success and therefore will be key indicators used to monitor growth in the Town and County. A range of strategies and corrective actions may be necessary to ensure the requirements of the growth management program are met and the Plan's vision is realized.

### How Will We Coordinate Plan Administration?

Although our community vision has not significantly changed over the past thirty years, the circumstances within which we implement the vision are in continual flux. We cannot entirely anticipate future environmental, social and economic challenges as we seek to steward the ecosystem, manage growth, and enhance community character. Therefore, while the community remains consistent in our vision, our implementation strategies must be dynamic and responsive. The administration chapter provides a structure for analyzing and responding to contemporary challenges without threatening the viability or achievement of the community vision.



## Section 9. Growth Management Program

Ensure the amount, location and type of growth occurs according to the community's vision.

What does this section address?

*Principle 9.1 - Implement the Growth Management Program*

*Principle 9.2 - Monitor and implement our Vision annually*

Why is this section addressed?

The Jackson/Teton County Growth Management Program is a proactive process that provides the measurability and accountability needed to ensure the community will achieve our vision. The Growth Management Program allows the community to be adaptive, responsible and decisive in addressing the amount, location and type of growth. A trigger, thresholds, and feedback mechanisms ensure we continuously verify the path the community is on and correct course when necessary.

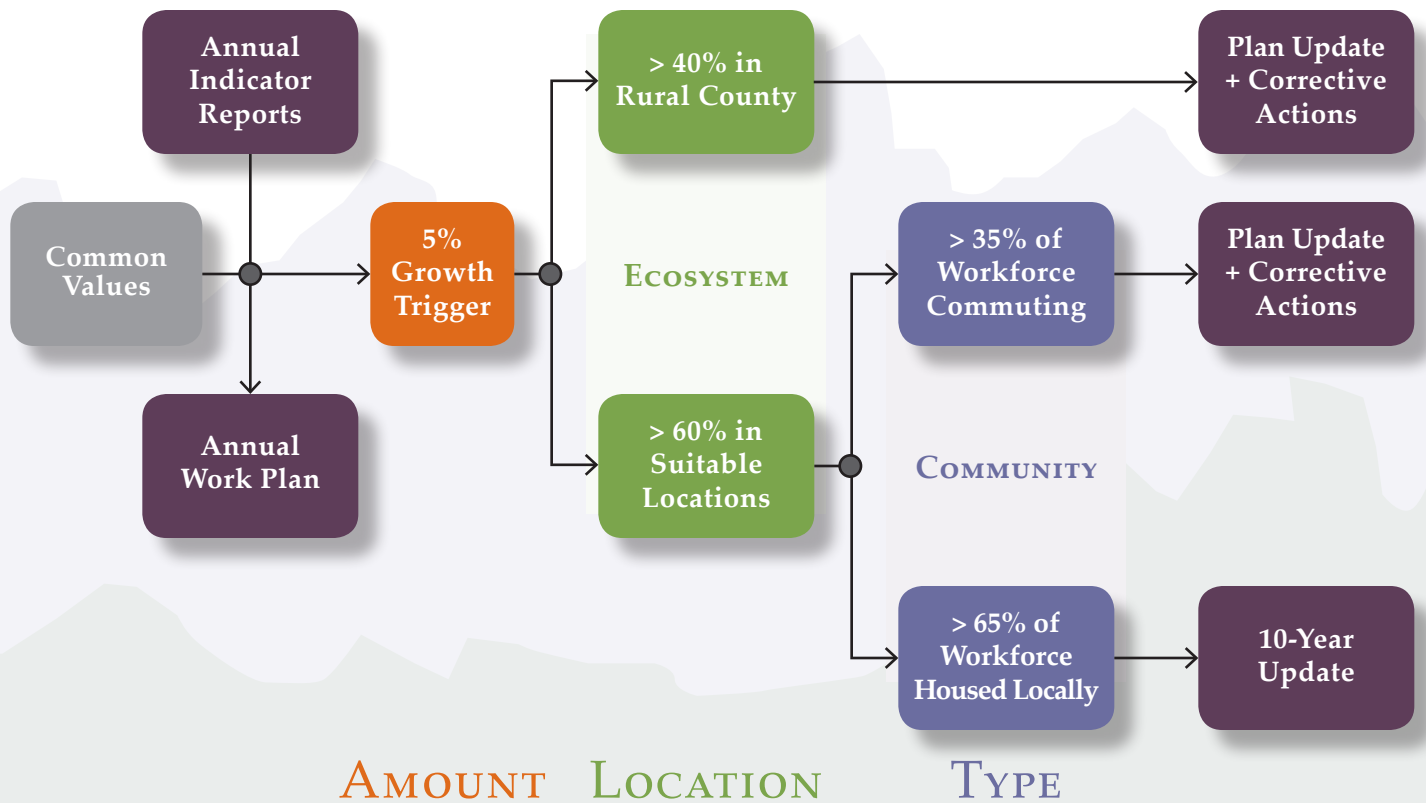
While community size will not more than roughly double compared to the amount of development that exists today, equally important as a community size is achieving the community's common values of ecosystem stewardship, managed growth and enhanced community character. Growing to our desired community size will not achieve our vision if it is not the desired type of growth and does not occur in the correct location.

