BOARD OF COMMISSIONERS

TOWN COUNCIL

JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

PREPARATION DATE: December 5, 2019
MEETING DATE: December 11 & 12, 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 consider Comprehensive Plan enhancements that have been proposed through the GMP review process, and to provide direction for enhancements to be included in the draft Comprehensive Plan Update.

BACKGROUND

With the adoption of the 2020 Annual Work Plan the Town and County approved a three phase Growth Management Program review and Comprehensive Plan Update. When the Comprehensive Plan was adopted in 2012, a Growth Management Program was included to provide a quantifiable growth trigger and measurable indicator to achieve our primary values. When a 5% growth in the number of residential units in the Town and County was reached in 2017, that trigger required us to ensure that we are meeting the primary targets of directing 60% of development into suitable locations (Town and Complete Neighborhoods) and housing 65% of our workforce locally. Analysis concluded that through zoning efforts, 60% of development is directed into suitable locations but we are not housing 65% of our workforce locally. Missing the target on one of these primary indicators means that the Growth Management Program routes us into a Comprehensive Plan Update to assess and implement corrective actions holistically through a lens of interconnected goals and mutually supportive strategies. The premise of this adaptive management approach is to maintain consistency and confidence in our community Vision and Values, and to be dynamic and progressive in the way we form goals, policies and strategies. We are living our Vision and Values in a changing environment, working toward the best for our community and using the Comprehensive Plan as a trail map. Evidence of the many milestones we have reached since 2012 support our continued path forward and the Growth Management Program provides waypoints for us to reassess the tools in our pack, make route corrections, and break down large obstacles into strategic, incremental steps. A new component recommended in this update is to also give ourselves the space to explore big-picture, out-of-the-box ideas. That is, while we continue putting one foot in front of the other toward our desired future, we also continue moving goals out to the horizon with open minds toward leaps and bounds that could be made with previously unexplored new or different planning models.

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 perception about whether the community is achieving our Comprehensive Plan ("Plan") goals. This information was presented and discussed at the October 7th Joint Information Meeting.
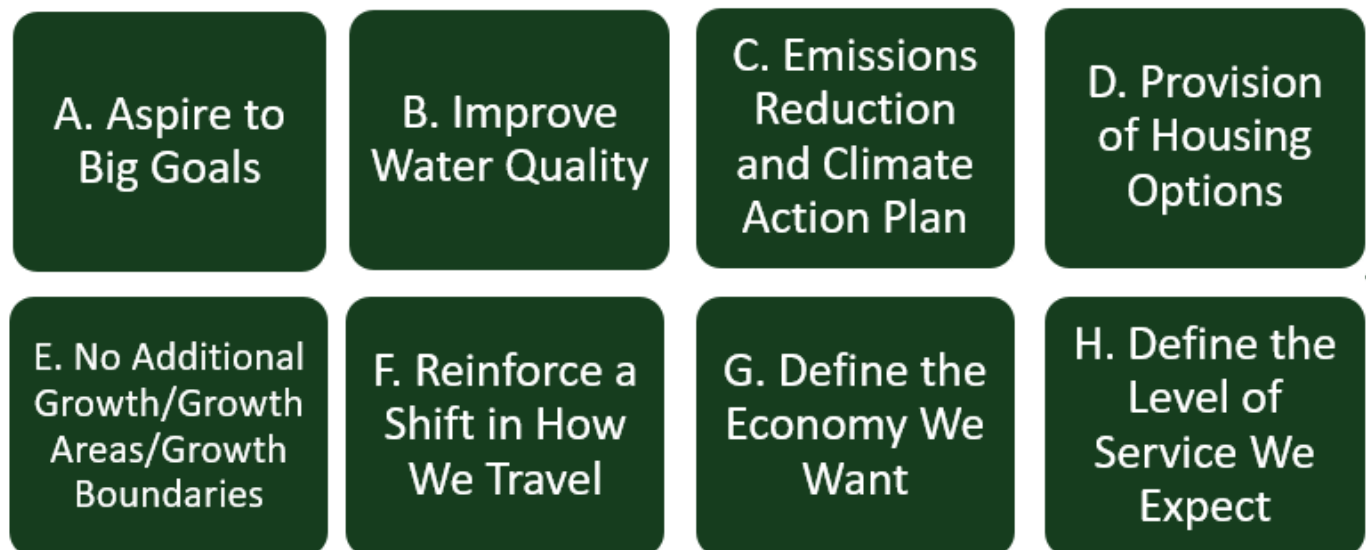
Phase 2 included a community Open House, a workshop for Spanish-speakers and an online questionnaire to solicit Plan enhancement suggestions from the community. During Phase 2, public input and staff recommendations were considered by the Joint Planning Commissions on November 20, 2019 where a motion was made that recommended amendments to Planning Staff's initial recommendation. To complete Phase 2, the Town Council and Board of County Commissioners will consider proposed Plan modifications and provide direction on which suggestions to include in the Phase 3 draft of the updated Comprehensive Plan.

Based upon the direction provided in Phase 2, Phase 3 will consist of review and formal consideration of an updated Comprehensive Plan by the Planning Commissions and Elected Officials. Phase 3 will be presented as a draft of the entire Comprehensive Plan with directed updates included for final review by the public, the Town and County Planning Commissions, and the Town Council and Board of County Commissioners before formal adoption.

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 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 listed below:

| 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 |

Most of the Category 1 issues relate directly back to the key trends identified during Phase 1. Officials should come to the meeting prepared to discuss each of these eight (8) topics including any proposed amendments you may have. In addition, prior to the meeting, officials should identify if there are any items from Categories 2 or 3 that you would like to discuss, 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. It is integral to the success of this working meeting that all participants come prepared. Please use the Attachments list of this staff report as a resource guide for meeting preparation. All participants should be familiar with all resources attached. Planning Staff is available prior to the meeting for questions or discussion, if needed.

The purpose of this meeting is to consider and approve key enhancements to the Comprehensive Plan update, which are based on the Plan's vision, recent trends, annual indicator review, Plan audit, public input,

workshops, and staff recommendations. The result of this meeting will be a list of amendments to be incorporated into the current Comprehensive Plan for review and approval in Phase 3.

MEETING AGENDA

December 11, 2019
8:00AM-12:00PM: Category 1 Enhancements
- For each of the eight Category 1 Enhancements (labeled A through H), Staff will provide a brief outline of the topic then Council and Board will have time to discuss and make a recommendation on the presented modifications based on a majority opinion. Each Category 1 topic will be allocated approximately 40 minutes for the above tasks, so it is expected that at least items A through E will be covered on Day 1.

December 12, 2019
8:00AM-10:00AM: Category 1 Enhancements continued
- The Day 1 task will continue with the expectation that direction on all Category 1 items will be provided by 10:00AM

10:00AM-11:00AM: Category 2 Enhancements
- An hour is allocated for discussion and direction on proposed enhancements listed under Category 2 with the expectation that not all items will be discussed. If it is in the interest of the group to discuss or modify the recommendation Staff and Planning Commission have made on any Category 2 items, those items need to be identified at this time. If no changes are directed at this meeting, each Category 2 item will be included in the Comp Plan Update as presented in this report.

11:00AM-12:00PM: Category 3 Items
- An hour is allocated for discussion and direction on proposed enhancements listed under Category 3 with the expectation that not all items will be discussed. If it is in the interest of the group to discuss or modify the recommendation Staff and Planning Commission have made on any Category 3 items, those items need to be identified at this time. If no changes are directed at this meeting, none of the Category 3 items will be included in the Comp Plan Update.

ATTACHMENTS
- GMP Phase 2 Report: Comp Plan Updates and Corrective Actions: What's Next?
- Joint Planning Commission Meeting Video on Phase 2 (November 20, 2019) (http://tetoncountywy.swagit.com/play/11202019-1240)
- GMP Phase 1 Report: "The Comp Plan Seven Years Later: Are We on Track?" (http://www.jacksontetonplan.com/DocumentCenter/View/1558/October-14-2019-GMP-Phase-1-Summary-Paper)

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

PLANNIG STAFF 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.

JOINT PLANNING COMMISSIONS RECOMMENDATION

At their November 20, 2019 joint meeting, the Town of Jackson Planning Commission and the Teton County Planning Commission made the following amendments to Staff's recommendation:

Category 1: Key Enhancement Topics

A. Aspire to big goals
- Investigate another word to replace "aspirational" that is more suited to measurable, attainable goals but also encourages ambitious, bold ideas and concepts.

B. Improve water quality
- Expand B3 to ensure comprehensive, holistic monitoring of both surface and subsurface waters throughout the entire valley.

E. No additional growth/growth areas/growth boundaries
- Move E2 up; deemed necessary for implementation in 2020.
- Add Category 2 item #19 to work with the State and statewide organizations to keep local decisions local as a strategy for Topic E. Include exploration of potential impacts of state-exempt family subdivisions with direct coordination and cooperation with local large landowners.

G. Define the economy we want
- Amend G2; adopt a strategy to update Section 6 so that it is clear and consistent with the rest of the Plan and considers the impact of local higher education and training opportunity.
- Change the name to Economic Implementation Plan (as opposed to Economic Development Plan)

Category 2: Plan Enhancements and Implementation Directives
- #74: Exploration of setting a minimum wage should begin with data collection.
- Move #164 to Category 2: Reevaluate parking requirements to facilitate density.

SUGGESTED MOTIONS

TOWN:

I move to approve 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 amended by the Town and County Planning Commissions and as amended at this meeting, for incorporation in the Comprehensive Plan Update for formal review and adoption in Phase 3 of this project.

COUNTY:

I move to approve 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 amended by the Town and County Planning Commissions, and as amended at this meeting, for incorporation in the Comprehensive Plan Update for formal review and adoption in Phase 3 of this project.

JOINT PLANNING COMMISSION MEETING

AGENDA DOCUMENTATION

PREPARATION DATE: November 15, 2019 **SUBMITTING DEPARTMENT**: Joint Long-Range Planning
MEETING DATE: November 20, 2019 **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

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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

1

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 <u>amount</u> of growth, we will confirm that growth is happening in the right <u>location</u> and is of the desired <u>type</u>. 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 <u>type</u> category. Job and traffic growth continue to outpace housing and permanent population growth – triggering this consideration of plan updates and targeted corrective actions.


AMOUNT   LOCATION   TYPE
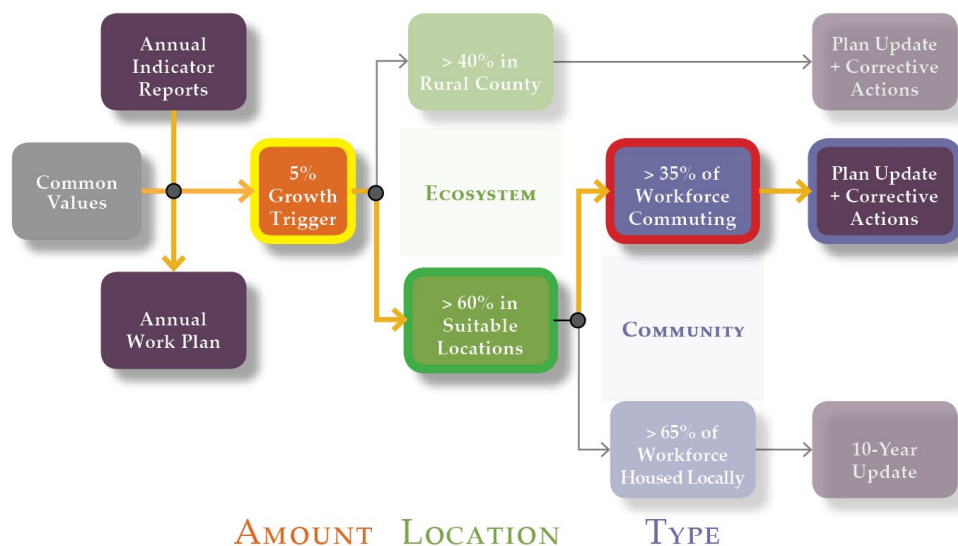
We are currently in Phase Two of the three-phase GMP adaptation process. Phase Two builds off of Phase One, where in August and September 2019, the community completed the analysis of past implementation through a plan audit, stakeholder interviews, questionnaires, and trend analysis. We encourage you 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:

Cat 3: Inconsistent Suggestions 12%

Cat 2: Other Enhancements 54%

Cat 1: Key Enhancements 34%
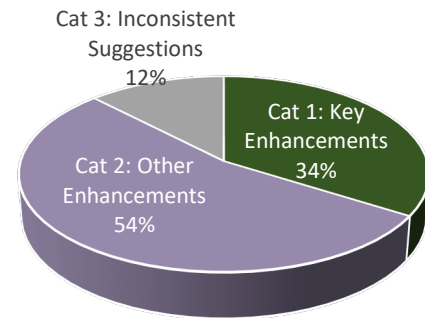
Category 1: Key Enhancements

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.

