

AN UPDATE TO THE 2012

JACKSON | TETON COUNTY

COMPREHENSIVE PLAN

PUBLIC DRAFT

29 JULY 2020

~~06 April 2012~~

ecosystem stewardship | growth management | quality
of life

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JACKSON | TETON COUNTY COMPREHENSIVE PLAN

OUR VISION | EXECUTIVE SUMMARY

Ecosystem Stewardship | Growth Management | Quality of Life

Public Draft | March 20, 2020

Our Place in the Greater Yellowstone Ecosystem

Yellowstone (the world's first National Park), Grand Teton National Park, Bridger-Teton National Forest, Targhee National Forest, and the National Elk Refuge are testaments to the ecological richness and international significance of our community. These roughly 2.6 million acres foster a strong stewardship ethic. The Town of Jackson and Teton County are a gateway to these national treasures. This Plan focuses on private lands, which make up 3% of the land area in the County, or just over 76,000 acres.

[AMENDED GRAPHICS]

A ~~Our~~ Vision Founded on Three Common Values

Preserve and protect the area's ecosystem in order to ensure a healthy environment, community and economy for current and future generations.

Our **Vision** is founded in our Greater Yellowstone Ecosystem context and strengthened by our commitment to optimizing **three Common Values** of Community Character. Just like braided strands within a rope create its core, appreciation of the ecosystem in all aspects of our life is only as strong as our commitment to all three of our Common Values.

[ADDED GRAPHIC]

CV1: Ecosystem Stewardship - As ecosystem stewards, we will ensure the health of all native species by avoiding habitat impact and fragmentation, maintaining water quality, and limiting our contribution to climate change.

CV2: Growth Management - To manage growth, we will not add to the overall amount of growth allowed and will direct growth into locations with the least habitat value and the most existing services.

CV3 : Quality of Life - For us, quality of life means local housing options and economic growth across all income levels, mobility options beyond the single-occupancy vehicle, and quality service provision.

Does the project respond to our targets and indicators?

Each of the eight Chapter Goals has associated indicators to measure its achievement. A project should respond to the trends reported by those indicators, primarily the indicators that serve as our adaptive management targets – 60% of growth in Complete Neighborhoods and 65% of the workforce living locally. At regular 7% growth intervals, we check or growth against these targets. If we are not meeting the targets, an adaptive management update to the Plan is triggered (Achieving Our Vision Chapters):

Is this the best location for the project?

If the project is identified explicitly in a Character District, the answer is yes. If the project is new, it

should be located using the Character District framework that comprehensively optimizes all 8 Chapter Goals throughout the community as a whole (Illustration of Our Vision Chapters).

Does the project optimize the Plan's 8 Chapter Goals?

If the project is specifically identified as a strategy, the answer is yes. If the project is new, it should optimize each of the Plan's Goals. The Plan has eight Goals, which can be found at the beginning of Chapters 1 through 8 (Common Value chapters).

~~This Comprehensive Plan is meant to protect the health, safety, and welfare of our community and preserve our community character for future generations. To do this in one of the nation's largest intact ecosystems, we must have a Comprehensive Plan organized around stewardship of our ecological resources. Wildlife, along with natural and scenic resources, draw both residents and visitors to this special place and are at the core of our heritage, culture, and economy. All aspects of our community character thrive on a shared appreciation of the natural setting in which we are located and the quality of life our surroundings bring. To achieve our desired community character, the community must protect and enhance the ecosystem in which we live.~~

~~Yellowstone (the world's first National Park), Grand Teton National Park, Bridger Teton National Forest, Targhee National Forest and the National Elk Refuge are testaments to the ecological richness and international significance of our community. These roughly 2.6 million acres of federally protected lands foster a strong stewardship ethic in both residents and visitors to Jackson and Teton County. This Plan extends that ethic to the private lands in Teton County, which comprise only 3 percent of the land area, but are where most of the community lives and works. Each resident and visitor has a responsibility to use public and private lands in a way that preserves the function of the Greater Yellowstone Ecosystem so that it can continue to be enjoyed in its intact state for generations to come.~~

~~While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. To ensure our ecosystem protection results in a healthy environment, community, and economy, the Plan commits to three Common Values of Community Character: Ecosystem Stewardship, Growth Management, and Quality of Life. Our community character is only fully defined by all three of our Common Values, each in support and reliant upon the others.~~

As the implementation of our Vision relies upon predictable, cooperative decision making that is locally relevant and regionally responsible. Past approaches that relied on project-by-project decision making achieved some success, but also divided the community and produced unintended consequences. We are committed to sticking to the Plan where consensus has been reached and respecting the Plan philosophy when new circumstances arise. To do this, we will ask ourselves key questions regarding goals, location, and indicators.

~~"The Town of Jackson and Teton County are a gateway to Yellowstone National Park, Grand Teton National Park, Bridger Teton National Forest and the National Elk Refuge. This Plan focuses on private lands, which make up 3% of the land area in the County, or just over 76,000 acres."~~

Our Common Values in Action

On the ground, the Illustration of Our Vision implements our Common Values.

The Plan is to preserve and protect habitat, habitat connections, scenery, and open space by directing growth out of these “Rural Areas” and minimizing impact from the growth that does occur (CV-1: Ecosystem Stewardship).

The growth directed out of Rural Areas will be directed into “Complete Neighborhoods” of existing development, infrastructure, and services to enhance the most appropriate places for growth into the best places to live, work, and play. This shift in development will occur with no net increase in allowed development (CV-2: Growth Management).

The type of growth desired is growth that provides housing and services that residents can access and afford (CV-3: Quality of Life).

[ADDED COUNTY MAP GRAPHIC]

Plan Framework: A Continuous Feedback Cycle

The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs the policies that describe our Common Values of Community Character. The geographic implementation of those policies is depicted in the Illustration of Our Vision. The success of our policy implementation is analyzed through the Growth Management Program to ensure that we are Achieving Our Vision. As we identify our successes and failures in achieving our Vision, we will adapt our policies and their implementation, continuously progressing through the cycle.

[ADDED GROWTH GRAPHIC]

A Plan that Adapts to a Changing World

[ADDED TRANSECT GRAPHIC]

This Plan is our guide to living sustainable lives. It acknowledges that our community must adapt, not only where we live, about how we live. Living sustainable lives is even more critical in an ever-changing ecosystem, climate, and community that is changing. Experience both locally and throughout the nation has shown that if we do not plan to be adaptive, we may reflect fifteen years from now and only be able to speculate as to why our Vision was not achieved. This Plan is comprised of an annual feedback cycle to meet our community Vision and desired community character. The community's Adaptive Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision (see Achieving our Vision). The Adaptive Management Program allows the community to be adaptive, responsible, and decisive in optimizing the Vision and all three Common Values. Triggers and indicator feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary. As we identify our successes and failures, we will adapt our policies continuously progressing through the cycle and adapting to a changing world.

Common Values of Community Character

~~While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support of and reliant upon the others. In order for our ecosystem protection to result in a healthy environment, community, and economy, the community commits to achieving all three mutually supportive Common Values: • Ecosystem Stewardship (CV 1) • Growth Management (CV 2) • Quality of Life (CV 3)~~

Ecosystem Stewardship (CV-1)

The Greater Yellowstone Ecosystem—the largest intact ecosystem in the lower 48 states—transcends the physical boundaries of Jackson and Teton County. Accordingly, our Vision states that preserving and protecting the area’s ecosystem is the core of our community character. Therefore, Ecosystem Stewardship is a Common Value of Community Character in and of itself. However, wildlife, natural and scenic resources, open space, and climate are also integral to our Growth Management and Quality of Life Common Values. The quality of this ecosystem has attracted numerous visitors throughout the years and is the primary reason many residents live here; our Quality of Life depends on many factors, but the primary factor is the continued health and viability of the ecosystem in which we live. Similarly, making the most ecologically suitable places for development the most desirable places to live is the core of our Growth Management Common Value. With this Plan, the community recommits to our legacy of responsible Ecosystem Stewardship to ensure that the abundant wildlife, quality natural resources and scenery, open space, and climate that we experience today last long into the future. While our community’s international popularity and location in an intact ecosystem heighten the importance of Ecosystem Stewardship they also provide the community with an opportunity to lead in implementing strategies for climate sustainability and protection of wildlife, natural and scenic resources, and open space. Our community will lead by example to show how local efforts can positively affect entire ecosystems. The community’s stewardship of our surrounding ecosystem has been and will continue to be our legacy to future generations.