Growth must contribute to achievement of the community's vision, and the Growth Management Program will define a process for decision makers to evaluate how and where growth is occurring and adjust course as necessary.

Annual indicator reports and work plans are not a part of the Growth Management Program directly, but work in conjunction with the Growth Management Program as illustrated below.







### Principle 9.1—Implement the Growth Management Program

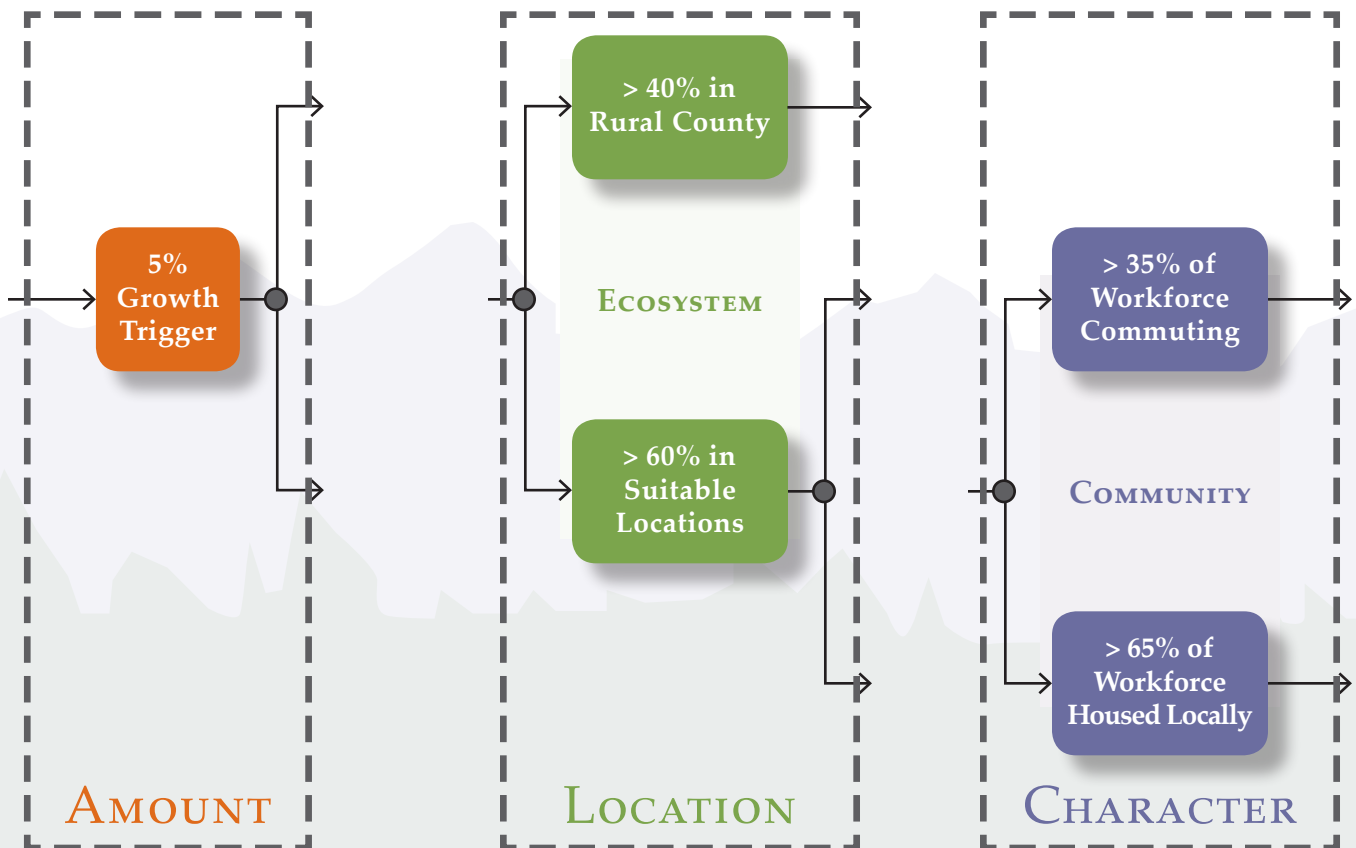
The Growth Management Program is made up of four parts: a trigger (amount of growth), two thresholds (location and type of growth), corrective actions and a 10-year regular update. When the Growth Management Program is triggered it means that the amount of growth that has occurred warrants review by the community and that decisive action must be taken if the thresholds of growth management are not being met. If we successfully meet the Growth Management Program thresholds we achieve our vision and move on to a regular 10-year Comprehensive Plan update.

