



JOINT PLANNING COMMISSION MEETING

AGENDA DOCUMENTATION

PREPARATION DATE: November 15, 2019

MEETING DATE: November 20, 2019

SUBMITTING DEPARTMENT: Joint Long-Range Planning

DEPARTMENT DIRECTORS: Tyler Sinclair and Chris Neubecker

PRESENTER: Bruce Meighen, Logan Simpson (Consultant)

SUBJECT: Comprehensive Plan Update - Growth Management Program (GMP) Review and: Phase 2
Consideration of proposed Plan enhancements and modifications

PURPOSE

The purpose of this meeting is to review key suggestions for Comprehensive Plan enhancements or modifications that have been proposed throughout the GMP review process.

BACKGROUND

With the adoption of the 2020 Annual Work Plan the Town and County approved a three phase Comprehensive Plan – Growth Management Plan review.

Phase 1 has been completed with the release of the report “The Comp Plan Seven Years Later: Are We on Track?” which provided an analysis of key data trends and public perceptions on whether the community is achieving our Comprehensive Plan goals. This information was presented and discussed at the October 7th Joint Information Meeting.

Building on Phase 1, Phase 2 included a community open house, a workshop for Spanish-speakers and an online questionnaire to solicit ideas for Plan enhancements and modifications. During Phase 2, public input and staff recommendations will be considered by the Joint Planning Commissions and subsequently by the Town Council and Board of County Commissioners for inclusion in an updated Plan.

Based upon the direction provided in Phase 2, Phase 3 will include review and formal consideration by the Planning Commissions and Elected Officials of an updated Comp Plan.

ALTERNATIVES

The GMP Phase 2 Report “Plan Updates and Corrective Actions: What’s Next?” breaks proposed enhancements and modifications into three (3) categories for consideration. Category 1 and Category 2 items are recommended for approval to be incorporated in the Comprehensive Plan Update. Category 3 items are those suggestions received by Planning Staff that are not recommended for incorporation in the Plan Update at this time.

To ensure an efficient meeting, we will focus discussion on Category 1 key enhancement topics. Most of the Category 1 issues relate directly back to the key trends identified during Phase 1. However, if there is an item from Categories 2 or 3 that you would like to discuss, please make note of that item prior to the meeting and Staff

will provide an opportunity for discussion if that is the desire of a majority of the group. Staff does not intend to address each Category 2 and 3 item individually at this meeting.

ATTACHMENTS

GMP Phase 2 Report: Comp Plan Updates and Corrective Actions: What's Next?

FISCAL IMPACT

Phase 2 has progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019.

STAFF IMPACT

Phase 2 has progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019.

LEGAL REVIEW

None at this time

RECOMMENDATION

Planning Staff recommends that the Key Enhancements identified in Category 1 and the Plan Enhancements and Implementation Directives identified in Category 2 of the GMP Phase 2 Report be incorporated in the Comprehensive Plan Update for formal review and adoption in Phase 3 of this project.

SUGGESTED MOTIONS

TOWN:

I move to recommend that the Key Enhancements identified in Category 1 and the Plan Enhancements and Implementation Directives identified in Category 2 of the GMP Phase 2 Report, as presented by Staff and as amended at this meeting, be incorporated in the Comprehensive Plan Update for formal review and adoption in Phase 3 of this project.

COUNTY:

I move to recommend that the Key Enhancements identified in Category 1 and the Plan Enhancements and Implementation Directives identified in Category 2 of the GMP Phase 2 Report, as presented by Staff, and as amended at this meeting, be incorporated in the Comprehensive Plan Update for formal review and adoption in Phase 3 of this project.

Comp Plan Updates and Corrective Actions: What's Next?

November 2019



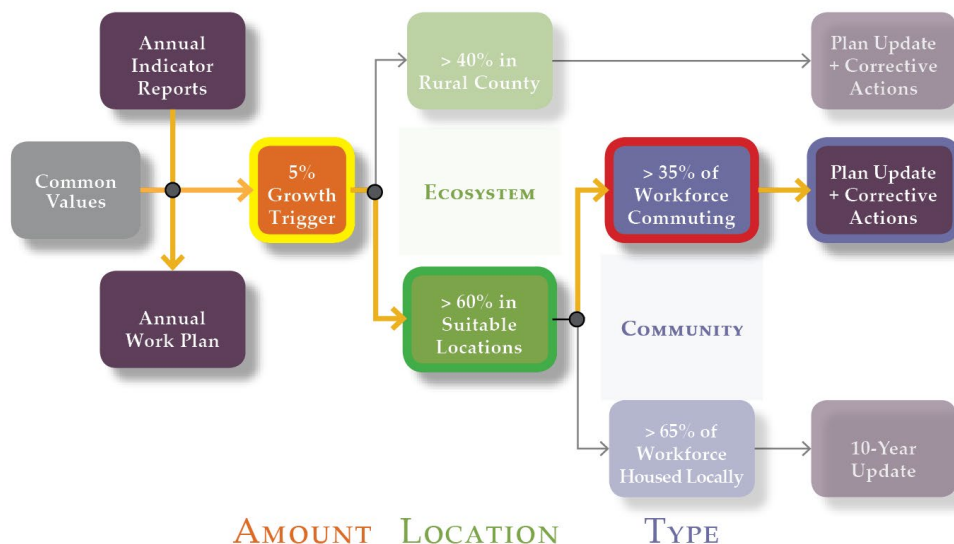
Jackson/Teton Comprehensive Plan Update

Phase 2 Report

Comp Plan Updates and Corrective Actions: What's Next?

Prepared 11/15/2019 for 11/20/2019 Joint Planning Commission meeting

The Jackson/Teton County Comprehensive Plan is an adaptive management plan. The purpose of adaptive management is to analyze our implementation of the goals set in 2012 when the Comprehensive Plan was adopted and then identify any updates and corrective actions needed. The Growth Management Program (GMP) is the Plan's adaptive management program - it ensures that at a certain amount of growth, we will confirm that growth is happening in the right location and is of the desired type. If satisfied, implementation will continue. If not, we will adapt. This adaptation process is occurring because the community experienced 5% residential growth in 2017, with nearly 60% of units being built in complete neighborhoods since 2012, but only 57% of the workforce lives locally, 8% below the goal under the type category. Job and traffic growth continue to outpace housing and permanent population growth – triggering this consideration of plan updates and targeted corrective actions.