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Staff Recommendation

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

   o 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.

   o Establish the appropriate goal and indicators for Section 6: Economy through the update of that section (see recommendation G2)
   o 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.

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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.

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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:
   o Reducing greenhouse gases to limit climate change.
   o 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

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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.

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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

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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
- o 7.1: Reduce vehicle emissions.
- o 7.2: No new SOV capacity, Prioritize bike/walk/bus infrastructure.
- o 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.

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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

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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

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#	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:

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

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#	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

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#	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

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#	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

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| #	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

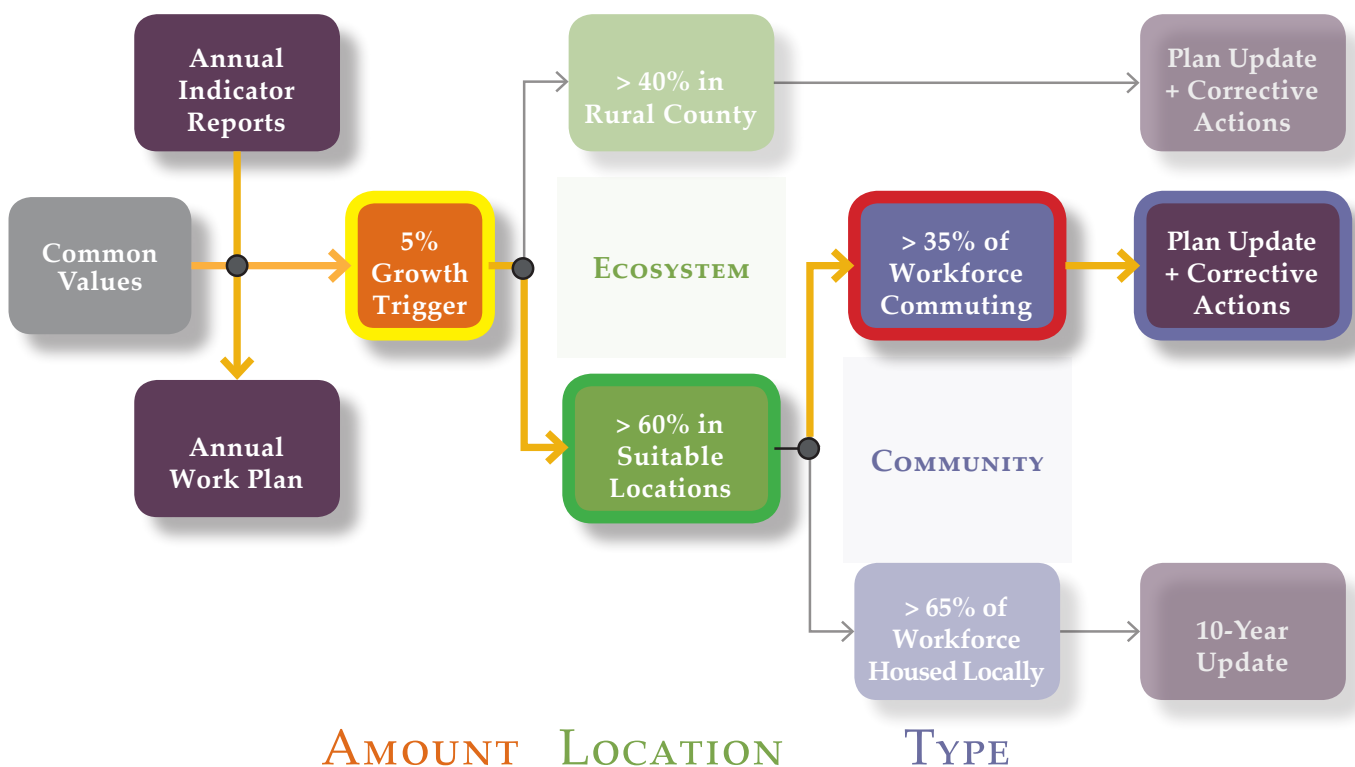# The Comp Plan Seven Years Later: Are We on Track?

October 2019
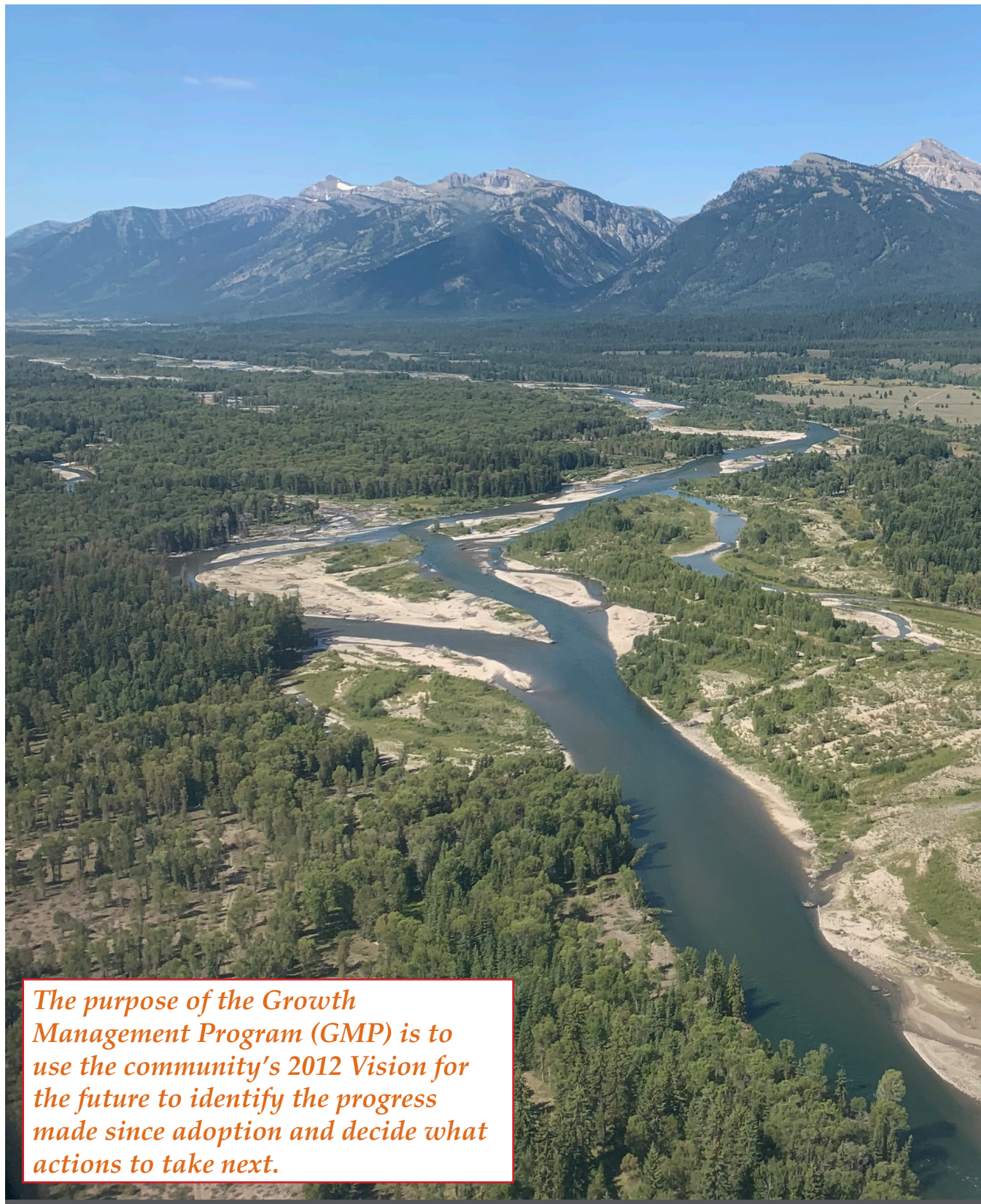
The purpose of the Growth Management Program (GMP) is to use the community's 2012 Vision for the future to identify the progress made since adoption and decide what actions to take next.

Why Take the Time To Do the GMP?

The Jackson/Teton County Comprehensive Plan's vision is to, "preserve and protect the area's ecosystem in order to ensure a healthy environment, community, and economy for current and future generations." It recognizes that our common values of ecosystem stewardship, growth management, and quality of life are complementary and dependent upon one another. Therefore, the Comprehensive Plan's implementation includes an adaptive management program.

This conversation is occurring because:

- Amount: The community hit 5% residential growth in 2017, triggering the GMP.

- Location: We have successfully built 59% of units in complete neighborhoods since 2012, and have successfully directed 62% of future units into complete neighborhoods through zoning updates.

- Type: Only 57% of the workforce lives locally. Job and traffic growth continue to outpace housing and permanent population growth – triggering this consideration of plan updates and corrective actions.

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Annual Indicator Reports

Common Values → 5% Growth Trigger

Annual Work Plan

> 40% in Rural County → Plan Update + Corrective Actions

ECOSYSTEM

> 60% in Suitable Locations

> 35% of Workforce Commuting → Plan Update + Corrective Actions

COMMUNITY

> 65% of Workforce Housed Locally → 10-Year Update
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AMOUNT   LOCATION   TYPE

The Growth Management Program is that adaptive management program – it ensures that with a certain <u>amount</u> of growth, we will confirm that growth is happening in the right <u>location</u> and is of the desired <u>type</u>. If satisfied, implementation will continue. If not, we will adapt.

Adaptive management is not easy. If it were easy to sustain success, avoid failure, and have clear picture of the path we are on, every community would do it. What makes the Jackson/Teton County community unique is that it not only established success indicators, it tracks those indicators, taking time to analyze the trends, and adjust implementation accordingly. Such coordinated, intentional, iterative planning is as unique as it is efficient.

There are no clear answers. Trends develop over time and have many explanations – some competing and some complementary. As context changes, past success does not guarantee future success. Some implementation efforts are only in their infancy, while others are nearing their end. While the community might not definitively figure out what it all means, it will be in a much better place for having had the conversation.