Common Values Growth Management (CV-2)

Effective Growth Management is essential to protecting our surrounding ecosystem and reinforcing our community’s Quality of Life. Our three Common Values of Community Character are mutually supportive, requiring the community to enhance our built environment into desirable places for residents, businesses, and visitors in order to protect wildlife habitat, habitat connections, scenery and open space. If the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit. Managing growth means proactively planning for what we want—rural open spaces and high quality, desirable Complete Neighborhoods. The Plan identifies a range of land use patterns, from rural to urban, to assist the community in visualizing how we will implement our Common Values of Community Character over time. These land use patterns vary in the ratio and level of intensity of their natural, built and social components. Growth Management will ensure that the heart of the community—the Town of Jackson—will continue to be the community’s housing, employment, social, and civic center. By directing the majority of growth into areas of existing infrastructure and services, which comprise only about 7% of private land, we can preserve open spaces of ecological and scenic value while also allowing for enhanced housing, economic development, social, and civic opportunities. Our

~~community realizes the importance of Growth Management in achieving Ecosystem Stewardship in harmony with our desired Quality of Life.~~

Quality of Life (CV-3)

~~The Jackson and Teton County community takes pride in our local identity and community character. Our natural character is protected through our Ecosystem Stewardship, and our physical character is guided by our Growth Management. However, the more emotional aspect of our character—our Quality of Life—is equally important to our community. We have always been a diverse community that supports a variety of lifestyles and employment opportunities, and we welcome others to share in the enjoyment of our intact ecosystem and western mountain lifestyle. Our Quality of Life and a quality visitor experience depend not only on Ecosystem Stewardship and Growth Management, but also on preserving the socio-economic diversity and service delivery that are so attractive to residents and visitors alike. Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long-term residents who steward our surrounding ecosystem and welcome visitors to do the same. Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services. Continuing to provide these services in a manner that better achieves our Vision will enhance the livability and appeal of our community. A community that offers a spectrum of housing and employment options and provides access to safe, efficient, and economical transportation and services is a desirable community to call home and an attractive destination to visit time and again. This lifestyle is a function of our Quality of Life and also leads to greater resident and visitor investment in our Ecosystem Stewardship and Growth Management values.~~

Achieving Our Vision

~~As a community set in a sensitive and dynamic natural environment, we must be able to evolve and respond to changing conditions to ensure we achieve our Vision. Although our Vision has not significantly changed over the past thirty years, the circumstances within which we implement our Vision are in continual fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Past experience both locally and throughout the nation has shown that if we do not plan to be adaptive, we may reflect fifteen years from now and only be able to speculate as to why our Vision was not achieved. This is too big of a risk to take. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and strategies intended to achieve our Vision and desired community character. Our Growth Management Program looks beyond the overall amount of growth, providing a structure to quantitatively analyze the location and type of growth and adapt our implementation efforts to better achieve our Vision and desired community character. Through ongoing monitoring, a trigger for more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our policies, we commit to~~

~~predictable, accountable, and measurable pursuit of our Vision and desired community character.~~

~~Illustration of Our Vision~~

~~Realizing our Vision requires proactively planning for what we want—rural open spaces and high quality Complete Neighborhoods—by identifying where we want them and what we want them to look like. Our Vision is that development be designed to enhance our community character and located in suitable areas in order to preserve and protect the ecosystem and western, rural character. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development enhances our Quality of Life. In all other areas, the Illustration of Our Vision describes how we will preserve and enhance wildlife habitat, wildlife connectivity, scenic vistas, and open space. Defining desired character for all areas of the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision. The Illustration of Our Vision will inform land development regulations that ensure no policy of this Plan is forgotten and that all policies are implemented within the proper context. The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information we can determine what policies and strategies are appropriate in which locations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.~~

~~Plan Highlights: Learning from the Past (Appendix B)~~

~~The 1994 Plan set the foundation for our Vision and Common Values of Community Character described in this document. This Plan builds on that foundation and the lessons learned from the 1994 Plan to advance the implementation of the community's Vision.~~

~~[TEXT IN GRAPHIC DELETED]~~

Plan Update Process (Appendix C)

Over 100 public meetings in the making, this Plan represents the community's dedication and commitment to preserve and enhance this special place.

[TEXT IN GRAPHIC DELETED]

Plan Highlights: Innovative Planning Tools

With a Vision to preserve and protect the intact ecosystem in which we live for future generations, we must continue to implement the best available planning practices and lead in the understanding of impacts and possible solutions. Highlights of the Plan are summarized below:

[TEXT IN GRAPHIC DELETED]

Ecosystem Stewardship: Common Value 1 of Community Character

Why is Ecosystem Stewardship a Common Value?

The Greater Yellowstone Ecosystem – the largest intact ecosystem in the lower 48 states – transcends the physical boundaries of Jackson and Teton County. ~~Our~~ Accordingly, ~~our~~ Vision ~~stresses~~ ~~states that~~ preserving and protecting the ~~area's~~ ecosystem ~~is~~ the core of our ~~community~~ character. ~~Therefore, Ecosystem Stewardship is a Common Value of Community Character in and of itself. However, wildlife, natural and scenic resources, open space, and climate are also integral to our Growth Management and Quality of Life Common Values.~~ The quality of this ecosystem has attracted numerous visitors ~~throughout the years~~ and is the primary reason many residents live here; our Quality of Life depends on ~~many factors, but the primary factor is~~ the continued health and viability of the ecosystem ~~in which we live~~. Similarly, making ~~the~~ ~~most ecologically~~ suitable places for development ~~in one of~~ the most ~~sensitized~~ ~~desirable~~ places ~~in the world to live~~ is the core of our Growth Management Common Value.

With this Plan, the community ~~further commits~~ ~~recommits~~ to our legacy of responsible Ecosystem Stewardship to ensure that the abundant wildlife, quality natural resources and scenery, open space, and climate that we experience today last long into the future. While our community's ~~international~~ popularity and location in ~~this rare~~ ~~an intact~~ ecosystem heighten the importance of Ecosystem Stewardship, they ~~also~~ provide ~~the community with~~ an opportunity to ~~globally~~ lead in implementing strategies for climate sustainability and protection of wildlife, natural ~~and scenic~~ resources, and open space.

Our community will lead by example to show how local efforts can positively affect entire ecosystems. The community's stewardship of our surrounding ecosystem has been and will continue to be our legacy to future generations.

How are we going to achieve Ecosystem Stewardship?

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

- Maintain healthy populations of all native species (Principle 1.1)
- Preserve and enhance ~~surface~~ water, ~~groundwater~~, and air quality (Principle 1.2)
- Maintain the scenic resources of the community (Principle 1.3)
- Protect and steward open space (Principle 1.4)

~~Chapter~~ ~~Section~~ 2. Climate Sustainability ~~through Energy Conservation~~

- Reduce ~~the~~ consumption of non-renewable energy (Principle 2.1)
- Reduce ~~greenhouse gas emissions~~ ~~energy consumption~~ through land use (Principle 2.2)
- Reduce ~~greenhouse gas emissions~~ ~~energy consumption~~ through transportation (Principle 2.3)
- Increase energy efficiency in buildings (Principle 2.4)
- Conserve energy through waste management and water conservation (Principle 2.5)

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

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.

What does this
~~chaptersection~~
address?

*Principle 1.1 - Maintain healthy
populations of all native species*

*Principle 1.2 - Preserve and
enhance ~~surface~~ water,
~~groundwater~~, and air quality*

*Principle 1.3 - Maintain the scenic
resources of the community*

*Principle 1.4 - Protect and
steward open space*

Why is this
~~chaptersection~~
addressed?

Our abundant wildlife, natural, and scenic resources are internationally renowned. These resources ~~symbolize~~ ~~our largely define the~~ community's ecological, social, and economic character and their preservation and protection is at the core of our Vision. Most members of the community live in the area because of the access to wildlife, natural resources, and outdoor recreation. The community recognizes that our policies regarding development, transportation, recreation, and energy consumption have both direct and indirect impacts on the entire ecosystem. The community will continue to preserve and protect our wildlife, natural, scenic, and open space resources by supporting and maintaining our historic stewardship, conservation, and agricultural ethic.

The community is located in the Greater Yellowstone Ecosystem—the largest ~~generally~~ intact ecosystem in the lower 48 states. Our location in this ecosystem sets the Town of Jackson and Teton County apart from other resort and rural communities, particularly ~~with~~ ~~our in terms of the~~ abundance of wildlife. Although 97% of Teton County is publicly owned (see Appendix B), ~~the dynamic natural systems of~~ our ecosystem ~~does~~ not conform to jurisdictional boundaries. This makes wildlife susceptible to the impacts of ~~our decisions. Development can displace and fragment habitat, emissions drive climate changes to our natural environment, human movement through the ecosystem impacts wildlife movement, discharge and runoff can decrease water quality, and human introduction of invasive species can disrupt the ecosystem. Our policies focus on adaptive management, emission reduction, water quality, and local development, transportation as good stewards of the ecosystem, and energy consumption policies.~~

Privately owned lands in the county continue to provide critical habitat for many species. The community respects ~~landowners'~~land owners' private property rights while acknowledging that effective stewardship of wildlife requires protecting ~~essential~~critical areas from the impacts of development. Preserving habitat quality is ~~also~~ needed to dampen the ~~effects~~impacts of global climate change and aid wildlife in adapting to an altered climate.

The human causes of natural and scenic resource degradation are not always immediately apparent. While direct local impacts can usually be identified and mitigated, it is the sum of direct and indirect ~~effects~~impacts that, over time, threaten the health of the ecosystem at a regional scale. The human populations in Jackson Hole, Star Valley, and Teton Valley, Idaho, ~~which have grown because of our area's natural beauty,~~ will continue to have ~~direct and indirect~~ impacts on the ecosystem at a local and regional level that must be addressed.

The protection of wildlife and natural and scenic resources provides for the economic ~~wellbeing~~well-being of the community. Abundant wildlife, daily interactions with nature, and panoramic scenic vistas are cornerstones of the Quality of Life of our residents and ~~visitors~~the quality of our visitors' experience.

The international desire to live ~~and/or~~ visit Jackson Hole depends upon the continued stewardship of wildlife and natural and scenic resources. ~~It also~~Jackson Hole's stewardship of wildlife and natural resources is part of our history. Our Plan provides the opportunity for us to set a positive Ecosystem Stewardship and energy conservation ~~model~~example for ~~over~~approximately 3 million visitors a year.

~~Jackson Hole's stewardship of wildlife and natural resources is part of our history.~~ Of the 76,000 acres of private land in Teton County, conservation efforts ~~through 2011 had~~have resulted in approximately 22,000 acres of permanently protected and actively stewarded open space; while, ~~in 2012,~~ 36,000 acres ~~remained~~remain as agricultural open space (see Appendix B). Moving forward, we realize that it is in the best interest of the ecosystem and our community character to ~~continue to~~ act as stewards of wildlife, scenic, and natural resources.