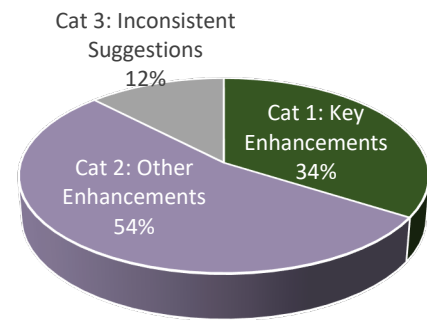
We are currently in Phase Two of the three-phase GMP adaptation process. Phase Two builds off of Phase One, where in August and September 2019, the community completed the analysis of past implementation through a plan audit, stakeholder interviews, questionnaires, and trend analysis. We encourage you to review those documents as they provide the foundation for the following considerations. Through that Phase 1 analysis, four key trends from the past seven years were identified:

- Greenhouse gas emissions are increasing
- Continued demand for housing
- Increasing inequality
- Positive community development pattern

In October 2019 the community considered these trends and other items identified in the Phase One report, [“Are We on Track”](#) and brainstormed potential next steps at an Open House and through another questionnaire. Now, in Phase Two, it is time to decide which of the suggested next steps the community is going to take to further our vision. This document is the result of compilation and analysis of all suggested plan enhancement and provides staff's recommendation for next steps.

Three Comment Categories

Over 900 suggestions for Plan enhancements have been made through the Growth Management Program (GMP) review process. To consider all of that input, staff has combined duplicate comments and grouped suggestions by topic. A table of all grouped suggestions is included as part of this report. Staff has classified suggestions into three categories:



Category 1: Key Enhancements

Category 1 suggestions represent the key enhancements staff recommends based on the “[Are We on Track?](#)” review of where we have been. Most of the Category 1 issues relate directly back to the key trends identified in the “Are We on Track?” review of the past seven years. About 34% of suggestions received fall into one of the Category 1 topics, which are listed below and discussed in the following pages.

- A. Aspire to big goals
- B. Improve water quality
- C. Emissions Reduction and Climate Action Plan
- D. Provision of housing options
- E. No additional growth/growth areas/growth boundaries
- F. Reinforce a shift in how we travel
- G. Define the economy we want
- H. Define the level of service we expect

Category 2: Plan Enhancements and Implementation Directives

Category 2 suggestions are consistent with the Comprehensive Plan vision and are recommended for approval. Some will be implemented through minor updates to the Plan. Some will be implemented at a later date through a separate process, but will be documented as strategies through this process. Others are affirmations of existing policies or strategies. About 54% of suggestions fall into Category 2. See the [table](#) for Category 2 suggestions.

Category 3: Inconsistent Suggestions

Category 3 suggestions are not recommended for implementation. Some suggestions are outside of the scope of the Comprehensive Plan at this time, but may be relevant in future GMP reviews. Others are inconsistent with the Comprehensive Plan Vision. Others have been recently considered. About 12% of the suggestions fall in to Category 3. See the [table](#) for Category 3 suggestions.

Discussion: Category 1 – Key Enhancements

Topic A: Aspire to Big Goals

A positive outcome of the “Are We on Track?” analysis was the identification that some goals are not well enough defined to measure success, and others may not be aspirational enough to drive a better future in a community that has achieved so much already. Staff recommendations are about ensuring each goal in the Plan is aspirational and measurable, adding a GMP target for ecosystem stewardship, and creating a planning structure and public engagement that supports and encourages big ideas.

Staff Recommendation

A1. Update each of the ten Comprehensive Plan section goals to be aspirational and measurable.

- Unless the section is listed below, update each section goal to be aspirational and measurable, then refine the indicators so that each indicator responds directly to a section goal, and each section goal has an indicator(s).

Each section of the Plan has a goal. However, this GMP review has identified opportunities to enhance those goals. Not all goals have directly associated indicators. Some goals are not well defined. Some goals are practical, while others are aspirational and challenging. The goals that best serve the community are those that are both aspirational and measurable; such goals push the community to look for new solutions and allow us to see when we have done something special. The principles and policies in most sections of the Plan provide plenty of content to set such goals. Each goal needs an indicator(s) to measure success. However, indicators that do not specifically relate to a goal complicate the community's vision and should be avoided. For example, the Section 2: Climate Sustainability goal can be revised to limit greenhouse gas (GHG) emissions to 2012 levels—this update is aspirational and measurable with a defined indicator.

- Add a strategy to update the goal and indicators for Section 1: Wildlife, Natural Resources, and Scenery through a future process

There is broad agreement that the goal and indicator(s) of stewardship of wildlife, natural resources, and scenery needs refinement. However, consensus has not been reached on what the update should be, and therefore additional discussion will be needed to set the goal and determine the appropriate indicator(s) of success.

- Establish the appropriate goal and indicators for Section 6: Economy through the update of that section (see recommendation G2)
- Add a strategy to update the goal and indicators for Section 8: Quality Community Service Provision through a future process (essentially the same as recommendation H1)

Updating the goals in Section 6: Economy and Section 8: Quality Community Service Provision will occur as part of the implementation of other strategies recommended by staff, as a larger conversation is needed on each of these topics.

A2. Update the GMP review structure to have an Ecosystem Stewardship target (2012 GHG), Growth Management target (60/40), and Quality of Life target (65%).

A variation on the theme of improving the aspiration and definition of our goals is ensuring all three common values of community character are represented in the GMP review structure. The current 60/40 target addresses Growth Management and the current 65% workforce housing target addresses Quality of Life. There is not currently a target that addresses Ecosystem Stewardship, although one should be determined. Common Value 1: Ecosystem Stewardship is represented in Section 1 (Stewardship of Wildlife, Natural Resources and Scenery) and Section 2 (Climate Sustainability) of the Comp Plan. Since the Wildlife, Natural Resources, and Scenery (Section 1) goal and indicators are in need of update in a separate process from this GMP project, the updated Climate Sustainability (Section 2) goal to limit greenhouse gas (GHG) emissions to 2012 levels should serve as the Ecosystem Stewardship target at this time. However, the target may be updated as the Section 1 goal is updated.

A3. Create a Principle 9.3 that supplements the annual, tactical monitoring and work planning (Principle 9.2) with a commitment to a culture of planning that looks far beyond our current planning models to new ones that directly tackle the challenges that we face now and will in the future.

Coupled with aspirational goals is the need for room to explore outside-the-box approaches and alternative scenarios of the future. The current adaptive management process (Section 9) involves annual tactics and a larger check-in at a 5% growth interval (this GMP review). The recommendation is to augment that process with planning that looks further into the future (e.g. what will it take to address climate change? what does our outdoor recreation-based culture and economy look like after 50 years of climate change?) and explores bigger ideas (e.g. what would it take for all vehicle trips in 2040 to occur in shared, electric, autonomous vehicles?). Some of these concepts would challenge the best practices in the nation and help ensure that our community reaches its vision in an ever-changing environment. Our community would lead the way. Such planning will allow future adaptive management to build not just on what we have learned, but also what might be possible.