When on a backpacking trip, you periodically stop to rest, admire your progress and challenges, and discuss which way to go next. The GMP is a community water break. Not long, not an emergency, not a whole new adventure; a chance to refuel and reconnoiter. This paper outlines the path we have been on since 2012, identifying successes and remaining work. The next step is a community conversation about what to do next.
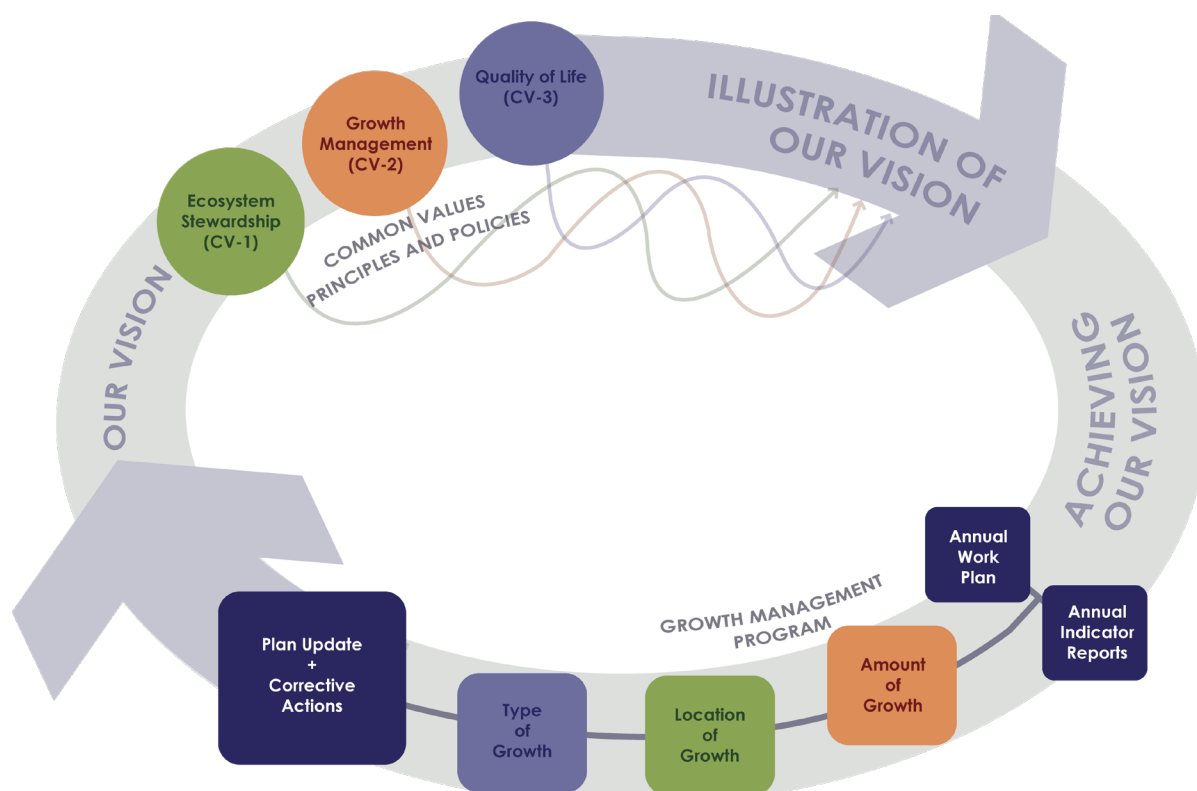
Overview

The community is implementing its Comprehensive Plan effectively. Most indicators are trending positively or neutral. And on many topics, our community can feel the success. Development has been capped and directed into the best locations for the ecosystem and community. Since 1994, we have worked hard to affect our development pattern, and have been successful. However, the GMP and indicators call for corrective action specifically for the "type" of growth occurring. Job growth is outpacing housing growth, leading to more commuting, which is an indicator of decreased quality of life, especially considering that real median income remains flat as cost of living rises. Job growth is also driving growth in vehicle miles traveled, which is driving growth in emissions that cause climate change, which is a threat to ecosystem health. How our community chooses to address job growth and its repercussions is the challenge.

Two Analyses

The purpose of this paper is to look at where the community has been, so that it can decide where it wants to go. In achieving that purpose, two analyses were completed.

- Goal Analysis: The goals analysis is an analysis of data against the goals for which data is available to measure success and whether the situation is getting better or worse. However, not every part of every goal has directly measurable data trends. The goal analysis uses the best available data, mostly from the indicator reports, to look at the path the community was on prior to Plan adoption and what has happened since Plan adoption.

- Public Perception: The public perception has no defined metrics or data. Through an audit, interviews and the questionnaire conducted in August and September 2019, the public was asked which sections of the Plan have been the most successful, which need the most work, and what individual actions they were taking to implement the Plan. Some responses might

be based on Plan goals, others might compare us to our peers, while others might be based on whether the individual did what he or she could.

The reason to include both analyses is to understand both the progress we have made toward our 2012 goals and also how we feel about the same topics today. Our ambitions of 2012 and perceptions of today are both important in deciding what to do tomorrow.

Report Card

The Report Card summarizes each analysis. Each analysis is generalized into high-level grades. While the goal analysis is based on data and goals and the public perception analysis is based on polling, public meetings, presentations, and interviews, the high-level grades assigned are qualitative. Two people can look at the same data and come to a different conclusion as to whether it is good or bad. In some cases, the Comprehensive Plan states an opinion, in others it does not. But, agree or not, it is important to use the grades and analyses as a starting point for the discussion of what to do next.

The Report Card includes:

- Goals Analysis:

  - Point-in-time-status grades for 2007, 2012, and Today:

    ● Positive   ● Fair   ● Negative

  - Trend line grades between each status:

    → Improving   → Minimal Change   → Declining

- Public Perception Analysis: The public perception section colors mean the same thing as the status dot colors. Sometimes, the public perception is different from the goal analysis.
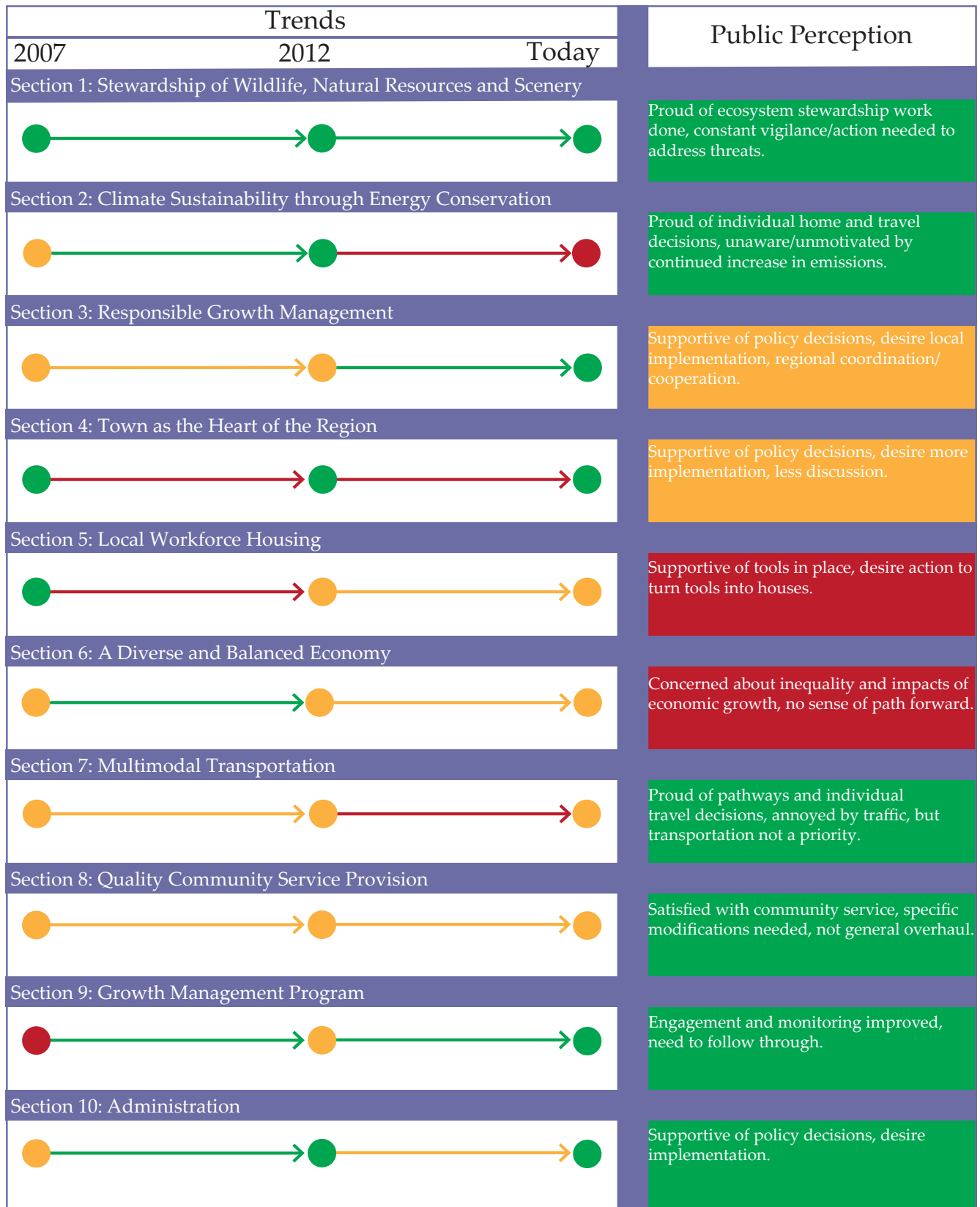
4

Full Review

To explain the grades in the Report Card, an analysis of each policy section of the Plan follows the Report Card. The analysis of each policy section has five parts.

- First, the goal is restated and broken into its component parts.
- Next the report card summary is elaborated on slightly in a graphic that highlights key trends and implementation actions, as well as future considerations.
- The Trends section is the bulk of the analysis explaining the status and trend grades provided in the Report Card by tying the trend data to the goals.
- The Public Perception section goes into a little more detail on the audit, interview, and polling results from August and September. The full reports of each of these efforts are separate documents.
- Finally, the Future Considerations section identifies some potential actions we can consider in the next phase of this GMP Review.

What's Next?

This report is the starting point. While the value of this program is understanding the past in order to inform the future, the goal of this effort is to define the menu of actions we will prioritize over the next few years. The identification of the plan updates and corrective actions called for by the GMP will be completed through fall 2019 and adopted in the winter of 2019/2020. Stay up to date at JacksonTetonPlan.com.

Report Card

Trends			Public Perception
2007	2012	Today	

Section 1: Stewardship of Wildlife, Natural Resources and Scenery

Proud of ecosystem stewardship work done, constant vigilance/action needed to address threats.

Section 2: Climate Sustainability through Energy Conservation

Proud of individual home and travel decisions, unaware/unmotivated by continued increase in emissions.

Section 3: Responsible Growth Management

Supportive of policy decisions, desire local implementation, regional coordination/cooperation.

Section 4: Town as the Heart of the Region

Supportive of policy decisions, desire more implementation, less discussion.

Section 5: Local Workforce Housing

Supportive of tools in place, desire action to turn tools into houses.

Section 6: A Diverse and Balanced Economy

Concerned about inequality and impacts of economic growth, no sense of path forward.

Section 7: Multimodal Transportation

Proud of pathways and individual travel decisions, annoyed by traffic, but transportation not a priority.

Section 8: Quality Community Service Provision

Satisfied with community service, specific modifications needed, not general overhaul.

Section 9: Growth Management Program

Engagement and monitoring improved, need to follow through.

Section 10: Administration

Supportive of policy decisions, desire implementation.

LEGEND: **Status:**   ● Positive ● Fair ● Negative   **Trend:**   — Improving   — Minimal Change   — Declining

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Full Review
Section 1: Stewardship of Wildlife, Natural Resources and Scenery

Community Goal:
Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.

