

# Managed Growth: Common Value 2







## Why is Managed Growth a Common Value?

Effective growth management is essential to protecting our surrounding ecosystem and reinforcing our community's character. Our three common values are mutually supportive, so the community must work to enhance our built environment into desirable places for residents, businesses, and visitors that also protect wildlife habitat, habitat connections, scenery and open space. If the most ecologically suitable places for development are also the most desirable places to live, our ecosystem and community character will both benefit. Managing growth means proactively planning for what we want – rural open spaces and high quality, desirable complete neighborhoods. The Plan identifies a range of land use patterns, from rural to urban, to assist the community in visualizing how we will implement our Common Values over time. These land use patterns vary by the ratio and level of intensity of their natural, built and social components. Growth management will ensure that the heart of the community – the Town of Jackson – will continue to be the community's housing, employment, social, and civic center. By directing the majority of growth into areas of existing infrastructure and services, which comprise less than 5% of private land, we can preserve open spaces of ecological and scenic value while also allowing for enhanced housing, economic development, social, and civic opportunities. Our community realizes the importance of growth management in achieving our value of ecosystem stewardship in harmony with our desired community character.

## How are we going to achieve Managed Growth?

### *Section 3. Responsible Growth Management*

- Direct growth out of habitat, scenery and open space (Principle 3.1)
- Enhance suitable locations into complete neighborhoods (Principle 3.2)
- Manage growth predictably and cooperatively (Principle 3.3)
- Limit development in naturally hazardous areas (Principle 3.4)
- Manage local growth with a regional perspective (Principle 3.5)

### *Section 4. Town as Heart – The Central Complete Neighborhood*

- Maintain Town as the central complete neighborhood (Principle 4.1)
- Promote vibrant, walkable mixed use districts (Principle 4.2)
- Develop desirable residential areas (Principle 4.3)
- Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable complete neighborhood (Principle 4.4)
- Preserve historic structures and sites (Principle 4.5)



## Section 3. Responsible Growth Management

Direct future growth into a series of connected, complete neighborhoods in order to preserve critical habitat, scenery and open space.

What does this section address?

*Principle 3.1 – Direct growth out of habitat, scenery, and open space*

*Principle 3.2 – Enhance suitable locations into complete neighborhoods*

*Principle 3.3 – Manage growth predictably and cooperatively*

*Principle 3.4 – Limit development in naturally hazardous areas*

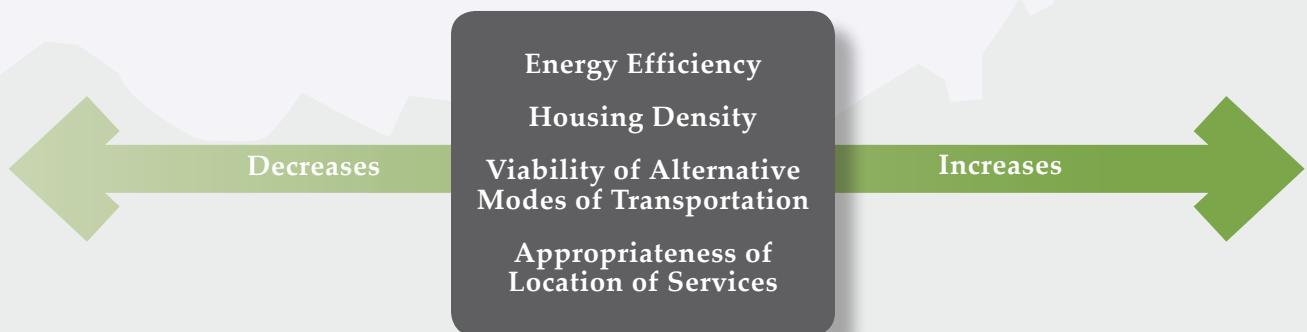
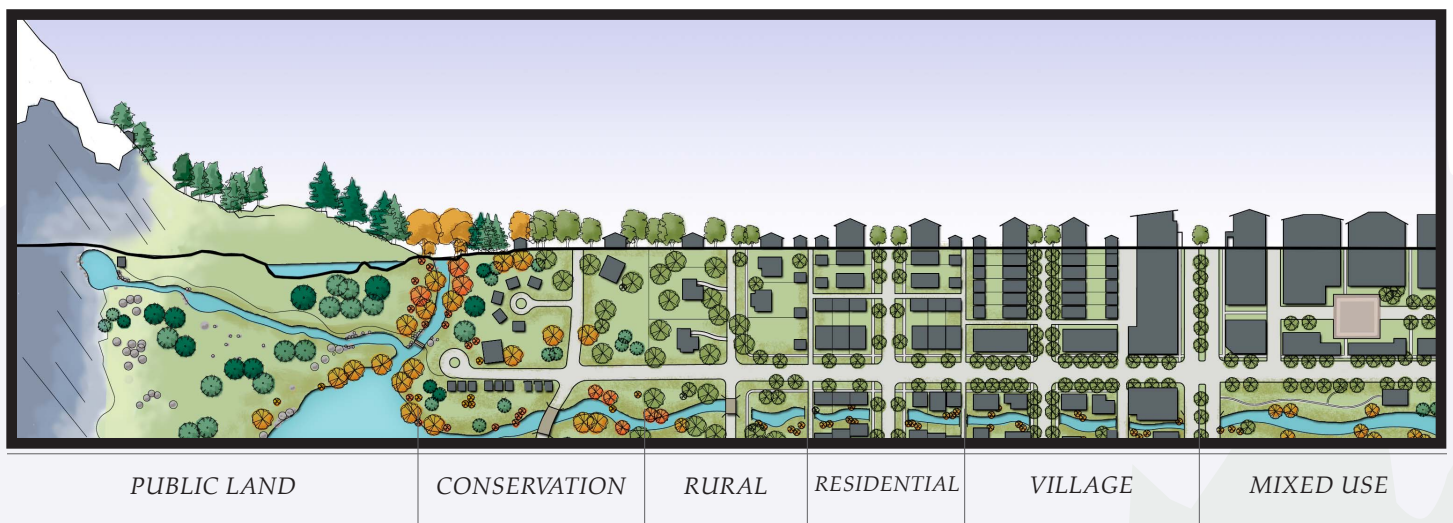
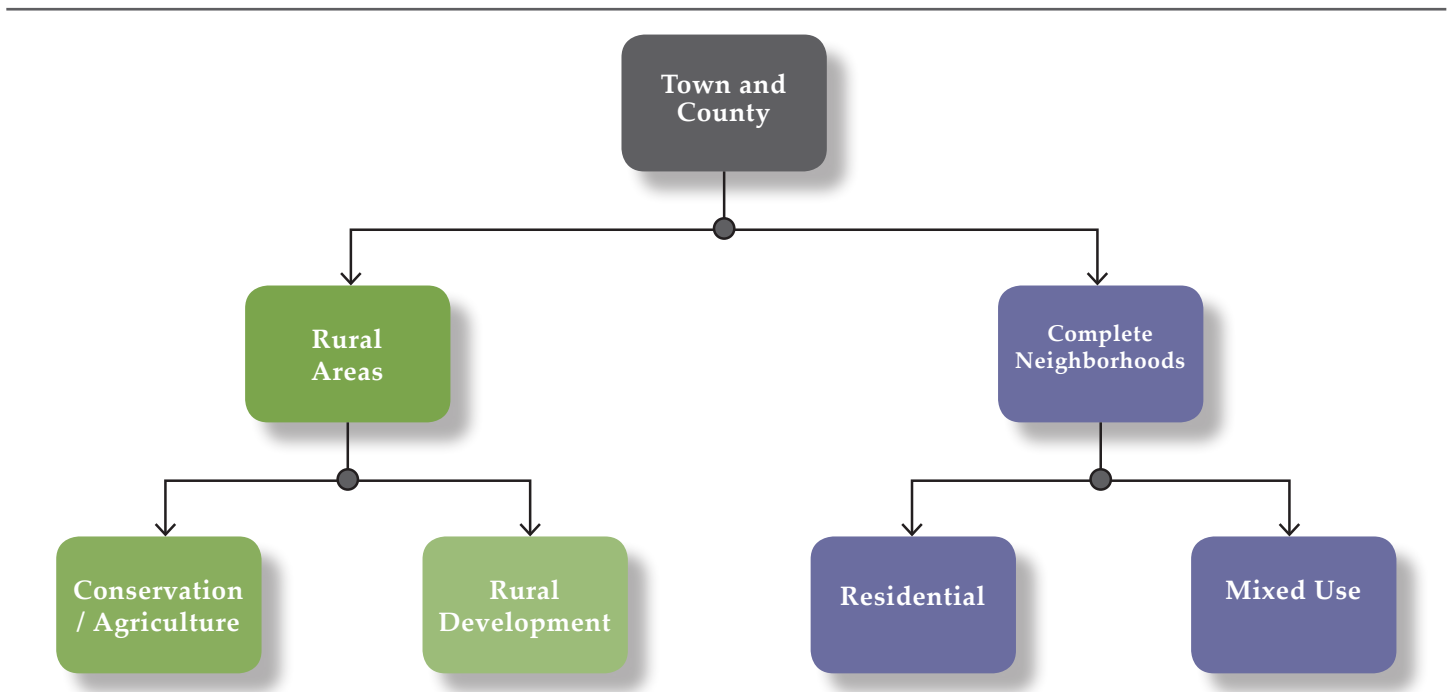
*Principle 3.5 – Manage local growth with a regional perspective*