A4. Add public engagement, planning processes and outreach policies to Principle 9.2 regarding annual, tactical engagement and Principle 9.3 regarding continuous engagement on community values and aspirational opportunities.

In order to pursue big ideas, continuous engagement around community values and ideas is needed. The public found the increased engagement in Plan implementation to be one of the successes of the past seven years. That success should be documented and built upon through policies with regard to outreach and engagement. A policy in Principle 9.2 would commit to building on the success of recent engagement efforts around implementation initiatives. A policy in Principle 9.3 would commit to continuously asking the entire community about their values, reporting what is being done about the community's goals, and exploring big ideas.

Topic B: Improve Water Quality

The "Are We on Track?" analysis identified decreasing water quality as a negative trend in ecosystem and human health in the community. These recommendations respond to that trend and are greatly influenced by the input from the Teton Conservation District.

Staff Recommendation

B1. Update Principle 1.2 to focus on enhancing surface and groundwater quality.

B2. Adopt a strategy to develop a water quality enhancement plan.

As written, Principle 1.2 is focused on maintaining quality surface water. In 2019 we know that we have areas of declining water quality in need of enhancement. We also know that the issue is with both surface and groundwater. The goal of maintenance needs to be replaced by a goal of enhancement and the focus needs to expand to groundwater. Through this GMP review the policies of Principle 1.2 can be updated, but additional work will be needed to create an action plan of future efforts to manage stormwater and wastewater for the Town and County. A water quality enhancement plan similar to what the Town has envisioned will identify the specific strategies the community should pursue, which will likely include updates to stormwater management regulations and wastewater treatment regulations in addition to other non-regulatory actions.

B3. Update Policy 1.2.c to commit to coordinated water quality monitoring with Teton Conservation District.

To inform the water quality enhancement plan, the Town and County should commit to supporting and utilizing the water quality monitoring information gathered by the Teton Conservation District.

Topic C: Emissions Reduction and Climate Action Plan

The “Are We on Track?” analysis identified increasing greenhouse gas emissions as one of the key trends from the past seven years. It is important because greenhouse gas emissions change the climate and climate change will affect all aspects of our ecosystem, culture, and economy. The recommendation on this topic is essentially a two-phase approach. First, through this process, we should more clearly set the framework – we need to reduce emissions to limit climate change while also planning for the change that is certain to occur. Second, through a future effort, we should update our principles and policies to respond to that framework and create an action plan to implement the updated principles and policies.

Staff Recommendation

C1. Update Section 2 goal to speak directly to:

- Reducing greenhouse gases to limit climate change.
- Planning for climate change that is certain to occur.

The language in Section 2 is currently oriented toward reducing the consumption of nonrenewable energy. Reducing greenhouse gases that contribute to climate change is the reason, but the section is oriented toward energy consumption. This framing obscures the issue and limits the available solutions. If the intent of the community is to get serious about reducing emission of greenhouse gases that contribute to climate change, the first step is to say it. In addition, the section should be updated to acknowledge that climate change cannot be avoided and must be planned for.

C2. Adopt a strategy to replace Section 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation.

C3. Adopt a strategy to develop an Emissions Reduction and Climate Action Plan to implement the revised Section 2.

Through this GMP review process, the community can clarify and update its overall climate goals. However, updating the policies and principles of Section 2 to address the updated goals cannot be completed by January 2020 and will require a future effort. There are many communities that have adopted Emission Reduction and Climate Action Plans from which we can build. Many of those plans include policies and strategies that already exist in our Growth Management and Quality of Life sections (e.g. limiting commuting and deprioritizing single-occupancy vehicles). We have a foundation, we are not starting from scratch, but our Climate Section needs to be linked to all of the other sections of the Plan and needs to augment those sections with policies that further reduce emissions and respond to climate change (e.g. what sources of renewable energy do we support, are we committed to zero-emission public buildings and vehicles, etc.). The section update should be coupled with creation of an action plan because action plans are successful in organizing implementation efforts. An action plan will also allow the Town and County to chart the desired course and then turn implementation over to Energy Conservation Works (ECW) and other partners.

Topic D: Provide housing options

The “Are We on Track” review identified the continued demand for housing as a key trend. When asked what we need to work on, the provision of housing options was by far the top response. In addition, lack of housing has emerged as an underlying issue in recent Community Health Needs Assessments and the Human Services Plan (currently under development) due to the interrelatedness of housing to many community health and human services issues. Staff’s recommendation is to find ways to encourage use of the housing tools that have

been developed in order to take action. The community does not want more housing policy they want more housing options.

Staff Recommendation

D1. Amend Policy 4.3.b to reflect that updated zoning has been adopted in transitional subareas and development is encouraged to utilize the allowances and incentives in that zoning.

What is needed is clear, respectful implementation of the updated zoning in transitional subareas. The purpose of that zoning is to provide the very housing the community desires and needs. Staff recommends updating the policy regarding transitional subareas in Town (4.3.b) to acknowledge that the zoning has been updated and the mandate now is to use it. Encouraging the allowed density to be built and the existing housing incentives to be used mirrors a similar policy in the Housing Action Plan.

D2. Add a Strategy to make impactful investments in infrastructure and catalyst investments in housing projects in transitional subareas.

D3. Add a Strategy to develop neighborhood plans for transitional residential subareas that address easing the transition for existing residents.

Beyond stating its support, staff recommends the Town and County prioritize public infrastructure investments in transitional areas that will encourage market redevelopment that utilizes the incentives. The Town and County should also continue to focus public housing investment in transitional subareas where the adopted housing incentives provide the greatest opportunity. However, it should also be acknowledged that the residents of residential transitional neighborhoods are being asked to adapt to a significant change in their neighborhoods and they should be involved in the infrastructure planning process to ease the transition.

Controversial conversations about additional height in Town or growth in the County are unnecessary if the current housing incentives can be implemented. The current housing incentive program purposefully allows more growth than the growth cap allows in order to avoid underuse of the tool. (The cap is maintained through Division 7.8 of the Town LDRs that voids the housing incentive program once the indicator report indicates the cap has been reached.)

D4. Add a strategy to develop a goal for the human character of the community, including necessary updates to the principles and policies throughout Section 5-8 (Common Value 3).