#### Policy 9.1.a: Trigger the Growth Management Program at 5% growth

In addition to annual monitoring, a community check-in should occur once a defined amount of development has occurred. The Growth Management Program will be triggered once five percent growth in the number of residential units in the community has occurred. This allows a number of years for the Plan's implementation measures to take effect, but is soon enough to add, modify and refine the tools that will help achieve our desired future conditions. Residential units are used

instead of nonresidential floor area because they are developed at a more consistent annual rate. The year to year variability in the amount of nonresidential floor area developed would lead to less informative triggering of the Growth Management Program.

Over the past few years the Town and County have issued roughly 100 building permits combined for the construction of new units and the community currently contains roughly 10,000 dwelling units. Given these numbers, the Growth Management Program will be triggered in approximately 5 years.



Once the Growth Management Program is triggered, the community will go through a public process involving the Joint Town and County Planning Commissions and Joint Elected Officials to review the Growth Management Plan thresholds and analyze corrective actions as needed.

**Policy 9.1.b: Ensure growth occurs in suitable locations**

In addition to the amount of development, the location of development is essential to fulfilling the Plan's vision and the first two common values of ecosystem stewardship and growth management. Growth should be directed out of areas of sensitive wildlife habitat, habitat connections, scenic viewsheds and remote rural areas of the County and into suitable locations in the Town and County with existing infrastructure and services. Both ecosystem stewardship and achievement of desired community character depend upon directing growth into the most suitable locations.

The goal is to reverse the last decade's trend of primarily rural County development and redirect growth toward the Town and appropriate County locations.

The Growth Management Program threshold for achieving this direction is that at least 60% of residential growth should occur in suitable locations of the Town and County. If this threshold is not met, the growth management policies of this Plan must be amended and/or corrective actions must be taken. Residential growth is used as the trigger because nonresidential growth has already been effectively directed into complete neighborhoods.

**Policy 9.1.c: Ensure growth occurs to enhance character**

Amount and location of growth are not the only important factors. Just as important is the type of growth and ensuring that it is consistent with the third common value of community character. Setting a Growth Management Program threshold for workforce housing will not only encourage the appropriate type of housing development, but also address concerns about the amount of nonresidential growth by indicating the balance between employee generation that drives residential development and residential development that requires additional nonresidential development. The threshold of at least 65% of the total workforce living locally will help ensure that growth is occurring in a way that is generally consistent with our desired character. If this threshold is not met, the growth management and/or community character policies of this Plan must be amended and/or corrective actions must be taken.