Principle 1.1—Maintain healthy populations of all native species. ~~In order~~ for future generations to enjoy the ecosystem that exists today the community must manage our impacts to wildlife, wildlife habitat, and wildlife movement corridors on private and public land. The prevalence of wildlife that is central to our ecological, social, and economic character requires an intact ecosystem that supports all native species. Therefore, efforts to protect wildlife must extend to all native species.

Policy 1.1.a: Protect focal species habitat based on relative critical value

Protecting wildlife requires protecting wildlife habitat and wildlife movement corridors. Our Natural Resource Overlay (NRO) that protects wildlife habitat and wildlife movement corridors will consider the importance and abundance of habitat types and be based on a set of focal species that indicate the health of all native species and includes culturally and economically significant species. The most abundant and visible wildlife species are not necessarily indicative of overall ecosystem health. Likewise, while a habitat may be important, it may also be abundant, and therefore, only relatively critical, while another important habitat may be declining and/or disappearing due to development and climate change, and therefore, absolutely critical. As our NRO and other programs to protect wildlife habitat from the impacts of development and transportation evolve, they should be updated to reflect the best available data on the relative critical value of different habitat types for identified focal species. Since 1994 elk, moose, mule deer, bald eagle, and trumpeter swan crucial winter habitat; elk and mule deer migration corridors; bald eagle and trumpeter swan nesting areas; and cutthroat trout spawning areas have defined the NRO and been protected by the Town and County. Until NRO definitions can be updated to reflect the relative critical value of different habitat types for identified focal species, these previously identified habitats will continue to define the NRO and be protected using the best available science and data.

Policy 1.1.b: Protect wildlife from the impacts of development

The community is committed to protecting the wildlife, wildlife habitat, and wildlife movement corridors that exist on private land. [Redundancy of different habitat types and movement corridors is important as wildlife adapts to a changing landscape and climate.](#) However, it is necessary to respect the development rights of private property owners and the need for certain transportation network infrastructure. When such development occurs, it should be sized, located, and designed to avoid or limit impacts to wildlife.

A tiered system of protection should be established so that the most critical habitat and movement corridors (as defined by Policy 1.1.a) receive the highest level of protection and site-specific study. Applicable tiers of protection should respect property rights, previous approvals, and community-wide clustering efforts. For example, a stricter tier of protection will likely apply along the Snake River than would apply in downtown Jackson. Limits to impacts from development within each tier may address density, intensity, building size, location and consolidation of development, alteration of the natural landscape and wildlife permeability.

Policy 1.1.c: Design for wildlife permeability

Whether small or large, development and transportation corridors should be designed to accommodate wildlife movement. Protecting critical habitat is important, but equally essential

is ensuring that wildlife can move between areas of habitat. The tiered system of protections described in Policy 1.1.b should include ~~the~~ best management and design practices for wildlife permeability. Best practices may include wildlife-friendly fencing, pet control, building clustering, landscape modification and clearing, and wildlife roadway crossings.

Policy 1.1.d: Limit human/wildlife conflicts

Limiting impacts to wildlife, wildlife habitat, and wildlife movement corridors ~~include~~~~includes~~ limiting wildlife/human conflicts. Designing for wildlife permeability is necessary, but attracting wildlife into the built environment can be dangerous for both wildlife and humans. Human/wildlife conflicts, especially those involving large predators, can result in human injury and/or relocation or killing of the animal. The tiered system of protections described in Policy 1.1.b should consider measures to limit wildlife attractants near the built environment, such as palatable vegetation and accessible trash.

Policy 1.1.e: Understand the impacts of development on wildlife and natural resources

It is a goal of the community to better understand the ~~effects~~~~impacts~~ of development on wildlife. In complex situations, such as understanding ~~the~~ impacts of individual developments on an entire ecosystem, science cannot provide precise answers in the timeframe of ~~a particular an individual~~ project because baseline study and years of data are needed. Through the Natural Resource Technical Advisory Board, the Town and County will gather the ~~necessary~~ baseline information ~~needed~~ to create and implement a system to monitor the impacts of growth and development on wildlife, wildlife habitat, and wildlife mobility over time. As we gain a greater understanding of our impact on wildlife, our protection measures should be updated to ensure we are maintaining healthy populations of all native species.

Policy 1.1.f: Require mitigation of unavoidable impacts to habitat

While avoidance of impacts to the most critical habitat types resulting from development and transportation projects is preferable, where it cannot be achieved, the Town and County will require mitigation. These impacts are inevitable as humans live, work, and play in the community; however, they should be mitigated ~~in order~~ to maintain healthy populations of all native species. Direct impacts are more easily quantified; however, programmatic steps consistent with Policy 1.1.e should also be taken to identify and mitigate indirect and cumulative ~~effects~~~~impacts~~.

Policy 1.1.g: Encourage restoration of degraded areas

The community supports public, private, and cooperative efforts on public and private lands to restore areas with habitat potential. Beyond protecting existing critical habitat and corridors, there are also opportunities to enhance the ecosystem by increasing the wildlife habitat and/or corridor value of some degraded areas. The Town and County will work with private and public ~~landowners~~~~land owners~~ and managers to identify degraded areas with wildlife habitat or connectivity potential and direct off-site mitigation and restoration efforts to those areas.

Policy 1.1.h: Promote ~~the~~ responsible use of public lands

Stewardship of wildlife, wildlife habitat, and wildlife movement corridors cannot be achieved through the management of growth and development on private lands alone; it must also be

pursued through the responsible enjoyment of State and Federal lands. If recreationists and other users cannot enjoy public lands responsibly, the health of our intact ecosystem will suffer, and State and Federal land managers will likely have to further regulate and restrict public use and access. The Town and County will work with State and Federal agencies to promote stewardship and responsible use of public lands; preserve and steward existing authorized access points to rivers, creeks, and State and Federal lands; and eliminate unauthorized access points.

Policy 1.1.i: Protect against and mitigate for invasive and nonnative species

Invasive species threaten the health of native populations by outcompeting or preying on native species. Protecting our ecosystem against the impacts of invasive species will require a coordinated effort between multiple agencies and organizations, including the Town and County. Beyond protection from invasive species, mitigating the impact of existing invasive species is a critical component of ecosystem stewardship that will allow native species to thrive.

Policy 1.1.j: Strive to continually improve our ecosystem stewardship

Add and refine Ecosystem Stewardship principles, policies, and monitoring to guide continual improvement related to County-wide Ecosystem Stewardship. A continual focus on enhancing our ecosystem stewardship methods will ensure the Town and County stay up-to-date with emerging technologies and efforts aimed at enhancing, preserving, and promoting the environment that makes us who we are as a community.

Principle 1.2—Preserve and enhance surface water, groundwater, and air quality. Clean water and air are the most basic requirements of a healthy ecosystem and community. The high water and air quality of Jackson and Teton County are essential~~important~~ to the ecosystem and scenic beauty that residents and visitors enjoy. Stewardship of water bodies~~waterbodies~~, wetlands, riparian areas, groundwater, and the air is vital~~important~~ to sustaining~~sustain~~ healthy populations of native species and for the health and safety of the human community.

Policy 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development

In the interest of ecosystem and community health, the Town and County will protect the functionality of water bodies~~waterbodies~~, wetlands, and riparian areas as development ~~occure~~occurs. Wetlands and riparian areas are more important to wildlife and ecological health than any other habitat type. They also provide natural flood protection, sediment control, and nutrient filtration, all of which improve water quality. Clean surface water is essential to high-quality aquatic habitat, clean potable water supplies, and better functioning wetlands and riparian areas. ~~The development~~Development will be designed to include buffers around water bodies~~waterbodies~~, wetlands, and riparian areas that preserve their ecological function.

Policy 1.2.b: Require filtration of runoff

In cases where natural filtration systems such as wetlands, floodplains, and riparian areas cannot effectively protect surface water quality, best management practices should be employed to enhance the function of natural systems. Land development causes changes to the natural

quantity and quality of stormwater that drains into the area's water bodies. The Town and County will promote innovative stormwater and snowmelt collection, storage, and diversion systems to reduce the amount of sediment and pollution entering our local water bodies. This is especially applicable in developed areas along waterways such as Flat Creek, Cache Creek, and Fish Creek.

Policy 1.2.c: ~~Coordinate~~Monitor and maintain water quality monitoring with Teton Conservation District and other partners

Maintaining quality water is essential to ecosystem and public health. Because the extent of human impact on water quality in the community is not quantitatively known, it will be important to monitor the cumulative impacts of human actions on water quality and the effectiveness of mitigation efforts as part of the monitoring system established by Policy 1.1.e. To maintain and enhance water quality in the area, the Town and County should strive to exceed State and Federal requirements for quality and monitoring through strategic coordination with partners including but not limited to The Teton Conservation District, Wyoming Department of Environmental Quality, and regional land managers~~to maintain and enhance water quality in the area.~~

Policy 1.2.d: Improve air quality

Also critical for ecosystem protection and public health is air quality. Air quality in Teton County is currently well within the levels mandated by the Environmental Protection Agency. However, our location in a high mountain valley exacerbates the effects of wood smoke, dust, vehicle exhaust, and other emissions on air quality, so there is still an opportunity to improve our air quality. Efforts to improve air quality may include: reducing vehicle miles traveled through a shift to alternative~~alternate~~ modes of travel, reducing wood-burning emissions, reducing dust from unpaved roads and large construction sites, and offering incentives for the use of new technologies and practices that reduce carbon emissions.

Principle 1.3—Maintain the scenic resources of the community. Scenic resources, natural landforms, and dark skies are vital to the community's natural character. Mountains, moraines, meadows, and other natural viewsheds provide residents and guests with a constant reminder of their location within the Greater Yellowstone Ecosystem. Interruption of these natural forms by the built environment detracts from Teton County's scenic character and should be avoided.