A number of comments and suggestions raise questions about the housing needs (and broader quality of life) for seasonal workers, retirees, new community members, long-time community members, families, and everyone in between. Comments would indicate that every group in the community needs some degree of focus. It may be that the 2012 Plan simplified a complex issue too much by elevating the focus on workforce housing.

One of the visions that was lost in 2012 was the socio-cultural goal of being a community first, resort second. If that goal is still appropriate and still describes how we want to treat each other, be treated, and be viewed it should be reinstated. If it is no longer relevant it should be replaced. To make that decision, the community needs to discuss its goals regarding everything from empathizing with long-time residents who do not recognize their community anymore to supporting newcomers who were attracted here because of something we have done well. Creating and documenting policies that define and ensure inclusivity as a defining community value will go a long way to refining the housing, economy, and service delivery sections of the Plan.

Topic E: No additional growth/growth areas/growth boundaries

One of the key trends in the “Are We on Track?” review is the success achieved around managing the amount and location of growth. It is no small achievement to shift 20% of the community’s development potential from areas of undeveloped habitat to areas of existing infrastructure. The recommended Plan updates indicate the intention to stay the course through documenting decisions made and promoting implementation of the tools in place rather than exploring new tools that might actually undercut the community’s largest successes.

Staff Recommendation

E1. Update Policy 3.1.a to reflect residential and nonresidential caps at pre-2012 development potential.

The existing cap on residential growth at the level established in 1994 was central to the Plan adoption and solidified by Town and County discussions around the zoning updates adopted in 2016 and 2018. Through those discussions, specifically in January 2016, a cap on nonresidential potential was also defined that respected existing rights without desiring any additional potential. There were a number of explicit or implicit suggestions through this process that the caps be eliminated or raised in order to address housing. While the implications of the caps need to be monitored, the issue has been extensively discussed at this point. The zoning, housing, transportation, and conservation programs developed since 2012 rely on the cap system to create opportunities for housing and conservation. Re-discussion of the caps at this point will only introduce uncertainty into what is now a comprehensive implementation strategy that will provide housing opportunities if implemented. The cap system should be clearly stated in the Plan, but should not be updated or changed.

E2. Add a policy in Principle 3.1 that creates a priority list of corrective actions to address when lack of housing provision is identified, and clearly state that only the first action is deemed necessary in 2019.

1. Remove barriers and catalyze development in existing high-density zones through impact infrastructure investment and support for projects that utilize housing incentives. (2019)

These actions are not currently being recommended by staff but prioritization of actions 2-6 should be considered.

2. Add height in transitional subareas in Town. (Future)
3. Add density to Subarea 3.3: Fairgrounds. (Future)
4. Add density to Subarea 5.6: Northern South Park. (Future)
5. Add density to Subarea 12.2: 390 Residential. (Future)
6. Add density to Subarea 7.2: Hog Island Home Business. (Future)

As discussed above (in Topic D) all that is needed right now is to support existing tools, because they should be given a chance to succeed before they are abandoned. The additional residential potential is not needed at this time. However, if development of the transitional subareas using the existing housing incentives cannot be achieved, additional potential will have to be identified. In order to provide predictability, the order of priority for such discussions should be identified in advance. The recommended order of priority above represents the extent to which existing infrastructure, especially walk/bike/bus infrastructure, is already in place to serve additional residential units. The order of priority also acknowledges that the housing and conservation goals of the community mean that relying solely on single-family housing is not a feasible solution.

Other suggested tools, such as adding a growth boundary or a growth rate management system are not necessary. In other communities, such tools have provided commitment to a consolidated development

footprint and adaptive management. However, our community has exhibited success in remaining committed to the Character Districts and adaptive management planning without such tools.

Topic F: Commit to a shift in how we travel

One of the key trends identified in the “Are we on Track?” review was increasing greenhouse gas emissions. Our travel decisions account for about 80% of our emissions. Per capita vehicle miles traveled have increased since 2012, particularly in the winter and shoulder seasons. The recommended plan updates and future actions are intended to provide a clearer transportation vision to reinforce additional action regarding a shift in how we travel because we can only find alternatives to travel by single-occupancy vehicles if we commit to looking for them.

Staff Recommendation

F1. Rephrase the Principles and reorganize the policies accordingly

- 7.1: Reduce vehicle emissions.
- 7.2: No new SOV capacity, Prioritize bike/walk/bus infrastructure.
- 7.3: Coordinated, regional transportation planning.

F2. Refine Chapter 7 to incorporate the ITP as the implementation plan.

In terms of principle and policy updates, the main clarifications recommended are a syncing of the Comprehensive Plan section and the ITP (now that the ITP exists) and clear emphasis on the main transportation related goals – reduced vehicle emissions and no new single-occupancy vehicle capacity. These updates represent a strengthening and emphasis of the policies in the Plan but are largely just a reorganization effort. The Update of the section will be coordinated with the technical update to the ITP that is occurring in parallel.

F3. Add a policy about the importance of evaluating outside-the-box transportation solutions

There were not any strategies suggested through this process that do not already exist in the Comprehensive Plan or ITP. There were a number of specific strategies that fall within broader efforts, but no new strategies were developed. For example, there were a lot of TDM methods suggested that will be evaluated as part of Strategy 7.1.S.4, implement a TDM program; and a lot of funding ideas suggested that will be evaluated as part of Strategy 7.1.S.2, consider a funding source for walk/bike/bus travel. What is needed most at this point is an allocation of resources and prioritization of the strategies already in place. However, the Plan should be enhanced with a new policy that encourages out-side-the-box solutions to be explored. While many of the specific strategies fall under broader existing efforts, some are at the edges of what is possible. A policy is needed to encourage the community and WYDOT to explore those less conventional alternatives as part of its transportation planning.

Topic G: Define the economy we want

The “Are We on Track?” review identified that the economic vision for the community is vague but that the growing inequality in the community is likely contrary to the community’s economic vision. Just as the past economic performance was hard to gauge, the suggestions for a future economic vision are hard to evaluate without a clear economic vision. Staff’s recommendation is that a separate effort is needed to establish a clear economic vision for the community.

Staff Recommendation

G1. Adopt a strategy to update the employee generation nexus study to look at the full range of employee generation and the full range of associated impacts.

Before we can create a clear economic vision for the future, we need a common understanding of our current economy. One of the best resources we have right now is the employee generation nexus study completed in 2013 based on 2012 data. However, job and traffic data since 2012 would indicate that our economy has changed. The number of jobs has become less seasonally variable, but we do not know if our population is any less seasonal. Job growth is occurring across all sectors, but the physical location of jobs is more dispersed and less reliant on space in a building. An updated employee generation nexus study is needed to look at not only the housing impacts from development, but the drivers of job growth, the location of job growth, and the housing, transportation and socio-demographic impacts from that job growth. Before the community can talk about what we want to be as a population and economy, we need to understand what we are and how we got here.