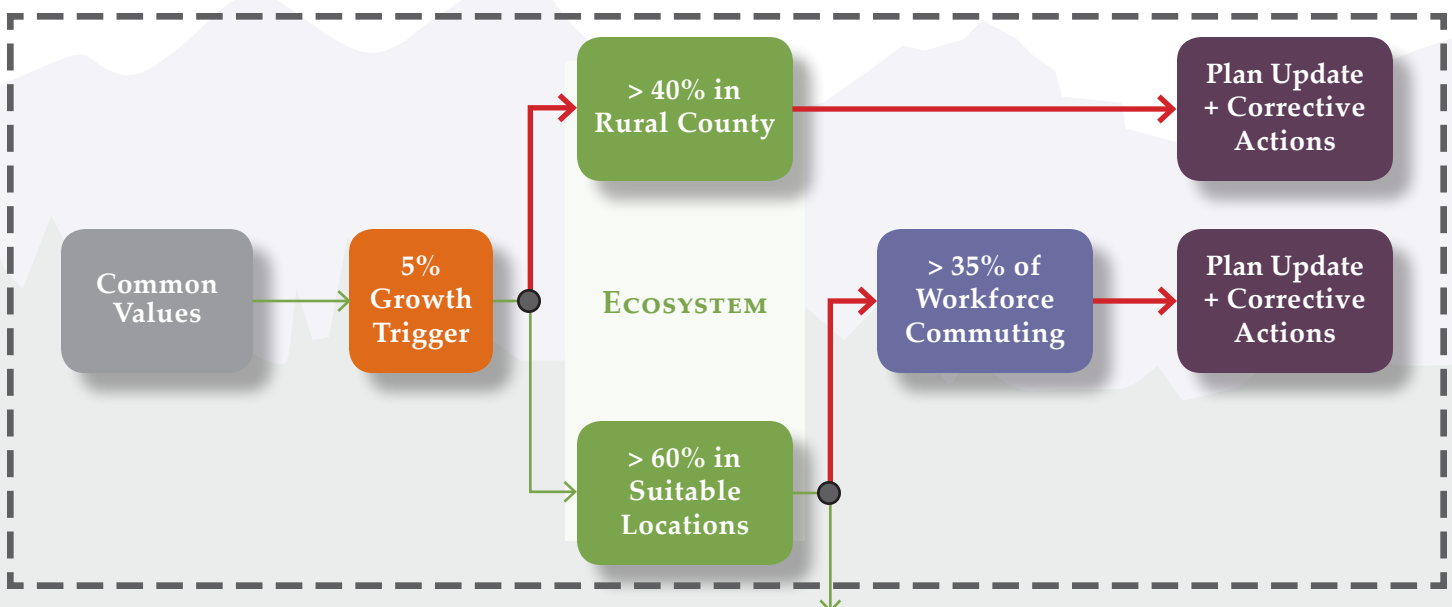


#### Policy 9.1.d: Take corrective action if thresholds are not met

If either of the two thresholds of the Growth Management Program are not met, corrective action will be taken. Corrective actions refine, add or remove tools and may include updating the policies of the Plan that are inadvertently impeding achievement of our vision. While corrective actions may not be the community's most desired strategies, they should ensure that the location and type thresholds of the community will be met if other strategies are not working. If corrective action is needed as a result of triggering the Growth Management Program, the community will engage in a public process to determine the appropriate corrective action and how it will be implemented. Possible corrective actions for the thresholds are listed as follows:

#### Sample Corrective Action

1. Existing Policy and Tool Refinements (PRD, PMD, building size, etc.)
2. New Policy and Tool Refinements (growth rate, density bank, etc.)
3. CIP and Work Plan Adjustmenets
4. Additional Funding Sources
5. New Partnerships and Agency Documents
6. New Areas of Transition
7. Catalysts Site Plans