Policy 1.3.a: Maintain natural skylines

Buttes, ridgelines, and mountains are the most prominent aspects of our landscape. Development along butte tops and ridgelines will be avoided or mitigated so that key skyline viewsheds retain a natural appearance uninterrupted by built forms. Skyline viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

Policy 1.3.b: Maintain expansive hillside and foreground vistas

Views of expansive forested hillsides and foreground meadows are essential to the rural and scenic character of the community. Development on hillsides and in the scenic foreground should be avoided or mitigated to protect the appearance of vast, uninterrupted natural vistas. Hillside and foreground viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

Policy 1.3.c: Maintain natural landforms

The scenic character of the community is defined by the vast valley, out of which rise buttes, moraines, and mountains. ~~To~~In order to avoid the appearance of a manmade landscape, natural landforms should be maintained or emulated. Town and County regulations on grading and landform modification will ensure that final contours appear to be naturally occurring, are consistent with surrounding features, and do not obstruct protected viewsheds.

Policy 1.3.d: Maintain dark night skies

The prominence of nature over the built environment should extend beyond daytime viewsheds. ~~The lighting~~Lighting of individual developments cumulatively impacts the ability to see dark and starry night skies. Although ~~illumination~~lighting is required for public safety, especially along pedestrian corridors, non-essential lighting will be limited, and all ~~light~~lighting will be designed to meet dark ~~sky's~~skies best practices. Existing development will also be encouraged to implement best practices.

Principle 1.4—Protect and steward open space. Protecting open space preserves habitat and scenery and maintains our western agricultural ~~western~~ heritage. Avoiding development in critical wildlife areas and providing recreational opportunities that reduce pressure on habitat help ~~keep~~maintain a healthy ecosystem. Agriculture, conservation easements, and other methods to protect open space from development while providing active stewardship of the land should continue to be encouraged.

Policy 1.4.a: Encourage non-development conservation of wildlife habitat

Avoiding development in critical wildlife habitat and wildlife movement corridors is a central goal of the community. Large, contiguous expanses of habitat that provide connectivity between critical areas, enable migration and reduce human conflict are most valuable to wildlife. However, small areas can also provide critical habitat and ~~may be~~may be just as important to ensuring countywide habitat connectivity. Past public and private efforts have been successful in permanently preserving such strategic habitat lands. The community will continue to seek incentives and partnerships that respect property rights and permanently protect from future development valuable open space for wildlife.

Policy 1.4.b: Conserve agricultural lands and agriculture

The conservation of agriculture and agricultural lands also conserves open space. Historically, the agricultural community has provided much of the stewardship of the natural and scenic resources valued by the community. Conservation of open space via agriculture protects the

historic western character of the community and can support wildlife movement corridors, natural resources, and scenery. Regulations that are generally applicable to development may functionally or procedurally impede the continuation of agricultural operations. The County will evaluate the impacts of its regulations on active agricultural operations that conserve significant open space and continue to provide exemptions to requirements that preclude continued agricultural stewardship of large tracts of open space. The County will also explore other incentives to support and encourage continued agricultural conservation of open space.

Policy 1.4.c: Encourage rural development to include quality open space

It is the community's primary goal to permanently protect and actively steward wildlife habitat, habitat connections, scenic viewsheds, and agricultural open space. Because of 35-acre State subdivision exemptions and existing parcel configurations continuing to offer development incentives that allow clustering of development away from sensitive areas in exchange for permanently protected and actively stewarded open space may be necessary ~~in order~~ to achieve the community's ~~stewardship~~stewardships goals. The incentive program should be designed to achieve a more functional web of wildlife habitat and connections than is possible through State exempt subdivisions. Possible incentives may include density bonuses as well as house size, location, guesthouse, and other options.

Policy 1.4.d: Establish a funding source for open space

The community should explore the establishment of a dedicated funding source for conservation easements and other measures that protect the wildlife habitat, habitat connections, and scenery valued by the community. Critical habitat, habitat connections, and scenic viewsheds are often located on valuable private land. A dedicated funding source would allow the Town and County to work with conservation groups and private ~~landowners~~land owners to permanently protect from development and actively steward lands valuable to the community. The funding source could also be leveraged for wildlife protection efforts such as wildlife highway crossings in the Town and County.

Policy 1.4.e: Conserve open space to promote ~~the~~ responsible use of public lands

Providing alternative locations for recreational activities can reduce impacts ~~on~~to wildlife and scenery in sensitive areas. As the community grows, so will ~~the~~ recreational use of State and Federal lands and the associated ~~effects on~~impacts to valuable wildlife habitat and corridors. ~~The Town and County should increase collaboration with public land managers to address these impacts.~~ Trails, parks, pathways, dog parks, and other public recreational opportunities should ~~also~~ be pursued on Town and County lands as part of our conservation strategy. The community would also benefit from open space that facilitates the management of access to public lands in coordination with State and Federal land managers.

Strategies (= complete as of 2020)

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

[1.G.S.1: Identify appropriate indicators that measure achievement of the Chapter goal.](#)

[1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward its goals related to this chapter.](#)

Strategies to maintain healthy populations of all native species (Principle 1.1)

- 1.1.S.1: — Create a vegetation cover map that can be used to help inform the identification of relative criticalness of habitat types. In the interim, as focal species are being identified, work with Wyoming Game and Fish and other partnering agencies and entities to update the mapping that provides a general indication of the location of the Natural Resources Overlay (NRO), based on current protection of critical “species of special concern” habitat.
- 1.1.S.2: Identify focal species that are indicative of ecosystem health and determine important habitat types for those species. Evaluate habitat importance, abundance, and use to determine relative criticalness of various habitat types.
- 1.1.S.3: Establish a monitoring system for assessing the impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.
- 1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.
- 1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connections and update as needed.
- 1.1.S.6: Identify areas for appropriate ecological restoration efforts.
- 1.1.S.7: Identify areas appropriate for underpasses, overpasses, speed reductions, or other wildlife protection measures in heavy volume wildlife-crossing areas.
- [1.1.S.8: Develop an ecosystem stewardship education program to further the goals of the community and establish community buy-in.](#)

[1.1.S.9: Explore hiring a staff ecologist to promote the implementation of strategies and plans.](#)

Strategies to preserve and enhance [surface water](#), [groundwater](#), and air quality (Principle 1.2)

1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands and riparian areas.

1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near [significantimportant](#) waterbodies.

[1.2.S.3: Develop a water quality enhancement plan that includes consideration of additional County funding for water quality.](#)

[1.2.S.4: Update the Flat Creek Watershed Management Plan.](#)

Strategies to maintain the scenic resources of the community (Principle 1.3)

1.3.S.1: Evaluate and remap the Scenic Resources Overlay based on [the](#) accumulated knowledge of potential visual impacts and identify expanded viewsheds to which the SRO will apply.

1.3.S.2: Evaluate and amend lighting standards based on dark skies best practices.

[1.3.S.3: Update the public lighting standards to match the dark skies standards adopted in the LDRs.](#)

Strategies to protect and steward open space (Principle 1.4)

1.4.S.1: Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Reconsider applicability of the PRD tool on smaller (35- to 120-acre) parcels. Consider incentives in addition to density bonuses, including house size, locations, guesthouses, and other options.

1.4.S.2: Evaluate and update agricultural exemptions and incentives to encourage continued agricultural conservation of open space. Ensure exemptions and provide incentives to enable [the](#) continuation of agriculture.

1.4.S.3: Explore non-development incentives for the permanent protection of open space.

1.4.S.4: Explore [the](#) establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.

- 1.4.S.5: Evaluate and update the definition of publicly valuable open space to include the provision of active recreation opportunities in less critical habitat to relieve recreation pressure in areas of more critical habitat, and manage public lands access.
- 1.4.S.6: Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.
- 1.4.S.7: Periodically revisit the rural conservation development options (Rural PRD, Floor Area Option) to ensure housing and transportation goals are met.
- 1.4.S.8: Evaluate private land recreation needs and management to relieve the impact on public lands.

Chapter~~Section~~ 2. Climate Sustainability through Energy Conservation

Emit fewer greenhouse gases than we did in 2012.

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

What does this
Chapter~~section~~
address:

*Principle 2.1 - Reduce
consumption of non-renewable
energy*

*Principle 2.2 - Reduce greenhouse
gas emissions~~energy consumption~~
through land use*

*Principle 2.3 - Reduce greenhouse
gas emissions~~energy consumption~~
through transportation*

*Principle 2.4 - Increase energy
efficiency in buildings*

*Principle 2.5 - Reduce greenhouse
gas emissions~~Conserve energy~~
through waste management and
water conservation*

Why is this
chapter~~section~~
addressed?

The contribution to climate change from greenhouse gas emissions~~the consumption of nonrenewable energy~~ is a perfect example of how seemingly insignificant individual actions can add up to a measurable impact at a larger scale. Global climate change cannot be addressed by our community alone, but the local, regional, and global impacts of climate change are inconsistent with our Common Values of Community Character and the community has chosen to address them to the greatest extent possible. In 2005 Jackson became a part of the US Mayors Climate Protection Agreement.

A changing climate threatens the Greater Yellowstone Ecosystem by altering or eliminating habitats, making it harder for native species to survive. A decline in moose population numbers and loss of pine trees due to pine beetle and blister rust have already been attributed to climate change. Temperature dependent life cycles (e.g. pollination) and species (pika, wolves, native fish) are expected to decline in the near future.

We will also experience local impacts to our Growth Management and Quality of Life Common Values as food, potable water and habitable land diminish across the world. The cost of bringing food into our remote location, demand for our water, and pressure to develop our valued open space will all increase.