G2. Adopt a strategy to update Section 6 so that it is clear and consistent with the rest of the Plan.

On the whole, the current Section 6 seems to be a vision for sustainable economic development that improves the economic quality of life for all community members without sacrificing the other community values. If that is the economic vision for the community, implementation is not trending toward the goal. However, many of the principles and policies in Section 6 are committed to allowing the economy to evolve as it has over the past 50 years, leaving adaption and mitigating impacts to other Sections of the Plan. This mixed message should be clarified through a future effort to rewrite Section 6. An updated employee generation nexus study will be helpful, but data on the community's prosperity, economic equality, and economic product and its resiliency will also be needed.

G3. Adopt a strategy to develop an Economic Development Plan to implement the updated Section 6.

Allowing the economy to continue to trend in the direction it is going with the existing supports and subsidies coupled with mitigation measures to provide balance is a potential conscious choice. If the community decides instead to work toward an alternative economic future, an economic development plan will be needed to guide the economy in a different direction.

Topic H: Define the level of service we expect

The "Are we on Track?" review identified health services and improved intergovernmental coordination as priority actions for the community. The current Section 8 calls for a definition of desired level of service and coordination in service delivery, but the community has room for improvement on each. The staff recommendations encourage implementation of the policies already in place and enhancement through additional policies creating stability in funding decisions and regarding appropriate service levels based on location.

Staff Recommendation

H1. Implement Strategies 8.1.S.1 and 8.1.S.2 to define desired levels of service and prioritize service provision through budgeting.

Policy 8.1.a, Strategies 8.1.S.1, 8.1.S.2, and 8.1.S.3, and Indicator 19 calls for the development of the level of service goals for the community. Recent efforts are starting to move in the direction of defining desired level of service for various services. The Community Health Needs Assessment and Parks and Recreation Strategic Plan set level of service benchmarks. The Human Services Plan being developed will provide service prioritization within the subset of human services. What is needed now is a coordination of the work that exists to ensure the benchmarks used in the various plans represent the community's goals so that the service providers can develop

action plans accordingly. Not all community members desire the same level of service. Some want as high a level of service as the provider can offer, others want a rural experience where services are not expected. And the desire may differ by service. As the community grows, an effort to monitor the community's desire for services and the provision of services is needed.

H2. Add a strategy to develop a funding Principle that addresses stable funding, additional revenue (if needed), and a policy for how to use SPET.

In planning for the provision of services, providers need the goals referenced above, but also an idea of how funding decisions will be made. Actual funding will vary year-to-year, but expectations can be set that various services are funded from various sources. Documenting the high-level framework for how the Town and County plan to fund service delivery in the Comprehensive Plan puts the policies in a place that is more accessible to the public than individual MOUs. Placing the policies in the Comprehensive Plan also coordinates geographic and funding policy in the same document. Such a Principle would require significant discussion but would allow the community to evaluate the status quo outside of the context of a specific budget.

H3. Revise Policies 8.1.b and 8.2.a to recommit to working with other governmental agencies and non-governmental organizations to coordinate service delivery.

H4. Add a strategy to identify appropriate locations for infrastructure before it is needed by projecting the location of growth.

Policies 8.1.b and 8.2.a can be enhanced to commit to intergovernmental and public-private partnership coordination in both the provision and location of services. The enhanced policies should address that urban levels of service are appropriate in Complete Neighborhoods, but may not be appropriate in the rural areas of the County. It should also address that when service levels are increased to address a specific issue it does not change the growth management goals of the community (e.g. a sewer line to address water quality does not mean the location is appropriate for growth). The "Are we on Track?" review identified recent school location decisions as missteps in Plan implementation. To avoid this in the future, the Town and County can help their government and non-governmental partners by projecting where growth will occur and partnering to find better locations for the facilities that will be needed as a result.

Table: All Suggestions

Below is a table of all suggestions and the categories staff has recommended for each. These 216 suggestions represent a consolidation and grouping of the over 900 individual comments received through this process.

#	Suggestion	Section	Cat.	Discussion
Category 1 – Key Enhancements				
Category 1 suggestions are all recommended by staff. They are discussed in greater detail above.				
A1	Update each section goal to be aspirational and measurable, if such a goal cannot be reached through this GMP review process, add a Strategy in the relevant Section to establishing such a goal as a follow-up effort	9.2.a	1	See Category 1, Topic A discussion

#	Suggestion	Section	Cat.	Discussion
A2	Update the GMP review structure to have an Ecosystem Stewardship trigger (TBD), Growth Management trigger (60/40), and Quality of Life trigger (65%)	9.1	1	See Category 1, Topic A discussion
A3	Create a Principle 9.3 that supplements the annual, tactical monitoring and work planning (Principle 9.2) with a commitment to a culture of planning to the limits of the community's aspirations	9	1	See Category 1, Topic A discussion
A4	Add public engagement and outreach policies to Principle 9.2 regarding annual, tactical engagement and Principle 9.3 regarding continuous engagement on community values and aspirational opportunities	9.2	1	See Category 1, Topic A discussion
B1	Update Principle 1.2 to focus on enhancing surface and groundwater quality	1.2	1	See Category 1, Topic B discussion
B2	Adopt a strategy to develop a water quality enhancement plan	1.2	1	See Category 1, Topic B discussion
B3	Update Policy 1.2.c to commit to coordinated water quality monitoring with Teton Conservation District	1.2.c	1	See Category 1, Topic B discussion
C1	Update Section 2 to speak directly to: Reducing greenhouse gas emissions to limit climate change, and planning for climate change that is certain to occur	2.1.a	1	See Category 1, Topic C discussion
C2	Adopt a strategy to replace Section 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation	2	1	See Category 1, Topic C discussion
C3	Adopt a strategy to develop an Emissions Reduction and Climate Action Plan to implement the revised Section 2	2	1	See Category 1, Topic C discussion
D1	Amend Policy 4.3.b to reflect that updated zoning is adopted in transitional subareas and development is encouraged to utilize the allowances and incentives in that zoning	4.3.b	1	See Category 1, Topic D discussion
D2	Add a strategy to make impactful investments in infrastructure and catalyst investments in housing projects in transitional subareas	5.4.a	1	See Category 1, Topic D discussion
D3	Add a strategy to develop neighborhood plans for transitional residential subareas that address easing the transition for existing residents	3.3.e	1	See Category 1, Topic D discussion
D4	Add a strategy to develop a goal for the human character of the community, including necessary updates to the principles and policies throughout Section 5-8 (Common Value 3)	CV3	1	See Category 1, Topic D discussion