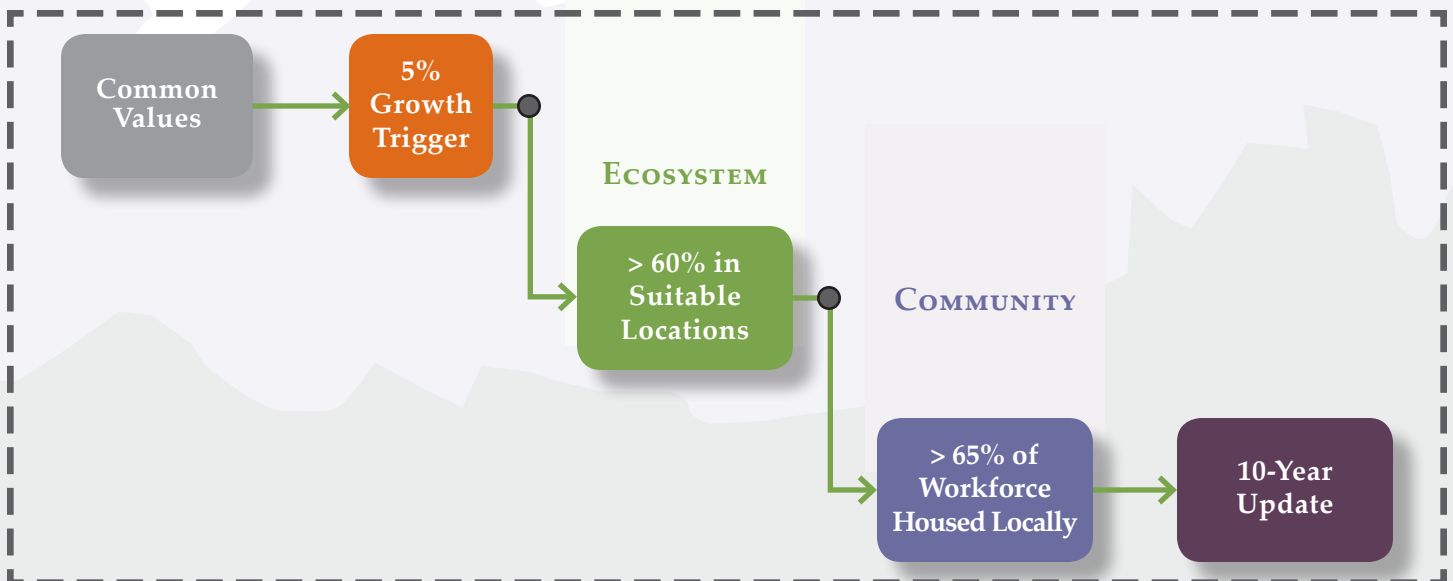


### Policy 9.1.e: Update the Plan after 10 years

The community will conduct a detailed community review of the Comprehensive Plan every ten (10) years. The Growth Management Program is not intended to eliminate the need for Comprehensive Plan updates. Its purpose is to ensure that we achieve the community's vision over the next 10 years so that we can better understand the implications of the implementation measures we took and engage in an informed and focused update to the Plan after 10 years.

The 10-year update should be a community effort to build on the lessons learned through the Growth Management Program and a decade of annual indicator reports to:

- Affirm or enhance the community's vision and common values;
- Evaluate and update the Growth Management Program; and
- Evaluate and update the community's policies related to implementing the vision.



## *Principle 9.2—Monitor and implement our vision annually*

Annual indicator reports are a continual reminder of our progress to achieve the common values goals of the community. Through annual indicator reports the community will understand how we are measuring up to the Plan's framework and have the information to proactively target annual work plans at meeting Growth Management Program thresholds and avoid early Plan updates from being required.

### **Policy 9.2.a: Monitor indicators annually**

If the thresholds of the Growth Management Program are the community's final exam, the indicator reports are the annual quizzes.

The indicators monitor not only the Growth Management Program thresholds but other measures of the amount, location and character of growth to better inform the community's implementation decisions on how best to achieve our vision.

Each spring the community will review the indicators listed below to inform budgets and set an implementation work plan that will ensure success when the Growth Management Program is triggered.

The following table lists the annual indicators, baselines for comparison, a goal for each indicator and how each indicator will be measured.

Indicators not listed below can be measured in the annual report as well; each indicator is or should be:

- relevant to the policies of the Plan;
- reliably accessible annually; and
- understandable to the community.



Annual Indicator	Baseline	Goal	Measurement Method
AMOUNT			
1. Buildout <ul style="list-style-type: none"> <li>Number of dwellings</li> <li>Non-residential (sf)</li> </ul>		Roughly Double	Town/ County
2. Growth by Type: <ul style="list-style-type: none"> <li>Dwelling Units</li> <li>Lodging Units</li> <li>Local Retail (sf)</li> <li>Visitor Retail (sf)</li> <li>Government/Civic (sf)</li> <li>NonProfit (sf)</li> <li>Private Office (sf)</li> </ul>		Monitor	Town/ County
3. Effective Population		Roughly Double	JHCA
4. Traffic Growth		Reduce	WYDOT/Town/County
5. Energy Load		Maintain	Lower Valley Energy
6. Annual Monitoring and Implementation		Complete	Town/County
LOCATION			
7. Rural vs. Complete Neighborhoods <ul style="list-style-type: none"> <li>by character district</li> </ul>		40/60	Town/ County
8. Permanently Conserved Land <ul style="list-style-type: none"> <li>Habitat</li> <li>Scenic</li> <li>Agricultural</li> </ul>		Increase	Town/ County
9. Redevelopment vs. New Construction <ul style="list-style-type: none"> <li>By character district</li> </ul>		Monitor	Town/ County
10. Wildlife Vehicle Collision		Decrease	JH Wildlife Foundation
TYPE			
11. Workforce Housing %		≥	TCHA
12. Affordability of Housing		Monitor	TCHA
13. Workforce Housing Stock		Monitor	TCHA
14. Jobs, Housing Balance		Monitor	Town/ County
15. Lodging Occupancy by Season		Increase	Chamber
16. Employment <ul style="list-style-type: none"> <li>By sector</li> </ul>		Monitor	State
17. Population served by START		Increase	START
18. % of Transportation Network “complete streets”		Increase	Pathways
19. Level of Service <ul style="list-style-type: none"> <li>By Service</li> </ul>		Monitor	Town/ County