However, the community sees climate change as an opportunity as much as a threat. Our stewardship legacy and international recognition provide the perfect chance for us to set an example of how the global issue of climate change can be addressed at the community level. We can become a model for ~~emissions reduction~~~~energy conservation~~ and energy independence for over 3 million visitors every year. We have hydro, solar, wind, and geothermal ~~zero-emission~~~~renewable~~ energy resources available to us. Through the development and use of ~~zero-emission~~~~renewable~~ resources and improved energy conservation we can limit our dependence on ~~greenhouse gas emitting~~~~non-renewable~~ energy resources.

Sustainability is a system of practices that are healthy for the environment, community and economy and can be maintained for current and future generations.

Climate sustainability ~~through energy conservation~~ is included in this Plan because transportation and buildings constitute 95% of the community's energy consumption. ~~To~~~~In order to~~ meaningfully address our climate impacts in the long-term, energy consumption (see Appendix B), land use, and transportation planning must be holistically addressed. The transportation and infrastructure required to sustain a sprawling development pattern requires far more energy consumption than a compact, connected series of Complete Neighborhoods where services and infrastructure already exist and residents can ~~walk, bike, or ride the bus~~~~use alternate modes of travel~~ to move within and between built areas. Our buildings can also be designed to be much more energy efficient than they are today.

Beyond reducing our contributions to climate change, energy conservation also makes economic sense for the community. Reliance on diminishing non-renewable resources will cause the cost of energy to increase. This will further increase the cost of living in our community and have detrimental effects on our Quality of Life. If we can reduce the amount of motor vehicle travel needed to move around the community, we will be less affected by rising gas prices. If we consume less power in the operation and construction of our public and private buildings and our management of waste, we can continue to have some of the lowest priced and most renewable power in the country. As we become a true example of sustainable energy consumption, visitors may be attracted to the area for our climate stewardship alone.

Awareness of the importance of energy conservation ~~was high in 2012~~~~has recently gained momentum~~ with an initiative to reduce Town and County energy consumption by 10% over the ~~previous~~~~past~~ five years and the completion of a communitywide emissions inventory through an unprecedented cooperative commitment between the Town, County and Lower Valley Energy. These, and similar future efforts will assist in meeting the community's ~~emission~~~~energy consumption~~ reduction goals. Moving forward, we realize that it is in the best interest of the ecosystem and the community to continue promoting climate sustainability ~~through energy conservation~~.

Principle 2.1— Reduce consumption of non-renewable energy. ~~In order to~~To reduce the emission of greenhouse gases that contribute to climate change, the community should reduce its consumption of energy from non-renewable sources. The Town and County will lead by example and encourage reductions in energy demand and the use of renewable energy sources. However, it is the daily responsibility of the entire community to reduce greenhouse gas emission~~consumption of non-renewable energy~~ whether for climate, financial or other reasons.

Policy 2.1.a: Shift community energy consumption behavior

The community commits to shifting its behaviors to consume less energy. Reducing energy demand is the simplest way to consume fewer nonrenewable energy resources. Achieving communitywide energy conservation requires reducing individual consumption of energy with every decision. The Town, County, and partnering organizations, [such as Energy Conservation Works and Yellowstone-Teton Clean Cities](#) will educate the community on best available methods for reducing energy demand and facilitate and encourage each community member to reduce personal energy consumption.

Policy 2.1.b: Encourage energy conservation through energy pricing

The Town and County will work with local energy providers to price energy to encourage conservation. Money is a significant motivator in all decisions, including energy conservation. The pricing structure should be set up to reward energy consumers contributing to the community goals of conservative and efficient use of energy without punishing households that cannot afford to upgrade energy inefficient structures.

Policy 2.1.c: Increase local use and generation of renewable energy

Using solar, wind, geothermal, and/or hydro energy that has less impact to the climate is the community's preference. The community will work with local utilities and other agencies, non-profits, and businesses to identify local renewable energy generation opportunities so that it is not necessary to add non-renewable energy sources to the community's energy portfolio. Integration of renewable energy into the community's energy portfolio should be done consistently with the community's Vision. [The Town and County will to include photovoltaic solar panels and solar thermal systems as part of its public infrastructure. In 2019 the EPA recognized the Town as a Green Power Partner.](#)

Policy 2.1.d: Allow and encourage onsite renewable energy generation

Production of energy from renewable sources on individual properties should be allowed and encouraged. The transmission of electricity is extremely inefficient. Reducing that component of our energy infrastructure could result in a large cumulative decrease in demand for non-renewable energy. Exemptions to Town and County regulations should be considered to facilitate the installation of on-site renewable energy sources. The community will also explore incentives for on-site renewable energy, utilizing best available practices.

Principle 2.2— Reduce ~~greenhouse gas emissions~~~~energy consumption~~ through land use. Land use patterns have a great effect on the community's overall energy consumption and should be designed with energy efficiency in mind. Complete Neighborhoods require less energy consumption for travel within and around the community; and compact mixed use infill and redevelopment requires less energy in the provision of services and infrastructure.

Policy 2.2.a: Enhance suitable locations as Complete Neighborhoods

Principle 3.2 details the community's policies to encourage development, infill, and redevelopment that enhances suitable locations as Complete Neighborhoods that contain: defined character and quality design; public utilities; quality public space; a variety of housing types; schools, childcare, commercial, recreation and other amenities within walking distance; and connection by complete streets. Complete Neighborhoods contain the greatest potential for low ~~emission~~~~energy consumption~~ living because of the close proximity of residences to services and jobs. Complete Neighborhoods in the Town and County will lead to energy conservation through a reduction in motor vehicle miles traveled and consolidation of waste disposal and other infrastructure.

Policy 2.2.b: Direct growth out of habitat, scenery, and open space

Principles 1.4 and 3.1 detail the community's commitment to conservation of wildlife habitat, habitat connections, scenic viewsheds, and open space. Development of these areas would not only negatively impact wildlife and scenery but also require far more energy to install and maintain infrastructure and transport people and energy around the community. As the climate changes, preserving open spaces from development will also ease the pressure on wildlife as they adapt to a changing ecosystem.

Principle 2.3— Reduce ~~greenhouse gas emissions~~~~energy consumption~~ through transportation. Transportation accounts for approximately 80% of the total carbon emissions in the community (see Appendix B) and should be a focus of the community's efforts to reduce energy consumption. Reducing fuels consumed for transportation and using renewable fuels has the greatest potential to reduce the community's overall carbon emissions and consumption of non-renewable resources.

Policy 2.3.a: Meet future transportation demand through the use of alternative modes

Principle 7.1 details the community's policies to promote the use of alternative modes over use of the single occupancy motor vehicle. The use of single occupancy motor vehicles is the least energy efficient mode of transportation, as only one person is transported and road and parking infrastructure is required for each individual.

Policy 2.3.b: Create a safe, efficient, interconnected multimodal transportation network

Principle 7.2 details the community's policies to provide a multimodal network to meet our future transportation demand. The community will develop an integrated transportation management plan that will look at all modes of travel and the most effective solutions for

transportation in the community, considering long-term impacts such as consumption of non-renewable fuels and the energy costs of transportation infrastructure.

Principle 2.4— Increase energy efficiency in buildings. -It is the community's goal to achieve carbon neutral buildings by 2030. Increasing the energy efficiency of buildings and reducing the energy used for the construction of buildings will greatly increase the community's energy conservation efforts, as the construction and operation of buildings ~~currently~~ accounts for close to 15% of energy use in Jackson and Teton County (see Appendix B). Publicly funded construction projects will lead by example in implementing this policy, and incentives will be provided to reduce the energy demand of new and existing private buildings.

Policy 2.4.a: Construct energy efficient buildings

The community should improve the energy efficiency of its buildings. Buildings with tight building envelopes that minimize the loss of energy are more energy efficient because they require less energy yet provide the same level of comfort as buildings with other designs. The Town and County should adopt the most recent energy codes or similar regulations ~~in order~~ to maximize the energy efficiency of new construction and improvements to existing buildings. Additionally, the Town and County will explore requirements and incentives for building design that employ best practices for energy efficiency in new and retrofitted buildings.

Policy 2.4.b: Renovate and reuse existing buildings

Where appropriate, the community should renovate, reuse, and repurpose existing buildings. The energy required to extract, produce, transport, and assemble building materials is known as the “embodied energy” of a building. The easiest way to reduce the embodied energy of a structure is to reuse a structure that already exists. The community will encourage the reuse, repurposing and renovation of existing buildings where a safe, energy efficient building can be achieved without constructing a new building.

Policy 2.4.c: Use and reuse construction material sustainably

Where it is not practical to renovate an existing building as described in Policy 2.4.b, the embodied energy of a building should be reduced through the recycling and reuse of building materials or use of sustainable, local materials. The Town and County should lead by example when constructing public buildings and subsidized housing units by giving preference to recycled and local materials and local contractors, within reasonable performance and cost limits. The Town and County should also explore providing locations for materials recycling that make it more cost-effective to recycle than to dispose of material.

Policy 2.4.d: Use energy efficient building systems and appliances

Practices to reduce energy consumption should continue throughout the use of a building, regardless of the energy efficiency of a building's design or the amount of energy initially used to create the building. The Town and County will provide standards for high efficiency heating, ventilation and air conditioning (HVAC) equipment, lighting fixtures, appliances, and other

building systems. Where possible, programs will encourage the use of the best available energy efficiency technology for building systems and appliances.

Policy 2.4.e: Encourage smaller buildings

The Town and County will encourage the construction of smaller, energy efficient buildings to improve energy conservation communitywide. Energy efficiency and the amount of energy required to construct a building is directly related to overall building size. Smaller buildings require less material to achieve high energy efficiency and contain less volume to condition, light, and maintain. The community will explore regulations and incentives to encourage the construction of smaller buildings.