Why is this section addressed?

Effective growth management is essential to protecting the ecosystem in which we live from the impacts of development, as well as enhancing our built environment and our community's character. Our existing physical character represents a continuum of growth management strategies and level of development, from millions of acres of National Park, National Forest, and a National Elk Refuge where growth is essentially prohibited to downtown Jackson where vitality, occupancy, and use is encouraged and valued. Managing growth means proactively planning for what we want on both ends of the spectrum – rural open spaces and high-quality, desirable complete neighborhoods. If we can manage growth so that the most ecologically suitable places for development are also the most desirable places to live, our ecosystem and community character will both benefit.









## complete neighborhoods provide:

- defined character and high-quality design;
- public utilities (water, sewer, and storm sewer);
- quality public spaces;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.



## rural areas provide:

- viable wildlife habitat and connections between wildlife habitat
- natural scenic vistas
- agricultural and undeveloped open space
- abundance of landscape over built form
- limited, detached single family residential development
- minimal additional nonresidential development





Supporting the preservation efforts of our neighboring federal land managers and minimizing development in the undeveloped rural areas of the County will protect the ecologic and scenic value of these areas. From a character perspective, maintaining these scenic viewsheds, natural resources, wildlife habitat and open spaces preserves our daily connection with the surrounding natural environment and our western, rural heritage, regardless of where in the community we live. Over the past 15 years, the community has successfully limited growth in these sensitive areas on a project-by-project basis, but we must continue our efforts and broaden our growth management policies to better address conservation on a communitywide scale.

Identifying specific areas for existing and future complete neighborhoods will enhance our community character and relieve development pressure in areas we wish to preserve. Concentrating development in locations of existing services and infrastructure while defining desired character, adding amenities within walking distance, and providing a variety of housing types will reinforce and enhance the character of the already built environment that our community members value. Complete neighborhoods have more economic stability, support alternative modes of transportation, allow for more efficient delivery of high-quality services, and are more energy efficient. Making complete neighborhoods more desirable and directing development into those areas will make it less likely for developers to pursue development in inappropriate areas where wildlife, scenery and open space protection is the priority.

Our growth management policies link our ecosystem stewardship and community character policies and allow us to illustrate our vision through the character districts. By defining our growth management goals, we can identify areas of stability and transition, and then describe the desired natural and built character of transition areas. This will provide predictability for neighbors, landowners and developers.

Setting goals for growth management is only the first step. As detailed in the Achieving Our Vision chapter, the community must monitor development and adapt as necessary to ensure we are achieving our desired community character and resource conservation goals. The Town and County must continue to work cooperatively with each other and with neighboring jurisdictions in these efforts. The vision of the community extends beyond jurisdictional boundaries, and so too must our implementation strategies if we wish to comprehensively address ecosystem stewardship, growth management, and community character at a communitywide level.