- Are all native species healthy?
- Have quality natural, scenic, and agricultural resources been preserved?
- Can future generations to enjoy the preserved resources?

Section 1: Stewardship of Wildlife, Natural Resources and Scenery			
2007	2012	Today	Future

	Trends/Events		Future Considerations
Trends	• General Species Health • Conservation Development Pattern • Climate Change • NRTAB formed (2010)	• General Species Health • Conservation Development Pattern • Climate Change • Declining Water Quality • Vegetation Map (2013) • Rural Zoning (2016) • Focal Species Map (2017)	• Water quality should be improved or it will impact community and species health. • Climate change will impact species health, corrective action is needed to minimize. • Growth management success must be maintained, or it will impact species health.
Perception	• Public identifies ecosystem stewardship as a success • Public wary of future decline from growth and climate change		

Sources: Indicator Report; Mosaic, 2018; Hansen and Phillips, 2018; Teton County Subdivision Plats

Trends

In general, species health and resource preservation were good in 2007, and have been good since. But, the reality of the goal is that it will be nearly impossible to ever declare all native species healthy and there is debate as to current level of health species enjoy. A current area of concern is water quality. Longer-term, the concern is that climate change and regressions in growth management will cause the health of the ecosystem to decline.

Are all native species healthy?

Breaking down the community goal into its parts, native species health is the hardest part to quantify with current data. Experts continue to refer to the Greater Yellowstone Ecosystem as the, "largest generally intact ecosystem in the continental US," which is a statement of maintained health. Among experts, discussion of ecosystem stewardship success is always coupled with the caveat that there is much more to do. There are species that are growing in population and range. But, while no one is saying the ecosystem is unhealthy, no one is saying all species are healthy. There are species in decline. Climate changes are affecting natural processes, which will have effects on species that are not yet fully known. Development patterns and increased human population continue to force species to adapt to human presence.

It would be great if we could report stats like 100% of native species are at least 50% healthy, while 75% of native species are at least 85% healthy. However, just because we cannot does not mean we are wandering without direction. Experts have long identified development pressure, climate change, and lack of regional coordination as top threats to continued ecosystem health. Without addressing these topics, ecosystem health will likely decline. The good news is that the Comprehensive Plan addresses all three topics and sets goals consistent with the suggestions in ecosystem health studies such as those published by Montana State and the Charture Institute in 2018.

Have quality natural, scenic, and agricultural resources been preserved?

The second part of the goal, preservation of natural, scenic, and agricultural resources has been a community strength for the last 25 years. There is marginal opportunity to affect the development pattern of the lots created prior to 1994. The greater mandate is to focus on the remaining undeveloped area, which we have done successfully since 1994. There have only been 3 rural subdivisions in the last 25 years that created more than 10 lots under 35 acres, all of which conserved at least 70% of the land involved. Most recently, since 2012, an average of 384 acres of natural, scenic, and open space resources have been conserved per year. Only 58 acres per year have been subdivided into lots less than 35 acres.

What the conservation and development pattern success does not speak to is water quality, which is unfortunately a growing concern. Water quality concerns in the Hoback area, Fish Creek, and Flat Creek affects the health of our community as well as native species and the entire ecosystem.

Can future generations enjoy the preserved resources?

The final part of the goal is whether future generations can enjoy the resources that have been preserved. This is the least discussed portion of the goal, but it is the justification for preservation. This is a question of equity and access, which are not topics the Comprehensive Plan addresses directly, and are therefore hard to evaluate, however, they are topics that indicate a desire to achieve preservation without just prohibiting visitors and new residents. The preservation is not for us it is for the people that are not here yet.

Public Perception

Our community's perception of its stewardship efforts is positive. The public counts ecosystem stewardship among the successes of the past few years and does not identify it as a priority for future work plans. Both responses are notable for their lack of relative enthusiasm, which is not to say we place any less value on natural resource protection. The public outreach for the GMP was a measure of implementation, not values. The community can continue to value ecosystem stewardship without finding recent efforts particularly successful or finding future efforts to be a top priority.

Among those who use the plan everyday, there is more appreciation for the success achieved and apprehension for the threats ahead. The threats include water quality deterioration, climate change, and continued growth.

Future Considerations

The trends and public perception imply implementation actions are needed to sustain success and preventative action are needed to avoid regression. Actions that might be appropriate include:

- Address water quality in the Hoback area, Fish Creek, and Flat Creek. Declining water quality is a threat to human, wildlife, and ecosystem health.

- Stay the course on development pattern. While updating the Natural Resources Overlay and improving the conservation development tools can improve habitat protection, the most important thing to do is celebrate and sustain the progress made in the 1994 and 2016 rural zoning updates and continue to implement zoning that is consistent with the Character Districts.

- There is room for behavior changes that will reduce emissions.

- The update to the natural resource protections stalled. The topic needs closure to make the LDRs consistent with the Plan.

- Expand our understanding of vegetation map/ relative habitat value conversation to entire ecosystem. Understanding relative value within Jackson Hole is only a part of understanding relative value within the ecosystem, thinking about regional stewardship starts with regional understanding.

- Better define what it means for future generations to enjoy preserved natural, scenic, and agricultural resources.

Section 2: Climate Sustainability through Energy Conservation

Community Goal:

Consume less nonrenewable energy as a community in the future than we do today.

- Have we consumed less electricity than we did in 2012?

- Have we consumed less natural gas/propane than we did in 2012?

- Have we consumed less air travel fuel than we did in 2012?

- Have we consumed less vehicle fuel than we did in 2012?

Section 2: Climate Sustainability through Energy Conservation		
2007 2012 Today Future		
Trends/Events		**Future Considerations**
• Electricity use flat • Vehicle miles traveled growing slower than vehicle efficiency • Air travel growing slower than effective population • 10x10 (2007) • ECW (2011)	• Overall emissions up 17% since 2008 • Electricity emissions down 50% • Electricity use up 26% • Ground transportation emissions up 21% • Air transportation emissions up 18% • Road to Zero Waste (2018)	• Emissions will continue to rise if consumption patterns do not change. • Ground transportation is the sector with the most opportunity to effect positive change.
Perception • Public is proud of individual home and travel decisions • Public unaware or unmotivated by continued increase in emissions		

Sources: Indicator Report; GHG Emission Inventory, 2008 and 2018; JH Airport

Trends

The questions bulleted above to evaluate the community goal are based on the 2009 Energy Inventory, which has recently been replicated for the purpose of evaluating community progress. The results of the updated inventory show that nonrenewable energy consumption grew at a slower rate (17%) than effective population (25%), but grew significantly more than zero, which was the goal.

> **Effective Population**
>
> *Effective population is the number of people in the community on any given day. It is equal to the permanent population plus the seasonal population, commuters, and visitors.*

Have we consumed less electricity and gas than we did in 2012?

Emissions that contribute to climate change vary by the type of energy consumed, but energy consumption indicates emissions unless the

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energy consumption has become more efficient. Building-related energy consumption, electricity and gas, has received the most attention in conversations about energy conservation. Electricity and natural gas are largely provided by Lower Valley Energy (LVE). The work of the Town, County, and LVE through Energy Conservation Works and individual programs has yielded some success as electricity demand is down 8% in Town since 2008. However, demand is up elsewhere in the County and up 26% overall, on par with effective population growth rates. While consumption has not changed, the source of local energy has become more renewable causing a 50% reduction in emissions from electricity despite the increasing consumption. Unfortunately, natural gas emissions have not declined; and building related emissions account for less than 20% of community emissions.

Have we consumed less vehicle fuel than we did in 2012?

Over 80% of community emissions are travel related. Vehicles travelling around the valley and bringing visitors and commuters into the valley consumed about 64% of the nonrenewable energy in 2018. From 2006 to 2012, vehicle efficiency (per EPA, Real World MPG) grew faster than vehicle miles traveled, indicating potential for decreased emissions. However, a low in vehicle fuel consumption was reached in 2013 and since then vehicle miles travelled have grown more rapidly than vehicle efficiency. Not only has the community been unable to sustain the success of 2006-2012, but vehicle energy consumption is higher now than it was in 2008.

Have we consumed less air travel fuel than we did in 2012?

While vehicle miles travelled has grown significantly since 2012, its growth pales in comparison to the growth in air travel since 2012. Commercial enplanements and departures, the number of people flying in or out of JAC each year, grew 40% from 2012 to 2018. While there is some efficiency to the multiple passengers in a plane, air travel emissions are up 18% since 2009.

The updated energy inventory states emissions are up 17% since 2008. An increase that includes a period of likely emissions decline, from 2008 to about 2012. Our goal is to keep emissions at 2012 levels, even as we grow, which we have not done. However, the good news is that emissions are growing slower than effective population, meaning some efficiencies have been achieved.

Public Perception

Our community's perception of energy conservation is more positive than the indicators. The public identifies the increased ability to move without a car as a success. They also site travel, energy consumption, and waste reduction choices as the ways they are living our community vision. The public seems aware of the need to address home energy use and change transportation decisions and is proud of the effort it has made. Looking forward, the public prioritizes other work over continued work to address climate change, emissions, and ability to move without a car. The increasing tourism in recent years and ease of air travel in and out of Jackson has made Jackson, and the region, better connected to the world. But it is also having an impact on the climate and creates an interesting paradox looking forward.

Future Considerations

• Trends suggest the need for corrective actions.

• Create and implement an Emissions Reduction Action Plan. When energy conservation has been a focus of the community (10x10 Initiative), we have seen progress. Without that sort of action plan, we have regressed. The good news is we've had success, now we just need to recreate it. Taking action to reduce emissions and our impact on the climate change affecting our ecosystem requires changing behavior, which is potentially the most difficult type of action to incite. Whether it is car travel, air travel, or reliance on the tourism economy, the convenient choice can actually be the choice least in line with our community vision.

• Continue to work on encouraging smaller buildings with less energy demand.

Section 3: Responsible Growth Management

Community Goal:

Direct future growth into a series of connected, Complete Neighborhoods in order to preserve critical habitat, scenery and open space in our Rural Areas.

- Has growth been directed into Complete Neighborhoods?
- Has the direction preserved habitat, scenery, and open space in Rural Areas?
- Are the Complete Neighborhoods connected?

Section 3: Responsible Growth Management			
2007	2012	Today	Future
	Trends/Events		Future Considerations
Trends • 52% of new units in rural areas • 63% of potential in rural areas • County Moratorium (2007)	• 59% of new units in Complete Neighborhoods • 62% of potential units in Complete Neighborhoods • More rural conservation than subdivision • Rural Zoning (2016) • Town Commercial Zoning (2016) • Town Residential Zoning (2018)		• If current zoning is implemented growth will continue to be directed into Complete Neighborhoods.
Perception • Public is supportive of policy decision, but not particularly excited • Public desires implementation locally and regional coordination and cooperation.			

Sources: Indicator Report; Focal Species Habitat Map

Trends

Amount of growth has been capped and growth has been directed into Complete Neighborhoods. Prior to 2012, over 50% of units were being built in rural areas of habitat, scenery, and open space. Since 2012, 59% of units have been built in Complete Neighborhoods and 62% of future units have been directed to Complete Neighborhoods. We have met our policy goal and are tasked with continued implementation.

Has growth been directed into Complete Neighborhoods?

Prior to Comprehensive Plan adoption in 2012, zoning directed about 60% of future development into rural areas of habitat, scenery, and open space. Development from 2007-2012 mirrored the zoning, with 52% of new homes built in rural areas. The Comprehensive Plan goal is to reverse the development pattern so that 60% of future growth occurs in Complete Neighborhoods where population, services, and infrastructure already exist. The Character Districts of the Comprehensive Plan detail where growth is appropriate and where potential should be reduced.