Principle 2.5—~~Reduce greenhouse gas emissions~~~~Conserve energy~~ through waste management and water conservation. The community will reduce the amount of energy required to distribute, clean, and dispose of water and waste through conservation efforts. Our current water consumption and waste management practices will have long-term adverse impacts on the ecosystem and the community's energy demand if conservation measures are not pursued.

Policy 2.5.a: Encourage water conservation

While our community is lucky to have abundant water supplies, water conservation should still be pursued ~~in order~~ to conserve energy and ~~maintain water quality~~~~manage natural resources responsibly~~. As fresh water resources are depleted, the energy required to provide potable water increases. Conservation of water saves aquifer supplies for future generations, protects habitat, and respects downstream users. To better encourage water conservation, municipal pricing should reflect the true long-term cost of production and encourage water conservation. The Town and County will also encourage practices that demand less water, such as landscaping with native species.

Policy 2.5.b: Manage our waste stream for sustainability

The community will minimize the amount of solid waste it directs to landfills with a goal of “zero waste” by increasing efforts such as recycling and composting of waste. [The Strategies on the Road to Zero Waste Plan is guiding the community's implementation of its zero waste goal.](#) Disposing of solid waste in landfills requires energy for waste transportation, land moving, and other landfill operations. Landfill disposal also requires increased disturbance of otherwise open spaces due to the length of the decomposition process. The community will increase opportunities for recycling, reuse, and composting and seek productive uses for solid waste such as waste-to-energy solutions to minimize the solid waste that must be placed in a landfill. In addition, the Town and County will lead by example by using products that can be recycled or composted and encouraging all members of the community to do the same.

~~Policy 2.5.c: Reduce energy consumption in wastewater treatment~~

~~The community should utilize the most energy efficient wastewater treatment methods and technology to discharge effluent that meets or exceeds the quality of the receiving waters at any time. Wastewater treatment is extremely important to the health of the ecosystem and the~~

~~community, but can be an enormous consumer of energy. The Town and County will lead by example in attempting to exceed State discharge requirements while limiting the amount of energy consumed by wastewater treatment processes.~~

Strategies (= complete as of 2020)

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

2.G.S.1: Update Chapter 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation to establish the Town and County's position as a leading sustainable and adaptable community. As part of the Chapter Update, consider updating the Chapter Goal.

2.G.S.2: Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate and also outline implementation responsibilities.

Strategies to reduce consumption of non-renewable energy (Principle 2.1)

- 2.1.S.1: Coordinate with the wide range of organizations working on energy conservation to educate the community about the benefits of reducing consumption of energy from non-renewable sources.
- 2.1.S.2: Work with partners to distribute technological devices, such as home area networks, into the community to raise awareness of the amount of energy being consumed and opportunities for reduced consumption.
- 2.1.S.3: Partner with organizations such as the Yellowstone-Teton Clean Energy Coalition to educate residents and guests about the negative impacts of vehicle idling.
- 2.1.S.4: Work with local energy providers to develop a sliding scale energy pricing structure where unit cost increases with total energy consumption.
- 2.1.S.5: Evaluate and update land use regulations to support renewable energy generation in the community.
- 2.1.S.6: Coordinate education efforts to avoid private Codes, Covenants & Restrictions (CC&Rs) that prohibit on-site renewable energy generation and other sustainable practices.
- 2.1.S.7: Create a personal emissions responsibility program to raise awareness and promote reduced consumption.

Strategies to reduce energy consumption through land use (Principle 2.2)

See Strategies 3.1.S.1 through 3.1.S.4 and 3.2.S.1 through 3.2.S.8.

Strategies to reduce energy consumption through transportation (Principle 2.3)

See Strategies 7.1.S.1 through 7.1.S.11 and 7.2.S.1 through 7.2.S.6.

[2.3.S.1: Promote and incentivize the increased use of electric modes of transportation \(bikes, buses, cars\).](#)

[2.3.S.2: Develop a County Energy Mitigation Program that addresses the induced transportation demand required to maintain certain site designs \(e.g. ponds\).](#)

Strategies to increase energy efficiency in buildings (Principle 2.4)

2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.

2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives for government operations and new private construction to use energy efficiency best practices.

2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate in a communitywide energy retrofit program.

2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness of the benefits of the use of sustainable construction materials.

2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.

2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings and consume less energy.

[2.4.S.7: Explore a policy commitment that every public building and vehicle will be zero-emission.](#)

[2.4.S.8: Update the County Energy Mitigation Program to encourage energy conservation in buildings.](#)

Strategies to conserve energy through waste management and water conservation (Principle 2.5)

2.5.S.1: Implement a sliding scale water pricing structure.

2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including communitywide curbside recycling.

[2.5.S.3: Develop a program to guide waste reduction in the County](#)

[2.5.S.4: Update landscaping LDRs to encourage water conservation.](#)

[2.5.S.5: Reduce energy consumption in wastewater treatment through the use of the most energy efficient treatment methods and technology to discharge effluent that exceeds the quality of the receiving waters. We will continue to build on the significant reduction in energy consumption that has been achieved since 2010.](#)

Growth Management: Common Value 2 of Community Character

Why is Growth Management a Common Value?

Effective Growth Management is essential to protecting our surrounding ecosystem and reinforcing our community's Quality of Life. Our three Common Values of Community Character are mutually supportive, requiring the community to enhance our built environment into desirable places for residents, businesses, and visitors ~~in order~~ to protect wildlife habitat, habitat connections, scenery, and open space. If the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit.

Managing growth means proactively planning for what we want – rural open spaces and high quality, desirable Complete Neighborhoods. The Plan identifies a range of land use patterns, from rural to urban, to assist the community in visualizing how we will implement our Common Values of Community Character over time. These land use patterns vary in the ratio and level of intensity of their natural, built, and social components.

Growth Management will ensure that the heart of the community – the Town of Jackson – will continue to be the community's housing, employment, social, and civic center. By directing the majority of growth into areas of existing infrastructure and services, which comprise only about 7% of private land, we can preserve open spaces of ecological and scenic value while also allowing for enhanced housing, economic development, social, and civic opportunities. Our community realizes the importance of Growth Management in achieving Ecosystem Stewardship in harmony with our desired Quality of Life.

How are we going to achieve Growth Management?

~~Chapter~~ ~~Section~~ 3. Responsible Growth Management

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

~~Chapter~~ ~~Section~~ 4. Town as Heart – The Central Complete Neighborhood

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

~~Chapter~~Section 3. Responsible Growth Management

Direct at least 60% of future growth into ~~a series of connected,~~
Complete Neighborhoods ~~in order~~ to preserve ~~critical~~ habitat,
scenery and open space and provide workforce housing
opportunities. ~~in our Rural Areas.~~

What does this
~~chapter~~section
address?

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

*Principle 3.2 – Enhance suitable
locations as Complete Neighborhoods*

*Principle 3.3 – Manage growth
predictably and locallycooperatively*

*Principle 3.4 – Limit development in
naturally hazardous areas*

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

Why is this
~~chapter~~section
addressed?

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

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

stable subarea: • Subareas in which no change to the existing character is necessary • Development will be infill that maintains the existing identity or vitality • The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

transitional subarea: • Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial • Subareas that would benefit from reinvestment and revitalization • Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

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

preservation subarea: • Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary • Additional amenities and infrastructure are inappropriate • May benefit from some clustered residential development that improves the overall preservation of open space

conservation subarea: • Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on improved conservation • Areas that benefit from an increase in open space, scenic resources, and habitat enhancement • Goals include balancing existing development with improved wildlife permeability and scenic enhancements.

Supporting the preservation efforts of our neighboring federal land managers and minimizing development in the undeveloped Rural Areas of the County will protect the ecologic and scenic value of these areas. From a Quality of Life perspective, maintaining these scenic viewsheds, natural resources, wildlife habitat, and open spaces preserves our daily connection with the surrounding natural environment and our western, rural heritage, regardless of where in the community we live. ~~Since 1994 Over the past 15 years,~~ the community has successfully managed growth in these sensitive areas on a project-by-project basis. ~~Still, but~~ we must continue our efforts and broaden our Growth Management policies to ~~better~~ address conservation on a communitywide scale.

Identifying Complete Neighborhoods will enhance our community character and relieve development pressure in Rural Areas we wish to preserve. -By concentrating development in Stable and Transitional Subareas with existing services and infrastructure, defined character, desired amenities within walking distance, and a variety of housing types we will be able to achieve our Vision. -Complete Neighborhoods have more economic stability, support alternative modes of transportation, allow for more efficient delivery of high-quality services, and are more energy efficient. Making Complete Neighborhoods more desirable places to live and directing development into those areas will make it less likely for developers to pursue development in inappropriate Rural Areas where wildlife, scenery and open space protection is the priority.

Our Growth Management policies link our Ecosystem Stewardship and Quality of Life policies and allow us to illustrate our Vision through the Character Districts. By defining our Growth Management goals, we can identify Stable, Transitional, Preservation, and Conservation Subareas of the Character District, and then describe the desired natural and built character of each subarea. This provides predictability for neighbors, landowners and developers.