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**Policy 9.2.b: Establish an implementation work plan annually**

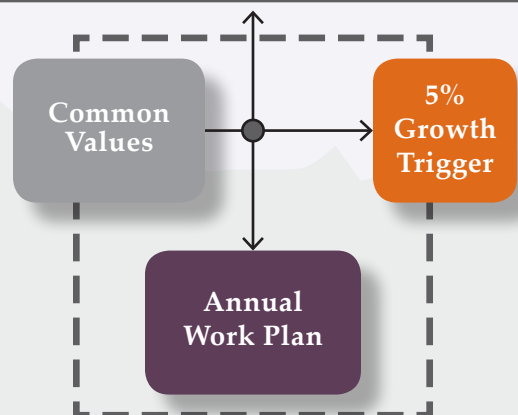
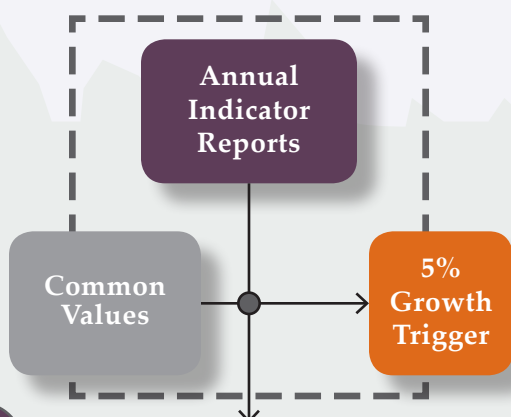
A work plan for implementing the community's vision will be established each year as part of the budget process. In setting the work plan the community will evaluate the work completed over the past year, review the annual indicators, and prioritize strategies for implementation based on how well the community is achieving our vision and which implementation measures are most needed.

The work plan will be composed of the strategies from the common values to be implemented the following year. The work plan may also include the implementation of corrective actions to avoid triggering of the Growth Management Program if the community believes it is appropriate. The resources required to implement the strategy will be considered, along with the parties responsible for implementing the strategy, the timeframe for implementing the strategy and the goal of the implementation. As strategies are completed and/or new best practices, technology and information become available, the work plan may include strategies that are not listed in the common values. However, every strategy in the work plan should be:

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

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

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



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## Section 10. Administration

Continuously improve upon the policies of the Comprehensive Plan

### What does this section address?

The purpose of this chapter is to address the implementation of the various components of the Plan consistently with one another with the overall goal of achieving the community vision. Specifically, this chapter addresses

- Applicability of the Comprehensive Plan;
- Who is responsible for implementing the Comprehensive Plan; and

How the community will respond to changing conditions.

### Why is this section addressed?

This Plan is designed to be a dynamic document. This chapter provides the means by which this Plan can remain current and consistently implemented. Although our community vision has not significantly changed over the past thirty years, the circumstances within which we implement the vision are in continual fluctuation. We cannot entirely anticipate future environmental, social and economic challenges. Therefore, while the community remains consistent in our vision, our implementation strategies must be dynamic. This chapter provides a structure for analyzing and responding to contemporary challenges without threatening the viability and attainment of the community vision.

Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review of its strategies. Through this Administration Chapter, the community commits to a proactive, honest and consistent analysis of the strategies, actions, and programs intended to realize the community vision.





This Plan is made up of four parts:

1. Our Community Vision is the community's description of what we value and what we want to be in the future.
2. Our Common Values each contain a number of sections, principles, policies, and strategies intended to guide achievement of our vision.
3. Achieving Our Vision is composed of the Growth Management Program and annual indicators and work plan to ensure achievement of our vision; as well as this Administration chapter.
4. Illustration of Our Vision is the Character Districts, which provide more specific direction in implementing our vision in specific geographic areas.