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The goal to reverse the development pattern toward Complete Neighborhoods is a two-step action. The first step occurred in early 2016 when Rural Zoning, adopted by the County, removed 2,300 units-of-potential from the rural areas of habitat, scenery, and open space. This created a "pool" of units that could be directed into Complete Neighborhoods. The second step occurred through a number of decisions. The Rural Zoning includes a density bonus that allows for units from the "pool" to be allocated in Complete Neighborhoods in exchange for conservation of rural areas (CN-PRD). In addition, the Town adopted updated commercial (2016) and residential (2018) zoning that includes a floor-area-bonus for the allocation of units from the "pool" into appropriate locations in Town for the purpose of providing workforce housing.

Implementation is ongoing. The direction of future growth into Complete Neighborhoods is reliant on the development allowances being used. If the economic and/or political climate around use of the allowances is favorable, the allowances will become incentives for the type of development our community envisions. If the economic and/or political climate opposes use of the allowances, the community goal may not be achieved. While the CN-PRD tool has not been used and has limited applicability, the bonus tools in Town appear economically viable, but potentially subject to public resistance especially in transitional residential neighborhoods. As the tools become more familiar, more applications will be submitted. Likewise, applications to amend the Character Districts and zoning may undermine the use of these tools.

Has the direction preserved habitat, scenery, and open space in Rural Areas?
The second part of the goal is the measure of success – has the direction of growth into Complete Neighborhoods actually preserved areas of habitat, scenery, and open space? An analysis of where growth actually occurred indicates success. From 2012 to 2018, 59% of new residential units were built in Complete Neighborhoods. That the positive trend predates the 2016 and 2018 zoning

updates indicates the opportunity for even greater success as the updated zoning is built out. A setback to the goal was the two school location decisions – Munger Mountain Elementary School in Hog Island and the Classical Academy campus on the far end of South Park Loop. Both are separated from the population and infrastructure of the community.

Another way to answer the question is to analyze where potential growth was increased and reduced and if the changes in potential growth protect habitat, scenery, and open space. This analysis was a fundamental aspect of the Character Districts' creation. Habitat, scenery, and open space mapping were used to draw boundaries (see Framework Map for CV-1). The relative habitat value map completed in 2017 revisits those boundaries with updated habitat information. The relative habitat value map affirms the Comprehensive Plan mapping and that the 2016 and 2018 zoning updates directed growth out of areas of relatively high habitat value into areas of relatively lower habitat value.

- There are 55 Subareas in the Comprehensive Plan and of the 13 Subareas (25%) with the highest habitat value:
  - 10 are Preservation or Conservation Subareas where future growth was removed.
  - Only 1 of the 13 highest habitat value subareas (Subarea 2.5, North Cache Gateway) is a Transitional Subarea where the floor-area-bonus is applicable.

- Of the other 10 Transitional Subareas, into which future growth has been directed by development allowances, 8 are in the bottom 50% of Subareas for habitat value and 4 are in the bottom 25% of Subareas for habitat value.

Amount of growth

While not a specifically addressed goal, the amount of growth is a topic in the policies of the Section and the Growth Management Program. Since 2012, we have refined our stance on development caps. Through the Town Commercial and Residential Zoning efforts, the Town and County jointly affirmed a cap on residential and nonresidential growth at current levels. The only type of physical development that is not capped is floor area for public service provision. As discussed above, residential potential beyond base zoning is allocated only through conservation and workforce housing incentives.

Predictability and regional coordination

Also missing from the goal is discussion of the Principles of Predictability (3.3), Natural Hazards (3.4), or Regionalism (3.5). The zoning updates have improved predictability by replacing discretionary allowances with defined bonuses. Success is demonstrated with the few Comprehensive Plan amendments and application-driven LDR amendments that have been submitted. The Town and County approved a Character District amendment that met our community vision and denied the other Character District amendment application that did not, showing the commitment to the Plan. Unfortunately, we have seen a regression in cooperation and regionalism. There has never been a lot of regionalism, but the coordination built over the years between the Town and County has been weaker recently. Most notably with regard to staffing joint planning positions, but also as it relates to housing decisions. Regionalism and coordination does not mean everything has to be a joint decision, but the Town and County's joint planning is held as the gold standard nationally, and it is a perfect example of a topic that needs preventative action so that it does not regress into an issue that needs corrective action.

Public Perception

Our community is aware and proud of removing development potential from rural areas. It prioritizes housing tool implementation and increased regional coordination.

Future Considerations

It is important to recognize the success achieved and sustain them through implementation actions.

- Implement the existing Character Districts and updated zoning. Recent proposals indicate that all that is needed to fully implement the community goal is Town and County support for the tools in place. Active use of the tools would demonstrate further progression.

- Recommit to joint planning. The Town and County are better together; regionalism must start locally and built out.

- Reintroduce the idea of community first. The character of our community was based on those who live in the community. Goals around equity and community culture are missing from our community vision.

- Work regionally as a partner. We can bring experience and resources to the table, we can also learn from our neighboring communities.

- Focus on connecting the Complete Neighborhoods. The successes achieved through zoning will be amplified if they are supplemented by car-free transportation options.

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Section 4: Town as the Heart of the Region – The Central Complete Neighborhood

Community Goal:

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

- Is Town the primary location for jobs?
- Is Town the primary location for housing?
- Is Town the primary location for shopping?
- Is Town the primary location for education?
- Is Town the primary location for cultural activities?

Section 4: Town as the Heart of the Region - The Central Complete Neighborhood			
	2007	2012	Today Future
	Trends/Events		Future Considerations
Trends	• 42% of new units in Town	• 36% of new units in Town since 2012 • Over 50% of potential units in Town • 66% of nonresidential floor area in town • New schools in County • Location of job growth unclear • Rural Zoning (2016) • Town Commercial Zoning (2016) • Town Residential Zoning (2016)	• If residential potential remains in Town, Town will remain heart. • Coordination with School District, Hospital District and others is needed to keep services in Town. • Need a better understanding post-recession job growth.
Perception	• Public is supportive of policy decisions. • Public desires implementation.		

Sources: Indicator Report; Town of Jackson; Housing Nexus Study, 2013

Trends

Town still has more jobs, housing, shopping, education, and cultural activities than anywhere in the community – it is still the heart of the region. But since 2012, jobs and housing have moved away from Town slightly, as have school locations. Looking forward, zoning updates direct the majority of future housing into Town.

Is Town the primary location for jobs?

Town is unquestionably the primary location of restaurant, office, retail, and conventional lodging use, with over 60% of the community's floor area in those categories. From 2012 to 2018, 66% of new nonresidential floor area was built in Town. Based on the 2013 Housing Nexus Study, which considers employee generation by residential and nonresidential floor area, Town was home to about 60% of jobs in 2012 and home to about 60% of jobs in 2017. All of which are positive trends. However, job growth has been dissociated with floor area growth for years. Whether its service businesses that operate out of vehicles, self-employees working from home, increasing jobs per employee or some other factor, there is an untold story of where the new jobs are located that keeps us from being sure the community is actually locating jobs in Town.

Is Town the primary location for housing?

In the traditional sense of the word, Town has not been the primary location of housing for years. In 2012, 41% of housing was in Town. However, around 2012 the proportion started to shift out of Town, and from 2012 to 2018 only 36% of new housing was built in Town. (The reason our community still achieved 60% growth in Complete Neighborhoods was the number of homes built in Teton Village.) These trends are cyclical. The lull around 2012 corresponds with the buildout of the Blair Place apartment complex. With Hidden Hollow, Westview, and other projects coming onto the market in future years, Town proportions are likely to go up in the near term. With the shift of development potential into the Town, Town housing proportions are likely to go up in the long term as well. For a long time, building single

family homes in the County on lots platted prior to 1994 was the easiest development possible. Recent patterns suggest those lots are starting to get built out, making development using current zoning tools, which are concentrated in Town, more likely. Some patience will be required as the market and development industry adapt to the shift from single-family construction to multi-family construction.

Is Town the primary location for shopping?

In terms of shopping, 80% of the community's restaurant and retail floor area was in Town in 2012. From 2012 to 2018 all the retail floor area added in the community was added in Town. In fact, the amount of retail floor area in the County actually decreased. This would certainly indicate that the community shopping infrastructure remains primarily in Town. However, there are also online and regional shopping considerations.

Is Town the primary location for education?

In terms of education, 77% of school floor area was located in Town in 2012. As mentioned above, recent decisions regarding Munger Mountain Elementary School (public) and the Classical Academy (private) have moved the community off track from locating educational facilities in Town. When Classical Academy is complete, only about 60% of school floor area will be in Town. Both schools are detached from the community population and infrastructure and are magnet schools pulling from the entire community rather than neighborhood schools serving the proximate population. It should be noted that early childhood education and continuing education opportunities are not accounted for in the above numbers and remain primarily located in Town.

Is Town the primary location for cultural activities?

Town remains the primary location for cultural activities. The library is located in Town. The Center for the Arts is located in Town. Four of the 7 arts/culture facilities identified on the CV3-Framework Map in 2012 are located in Town, with no shift having occurred since 2012. In addition,

permitted special events in the Town are up from 48 in 2007, to 63 in 2012, to 72 in 2018.

Public Perception

The community's sense of progress regarding "Town as Heart" is neutral. The community's awareness of the increased housing opportunities now available in Town zoning falls short of excitement and is instead expressed as calls for follow through to actually get housing built.

Future Considerations

What is needed is implementation action through the use of the updated Town zoning that is in place.

- In order to evaluate whether Town is the primary location for jobs we need to better understand the jobs that are being created, where they are occurring, and what type of employees are being added so that we can plan for the jobs that are coming and discuss the jobs we want.

- Implement the zoning tools put in place. Actions to catalyze the use of some tools may be needed, but recent proposals indicate all that is needed is approval of the Plan that is in place. The public is anxious to see housing built using the housing tools.

- Implement the zoning tools put in place. The County has an action in this as well. The tools to develop housing in Town are currently the best available to the market. Undercutting that market force by allowing greenfield development in the County will undermine implementation of the community vision.

Section 5: Local Workforce Housing

Community Goal:

Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.

- Do a variety of workforce housing opportunities exist?
- Does at least 65% of the workforce live locally?

Section 5: Local Workforce Housing			
2007	2012	Today	Future

	Trends/Events		Future Considerations
Trends	• Workforce living locally declined from 65% to 59% • 5-2-5 built (2012) • Cottonwood Flats (2011)	• Local workforce from 59% to 57% • The Grove (2015-2022) • Housing Action Plan (2015) • Homesteads (2015-2018) • JHMR Dorms (2016) • Town Commercial Zoning (2016) • Hospital Apartments (2017) • Town Residential Zoning (2018) • Mitigation Update (2018) • Rules and Regulations Update (2018) • Redmond St. Rentals (2018) • Hidden Hollow (2019-2021)	• Policies need to be implemented not corrected • At least the same level of action is needed to sustain success • Increased action and investment is needed for progress
Perception	• Public supportive of tools in place but does not see work done as success. • Increasing housing options is the public's highest priority • Permanent funding for housing, transportation and open space is the public's second priority		

Sources: Indicator Report; Housing Department

Trends

While the Comprehensive Plan was being discussed and adopted, the percentage of the workforce living locally fell dramatically. Since 2014, the fall has stopped, and implementation of the Housing Action Plan has set the community up for housing success. What is needed to realize that success is implementation.

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Does at least 65% of the workforce live locally?