### *Principle 3.1—Direct growth out of habitat, scenery and open space*

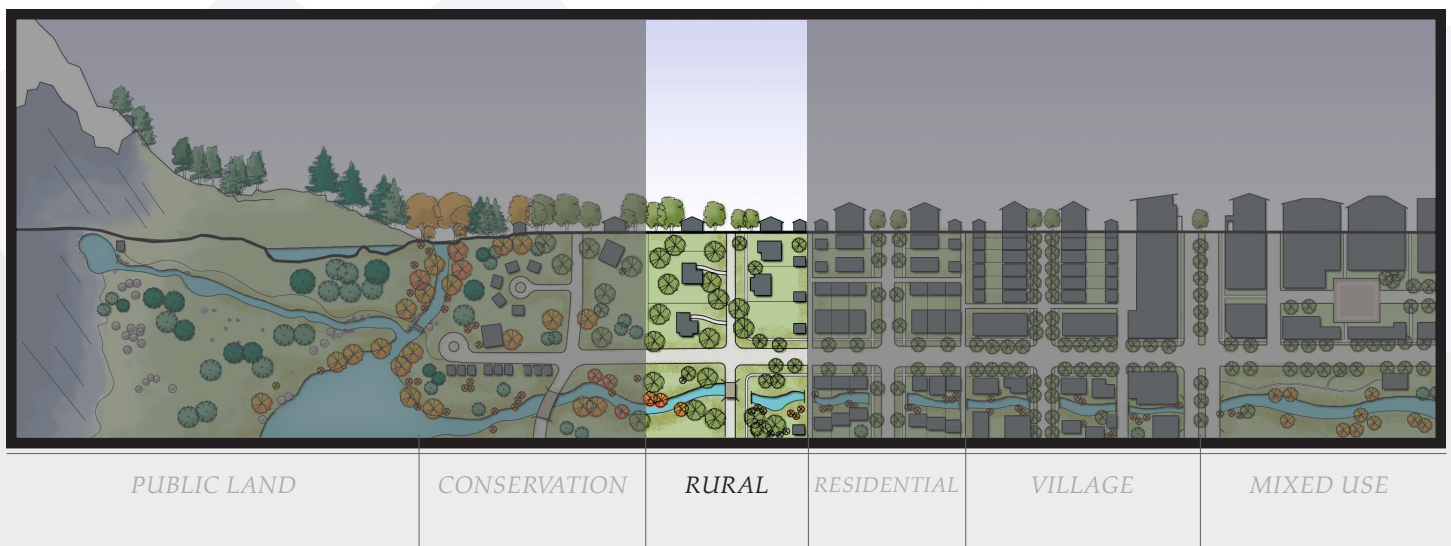
Areas of wildlife habitat, habitat connections, scenic viewsheds and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem stewardship remains the overarching vision of the community and a primary goal for these areas. Growth should instead be directed toward areas of existing infrastructure and services suitable for development of complete neighborhoods. Development that does occur outside of complete neighborhoods should be limited and rural in character.

#### **Policy 3.1.a: Reduce development potential in the rural County**

Ecosystem stewardship should extend beyond protecting resources on individual lots to managing growth on a communitywide scale. The County will reduce allowable development in areas of wildlife habitat, habitat connections and scenic viewsheds to protect the overall health of the ecosystem. While development potential may increase in complete neighborhoods, it is a goal of the community to limit future development to approximately double the amount of development that exists in the community today.

#### **Policy 3.1.b: Direct development toward suitable areas for complete neighborhoods**

To achieve the community's common value of ecosystem stewardship, development should be directed toward areas in the Town and County where most of the infrastructure and services that define complete neighborhoods already exist. Tools will be explored to transfer development potential from areas of ecological significance to areas suitable for enhancement into complete neighborhoods. The boundaries of complete neighborhoods are identified in the Illustration of Our Vision chapter to ensure that development of these areas does not sprawl into areas the community is trying to protect. Whether through transfer or other tools, development of complete neighborhoods is preferable to development in the rural County.





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**Policy 3.1.c: Maintain rural character outside of complete neighborhoods**

Outside of existing and future complete neighborhoods, it is the community's goal to maintain our historic western, rural character. In the County, rural character is defined by limited development, actively stewarded agricultural land, and a high ratio of natural to built environment. In order to maintain this character, the County will continue to promote non-development conservation, encourage active agricultural stewardship, limit building size and require a dominance of landscape over the built environment.

**Policy 3.1.d: Cluster nonresidential development in existing locations**

Nonresidential development should be clustered in complete neighborhoods and Planned Resorts where nonresidential character already exists. Centrally locating resort, commercial, and public/semi-public development preserves wildlife habitat, habitat connections, scenic viewsheds, rural character and the viability of complete neighborhoods. No new planned resorts should be created, and existing resorts should be limited to their existing footprint. Existing County nonresidential uses outside of complete neighborhoods will be encouraged to redevelop in a manner that is more consistent with rural character. The possible exception to this would be the location of additional light industry opportunities that respect wildlife, natural and scenic resources and neighborhood character goals.



### ***Principle 3.2 – Enhance suitable locations into complete neighborhoods***

Development, infill and redevelopment should be located primarily in areas of existing infrastructure and services in order to enhance such suitable areas into complete neighborhoods that include:

- defined character and quality design;
- public utilities (water, sewer, and storm sewer);
- quality public space;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.

The degree of mobility, amenities and development intensity of these complete neighborhoods will increase from County to Town. The next section of the Plan, “Town as the Heart of the Region: The Central Complete Neighborhood,” details how the Town of Jackson will be enhanced into the community’s primary complete neighborhood.

#### **Policy 3.2.a: Enhance the quality, desirability, and integrity of complete neighborhoods**

A primary goal of the community is to enhance suitable existing neighborhoods by promoting their development into complete neighborhoods. Not all residential areas are suitable for all or any components of a complete neighborhood. In areas where few of the components exist, the existing residential character should be enhanced with a focus on rural character and conservation. Existing stable complete neighborhoods may be enhanced by infill that reaffirms the existing development pattern and includes additional amenities, making the most appropriate places for development more enjoyable places to live. Areas of transition within complete neighborhoods may be appropriate for redevelopment or new development designed to achieve a desired character.

#### **Policy 3.2.b: Locate nonresidential development to complete neighborhoods**

Complete neighborhoods are the most appropriate locations for nonresidential development. Nonresidential development in proximity to residences and lodging promotes pedestrian vitality, which has ecological, social and economic benefits. Complete neighborhoods should contain locally-oriented nonresidential uses such as restaurants, convenience retail, childcare, schools, and other

services oriented toward neighborhood residents. Complete neighborhoods with lodging may also include visitor-oriented commercial development that encourages a vibrant, year-round, pedestrian character. Nonresidential areas within complete neighborhoods should incorporate a vertical and/or horizontal mix of nonresidential and residential uses that promote active pedestrian use of the ground floor (such as retail), with allowances for flexible residential or nonresidential use of upper floors.