#	Suggestion	Section	Cat.	Discussion
E1	Update Policy 3.1.a to reflect residential and nonresidential caps at pre-2012 development potential	3.1.a	1	See Category 1, Topic E discussion
E2	Add a policy in Principle 3.1 that creates a priority list of corrective actions to address when lack of housing provision is identified	3.1.	1	See Category 1, Topic E discussion
F1	Rephrase the Principles and reorganize the policies accordingly	7	1	See Category 1, Topic F discussion
F2	Refine Chapter 7 to incorporate the ITP as the implementation plan	7.1.a	1	See Category 1, Topic F discussion
F3	Add a policy about the importance of evaluating outside-the-box transportation solutions	7.3	1	See Category 1, Topic F discussion
G1	Adopt a strategy to update the employee generation nexus study to look at the full range of employee generation and the full range of associated impacts	5.3.a	1	See Category 1, Topic G discussion
G2	Adopt a strategy to update Section 6 so that it is clear and consistent with the rest of the Plan	6	1	See Category 1, Topic G discussion
G3	Adopt a strategy to develop an Economic Development Plan to implement the updated Section 6	6	1	See Category 1, Topic G discussion
H1	Implement Strategies 8.1.S.1 and 8.1.S.2 to define desired levels of service and prioritize service provision through budgeting	8.1.a, 8.1.b	1	See Category 1, Topic H discussion
H2	Add a strategy to develop a funding Principle that addresses stable funding, additional revenue (if needed), and a policy for how to use SPET	8	1	See Category 1, Topic H discussion
H3	Revise Policies 8.1.b and 8.2.a to recommit to working with other governmental agencies and non-governmental organizations to coordinate service delivery.	8.1.b, 8.2.a, 3.3	1	See Category 1, Topic H discussion
H4	Add a strategy to identify appropriate locations for infrastructure before it is needed by projecting the location of growth	8.2.a	1	See Category 1, Topic H discussion

Category 2 – Other Enhancements and Affirmations

Category 2 suggestions are consistent with the Comprehensive Plan vision and are recommended for approval. They are organized below by discussion type. The discussion for each suggestion is either:

- Plan Update – the suggestion will result in a Plan update through this process
- Strategy – the suggestion will be documented as a strategy through this process but will be actually implemented at a later date.
- Implement Existing – the suggestion is an affirmation of a policy or strategy that already exists, no changes will be made to the Plan.

#	Suggestion	Section	Cat.	Discussion
1	Review, and update if needed, any statements in the Plan that referencing reference a specific time period	Plan	2	Plan Update
2	Rewrite the Executive Summary to be the public's version of the Plan	ES	2	Plan Update
3	Update Section 1 to link climate and growth management as the ecosystem stewardship actions we can take	1	2	Plan Update
4	Emphasize the importance of redundancy in wildlife habitat and wildlife movement as part of Principle 1.1: Maintain healthy populations of all native species.	1.1	2	Plan Update
5	Add a policy in Principle 1.1 regarding the importance of protecting against and mitigating for invasive species	1.1	2	Plan Update
6	Update Principle 1.4 to state the same priorities stated in each Preservation Subarea, which are 1) nondevelopment, 2) transfer of development into complete neighborhood, 3) clustered development, 4) 1 per 35 base zoning.	1.4	2	Plan Update
7	Make the link between Wildlife (Section 1), Climate (Section 2), and Transportation (Section 7) in each section	1, 2, 7	2	Plan Update
8	Identify and support existing efforts to reduce emissions	2	2	Plan Update
9	Add an explanation of the local impact of climate change	2	2	Plan Update
10	Link water conservation and water quality	2.5.a, 1.2	2	Plan Update
11	Update Policy 2.5.b to reflect Road to Zero Waste initiative	2.5.b	2	Plan Update
12	Delete policy 2.5.c regarding energy consumption in wastewater treatment	2.5.c	2	Plan Update
13	Add historic preservation language to Section 3 that applies to the County	3	2	Plan Update
14	Move Principles 3.3 and 3.5 to Section 10 and organize Section 10 in Principles/Policies	3.3, 3.5, 10	2	Plan Update
15	Replace Policies 3.3.a and 3.3.b with more definition of predictability and cooperation	3.3	2	Plan Update
16	Recommit to joint planning	3.3	2	Plan Update
17	Add history about the shift from flexibility and discretion to predictability	3.3.c	2	Plan Update
18	Update discussion of predictability to include predictable approval if an application meets the standards	3.3.c	2	Plan Update

#	Suggestion	Section	Cat.	Discussion
19	Work with the State and statewide organizations to keep local decisions local	3.5	2	Plan Update
20	Promote buildings/blocks with cut-throughs for walkability	4.2.c	2	Plan Update
21	Delete Policy 4.2.d, Retail Shopping District	4.2.d	2	Plan Update
22	Identify that social change that will happen in Stable Subareas even if the physical character is preserved	4.3.a	2	Plan Update
23	Update the quality of life definition to include physical, social, and economic security	CV3	2	Plan Update
24	Use terms like affordable and workforce in a defined way	5	2	Plan Update
25	Update housing policies to reflect Housing Action Plan decisions	5	2	Plan Update
26	Add a reference to the Annual Housing Supply Plan	5.2.a	2	Plan Update
27	Delete the policy focusing on restricted rentals	5.2.d	2	Plan Update
28	Add a reference to the Housing Action Plan	5.4.a	2	Plan Update
29	Promotion of light industry needs to be balanced with other policies	6.2.d	2	Plan Update
30	Support employees with housing, daycare, other needs	6.3.e	2	Plan Update
31	Add discussion of last-mile solutions related to interconnecting modes of travel	7.2.b	2	Plan Update
32	Implement Wildlife Crossings Master Plan	7.3.b	2	Plan Update
33	Reference the Human Services Plan and Community Health Needs Assessment in Comprehensive Plan	8.1	2	Plan Update
34	Keep implementing adaptive management every 5% growth, delay a full Plan update	9.1	2	Plan Update
35	Report indicator data continuously	9.2.a	2	Plan Update
36	Cross-reference indicators with the goal(s) they measure	9.2.a	2	Plan Update
37	Each indicator should identify where we've been, where we are, where we're going	9.2.a	2	Plan Update
38	Refine the indicators so that each part of each Section goal has an indicator (other data can be tracked elsewhere)	9.2.a	2	Plan Update