In 2012 there was sentiment that while housing was still an issue, the recession was providing relief. In reality the percentage of the workforce living locally was in steep decline from 2007 to 2014. The workforce has not been 65% local since 2007. In 2012, only 59% of the workforce lived locally and the number had been falling about 1.3% each year since 2007. With the benefit of this information, which was not available in 2012, charting a return course to 2007 levels is daunting.

Despite the audacity of the goal, the community took action and achieved success. In 2017, 57% of the workforce lived locally, the same percentage as 2014. The first step in any course reversal is to stop going the direction you were headed. What makes the halting of the negative trend even more promising is that it is has occurred without a slowing of job growth or increase in housing provision. If job growth slows or affordable housing provision increases even more success is possible.

There is probably no section that saw more action from a wider range of public and private entities than the housing section. On the private side this action was born out of necessity. On the public side, the Housing Action Plan provided a clear to-do list. Diligent pursuit of that to-do list has yielded significant results in creating housing allowances and incentives through zoning, pursuing public/private partnerships to build housing, and revamping the experience for those looking to obtain restricted housing. With regard to the public/private RFP process, while it appears no projects have begun yet, the pipeline is slated to produce more units per year than past approaches. There is still much to learn and achieve with regard to partnering and funding housing at the lowest incomes, but there is also a lot of opportunity represented by the success achieved thus far.

Do a variety of workforce housing opportunities exist?

The other part of the goal is to ensure variety in housing opportunities. Since 2012, variety in housing opportunities is relatively unchanged. While there have been a number of deed-restricted units that have been completed since 2012 (due to mitigation and public funding), the percentage of units that are detached single family homes has remained consistent. In considering variety it would be helpful to know the trend in number of bedrooms per unit as well the trend in unit size by type of unit. This information is available in building permit data, but has not been analyzed. "Ensure" is a term that does not necessarily judge the 2012 variety as adequate or inadequate. Therefore, maintaining the variety of the past is not failure, but increased variety in the future would be success. The zoning tools in place will increase the amount of multifamily housing, which is another opportunity to build on the success in housing the workforce locally. Multifamily housing is more affordable than single family housing and can be supplied more quickly.

Time for corrective action?

Looking forward, opportunities have been created and indicators are promising. However, the challenges also appear unrelenting; job growth and housing prices show no signs of decline, the community has no desire to sacrifice other goals to focus solely on housing, and even if growth management was completely abandoned, consolidated land ownership and lack of construction labor would limit the number of units built each year.

Which raises the question of Subarea 5.6, Northern South Park which is uniquely tied to the Growth Management Program. It is the only policy or Subarea with a built-in corrective action. It is identified as an appropriate location to receive density transfers that result in conservation. It is also identified as an appropriate place for increased density if corrective action is needed because the community's housing needs cannot be met through the implementation of Plan policies in other Character Districts. Trends indicate implementation of the tools in place in Town

will yield results and that it is not time to increase density in Northern South Park. If the rezoning and development of Northern South Park flooded the market with supply it might be an infusion solution to the housing demand from baby-boomer retirement; but turning the focus to Northern South Park would certainly turn attention away from recently adopted tools and might ruin their economic viability. Northern South Park is the right place to turn if greenfield housing development is needed, but it is too early to say the Town's tools are ineffective, especially after the promise they have shown over only a short period. Some patience will be required as the market and development industry adapt to the shift from single-family construction in the County to multi-family construction in Town.

Public Perception

Predictably, the community's primary perception of housing is that more work is needed. The community is aware of housing policy changes but is waiting for the housing to get built before claiming success. Both the data and the public feel like there is more to do and now is the time to accelerate in the direction headed rather than discuss alternate approaches.

Future Considerations

The trends and public both call for implementation action.

- Implement the zoning tools put in place. One of the policies of the Housing Action Plan was to allocate all the units removed from rural areas – do not increase buildout, but do not leave units on the table either. In implementation, the same approach can be taken – use the zoning to its extent. It took 10 years of community conversation to put the zoning in place (during which time the percentage of the workforce living locally fell from 65% to 57%) it is time to use that zoning.

- Evaluate whether there are enough resources in the Housing Supply Division to achieve the housing supply progress desired. The RFP process has improved efficiency, but dedicating

less than one employee to housing supply limits the amount of restricted workforce housing that can be built and preserved.

- More resources for housing supply. Responding to the public call to action will require a greater housing supply budget and additional staff. The Comprehensive Plan and Housing Action Plan each call for a dedicated funding source which has not been achieved.

- Recommit to the lowest income households. The Housing Action Plan identifies it as the greatest need.

- Restrict existing stock. Another trend identified in the Housing Action Plan is the baby-boomer retirement effect on job and housing turnover. On a per unit basis, converting an existing unit into workforce housing instead of a second home is more beneficial than building a new workforce unit.

Section 6: A Diverse and Balanced Economy

Community Goal:

Develop a sustainable, vibrant, stable and diversified local economy.

- Is the economy sustainable?

- Is the economy vibrant?

- Is the economy stable?

- Is the economy diversified?

Section 6: A Diverse and Balanced Economy		
2007	2012	Today	Future

	Trends/Events		Future Considerations
Trends	• Great Recession • Cost of living decreased due to recession • Lodging Tax and Travel and Tourism Board (2010)	• Job growth 3x physical growth • Increased winter, shoulder occupancy • Decline in real median income • Decline in housing affordability	• Without direction economic growth will continue without providing economic development. • If the community does not define how it wants to address income inequality, the inequality will define the community.
Perception	• Public is concerned about inequality and impacts of economic growth. • Public does not have a sense of the path forward.		

Sources: Indicator Report; Bureau of Economic Analysis; Bureau of Labor Statistics

Trends

Overall, job growth has been strong; however, real median income is flat and the cost of living increased. If economic development, sustainability, and stability are intended to also improve economic quality of life, the goal has not been met. To this end, the goal and chapter use a lot of terms and concepts that lack clarity.

Is the economy sustainable?

The Plan calls out, "better, not bigger economic development means improving the economy without relying on physical growth." Jobs have grown 3.7% per year since 2012, enough to recover the jobs lost in the recession and return to the 3.2% annual growth rate that preceded the recession. County GDP grew about 1.5% annually from 2012 to 2015 based on newly released Bureau of Economic Analysis estimates. Per capita income has grown 2.7% per year, after inflation. And sales tax revenue is up 6.4% per year after inflation. All of these indicators of economic growth have exceeded the rate of physical development which was less than 1.2% annually. Using the metric economic growth, without physical growth, the economy has gotten better.

However, a common definition of economic sustainability that is consistent with the Principles and Policies of the Plan is economic growth without negative impact to other community goals. Economic growth may not have relied on physical growth, but it has had a negative impact on other community goals. Housing is less affordable than it was in 2012 due to increasing per capita income, driving up home prices and in greater demand due to job growth. Meanwhile real median income is lower than it was in 2012. The job growth has also caused an increase in traffic.

Is the economy vibrant?

There is no definition for a vibrant economy, but if it lends to filling the shoulder seasons with increased economic activity, the community has succeeded. Winter and fall lodging occupancy and effective population are up since 2012, about 2-3% per year depending on the indicator. Some of this is likely driven by good snow years, but there are other factors such as the work of the Travel and Tourism Board and the IKON pass. The increased vibrancy may be the "new normal"

Is the economy stable and diverse?

A stable economy often refers to an economy with consistent output or output growth and low, consistent inflation. Typically, diversity, complexity and balance are all parts of stability. The community's economy has not gotten notably more diverse since 2012, nor have there been any major efforts to diversify it. The only shift toward balance was toward self-employment from 2002 to 2012 when those jobs rose from 23% to 34% of all jobs. However, much of the stability in our economy comes from its uniqueness. The Greater Yellowstone Ecosystem is our economic "export", and it is not replicable by another economy. The second aspect of stability is low inflation. At this time there is not a local cost of living index, but we know cost of living is increasing. We know the median income is not keeping up with home prices or rents and that real median income is not growing.

Public Perception

The community does not highly prioritize economic development, however the community is aware of and concerned about growing economic inequality. Comments about inequality are presented in this section because they do not have a section elsewhere in the Plan and the economic growth is not improving the economic quality of life in the community.

Future Considerations

The trends and public perception indicate some sort of corrective action is needed, but before it can be taken it needs to be identified and defined.

- Update Section 6 to provide a clarification of the Plan's language and definition of terms.

- Create an economic development plan to better understand the jobs that are being created, where they are occurring, and what type of employees are being added. This might start with an update to the Housing Nexus Study to understand what jobs are coming. Which could lead into a conversation about what jobs we want and how we turn economic growth into economic development that benefits the entire community. We also need to understand where the economy can be made more resilient.

- Create a local cost of living index. If we want to know whether economic growth increases economic quality of life, we need to know how the real cost of living is changing.

Section 7: Multimodal Transportation

Community Goal:

Residents and visitors will safely, efficiently, and economically move within our community and throughout the region using alternative transportation.

- Are residents and visitors using alternative transportation?

- Within the community? Throughout the region?

- Is movement safe? efficient? economical?

Section 7: Multimodal Transportation		
2007 2012 Today Future		
	Trends/Events	Future Considerations
Trends	• VMT growth at the rate of effective population • Jackson to Moose Pathway (2012) • Increasing walk/bike mode share • High commuter transit growth • Flat per capita transit growth • VMT growth at the rate of effective population • ITP (2015) • Path 22 (2016) • Snow King Bollards (2018)	• Without a significant shift in how the effective population travels, vehicle miles traveled and emissions will continue to rise. • Limiting workforce housing will not limit the workforce needed, it will only increase the distance it has to travel.
Perception	• Public is proud of pathways, START, and personal transportation decisions. • Transportation is not a priority in terms of work to do.	

Sources: Indicator Report

Trends

Commuters have more transportation options and there is some evidence of an increase in walking and biking per capita. However, vehicle miles traveled (traffic) is still growing at the rate of effective population, which is contrary to the community goal to reduce such growth.

Are residents and visitors using alternative transportation?

The Integrated Transportation Plan (ITP), adopted in 2015, defines the mode-shift goal of the community – a nearly 6% shift away from trips by vehicle by 2035. The ITP relies on doubling transit ridership between 2013 and 2024, then doubling again between 2024 and 2035. In terms of annual growth, the ITP goal is 6.5% compounding annual growth in transit ridership. Over the first 5 years of implementation (2013-2018), transit ridership has grown at a compound annual rate of 3.4%. Every year, transit ridership grows slower than expected and the ITP scenario becomes less achievable. A shift to biking or walking may offset the lack of transit ridership. American Community Survey (ACS) trends regarding active transportation are positive. The increasing popularity of e-bikes has made cycling a more realistic option for longer trips. Time will tell how significantly e-bikes impact peak traffic, especially on the Hwy 22 corridor. The real proof of success will be more people moving by bus, bike, or foot and less cars on the road.

Is movement safe? efficient? economical?

The goal also asks if the alternate mode of transportation is safe, efficient, and economical. Alternate modes of transportation are significantly more economical than driving. Commuting 50 miles a day, 250 days a year at $0.58 per mile (Federal mileage rate) costs a commuter $7,250 a year. An annual START Bus commuter pass costs $1,260 a year. Commuting 15 miles a day within the Jackson area at the same rate costs about $2,175 per year. A START Bus pass within the Jackson area costs $0 to $250 per year. Cycling or walking within the area has a similar or reduced cost range.