#### **Policy 3.2.c: Limit lodging to defined areas**

Lodging and short-term rental use will continue to be limited to areas within a Lodging Overlay and existing Planned Resort in Town, and the existing County Planned Resorts and Planned Unit Developments where it is entitled. The potential for lodging and short-term rental development is important to the community’s tourism economy, but it is not appropriate throughout the Town and County. Concentration of lodging locates short-term accommodations in areas where guests can access visitor-oriented amenities without a vehicle, while protecting the remainder of the community from expansion of tourist-related amenities.







**Policy 3.2.d: Emphasize a variety of housing types**

Complete neighborhoods will include a variety of housing types with a variety of ownership opportunities, consistent with the desired character for the neighborhood. The areas suitable for complete neighborhoods already have the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining a diversity of housing types and styles (single family homes, duplexes, condos, small lots, small units, lofts and apartments), including deed-restricted housing of all types, is an important component of creating complete neighborhoods and meeting our community’s housing goal.

**Policy 3.2.e: Promote quality public spaces in complete neighborhoods**

Public spaces are the building blocks of vital complete neighborhoods. The Town and County will promote public spaces and civic facilities that are interesting, memorable, and reinforce the desired sense of community within complete neighborhoods. Integrating fine arts professionals in the design of projects will be encouraged in order to create unique and visually engaging public spaces—including sidewalks and walkways, parks, outdoor squares, landscaped areas and public art.

**Policy 3.2.f: Enhance natural features in the built environment**

Natural amenities within complete neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, Cache Creek, and Fish Creek are examples of important natural features that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within a complete neighborhood and connect them to adjacent federally-managed lands such as the Bridger-Teton National Forest. The Town and County will explore opportunities to enhance natural amenities within complete neighborhoods while preserving their ecological function.



### ***Principle 3.3—Manage growth predictably and cooperatively***

This Plan articulates and illustrates a clear vision for the future. However, just as important is predictable, accountable and measurable implementation of our common values. The cornerstone of this Plan is continued, coordinated monitoring and adaptation by the Town and County to effectively implement the policies of this Plan. The vision of the community continues to extend beyond political boundaries, so achieving our vision will continue to be more important than the jurisdiction in which it is achieved.

#### **Policy 3.3.a: Achieve our Vision through a coordinated Growth Management Program**

The Town and County commit to a coordinated Growth Management Program that ensures measurability and accountability in Plan implementation. Teton County and the Town of Jackson are two jurisdictions with a single vision. Achieving the community vision requires ongoing, coordinated monitoring and adaptation to achieve our common values:

- ecosystem stewardship;
- growth management; and
- community character.

The Growth Management Program relates the policies of our common values to the community vision through indicators, strategies, review thresholds and corrective actions. The specifics of the Growth Management Program, implementation responsibilities and administration details are defined in the Achieving Our Vision section of the Plan.

#### **Policy 3.3.b: Illustrate growth management through the character districts**

The character districts that comprise the Illustration of Our Vision chapter of this Plan describe the character of each area of the community that will allow for achievement of the community's common values. Areas will be grouped into character districts based upon shared characteristics that relate to the community's common values. Within each character district, areas of stability and areas of transition are identified and the desired future characteristics of the district are depicted and described. Future land development regulations and decisions will be based on preserving stable areas and achieving the desired level of conservation or development in areas of transition, as described in the character districts.





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**Policy 3.3.c: Provide predictability in land use decisions**

The community desires predictability in the future land use decisions that will implement this Plan. The most predictable way to achieve our vision is by allowing and/or requiring the type of development that is desired as a base right. Where incentives are required to achieve desired character, they should be performance-based. Performance-based incentives should be limited and have clearly defined intended public benefits and ties to indicators to evaluate effectiveness. While discretionary land use tools provide additional flexibility, they do not provide predictability and are not appropriate for managing growth and development in the community.

**Policy 3.3.d: Develop neighborhood plans**

Focused neighborhood plans may be developed where additional detail is necessary to implement design guidelines regulations in a specific area. The Character Districts generally illustrate the desired character for areas of the Town and County, but there may be instances where implementation of certain strategies requires a more detailed, design oriented planning process for a specific area within a Character District.

**Policy 3.3.e: Make land use decisions based on Plan policies**

This Plan's comprehensive series of ecosystem stewardship, growth management and community character policies make up the common values of the community's vision, and should therefore form the basis of future land use decisions. While sales tax is a major revenue source for the Town and County, and these funds are distributed on a per capita basis, local land use planning will be based on the policies of this Plan rather than revenue share or other fiscal considerations.



### ***Principle 3.4—Limit development in naturally hazardous areas***

Development in hazardous areas threatens the health, safety and welfare of human inhabitants. Steep slopes, poor soils, avalanche chutes, floodplains, dense forests and areas along fault lines offer unique opportunities for interaction with the environment, but when natural events do occur in these areas the results can be disastrous.

#### **Policy 3.4.a: Protect development against flooding**

Flooding can cause serious damage to property and threaten public safety. Development in the 100-year floodplain and floodway will only occur in compliance with the Teton County Floodplain Management Resolution to minimize risks to human safety and structures.

#### **Policy 3.4.b: Protect development against avalanches and landslides**

An avalanche can easily displace a building or trap occupants inside. Development within 100-year avalanche paths will be limited. Where development does occur within an avalanche path, mitigation measures will be installed. Recent storm events have also shown the destructive power of landslides. Development in potential landslide paths will be avoided or mitigated.

#### **Policy 3.4.c: Prohibit development on steep slopes**

Development on steep slopes decreases the stability of the slopes, which can lead to erosion and landslides. In addition, the level of disturbance required to develop on steep slopes has a disproportionate impact on natural resources. Slope development also poses difficulties for emergency access. The Town and County will prohibit new development on natural slopes greater than 25%. Development on lesser slopes will be required to employ best management practices for slope stabilization, erosion control and stormwater management. Impacts will be reduced by minimizing disturbance and adapting development to fit the topography, rather than modifying the topography to accommodate development.

#### **Policy 3.4.d: Limit development on poor soils**

Development on poor soils threatens the integrity of structures, encourages erosion and landslides and may cause groundwater contamination if septic systems are used in such areas. Development on poor soils will be avoided.

#### **Policy 3.4.e: Protect development against seismic activity**

The community is located in a seismically active area. To protect human safety, buildings and infrastructure, strict adherence to building code recommendations for potential seismic events will continue.