## Applicability of the Comprehensive Plan

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

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

## Who is responsible for implement the Comprehensive Plan?

Implementation of the Comprehensive Plan is the responsibility of the entire community. Elected officials, Town and County Planning Departments, and other government and non-government organizations all have specific roles. The participation of the community is equally important to the success of the Comprehensive Plan, as all decisions ultimately affect the community's ability to conserve natural resources and manage growth. Therefore, it is essential that the community remains invested in the successful implementation of this Plan.

### *The Community*

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

- Make day-to-day decisions that are consistent with the policies of the Comprehensive Plan. Each member of the community is responsible for shifting his/her mode of travel, minimizing wildlife impacts, reducing resource consumption, finding workforce housing solutions, and supporting local businesses. If community members do not take responsibility for the implementation of this Plan, and encourage their peers to do the same, we will not achieve our community vision.
- Stay involved in local government and monitor the decisions of elected officials, Planning Directors and other governmental and quasi-governmental agencies. The citizens of Jackson/Teton County must stay involved in comprehensive planning efforts. Where government and other organizations are falling short in the implementation of this Plan, the community will hold them accountable and take additional action where needed.

### *Town and County Planning Departments*

The Town of Jackson and Teton County Planning Departments will administer this Plan. Planning Staff is responsible for:

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

### *Elected Officials*

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

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

### *Governmental and Non-Governmental Agencies and Organizations*

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



## How the community will respond to changing conditions

This Plan is intended to be a dynamic document and may need to be amended and updated as community conditions change. Amendments may include policy enhancements within the Common Values to better achieve the community's vision; or enhancement of the Character Districts (Illustration of Our Vision) to more effectively implement the land use policies of this Plan. Such amendments can be proposed by:

- the Town or County Planning Director;
- the Town or County Planning Commission;
- the Town Council, the Board of County Commissioners; or
- any member of the public.

Proposed amendments to the Comprehensive Plan will be reviewed annually. Regardless of when they are proposed, they will be reviewed by the Joint Planning Commission and then jointly by the Town Council and Board of County Commissioners at the same annual meetings where the annual indicator report is reviewed and the implementation work plan for the following year is set. This promotes comprehensive review of proposed amendments with indicators of achievement of our vision and the work plan for better achieving our vision. These amendments will be reviewed and adopted by the following process.

1. Application for an amendment by an authorized party.
2. Review of the application by Town and County Planning staff with a recommendation to the Joint Planning Commission.
3. Public hearing before the Joint Planning Commission regarding the application with Joint Planning Commission recommendation to the elected officials.
4. Public hearing of application before the joint Town Council and Board of County Commissioners.
5. Joint approval, approval with conditions, or denial of the application.





### *Amending Our Common Values*

Amendments to the principles and policies that make up our common values will be periodically necessary to respond to changing community conditions and better implement the community vision. To approve an application to amend our common values, the Town Council and Board of County Commissioners will find that it:

- Better implements the community vision.
- Is consistent with the other Policies and Strategies of this Plan.
- Responds to indications that at least one of the following situations exists:
  - The policies of this Plan are not being implemented.
  - The community's characteristics have substantially changed, warranting a revision to the Plan's policies directly related to the change in characteristics.
  - The values and priorities of the community have changed.

### *Amending the Illustration of Our Vision*

Character District (Illustration of Our Vision) amendments may be periodically necessary to better implement the policies of the Comprehensive Plan in certain areas and to respond to policy amendments. The Character Districts are a site-specific articulation and refinement of the community's long-term vision. They will be evaluated and amended independent of specific development applications to ensure that changes to the Character Districts focus solely on best achieving the community Vision. To approve an application to amend the Illustration of Our Vision, the Town Council and Board of County Commissioners will find that it:

- Better implements the community vision.
- Is consistent with the Principles and Policies expressed in the Comprehensive Plan at a community-wide level.
- Is consistent with the overall desired character of the district in which it occurs.
- Is a response to at least one of the following:
  - The policies of the Comprehensive Plan are not being implemented by the current Character District.
  - The community's characteristics have substantially changed, warranting a revision to the Character District directly related to the change in characteristics.
  - The values and priorities of the community have changed, warranting a Character District revision.