#	Suggestion	Section	Cat.	Discussion
39	Add a Principle to Section 9 that consolidates all strategies (including those completed) into one place and serves as an implementation record	9.3	2	Plan Update
40	Add implementation strategies that were not in the Plan, but implemented Plan policy to the strategies list even if complete.	9.3	2	Plan Update
41	Add a statement that the vision should be used in decision making	10	2	Plan Update
42	Make the Comp Plan amendment process more clear, amendment requires approval of Town and County	10	2	Plan Update
43	Put implementation of the Plan with public, professional planners to the extent practical	10	2	Plan Update
45	Update the Village Form description to be "2-3 stories"	CD	2	Plan Update
46	Update the existing conditions for all Character Districts	CD	2	Plan Update
47	Add discussion of the need to break up the superblocks in District 4: Midtown	CD4	2	Plan Update
48	Develop an Ecosystem Stewardship education program	1.1	2	Strategy
49	Expand ecosystem stewardship thinking to understand our role at the physical center of the ecosystem	1.1, 3.5	2	Strategy
50	Explore hiring of a staff ecologist	1.1	2	Strategy
51	Update the public lighting standards to match the dark skies standards adopted in the LDRs	1.3.d	2	Strategy
52	Increase collaboration with public land managers	1.4, 3.3	2	Strategy
53	Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust	1.4	2	Strategy
54	Retain a strategy to periodically revisit the rural conservation development options (Rural PRD, Floor Area Option)	1.4.c	2	Strategy
55	Catalyze CN-PRD use	1.4.c, 3.1.b	2	Strategy
56	Evaluate private land recreation needs in order to relieve the public land impact	1.4.e	2	Strategy
57	Create a personal emissions responsibility program	2	2	Strategy
58	Require/incentivize/allow electric bikes, buses, cars	2.3	2	Strategy

#	Suggestion	Section	Cat.	Discussion
59	Develop an Energy Mitigation Program for transportation that addresses the induced transportation demand required to maintain certain site designs	2.3	2	Strategy
60	Commit that every public building and vehicle will be zero-emission	2.3, 2.4.a	2	Strategy
61	Update the Energy Mitigation Program that encourages energy conservation in buildings	2.4.a	2	Strategy
62	Update Landscaping LDRs to encourage water conservation	2.5.a	2	Strategy
63	Develop tools for Conservation subareas	3.1	2	Strategy
64	Explore reduced development/utility fees in Complete Neighborhoods	3.1.b	2	Strategy
66	Explore pedestrian zones downtown	4.2.c, CD1	2	Strategy
67	Evaluate move from standard deed restriction back to the modifiable template through annual Rules and Regulations Update	5.1	2	Strategy
68	Add temporary housing and tiny home allowances	5.2.e	2	Strategy
69	Revisit housing mitigation requirements upon update of the employee generation nexus study	5.3.a	2	Strategy
70	Encourage long-term rental instead of short-term rental	5.4.d	2	Strategy
71	Dedicate more staff and money to the Housing Supply Program	5.4.e	2	Strategy
72	Explore tying TTB/Chamber funding to Section 6 implementation	6.2	2	Strategy
73	Actively enforce short-term rental prohibition in County	6.2.a	2	Strategy
74	Explore setting a minimum wage	6.3	2	Strategy
75	Create and maintain a local cost of living index	6.3	2	Strategy
76	Explore fare-free START	7.1.c	2	Strategy
77	Create a portal or clearinghouse where the community can easily identify the various services available in the community	8.1	2	Strategy
171	Explore the affordability of community services	8.1.c	2	Strategy
78	Explore the provision of housing for public employees to support quality service provision	8.1.c	2	Strategy

#	Suggestion	Section	Cat.	Discussion
79	Explore paying higher wages for valued services	8.1.c	2	Strategy
80	Explore adoption of impact fees	8.2.c	2	Strategy
81	Hire an employee to manage/report data	9.2	2	Strategy
82	Revisit Subarea 2.5 in light of habitat value	CD2.5	2	Strategy
83	Catalyze redevelopment of Subarea 2.6 Mixed Use Office and Residential	CD2.6	2	Strategy
84	Encourage a grocery store in East Jackson	CD3.1	2	Strategy
85	Evaluate future active use of Karns Meadow	CD4.5	2	Strategy
86	Complete the update of the Natural Resources Overlay (NRO)/ natural resource protections in the LDRs	1.1.b	2	Implement Existing
87	Update wildlife conflict regulations in Town	1.1.b	2	Implement Existing
88	Update water quality protections in LDRs	1.2.a	2	Implement Existing
89	Update the Scenic Resources Overlay (SRO)	1.3	2	Implement Existing
90	Establish a dedicated funding source for conservation	1.4.d	2	Implement Existing
91	Educate on the impact of emissions and climate change	2.1.a	2	Implement Existing
92	Require, incent, identify/remove LDR barriers to onsite renewable energy production	2.1.d, 2.4.a	2	Implement Existing
93	Create incentives for energy conservation/efficiently	2.1	2	Implement Existing
94	Limit house size, focus on multifamily	2.4.a	2	Implement Existing
95	Explore requirements, incentives, allowances for the renovation/reuse of buildings	2.4.b	2	Implement Existing
96	Update water pricing and take other actions to encourage water conservation	2.5.a	2	Implement Existing
97	Update the BC zoning	3.1.d	2	Implement Existing
98	Be consistent and transparent in Plan implementation	3.3.c	2	Implement Existing
99	Limit variances and amendments	3.3.c	2	Implement Existing
100	Work regionally	3.5	2	Implement Existing
101	Develop a Town sidewalk plan	4.2.c, 7.2.a	2	Implement Existing
102	Adopt historic preservation LDRs	4.5	2	Implement Existing