#### **Policy 3.4.f: Protect development against wildfire**

Surrounded by National Forest lands, private lands throughout the community are susceptible to wildfires. The mapped Wildland Urban Interface will continue to be updated and refined, and development in such areas will be required to mitigate for wildfire hazard.





### *Principle 3.5—Manage local growth with a regional perspective*

A regional perspective is essential to growth management that respects our ecosystem (CV-1). Decisions made locally have impacts on wildlife, natural and scenic resources, climate, energy consumption, growth and character throughout the greater region. Successful growth management (CV-2) will require continued cooperation, awareness and coordination with neighboring communities and Federal and State agencies.

#### **Policy 3.5.a: Cooperate with regional communities and agencies to implement this Plan**

The ability of the community to achieve the priorities of this Plan specifically related to wildlife stewardship, transportation issues and workforce housing are intertwined with our ability to cooperate and communicate with neighboring communities and State and Federal agencies. The Town and County will continue to coordinate with neighboring communities and land managers to implement the framework of this Plan, identify shared interests and available resources and address issues affecting the entire ecosystem.

#### **Policy 3.5.b: Strive not to export impacts to other jurisdictions in the region**

The Town and County will remain conscious of the impacts of all land use decisions on the greater region and ecosystem. It is not the goal of the community to overextend our resources or jurisdiction into adjacent communities or State and Federally managed lands. The Town and County will work with neighboring jurisdictions and State and Federal agencies to develop common goals related to growth, work toward solutions, and identify resources that can benefit all parties. We will lead by example through planning that considers the entire region.

#### **Policy 3.5.c: Maintain control over our own community vision**

In attempting to realize our vision, the community recognizes that exporting solutions to our issues not only burdens other communities but makes us more reliant on them. Decisions in this community should be based on the policies of this Plan. It is not our goal to review all projects based on the goals of adjacent communities and agencies, and we want to retain our ability to act independently. We will work to find mutually beneficial solutions for all communities and agencies in the region, but the Town and County will also ensure that we are not dependent on other communities in meeting our community's vision.



# Strategies

The community will undertake the following strategies in initial implementation of the policies of this common value. This list is only a starting point, and not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually as described in Policy 9.2.b.

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## *Strategies to direct growth out of habitat, scenery, and open space (Principle 3.1)*

- 3.1.S.1:** Evaluate and update land development regulations outside of complete neighborhoods to reduce development potential and to better protect rural character.
- 3.1.S.2:** Explore tools for transferring development potential from areas of ecological significance to complete neighborhoods in the Town and County.
- 3.1.S.3:** Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses outside of complete neighborhoods.
- 3.1.S.4:** Identify areas and update land development regulations to create additional light industrial opportunities consistent with the Character Districts.
- 3.1.S.5:** Explore growth boundaries and associated expansion regulations and criteria for complete neighborhoods in the Town and County.

## *Strategies to enhance suitable locations into complete neighborhoods (Principle 3.2)*

- 3.2.S.1:** Update zoning and land development regulations within complete neighborhoods to achieve the desired character for complete neighborhoods as established in Character Districts.
- 3.2.S.2:** Identify locations for locally-oriented and visitor-oriented nonresidential uses within complete neighborhoods, based on Character Districts.
- 3.2.S.3:** Update land development regulations for nonresidential areas within complete neighborhoods to encourage ground floor vitality and flexible upper floor mixed-use.
- 3.2.S.4:** Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round complete neighborhood that includes more locally-oriented nonresidential uses.
- 3.2.S.5:** Evaluate and update regulations in complete neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.6:** Evaluate and update design regulations to encourage quality public space.
- 3.2.S.7:** Coordinate with a public art task force to write a public art plan for the community.
- 3.2.S.8:** Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within complete neighborhoods.





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### *Strategies to manage growth predictably and cooperatively (Principle 3.3)*

- 3.3.S.1:** Consider a joint Town and County staff person to execute the Growth Management Program and otherwise implement the Comprehensive Plan.
- 3.3.S.2:** Evaluate and update base allowances to predictably allow development that is consistent with our vision.
- 3.3.S.3:** Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited and more consistent with base allowances.
- 3.3.S.4:** Develop neighborhood plans for specific areas within Character Districts as necessary.

### *Strategies to limit development in naturally hazardous areas (Principle 3.4)*

- 3.4.S.1:** Study and map avalanche and landslide areas. Update and refine Urban Wildlife Interface and steep slopes maps.
- 3.4.S.2:** Evaluate and update development regulations for naturally hazardous areas based on mapping.

### *Strategies to manage local growth with a regional perspective (Principle 3.5)*

- 3.5.S.1:** Coordinate with adjacent jurisdictions to better understand the impacts of local decisions and mutually beneficial solutions on the regional ecosystem.



## Section 4. Town as the Heart of the Region - The Central Complete Neighborhood

The Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities.

What does this section address:

*Principle 4.1 - Maintain Town as the central complete neighborhood*

*Principle 4.2 - Promote vibrant, walkable mixed use districts*

*Principle 4.3 - Develop desirable residential neighborhoods*

*Principle 4.4 - Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable complete neighborhood*

*Principle 4.5 - Preserve historic structures and sites*

Why is this section addressed?

The Town of Jackson is the community's largest and most complete neighborhood – making it our central complete neighborhood and our “Heart”. Town already contains all of the components of a complete neighborhood:

- defined character and quality design;
- public utilities (water, sewer, and storm sewer);
- quality public space;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.

Town offers public water, sewer and storm water services. It has quality public spaces and parks throughout. Town has the widest variety of housing types and the highest concentration of population in the community – with 45% of the community's population living on only 2.5% of the private land. It is the central location for most of our commercial, government, cultural and civic services and facilities, providing employment and amenities in proximity to residences. It also has the most developed and widely used alternative transportation system in the community. All of these existing features offer the opportunity to enhance the Town of Jackson into the







most desirable and central location for the community to live, work and play; preserving areas more critical to ecosystem health from development pressure.

To make Town a higher functioning, complete neighborhood, it will be important to define how the different areas of Town can relate to and support one another. All areas of Town will continue to be served by public utilities. While enhancement of public spaces and connection by complete streets is also needed in all areas of Town, providing these amenities may require different approaches for different areas within Town. In areas of more intense development, public spaces and alternate modes of transportation must be more closely incorporated and designed as part of the built form. In areas of less development, public spaces and a complete transportation network can be provided separately from the built environment.