Efficiency is the transportation characteristic that drives behavior. Can people get where they want to go when they want to get there? Lack of efficiency may be why transit is not meeting ITP ridership goals. Nearly all out-of-Town bus routes travel Highway 22. Highway 22 and Moose-Wilson traffic growth is not only above ITP targets, it is above ITP baseline. Per capita vehicle miles traveled has essentially remained flat and effective population has grown faster than projected. The dedicated Bus/carpool lane discussed in the ITP has not become a reality although WYDOT is exploring what the idea might look like as it designs a new Highway 22 bridge.

Throughout the region?

Regionally, the efficiency of transit is greater. The Commuter routes experienced the greatest growth. START reports that there is demand for greater commuter route frequency, at a wider variety of hours.

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Public Perception

The community's sense of progress on transportation is positive. While traffic is a common topic of social conversation, it was not a leading call to action in public review of the Comprehensive Plan. People cite Pathways and START as successes. Transportation choices were how individuals felt they had personally implemented the Plan. People are pleased with their options and would like transit to be more convenient, but think other community goals require more urgent action. This opinion is consistent with public opinion in 2012.

This response is likely the result of positive outreach, which asked the community what it should work on, not what is broken. This may indicate a community acceptance of traffic (an affirmation of the Plan policy accepting Level of Service D traffic). The response is also interesting since traffic, emissions, and ecosystem health are connected. That connection may not be obvious, which might be why people are concerned about ecosystem health without calling for action on one of the most tangible responses the community could take, traffic.

Future Considerations

Transportation requires corrective action. While the public can seemingly live with the level of traffic we have, there is concern about the affect climate change will have on ecosystem health, and vehicle emissions is the biggest lever the community has to address that issue.

- Dedicate resources to Travel Demand Management including staff time funding and enthusiasm. Reducing traffic has to be cultural, it will be most successful if it becomes part of the community pride and identity in the same way as conservation.

- Update the Action Plan in the ITP to embrace new opportunities. The transit mode shift goals might be unrealistic, but the overall mode-shift goal might be achievable through an embrace of e-bikes in the summer months.

- Work with WYDOT on big ideas. Dedicated HOV/BRT lanes designed to accommodate autonomous vehicles is not a typical rural solution, but there is federal funding for those type of big ideas and working with WYDOT to try new things is the way it can be done.

- Prioritize pedestrian infrastructure in Town. Analyze the pedestrian network as a whole. Where is pedestrian demand, where is the sidewalk network broken, where can pedestrians share the road?

- Add vehicle miles traveled per capita to core indicators. 60/40 and 65% have provided good guidance. A vehicle miles traveled equivalent or mode share equivalent would provide focus on the issue.

Section 8: Quality Community Service Provision

Community Goal:

Timely, efficiently and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.

- Have services and facilities been quality?

- Have they been delivered timely, efficiently, and safely?

- Have they been delivered in a fiscally responsible manner?

- Have they been delivered in coordinated manner?

Section 8: Quality Community Service Provision		
2007 — **2012** — **Today** — **Future**		
	Trends/Events	Future Considerations
Trends	• Level of service seemingly increasing • SPET elections (2008, 2010, 2012)	• Level of service seemingly increasing • Revenue sources unchanged • SPET elections (2014, 2016, 2017) • Community Priorities Fund not elected (2015) • Community Health Needs Assessment (2015, 2018)	• In order to evaluate service delivery, service goals are needed. • The Town, County, School District, Hospital District, and other entities will have more opportunities for success if they work together.
Perception	• Public is satisfied with community services. • Specific services (especially related to mental health) are needed, but not an overhaul.		

Trends

This is the section where the community cannot easily determine if the goal has been met. For some services there are measures of service quality and delivery, but for many there are not. There are examples of coordination and there are examples where self-interest was pursued over coordination.

Have services and facilities been quality?

The driving part of the goal is the desire for high quality services. In some cases, we have high quality services relative to communities in the area or of similar size. For instance, the recently adopted Parks and Recreation Strategic Plan evaluates our parks system as being on par with the national standard for communities our size, in addition to the National Parks and National Forests we have out our back door. Our airport provides the best national air service within 5 hours. We have the 15th largest rural transit agency in the country according to the American Public Transit Association.

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Despite our snowy, cold climate, schools are almost never closed because of weather. However, the community has not defined what quality means to us for each of the services listed in the plan. In fact, such definition is one of the indicators that went untracked.

Have services been delivered efficiently and in a fiscally responsible manner?
In addition to quality, the goal asks that service be delivered efficiently and responsibly. Efficiency and fiscal responsibility are hard to determine until the desired level of service is achieved. We know how staffing, tax revenue, and non-profit giving have grown over the years. However, we cannot quantify how the level of service has grown over the same period.

Coordinated service delivery
The goal includes service delivery be coordinated. Coordination in service delivery means coordination within local government and between various levels of government. Coordination does not mean joint decision making, consolidated government, or socializing all services. Nor does it mean hard decisions are avoided because not everyone agrees. The coordination goal is that each service provider in the community is doing its piece without making it more difficult for the other providers to do their piece, and all the service providers support each other. There are examples of improved coordination like County and WYDOT work on Tribal Trails and lack of coordination such as the Munger Mountain Elementary School location which was contrary to key goals.. Individual and preemptive decision making is still present in some cases and works counter to the community goals. The public is best served when all its representatives work together.

Another opportunity for coordination is with non-profits. Examples include when the State, County, and non-profits work together and coordinate human service provision.

Public Perception
The community views public service delivery highly. It is not something the community strongly prioritizes for future action. However, there are specific areas, such as mental health and social services that are a top priority of the public. Public input into this process echoed the Community Health assessment call for better mental health and social services.

Future Considerations
The Community Health Needs Assessment is a good step toward establishing community health goals against which to measure service levels. What is needed is implementation action.

- Define desired service levels. Studies like the Community Health Needs Assessment, Parks and Recreation Strategic Plan, and Childcare Baseline Study are helpful to set desired levels of service. Further budgeting, action planning, and issue prioritization is needed.

- Commit to Coordination. Start locally (Town, County, School District, Hospital District) and then work broadly to provide additional services to the community.

Section 9: Growth Management Program

Community Goal:

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

- Has the amount, location, and type of growth been tracked?

- Has the community reacted to growth that is in the wrong location or of the wrong type?

Section 9: Growth Management Program			
	2007	2012	Today	Future

	Trends/Events		Future Considerations
Trends	• Comp Plan (2012)	• Annual Indicator Reports • Annual Work Plans • First Work Plan (2012) • First Indicator Report (2013) • GMP Trigger (2017)	• Continued indicator tracking and analysis will improve understanding • Need to take the corrective action when they are identified in order to meet goal • Need to maintain predictability
Perception	• Public believes engagement and monitoring is improved. • Public desire is for follow through on Plan.		

Trends

Since the beginning of the Comprehensive Plan update in 2007 the community has continually improved its tracking of indicator trends and focus on those trends in its decision making. This is especially evident in the zoning updates and this project.

Has the amount, location, and type of growth been tracked?

The community has produced an Indicator Report and Work Plan every year since 2012. The first edition of the Indicator Report was basic, but it has evolved over 7 years to include more data over longer periods and more refined methodology. The Audit of the Plan finds that, with few exceptions, the indicators are a success. The transportation indicators have been updated to sync with the ITP, some indicators have morphed slightly to become more relevant, and we have been unable to produce the data for 2 of the indicators. But, in the Indicator Report, the community now has an organized database of community growth trends. The Indicator Report has allowed the community to define the amount, location, and type of growth that is occurring more accurately and comprehensively than it could in 2012. It also helps the community know what it doesn't know, such as the nature of the job growth and precise health of the ecosystem. There is opportunity for improvement in making the information more accessible so that more of the community is having conversations based on accurate data. The Annual Work Plan has been a success prioritizing implementation tasks and facilitating completion of big policy projects.

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Has the community reacted to growth that is in the wrong location or of the wrong type?
Prior to 2012, data was only occasionally used for decision making, now the community trends are documented and ever more data is available. Whether the community can take corrective action where trends indicate action is needed remains to be seen. The purpose of this Growth Management Program review is to identify trends and needed corrective actions. As a starting point, some potential corrective actions are included in this report. The purpose of the remainder of the Growth Management Program Review will be to refine and adopt corrective actions, and future reviews will identify whether the corrective actions were successful and implemented well.

Strategy implementation
With regard to the original strategies put in place to implement the Comprehensive Plan, the community has been successful. The Plan adopted in 2012 has 110 strategies; 67 of them (61%) have been completed, partially completed, or are ongoing. This means that there is still plenty of work to do, but significant work has been done. The Housing Section has seen the most action. It is the section with the most completed strategies (7) and least incomplete strategies (1). The Section with the least implementation is Community Services with 5 of 6 strategies incomplete.

Character district implementation
The geographic metric of Comprehensive Plan implementation is the Character Districts. Zoning has been updated to match the Plan in all or most of 11 of the 15 Character Districts. The Town Square zoning is currently being updated. The 3 Districts that have not yet been addressed are Wilson, Aspens, and Business Park/Hog Island. The 15 Character Districts are broken into 55 Subareas. All 8 of the Preservation subareas focused on reducing the potential for development and have been rezoned. 7 of the 8 Conservation subareas focus on wildlife permeability through existing development and have been rezoned. 15 of the 18 Transitional subareas have been rezoned to allow for a different character of development than exists today. Logically, 10 of the 14 subareas that are yet to be rezoned are Stable subareas that are envisioned to retain largely the same development allowances and patterns that exist today.

Public Perception
The community's perception of the culture change toward indicator-based decision making is one of success. While there are calls for additional action related to specific data points, generally the community is excited about the adaptive management approach to the Comprehensive Plan. It is worth noting that the shift to adaptive management, and indicator-based prioritization was a big move. In 2012 the lack of predictability was a significant public concern. That the sentiment has quietly shifted to one of general support for the approach the community is taking to implement the Plan and make decisions is a success. While there were some comments bemoaning the rigidity of the new focus on predictability, the public perception of the implementation and decision-making process is as high as it is for any topic – a far cry from 2012 when predictable implementation of the Plan was a key issue.

Future Considerations
Public sentiment and the trend analysis both suggest implementation action. The indicator report can be improved and this GMP process needs to be acted upon, but the framework has been successful and is supported.

- Refine the Indicator Report. The indicators that have evolved should be updated. Redundant indicators should be combined. Indicators that have not been successful should be replaced. Indicators should be added for community goals without indicators. There is mobility data available that would add precision and accuracy to the reporting. The data can be made more accessible.

- Finishing this GMP Review process is important. The community cannot shy away from identifying corrective actions. Some of the success above show how impressively the community can address conservation and housing when it is Plan focused.

Section 10: Administration

Community Goal:

Continuously improve upon the policies of the Comprehensive Plan

- Have the policies of the Comprehensive Plan been improved?

- Has the improvement been continuous?

Section 10: Administration		
2007 2012 Today Future		
Trends/Events		Future Considerations
• Comp Plan (2012)	• No project-based amendments • Plan used in policy making • Plan Amendment (2014) • ITP and HAP (2015)	• Continued indicator tracking and analysis will improve understanding • Need to take the corrective action when they are identified in order to meet goal • Need to maintain predictability
Perception: • Public is supportive of policy decisions • Public desires implementation.		

(Row labels: Trends, Perception)

Trends

Generally, the community is meeting the goal. This process will be a test of the community's ability to make improvements without starting over, but so far the community has stuck with the goal to continuously check-in with the Plan and monitor its implementation so that the Plan remains relevant.

Have the policies of the Comprehensive Plan been improved?