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

Principle 3.1—Direct growth out of habitat, scenery, and open space. Rural Areas with wildlife habitat, habitat connections, scenic vistas and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem preservation and protection remains the overarching Vision of the community and a primary goal for these areas. The preference of the community is for future growth to occur in Complete Neighborhoods where infrastructure and services already exist. Development that does occur in Preservation and Conservation Subareas outside of Complete Neighborhoods should be limited and rural in character. [To learn more about each of the Complete Neighborhoods and subareas, visit the Illustration of our Vision chapter of this Plan.](#)

Policy 3.1.a: [Ensure there is no net increase in](#) ~~Limit~~ development potential ~~to protect~~ [community character](#)

Ecosystem Stewardship and rural character preservation should extend beyond protecting resources and open space on individual lots to managing growth on a communitywide scale. ~~Development~~ [While development](#) potential should decrease in Rural subareas and ~~may~~ increase in ~~appropriate~~ [certain](#) Complete Neighborhood subareas, ~~but our Vision~~ [community character](#) will be ~~adhered to~~ [preserved](#) by [ensuring there is no net increase in](#) ~~limiting~~ overall development ~~potential~~. ~~Beginning in 2012, increases and decreases in~~ [the community to the amount that has been](#) allowed [residential and nonresidential development were annually tracked and reported, and planned for since 1994 \(see Appendix B\).](#) By not increasing ~~the amount of~~ potential [more than it is decreased](#) ~~development beyond this level~~, and better locating and designing development that does occur, we can decrease our impacts to the ecosystem while respecting property rights, ~~and~~ [preserving our rural character, and providing opportunities for increased quality of life.](#)

Policy 3.1.b: Direct development toward suitable Complete Neighborhood subareas

To extend our legacy of Ecosystem Stewardship and preserve our rural character, the community prefers that development occur in Stable and Transitional Subareas where most of the infrastructure and services that define Complete Neighborhoods already exist. Preservation and Conservation Subareas with wildlife habitat, habitat connections and scenic vistas are the least appropriate places for growth, however, the community recognizes and respects that private property rights exist. Tools will be explored to transfer development potential from these Rural subareas of ecological significance and rural character into Complete Neighborhood subareas suitable for development. The boundaries of Complete Neighborhoods are identified in the Illustration of Our Vision chapter to ensure that development of suitable areas does not sprawl into areas the community is trying to protect. ~~Whether through transfer or other tools,~~ development of Complete Neighborhoods is preferable to development of Rural Areas.

[\[ADDED GROWTH GRAPHIC\]](#)

[\[AMENDED TRANSECT GRAPHIC\]](#)

Policy 3.1.c: Maintain rural character outside of Complete Neighborhoods

Outside Complete Neighborhoods, it is the community's goal to maintain our historic western, rural character, wildlife habitat and scenic vistas. In the western, Rural Areas, rural character is defined by limited development, actively stewarded agricultural land, and a high ratio of natural to built environment. ~~To In order to~~ maintain this character, the County will ~~first continue to~~ promote non-development conservation, ~~including encourage~~ active agricultural stewardship; ~~second incentivize development that occurs in Complete Neighborhoods and preserves wildlife habitat, scenery and open space; third incentivize development that is clustered away from sensitive areas in exchange for preservation of wildlife habitat, scenery and open space; and finally, allow for development of base property rights. To further maintain rural character, the County will,~~ limit building size consistent with historic agricultural compounds and require a dominance of landscape over the built environment.

Policy 3.1.d: Cluster nonresidential development in existing locations

Nonresidential development not associated with agriculture should be clustered in Complete Neighborhoods and Planned Resorts where nonresidential character already exists. Centrally locating resort, commercial, and public/semi-public development preserves wildlife habitat, habitat connections, scenic viewsheds, rural character and the viability of Complete Neighborhoods. No new Planned Resorts should be created, and existing Planned Resorts should be limited to their existing footprint. Existing County resort, commercial, and civic uses outside of Complete Neighborhoods will be encouraged to redevelop in a manner that is more consistent with rural character.

Principle 3.2—Enhance suitable locations as Complete Neighborhoods. Development, infill and redevelopment should be located primarily in areas of existing infrastructure and services in order to enhance such suitable areas as Complete Neighborhoods that include: defined character and quality design; public utilities (water, sewer, and storm sewer); quality public space; a variety of housing types; schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and connection by complete streets that are safe for all modes of travel. The degree of mobility, amenities and development intensity of these Complete Neighborhoods will increase from County to Town. The next ~~chapter section~~ of the Plan, "Town as the Heart of the Region: The Central Complete Neighborhood," details how the Town of Jackson will be enhanced as the community's primary Complete Neighborhood.

Policy 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods

A primary goal of the community is to enhance suitable existing neighborhoods by promoting their development into Complete Neighborhoods. Not all residential areas are suitable for all or any components of a Complete Neighborhood. For instance in Conservation Subareas where few of the components of a Complete Neighborhood exist, the existing residential character should be enhanced with a focus on rural character and wildlife, natural, and scenic resources. On the other hand, Stable Subareas may be enhanced by infill that is consistent with the existing pattern and scale of development and includes additional amenities, ~~in order to~~ make the most

appropriate places for development more enjoyable places to live. Transitional Subareas are appropriate for redevelopment or new development designed to achieve a desired future character.

Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods

Complete Neighborhoods are the most appropriate locations for nonresidential development. Nonresidential development in proximity to residences and lodging promotes pedestrian vitality, which has ecological, social and economic benefits. Complete Neighborhoods should contain locally-oriented nonresidential uses such as restaurants, convenience retail, childcare, schools, and other services oriented toward neighborhood residents. Complete Neighborhoods with lodging may also include visitor-oriented commercial development that encourages a vibrant, year-round, pedestrian character. Nonresidential areas within Complete Neighborhoods should incorporate a vertical and/or horizontal mix of nonresidential and residential uses that promote active pedestrian use of the ground floor (such as retail), with allowances for flexible residential or nonresidential use of upper floors.

[\[ADDED COMPLETE NEIGHBORHOODS GRAPHIC\]](#)

[\[AMENDED TRANSECT GRAPHIC\]](#)

Policy 3.2.c: Limit lodging to defined areas

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

Policy 3.2.d: Emphasize a variety of housing types

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

Policy 3.2.e: Promote quality public spaces in Complete Neighborhoods

Public spaces are the building blocks of vital Complete Neighborhoods. -The Town and County will promote public spaces and civic facilities that are interesting, memorable, and reinforce the desired sense of community within Complete Neighborhoods. -Integrating fine arts

professionals in the design of projects will be encouraged ~~in order~~ to create unique and visually engaging public spaces—including sidewalks and walkways, parks, outdoor squares, landscaped areas and public art.

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

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

Principle 3.3—Manage growth predictably and locally, cooperatively. This Plan articulates and illustrates a clear Vision for the future. However, just as important is predictable, accountable, and measurable implementation of our Common Values. The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. The cornerstone of this Plan is adaptation based on continuouscontinued, coordinated monitoring. Past approaches that relied on discretionary review of individual implementation projects achieved some success, but also divided the community and resulted in unintended consequences. and adaptation by the Town and County to effectively implement the policies of this Plan. The Vision of the community continues to extend beyond political boundaries, so achieving our Vision will continue to be more important than the jurisdiction in which it is achieved.

Policy 3.3.a: ~~Policy 3.3.e:~~ Make land use decisions based on Plan framework and policies

This Plan's comprehensive series of Ecosystem Stewardship, Growth Management and Quality of Life policies make up the Common Values of our community character ~~and should therefore form the basis of future land use decisions.~~ Where and how they will be implemented through land use is defined by the Illustration of Our Vision. Individual land use decisions should not rethink the Character Districts. Where zoning has been updated since 2012, nonlegislative land use applications will implement our Vision if they meet the zoning. When a land use decision has not been defined in the zoning or Character Districts, it should be guided by the same commitment to support and optimization of all three Common Values that is the basis for the framework of the Plan. While sales tax is a major revenue source for the Town and County, and these funds are distributed on a per capita basis, Local land use planning will be based on the policies of this Plan rather than sales tax revenue share, ~~or~~ other fiscal considerations, or other considerations outside this Plan.

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

~~The Town and County commit to a coordinated Growth Management Program that ensures measurability and accountability in Plan implementation. Teton County and the Town of Jackson are two jurisdictions with a single Vision. Achieving the community Vision requires ongoing, coordinated monitoring and adaptation to achieve our Common Values of Community Character: • Ecosystem Stewardship; • Growth Management; and • Quality of Life. The Growth Management Program relates the policies of our Common Values to the community Vision through indicators, strategies, review targets and corrective actions. The specifics of the Growth Management Program, implementation responsibilities and the Plan amendment process are defined in the Achieving Our Vision section of the Plan~~

Policy 3.3.b: ~~Policy 3.3.c~~ Provide predictability in land use decisions

The community desires predictability in the future land use decisions that will implement this Plan. ~~The most predictable way to achieve our Vision is by allowing and/or requiring the type of development that is desired as a base right. Where incentives are required to achieve desired character, they should be performance-based. Performance-based incentives should be limited, and have clearly defined intended public benefits, and have ties to indicators to evaluate effectiveness. Discretionary While discretionary land use tools may provide additional flexibility, but they domay not provide sufficient predictability and arethus may not the preferred approachbe appropriate for managing growth and development in the community. Reciprocally, proposals that meet the standards adopted should expect to be approved and not held to a higher standard than has been established.~~

Policy 3.3.b: ~~Illustrate Our Vision through the Character Districts~~

~~The Illustration of Our Vision depicts the policies of the community's three Common Values through four levels of character classification. At the highest level, the private lands of the community are divided into Character Districts—areas with common natural, visual, cultural and physical attributes, shared values and social interaction. Then, based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on Ecosystem Stewardship or a Complete Neighborhood focused on enhancing Quality of Life. At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the existing character of the subarea and the desired future character for the entire Character District. Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character Defining Features provide the greatest level of site specific detail; however the characteristics are still conceptual and will inform specific regulations, incentives and programs.~~

Policy 3.3.c: ~~Policy 3.3.d~~ Develop neighborhood plans

Focused neighborhood plans may be developed where additional ~~guidancedetail~~ is necessary to implement ~~a comprehensive development or redevelopment that will achieve~~ the desired future character in a specific subarea. ~~The Illustration of Our Vision chapter generally describes the desired character for all Character Districts, but there may be instances where implementation~~

of certain strategies requires a more detailed, design oriented planning process for a specific subarea ~~in order~~ to ensure the desired future character is achieved.