Not all components of a complete neighborhood can, should, or need to be provided in every area of Town for it to function as the community's central complete neighborhood. For example, in providing a variety of housing options and a balance of services and employment opportunities, different areas of Town can support each other to achieve the community's complete neighborhood goals without negatively affecting character. An area focused on concentrating commercial and other nonresidential development will provide more vibrancy and additional pedestrian services to the community's residents and visitors. While housing should be incorporated into areas of nonresidential development, it does not have

to be the focus, as a variety of housing types can be provided in adjacent areas where residential development is the priority.

Likewise, a variety of housing is essential to a complete neighborhood, but housing types do not need to be spread evenly throughout Town. If the community is going to enhance the integrity and charm of existing neighborhoods and make them more desirable places to live, different housing types will be more appropriate in some areas of Town than in others. Denser housing types will be more consistent with the physical character of mixed use districts and transitional areas. Further away from mixed use districts, less dense housing types and locally-oriented services can be provided to enhance the completeness of neighborhoods. In sum, Town will have a variety of housing types and amenities within walking distance, even though each area will not contain all housing types, services and amenities.

To ensure that Town remains the central complete neighborhood of the community, character definition must be addressed. Town is not identified by one defined character; individual areas within Town have different characters that contribute to the overall complete neighborhood. Each area needs to have a defined character that supports the functional relationship between the different areas within Town. Individual identities will enhance the desirability of the community to live, work and/or play in each distinct area of Town.



### ***Principle 4.1—Maintain Town as the central complete neighborhood***

Historically, the Town of Jackson has been the central complete neighborhood with the most concentrated land use pattern in the community. As a whole, it already contains all of the components of a complete neighborhood. Enhancing Jackson as the “Heart” of the community will require defining how the different areas of Town support one another to create one complete Town that is a more desirable place to live, work and play.

#### **Policy 4.1.a: Promote a complete Town of Jackson**

A key to managing growth is the evolution of Town into a complete neighborhood. Town is the best example of an existing complete neighborhood. Future development that is directed into the Town of Jackson should enhance it as the community’s central and largest complete neighborhood. Mixed use, and residential areas will each have some of the components of a complete neighborhood appropriate for that area, which will collectively contribute to an overall Town complete neighborhood. However, not all components of a complete neighborhood will be provided in all areas of Town, as each distinct area will have its own defined character and role within the overall Town. When viewed as a whole, each area will support one another to create a complete Town.

#### **Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing**

Town currently has the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining this diversity of housing types and styles (single family homes, duplexes, condos, carriage houses, lofts and apartments), including deed restricted housing of all types, is critical to reinforcing community character, meeting our workforce housing goals and maintaining Town as the community’s population center. Appropriate areas in Town for all housing types are identified through the Character Districts.

#### **Policy 4.1.c: Promote compatible infill and redevelopment that fits Jackson’s neighborhoods**

Infill and redevelopment will be key strategies for fostering the elements of a complete neighborhood in specific areas in Town. Infill and redevelopment will be compatible in scale, use and character in stable

areas, and will be consistent with the desired future vision in areas of transition. Considerations should include the identification of appropriate relationships between land uses and development of varying intensities. Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each area of Town.

#### **Policy 4.1.d: Maintain Jackson as the economic center of the region**

Continuing Town’s function as the community’s economic center is essential in its role as the community’s central complete neighborhood. Town is home to the majority of the retail opportunities, jobs and basic facilities and services needed by our community and visitors. As the community’s population center and central complete neighborhood, Town will continue to play this role into the future. Various mixed use districts will be identified in Town, each with its own unique character and function to support the Town of Jackson as the central complete neighborhood.

#### **Policy 4.1.e: Promote Town as a civic and governmental center**

As time passes the community will continue to invest and reinvest in public facilities, including: government buildings, parks and recreation, arts and cultural facilities and public art projects. Public facilities should be located to enhance Town as the community’s civic and cultural center. Specifically, public amenities should first be located in downtown Jackson, second within the Town of Jackson limits, and third within the greater Teton County. This priority is intended for public facilities with the primary function of directly serving the public, not for ancillary or support facilities.



### *Principle 4.2 – Promote vibrant, walkable mixed use districts*

As the community's central complete neighborhood, Jackson will continue to be the economic hub of the region, providing a great deal of the region's nonresidential uses and employment opportunities. Nonresidential areas should be developed or redeveloped as mixed use active pedestrian areas. These mixed use areas will contain a variety and balance of nonresidential uses and incorporate housing/lodging uses when appropriate, utilizing both a horizontal and vertical mix of uses. Each mixed use area will have its own defined character and role that support Town as the central complete neighborhood.

#### **Policy 4.2.a: Create Mixed Use Districts**

Existing nonresidential areas will be enhanced into vibrant, mixed use active pedestrian areas. Both horizontal and vertical mixed uses will be utilized based upon the location and character defined in each specific Character District. Mixed use districts will allow nonresidential uses, but will also include a variety of residential and lodging uses.

#### **Policy 4.2.b: Promote a balanced mix of nonresidential uses**

As the economic center of the community, the Town will provide an appropriate balance of all non-residential and residential uses. Because sales tax collections are a major source of local government funding, a balance will be sought between sales tax generating and non-sales tax generating nonresidential uses. The community will monitor various types of nonresidential uses, including visitor and local retail; private, non-profit and governmental office uses; institutional uses, including educational facilities; and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will employ tools to encourage or restrict uses based upon the results to maintain an appropriate equilibrium between all uses.

#### **Policy 4.2.c: Create vibrant walkable mixed use districts**

Complete streets that focus on alternative modes of transportation will be important to the enhancement of Town mixed use districts. The primary objective in downtown Jackson will be to enhance pedestrian amenities and connectivity to support a vibrant and walkable downtown core. To achieve this goal, Town will encourage public gathering places in both public and private developments in the downtown area. Building design should complement the pedestrian experience with uses that engage people along sidewalks and streets. A vertical mix of residential, lodging, and nonresidential uses will foster a nightly, year-round "lights on" experience of use, activity and occupancy downtown. Public spaces within these areas may take the form of parks, streetscape amenities and/or public/semi-public spaces provided by private property owners.