#	Suggestion	Section	Cat.	Discussion
103	The human part of our character is just as important as the physical/landscape part	CV3	2	Implement Existing
104	Focus on all income levels for subsidized housing	5.1.b	2	Implement Existing
105	Provide a variety of housing types	5.2.a	2	Implement Existing
106	Support dormitory housing	5.2.a	2	Implement Existing
107	Balance housing needs with environmental stewardship	5.2.b	2	Implement Existing
108	Encourage Accessory Residential Units (ARUs)	5.2.e	2	Implement Existing
109	Explore a second home tax	5.3.a	2	Implement Existing
110	Need to address the preservation of existing workforce housing stock	5.3.b	2	Implement Existing
111	Need to address funding the housing supply program	5.3.c	2	Implement Existing
112	Create dedicated programs to support Housing Trust and Habitat	5.4	2	Implement Existing
113	Simplify the permitting process for housing	5.4.b	2	Implement Existing
114	Need nondevelopment programs like down payment assistance	5.4.b	2	Implement Existing
115	Create incentives for private development of workforce housing	5.4.d	2	Implement Existing
116	Encourage local business	6.3.d	2	Implement Existing
117	Hire a transportation planner to implement ITP	7.1.a	2	Implement Existing
118	Implement the ITP	7.1.a	2	Implement Existing
119	Implement a Travel Demand Management Program	7.1.b	2	Implement Existing
120	Explore a Park-n-Ride capture at the edge of Town	7.1.b	2	Implement Existing
121	Expand START service area	7.1.c	2	Implement Existing
122	Expand START frequency of service	7.1.c	2	Implement Existing
123	Increase START service frequency	7.1.c	2	Implement Existing
124	Increase START commuter service	7.1.c	2	Implement Existing
125	Evaluate START Routing to improve efficiency and capture latent demand	7.1.c	2	Implement Existing
126	Do a travel survey every 5 years	7.1.d	2	Implement Existing

#	Suggestion	Section	Cat.	Discussion
127	Promote coordination in transportation planning	7.1.f	2	Implement Existing
128	Focus on a Regional Transportation Planning Organization	7.1.f	2	Implement Existing
129	Fund START	7.1.g	2	Implement Existing
130	Adopt context sensitive road standards	7.2.a	2	Implement Existing
131	Implement Town Community Streets Plan	7.2.a	2	Implement Existing
132	Build the intermodal transportation center	7.2.d	2	Implement Existing
133	Redesign Hwy 22/390	7.2.d	2	Implement Existing
134	Make a decision on Tribal Trail	7.2.d	2	Implement Existing
135	Identify and take corrective actions	9.1.d	2	Implement Existing
137	Explore a Town square pedestrian zone	CD1	2	Implement Existing
138	Update light industrial zoning	CD5.2, CD7	2	Implement Existing
139	Update Hog Island zoning	CD7.2	2	Implement Existing
140	Update Aspens zoning	CD12	2	Implement Existing
141	Add workforce housing in Teton Village	CD13	2	Implement Existing
142	Create a single Village Master Plan	CD13	2	Implement Existing
143	Update Alta Core zoning	CD14	2	Implement Existing
144	Update outlier zoning (BC, Kelly, etc.)	CD15	2	Implement Existing
145	Implement the growth management principles and updated zoning as envisioned	3, 4	2	See Category 1, Topic E discussion
146	Prioritize Town infill	3.1.	2	See Category 1, Topic E discussion
Category 3 – Inconsistent Suggestions				
Category 3 suggestions are not recommended for implementation. They are organized below by the Plan section to which they apply. The discussion column provides a brief rationale.				
147	Add specifics to Principle 1.1	1.1	3	Additional policy unnecessary
148	Update standards for manmade landforms and ponds	1.3.c	3	Additional policy unnecessary
149	Revisit the LDR lighting standards to adopt a true dark sky ordinance	1.3.d	3	Standards recently updated
150	Prohibit Idling	2.3	3	Topic extensively discussed

#	Suggestion	Section	Cat.	Discussion
151	Explore public provision of waste management	2.5.b	3	Beyond the current Comprehensive Plan scope
152	Require western design	3, 4	3	Topic extensively discussed
153	Add growth boundaries	3.1	3	See Category 1, Topic E discussion
154	Add a system to manage and balance the rate of growth	3.1	3	See Category 1, Topic E discussion
155	Increase the allowed development in the Town and County	3.1.a	3	See Category 1, Topic E discussion
156	Allow development outside of Complete Neighborhoods	3.1	3	See Category 1, Topic E discussion
157	Add density outside of Town	3.2	3	See Category 1, Topic E discussion
158	Increase allowed density in Town	4	3	See Category 1, Topic E discussion
159	Increase height allowances in Town	4	3	See Category 1, Topic E discussion
160	Incentivize rather than direct growth into Complete Neighborhoods	3.1.b	3	Standards recently updated
161	Prohibit ground floor office use to encourage vibrancy	3.2	3	Unnecessary at this time
162	Adopt a percent for art ordinance	3.2.e, 4.4.a	3	Beyond the current Comprehensive Plan scope
163	Staff the planning departments	3.3	3	Additional policy unnecessary
164	Reevaluate parking requirements to facilitate density	4.2.c, 5.4.b, 7.1.b	3	Topic recently discussed
165	Shrink the Lodging Overlay and more strictly enforce short-term rental	4.2.f	3	Standards recently updated
167	Practice empathy	CV3	3	Beyond the current Comprehensive Plan scope
168	Combine Housing and Economy chapters	5, 6	3	Unnecessary at this time
169	Prioritize sustainability in selecting housing projects	5.1	3	See the Housing Action Plan
170	Solve housing with supply	5.2.b	3	See Category 1, Topic E discussion
172	Build rentals in commuter communities	5.2.c	3	Inconsistent with community Vision

#	Suggestion	Section	Cat.	Discussion
173	Revamp housing program perception	5.4.a	3	See the Housing Action Plan
175	End public-private partnership for housing development	5.4.c	3	Standards recently updated
176	Allow dogs on buses	7.2.b	3	Too specific for Comprehensive Plan
177	Consider merging Town and County government	8.1	3	Topic extensively discussed
178	Add housing to 8.1.b list	8.1.b	3	Unnecessarily redundant
179	Study how today would be different if we had made different choices in past Plans	9	3	Too specific for Comprehensive Plan
180	Give Plan more teeth	10	3	Inconsistent with community Vision
181	Make Character Districts hardline maps	CD	3	Inconsistent with community Vision
182	Expand Town Square District	CD1	3	Unnecessary at this time
183	Add density to Fairgrounds	CD3.3	3	See Category 1, Topic E discussion
184	Add density to Fairgrounds/Northern South Park	CD3.3, CD5.6	3	See Category 1, Topic E discussion
185	Add density to Northern South Park	CD5.6	3	See Category 1, Topic E discussion
186	Revise Character District 7	CD7	3	Unnecessary at this time
187	Add density to Hog Island	CD7.2	3	See Category 1, Topic E discussion
188	Revise the boundary of District 9	CD9	3	Unnecessary at this time
189	Add density to Wilson	CD11	3	See Category 1, Topic E discussion
190	Add density to Aspens	CD12	3	See Category 1, Topic E discussion