While this is the first explicit discussion of improving the policies of the Plan, there have been numerous policy refinements since 2012. The ITP and Housing Action Plan clarified and elaborated on the policies of Sections 5 and 7. The joint commercial buildout discussion that came out of the 2015 Indicator Report refined Policy 3.1.a with regard to nonresidential potential. Zoning updates were based on refinement of the Character Districts. Some of the clarifications that have been made over the years need to be incorporated into the Plan, but the fact that such conversations are being had in the context of enhancing Plan policy rather than starting from scratch is a success. And it is a success that can be sustained.

Has the improvement been continuous?

Neither the Town nor County has used the Comprehensive Plan in a regulatory way. Neither the Town nor County has reacted to circumstances without due consideration for the comprehensive impact. The administrative process for annually considering amendments to the Plan has worked well. The two Comprehensive Plan amendments that have been submitted by the public were reviewed in the context

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of the indicator report and context of the entire Plan. One amendment application was approved, the other denied, but both were a successful administration of the Plan. The community has been successful in using the Plan as a guiding document to establish action plans and regulations then working day-to-day from those more detailed documents.

Ultimately, if the community can continue to administer the Plan as an adaptive management plan, a resource-consuming full plan update can be avoided. There may be sections of the Plan that need revision, but dedicating energy toward implementing our community vision is far more effective than recreating the Vision. There is validity in continuing to refine important parts of the Plan like development pattern, but it is also worth acknowledging that the vision for development pattern has been the same since 1994 and the refinements are incremental improvements compared to the successes already achieved. A major success moving forward would be if the community can redirect energy away from rehashing issues toward issues that get less attention but have a large, indirect impact, such as transportation related emissions.

Public Perception

The community perception of the administration of the Plan generally matches the analysis – we are doing well, but we need to keep implementing the Plan. As discussed above, the community is appreciative of the outreach and engagement, but consistent implementation is still something the community thinks needs some work. It is not a priority, but it is still on the public's radar.

In some ways this is the most difficult section on which to evaluate public perception. Much of the policy refinement that has occurred through the ITP, Housing Action Plan, zoning conversation, etc. is reflected in the public perception of those topics, not the administration of the Plan. But public perception of the policy work is positive and that is a positive for this section.

Future Considerations

The trends and public perception again point to implementation action for this section. The work the public wants to do is implementation, not process. There is public satisfaction and data support for the framework of the Plan. Energy can be focused on other sections so long as this section continues to be implemented as envisioned.
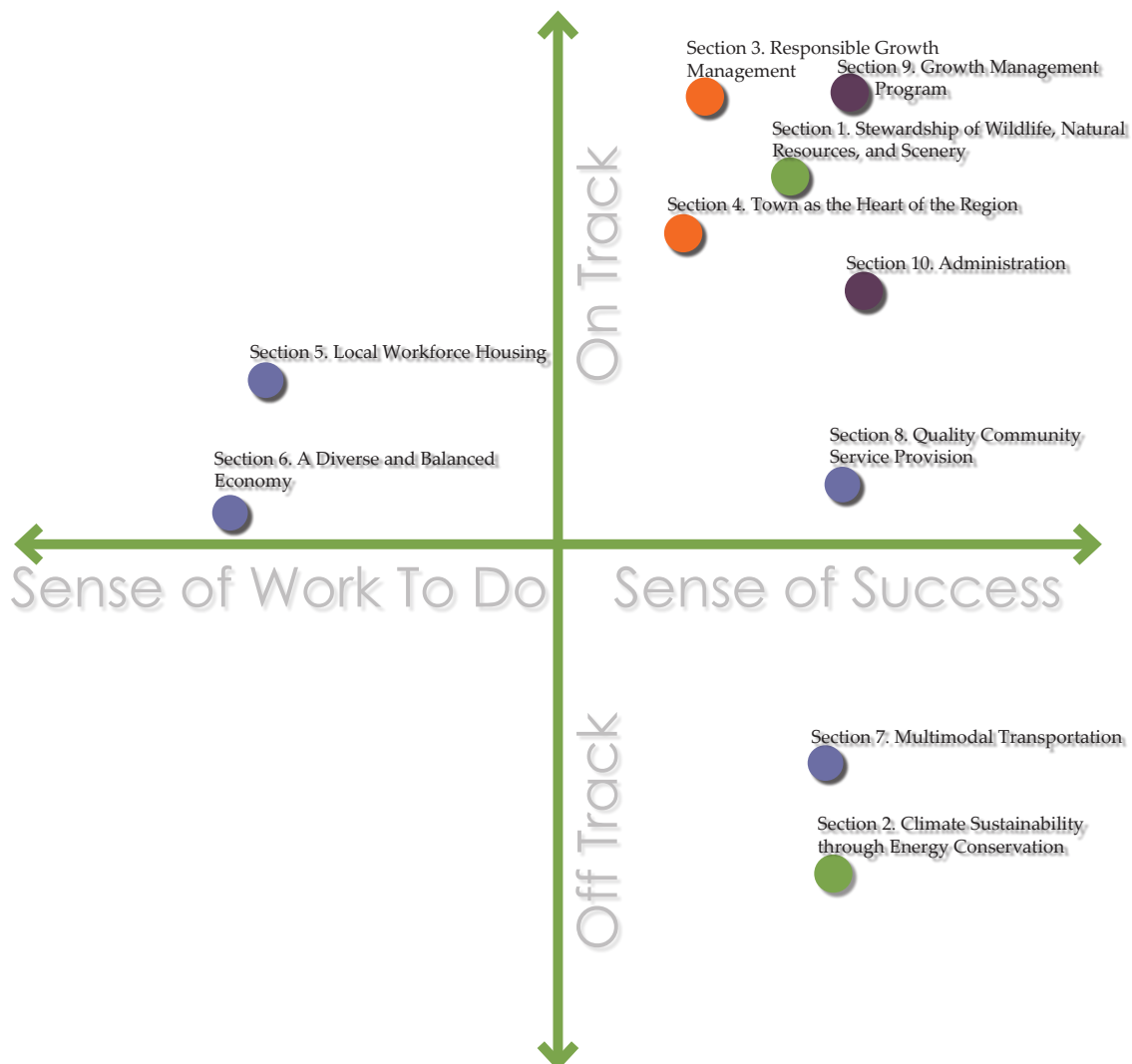
- Avoid a full plan update, it is not needed. The Plan calls for a full plan update after 10 years. But if this process is a success there is no need for it. If the community has affirmed the Vision and Values, and this adaptive management is popular and yielding success, commit to another GMP after an additional 5-7% growth increase instead of a full Plan update. If there are one or two sections that need to be rethought, in the context of the greater Plan which is approved, make the updates, but spend the majority of time on Plan implementation.

Conclusion

The community is generally on track. If the GMP was a test, the community passed. It did not get every question right, there are some red marks on our report card where we need to put in more effort, but overall, we are   trending positively. Success is a testament to an action-oriented plan, implemented through an annually prioritized Work Plan that ensured the community stayed focused on the big picture. We are considered the model by similar Western communities in North America, so the bar is set high.

The chart below is another way to look at the Report Card - with the goal analysis as the vertical axis and public perception as the horizontal axis. Public opinion generally supports the data trends.

- We have a strong vision and plan and we just need to follow it.

- Ecosystem health is good, but in danger of decline from climate change

- The growth management policies in place are good, they do not need to be rethought, they need to be implemented.

- We have work to do on quality of life. Housing efforts need to be redoubled. The economy is growing, but not for everyone. Bus, bike, and walk options are better, but not enough to change system-wide travel behavior that is a threat to ecosystem health. Level of service seems good, but the goals need better definition.

On Track

Section 3. Responsible Growth Management

Section 9. Growth Management Program

Section 1. Stewardship of Wildlife, Natural Resources, and Scenery

Section 4. Town as the Heart of the Region

Section 10. Administration

Section 5. Local Workforce Housing

Section 8. Quality Community Service Provision

Sense of Work To Do

Sense of Success

Section 6. A Diverse and Balanced Economy

Off Track

Section 7. Multimodal Transportation

Section 2. Climate Sustainability through Energy Conservation

Going back to the very beginning of this report the purpose of the GMP is to ask whether we are on track so that we can figure out which direction to head in the future. We are just taking a water break; we are about to get up and start moving again. So what are the key trends from the past seven years that we need to consider? Four jump out.

Increasing Greenhouse Gas Emissions

Reducing emissions in the face of growth is already a community goal, and it is as important today as it was in 2012. Along with amount and location of growth, climate change is the major threat to ecosystem health. The good news is we know that reducing emissions will minimize the impact of climate change. We also have an emissions inventory that tells us how to reduce emissions. We have to address traffic. People are annoyed by traffic, but do not prioritize addressing it; except that, vehicle emissions are the biggest local contributor to climate change. Continued growth in vehicle miles traveled will negatively affect the community's transportation goals, which will negatively affect the community's emissions goals, which will negatively affect the community's stewardship goals. The community can address at least three community goals through the single action of committing to Travel Demand Management. And as a bonus, one of the easiest ways to reduce vehicle miles traveled is to house workers locally, which is the community's housing goal. When the community sets its mind to something, it can achieve great success. The country holds our conservation efforts and housing work as the gold standard. Transportation related emissions can be the next great community success.

Continued Demand for Housing

The housing policy trends are positive. Zoning has been updated and the Housing Action Plan is in place. But the public desire is for housing, not housing policy. The data supports the public comment, housing demand is as high as it has ever been. Workers are not making any more money than they were in 2012, but housing and other

costs have increased. And growth in the number of workers in the community has grown as fast as any other indicator. The tools are in place to get the right type of growth – workforce housing, in the right location – Town. All we need to do now is use them. We do not need to rethink the proper locations for housing, we need to make sure housing gets built where it is entitled. The market will respond to a stable set of rules; it will not if the rules are ever-changing. While the community discussed housing from 2007 to 2015, the percentage of the workforce living locally fell from 65% to 57%. Since focus turned to implementing the Housing Action Plan that percentage is flat.

Increasing Inequality

One of the trends that is apparent in the data, but unaddressed in the Plan is growing income inequality. Public comments on equity issues are associated with a number of different topics because it is an issue across a number of topics, but also because the Plan does not address equity. The housing and economy chapters are where equity trends appear most obviously. While the housing market is well documented, the types of jobs that have been added since the recession, and who is in them, is not. Understanding the job and labor market might be the first step to discussing equity as a community. The most oft-quoted phrase from the 1994 Plan was, "community first, resort second," which is a clear statement of desired social identity and equity. It may not be relevant anymore, but the Plan is currently missing a substitute. With an understanding of who we are and what we do, our vision for equity and social identity can be updated and reintroduced.

Development Pattern

Most importantly, the community should be proud of all the success we've achieved around managing the amount and location of development. The community development pattern is well positioned into the future, to the benefit of wildlife and residents. All we have to do is stay there. Maintenance is nobody's favorite action, but everyone knows that an ounce of prevention is worth a pound of cure. Continuing

to be best at what we're great at (ecosystem health and growth management) is important for two reasons. Staying vigilant on our successes maintains our community character. At the same time, celebrating our successes instead of rehashing them allows us to shift resources toward areas where we need help (quality of life). The community can turn attention to the trends above with great pride in the success achieved by the Character Districts and zoning already in place.

What are other positive things you've observed in the community over the past seven years? Where could we improve?

Focus on pedestrian safety improvements

The pathways system is amazing

The community coming together to save wildlife migration paths, historical buildings, and open spaces.

Community events, increased bike use, and better public transportation

We need more collaboration between Town and County

The way that this community comes together in times of need.

We need to make more serious strides in affordable housing

How well the streets and sidewalks are taken care of during the winter months...

Adherence to the LDRS

Residential zoning has been updated to reflect the comp plan

A move toward sustainability and energy efficiency

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