#### **Policy 4.2.d: Create a Downtown Retail Shopping District**

Recognizing the important role that downtown Jackson serves as the center for visitor retail, the community will identify a downtown retail shopping district, giving specific attention to first floor uses and the creation of an improved pedestrian experience. Local sales tax collection within Town will be centered in this district and must be maintained and expanded to continue to fund basic public and community services.



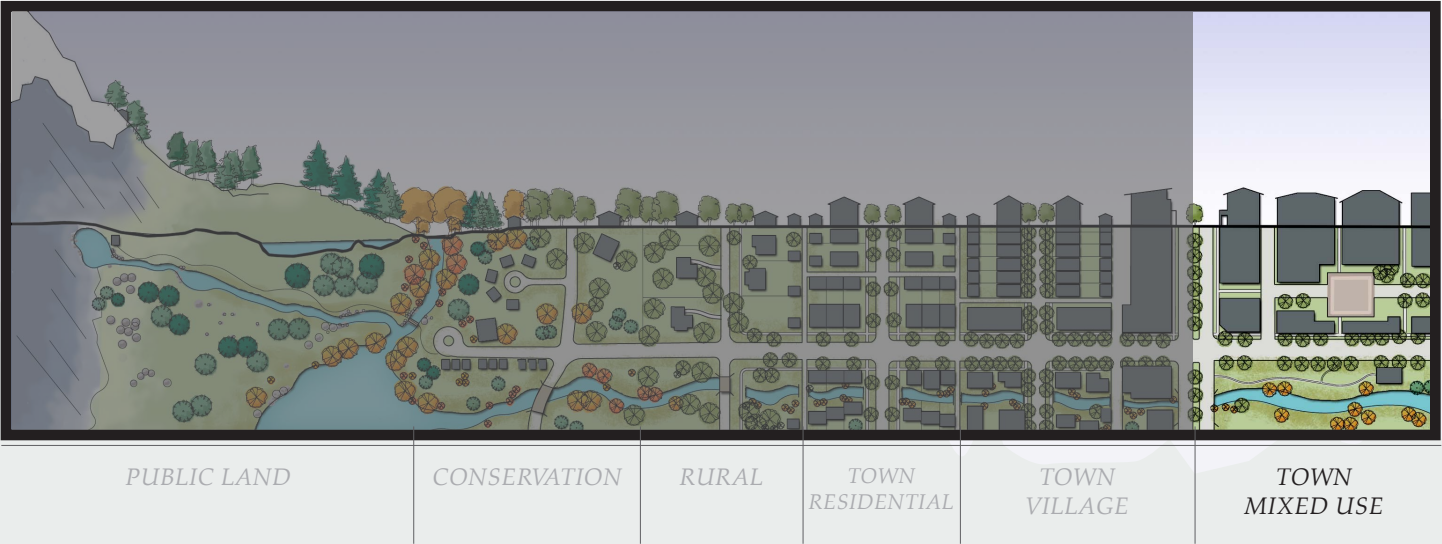


**Policy 4.2.e: Protect the image and function of Town Square**

Town Square is Jackson’s major tourism draw and can be described as the “heart of the heart”. As such, it is the area that evokes the greatest amount of sentiment and concern regarding architecture, scale and community character. This area will be subject to the highest level of design standards, particularly for block faces in and around the Town Square. A variety of tools will be used to encourage and enhance pedestrian amenities to ensure this district remains the heart of the visitor experience and center of community life into the future.

**Policy 4.2.f: Maintain lodging as a key component in the downtown**

A key element of the 1994 Comprehensive Plan was the establishment of the Lodging Overlay District. The purpose of the overlay was to concentrate lodging into the downtown core, where guests could access tourist-orientated amenities without a vehicle. In addition, the overlay was intended to protect the remainder of the community from expansion and sprawl resulting from tourist and lodging amenities. The community continues to support the original intent of the overlay. Expanding on the intent of the 1994 Plan, this Plan supports the provision of a variety of year-round lodging types that encourage active management for nightly year-round occupancy. The specific location of the overlay is addressed in the Character Districts.



### *Principle 4.3—Develop desirable residential areas*

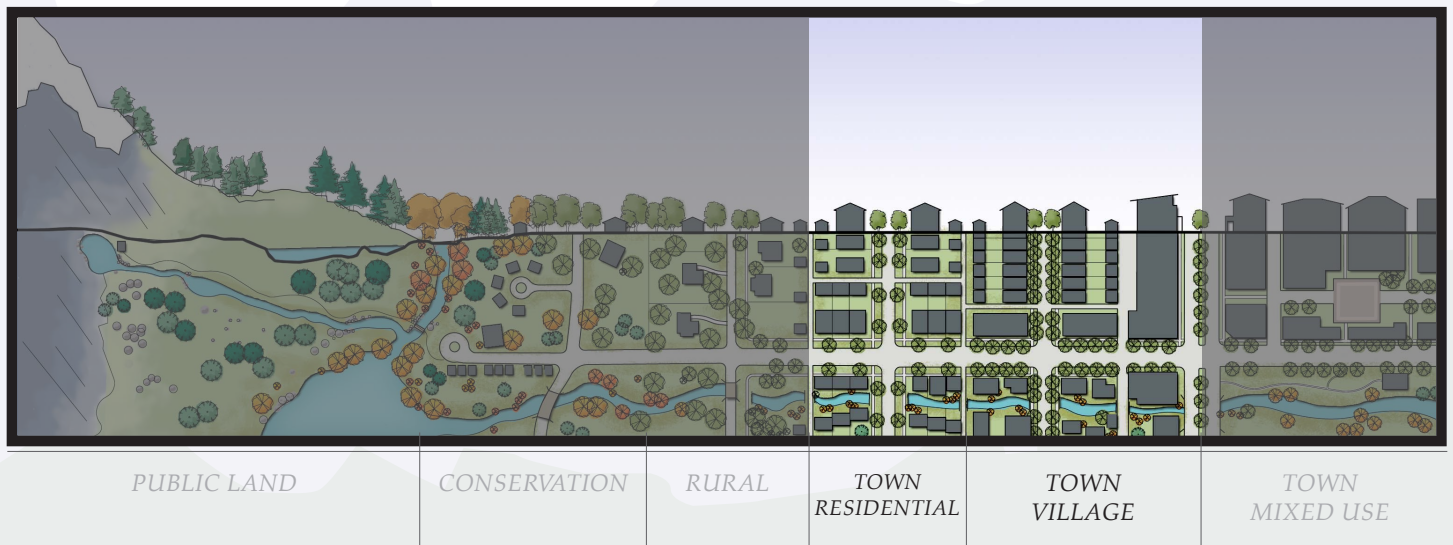
A primary goal of the community is to enhance the character and integrity of complete neighborhoods in the Town and County. As with other areas, residential areas in Town will be defined as either “stable” or “transitional,” based upon their existing and desired future character. The specific designation for each neighborhood is defined in the Character Districts.

#### **Policy 4.3.a: Preserve and enhance stable neighborhoods**

The characteristics of stable areas will include a predominance of owner-occupied units, a variety of residential unit types, including workforce housing, and some limited nonresidential uses. These areas should include local convenience commercial generally within  $\frac{1}{4}$  to  $\frac{1}{2}$  mile of residences. Public spaces will typically be provided in public parks. Complete streets, including options for all alternative transportation modes, will be provided throughout. Character Districts will aim to enhance these areas as complete neighborhoods without significantly increasing the allowable density.

#### **Policy 4.3.b: Create and develop transitional neighborhoods**

Some areas in Town are better suited for new development or re-development. These areas are those in which the general public would agree that change is beneficial. In these transitional areas, future development will be directed to provide a variety of housing types that create additional workforce housing, including multiple family owner-occupied and rental housing. These areas should include local convenience commercial generally within  $\frac{1}{4}$  to  $\frac{1}{2}$  mile of residences. Public spaces will typically be provided in public parks. Complete streets, including all alternative transportation modes, will be provided throughout. These areas will be defined less by the existing development pattern and more by the future vision for the area.



### ***Principle 4.4—Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable complete neighborhood***

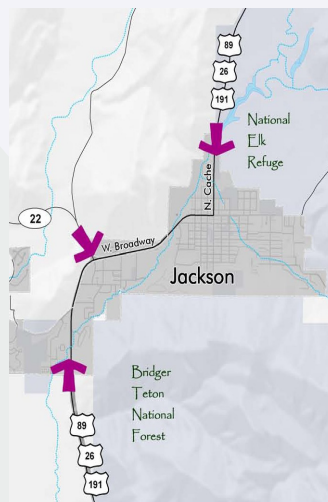
The Town of Jackson has traditionally served as the cultural, social and civic hub for Teton County and the region. Maintaining and improving public spaces will support Jackson as the community's central complete neighborhood, a gateway to the nation's parks and forests, and the regional center for tourism, the arts and employment. The enhancement of natural features such as Karns Meadows, Flat Creek and Cache Creek corridors will further contribute to Jackson's role as the central complete neighborhood.

#### **Policy 4.4.a: Maintain and improve public spaces**

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

#### **Policy 4.4.b: Enhance Jackson gateways**

The Town gateways play a special role in setting the community tone and atmosphere for the millions of guests that visit Jackson every year. Town will create a common vision for these areas, with an emphasis on bridges and waterway features. Town will work to improve visual appeal in the public realm and encourage aesthetic improvements on private property in gateway areas. Public art projects that reflect the community, environment and character of Jackson will be encouraged in order to provide unique and interesting gateway enhancements.



#### **Policy 4.4.c: Continue traditions and community events**

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

#### **Policy 4.4.d: Enhance natural features in the built environment**

Natural amenities within complete neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, and Cache Creek are examples of important natural feature that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within the Town and connect them to adjacent federally-managed lands such as the National Elk Refuge and Bridger-Teton National Forest. The Town will explore opportunities to enhance natural amenities within complete neighborhoods while preserving their ecological function.





### *Principle 4.5—Preserve historic structures and sites*

**Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.**

#### **Policy 4.5.a: Identify and preserve historically significant structures and sites**

Many areas, improvements, buildings and structures in the community have features with historic character or special historic or aesthetic value. Often these historic sites represent architectural products of distinct periods in the history of Jackson. The protection, enhancement and perpetuation of sites with historic character or special historical or aesthetic value are of public necessity. The preservation of cultural and historic sites is in the interest of the people of our community, and the preservation of historically significant buildings and sites will be encouraged.

#### **Policy 4.5.b: Support the Historic Preservation Board**

The Teton County Historic Preservation Board (TCHPB) has several on-going programs that identify historic properties and nominate the most significant structures for National Register designation. The Town and County will continue to support the Historic Preservation Board in its efforts to document and preserve historic buildings and sites. Further, the Planning Commissions and elected bodies will consider the recommendations of the Board when reviewing development applications.

#### **Policy 4.5.c: Enhance historic preservation education, outreach, and awareness**

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



# Strategies

The community will undertake the following strategies in initial implementation of the policies of this common value. This list is only a starting point, and not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually as described in Policy 9.2.b.

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## *Strategies to maintain Town as the central complete neighborhood (Principle 4.1)*

- 4.1.S.1:** Evaluate and update base zoning requirements and performance tools consistent with Principles, Policies and Character Districts.
- 4.1.S.2** Evaluate and update regulations to allow and promote a appropriate variety of housing types identified through the Character Districts.

## *Strategies to develop desirable residential neighborhoods (Principle 4.3)*

- 4.3.S.1:** Initiate neighborhood district plans for specifics areas.
- 4.3.S.2** Identify locations for locally-oriented nonresidential use.

## *Strategies to promote vibrant, walkable mixed use districts (Principle 4.2)*

- 4.2.S.1:** Complete a neighborhood plan for the Town Square district. The plan should include design standards and use descriptions.
- 4.2.S.2:** Update design guidelines to provide more specificity, and predictability.
- 4.2.S.3:** Initiate neighborhood district plans for specific mixed use districts.
- 4.2.S.4:** Update land development regulations for mixed use districts to encourage ground floor vitality and flexible upper floor mixed-use.
- 4.2.S.5:** Establish a boundary and associated regulations and incentives to create a downtown retail shopping district.



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*Strategies to enhance civic spaces, social functions, and environmental amenities to make Town a more desirable complete neighborhood (Principle 4.4)*

- 4.4.S.1:** Coordinate with a public art task force to write a public art plan for the community.
- 4.4.S.2:** Initiate gateway plans for the three community entrances.
- 4.4.S.3:** Evaluate and update design regulations to encourage quality public spaces.
- 4.4.S.4:** Coordinate with a public art task force to write a public art plan for the community.
- 4.4.S.5:** Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features.
- 4.4.S.6** Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.

*Strategies to preserve historic structures and sites (Principle 4.5)*

- 4.5.S.1:** Define criteria to identify historic buildings and sites.





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