Policy 3.3.d: ~~Policy 3.5.b:~~ Strive not to export impacts to other jurisdictions in the region

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

Policy 3.3.e: Preserve historic structures and sites

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

Principle 3.4—Limit development in naturally hazardous areas. Development in hazardous areas threatens the health, safety and welfare of human inhabitants. Steep slopes, poor soils, avalanche chutes, floodplains, dense forests and areas along fault lines offer unique opportunities for interaction with the environment, but when natural events do occur in these areas the results can be disastrous.

Policy 3.4.a: Protect development against flooding

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

Policy 3.4.b: Protect development against avalanches and landslides

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

Policy 3.4.c: Prohibit development on steep slopes

Development on steep slopes decreases the stability of the slopes, which can lead to erosion and landslides. In addition, the level of disturbance required to develop on steep slopes has a disproportionate impact on natural resources. Slope development also poses difficulties for emergency access. Development on steep slopes will be avoided to the greatest extent possible. When development is not avoidable, it should employ best management practices for slope stabilization, erosion control and stormwater management. Impacts should be reduced by minimizing disturbance and adapting development to fit the topography, rather than modifying the topography to accommodate development.

Policy 3.4.d: Limit development on poor soils

Development on poor soils threatens the integrity of structures, encourages erosion and landslides and may cause groundwater contamination if septic systems are used in such areas. Development on poor soils will be avoided when possible and should employ best management practices if necessary.

Policy 3.4.e: Protect development against seismic activity

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

Policy 3.4.f: Protect development against wildfire

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

Principle 3.5—Manage local growth with a regional perspective

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

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

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

Policy 3.5.c: Maintain control over our own community Vision

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

Strategies ([✓](#) = complete as of 2020)

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

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

- 3.1.S.1: Evaluate and update land development regulations in Rural Areas to better protect wildlife habitat, habitat connections, scenic vistas and rural character.
- 3.1.S.2: Explore tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County.
- 3.1.S.3: Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses outside of Complete Neighborhoods.
- 3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County.
- [3.1.S.5: Develop tools to reduce ecosystem impacts and preserve existing workforce housing in Conservation Subareas.](#)
- [3.1.S.6: Review the CN-PRD and evaluate methods to promote its use, including a CN-PRD catalyst project.](#)

Strategies to enhance suitable locations as Complete Neighborhoods (Principle 3.2)

- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use.
- 3.2.S.4: Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round Complete Neighborhood that includes more locally-oriented nonresidential uses and allows for additional units in exchange for conservation of Rural Areas.
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.6: Evaluate and update design regulations to encourage quality public space.
- 3.2.S.7: Coordinate with a public art task force to write a public art plan for the community.

- 3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.
- 3.2.S.8: Explore reduced development/utility fees in Complete Neighborhoods.
- 3.2.S.10: Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals.

Strategies to manage growth predictably and locally cooperatively (Principle 3.3)

- 3.3.S.1: Consider a joint Town and County staff person to execute an Adaptive Growth Management Program and otherwise implement the Comprehensive Plan.
- 3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.
- 3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.
- 3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.
- 3.3.S.5: Begin neighborhood planning (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:
An analysis of the appropriate amount of development,
given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
Reference Town zoning concepts for guidance and use Town infrastructure standards; and
A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.
- 3.3.S.6: Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:
An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
Discussion of the future location of the Teton County Fair; and
A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.
- 3.3.S.7: Consider adding a position with a focus on management and reporting of data.

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

- 3.4.S.1: Study and map avalanche and landslide areas.
- 3.4.S.2: Update and refine Urban Wildlife Interface and steep slopes maps.
- 3.4.S.3: Evaluate and update development regulations for naturally hazardous areas based on mapping.

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

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

Chapter~~Section~~ 4. Town as the Heart of the

Region - The Central Complete Neighborhood

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

What does this
chapter~~section~~
address?:

*Principle 4.1 - Maintain Town as
the central Complete
Neighborhood*

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

*Principle 4.3 - Develop desirable
residential neighborhoods*

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

*Principle 4.5 - Preserve historic
structures and sites*

Why is this
chapter~~section~~
addressed?

The Town of Jackson is the community's largest and most Complete Neighborhood – making it our central Complete Neighborhood and the “Heart” of the community. Concentrating development and activity in Town is the epitome of our Growth Management Common Value of making the most ecologically suitable areas for development the most desirable places to live. Enhancing our central Complete Neighborhood as the most desirable place in the community to live, work, and play limits impacts to the ecosystem throughout the rest of the community and protects the rural, western character of Rural Areas. It also improves the quality of life in Town and the economic stability and service delivery for the entire community.

Town already contains all of the components of a Complete Neighborhood:

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

Town offers public water, sewer and storm water services with quality public spaces and parks throughout. Town has the widest variety of housing types and the highest concentration of population in the community – with 45% of the community's population living on only 1.7% of the private land [as of 2012](#) (see Appendix B). It is the central location for most of our commercial, government, cultural and civic services and facilities, providing employment and amenities in proximity to residences. It also has

the most developed and widely used alternative transportation system in the community. All of these existing features offer the opportunity to enhance the Town as the most desirable and central location for the community to live, work and play.

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

Not all components of a Complete Neighborhood can, should, or need to be provided in every subarea of Town for it to function as the community's central Complete Neighborhood. -For example, in providing a variety of housing options and a balance of services and employment opportunities, different subareas of Town can support each other to achieve the community's Complete Neighborhood goals while achieving the desired subarea character. -A subarea focused on concentrating commercial and other nonresidential development will provide more vibrancy and additional pedestrian services to the community's residents and visitors. -While housing should be incorporated into subareas of nonresidential development, it does not have to be the focus, as a variety of housing types can be provided in adjacent subareas where residential development is the priority.

Likewise, a variety of housing is essential to a Complete Neighborhood, but all housing types do not need to be spread evenly throughout Town. -If the community is going to enhance the integrity and charm of existing neighborhoods and make them more desirable places to live, different housing types will be more appropriate in some subareas of Town than in others.

Denser housing types will be more consistent with the physical character of mixed use areas and Transitional Subareas. -Further away from mixed use areas, less dense housing types and locally-oriented services can be provided to enhance the completeness of neighborhoods. -In sum, Town will have a variety of housing types and amenities within walking distance, even though each subarea will not contain all housing types, services and amenities.

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

Principle 4.1—Maintain Town as the central Complete Neighborhood. Historically, the Town of Jackson has been the central Complete Neighborhood with the most concentrated land use pattern in the community. As a whole, it already contains all of the components of a Complete Neighborhood. Enhancing Jackson as the “Heart” of the community will require defining how the different subareas of Town support one another to create a desirable place to live, work and play.

Policy 4.1.a: Promote a complete Town of Jackson

A key to Growth Management is the evolution of Town into a more Complete Neighborhood. Town is the best example of an existing Complete Neighborhood. Future development in the Town should enhance it as the community’s central and largest Complete Neighborhood. All subareas will each have some of the components of a Complete Neighborhood appropriate for that subarea and will collectively contribute to enhancing Town as the community’s central Complete Neighborhood. However, not all components of a Complete Neighborhood will be provided in all subareas of Town, as each distinct subarea will have its own defined character and role. When viewed as a whole, the Town Character Districts will work together as one Complete Neighborhood.

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

Town currently has the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining this diversity of housing types and styles (single family homes, duplexes, condos, carriage houses, lofts and apartments), including restricted housing of all types, is critical to reinforcing our community character, meeting our workforce housing goals and maintaining Town as the community’s population center. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each subarea of Town.

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

Infill and redevelopment will be key strategies for fostering the elements of a Complete Neighborhood in specific subareas in Town. Infill and redevelopment will be compatible in scale, use and character in Stable Subareas, and will be consistent with the desired future character in Transitional Subareas. Considerations should include the identification of appropriate relationships between land uses and development of varying intensities. An important goal will be to maintain or reestablish a strong sense of ownership by all residents of their neighborhoods. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each Subarea of Town.

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

Continuing Town’s function as the community’s economic center is essential in its role as the community’s central Complete Neighborhood. Town is home to the majority of the retail opportunities, jobs and basic facilities and services needed by our community and visitors. As the community’s population center and central Complete Neighborhood, Town will continue to play this role into the future.

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

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

Principle 4.2—Promote vibrant, walkable mixed use areas. As the community's central Complete Neighborhood, Jackson will continue to be the economic hub of the region, providing a great deal of the region's nonresidential uses and employment opportunities. Nonresidential subareas should be developed or redeveloped as mixed use active pedestrian subareas. These subareas will contain a variety and balance of nonresidential uses and incorporate housing/lodging uses when appropriate, utilizing both a horizontal and vertical mix of uses.

Policy 4.2.a: Create mixed use Subareas

Existing nonresidential subareas will be enhanced into vibrant, mixed use active pedestrian subareas. Both horizontal and vertical mixed uses will be utilized based upon the location and character defined in each specific Character District. Mixed use areas will allow nonresidential uses, but will also include a variety of residential and lodging uses. A vertical mix of residential, lodging, and nonresidential uses will foster a nightly, year-round "lights on" experience of use, activity and occupancy downtown.

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

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

Policy 4.2.c: Create vibrant walkable mixed use Subareas

Complete streets that focus on alternative modes of transportation will be important to the enhancement of Town mixed use subareas. The primary objective in downtown Jackson will be to enhance pedestrian amenities and connectivity to support a vibrant and walkable downtown core. To achieve this goal, Town will encourage public gathering places in both public and private developments in the downtown area. Building design should complement the pedestrian experience with uses that engage people along sidewalks and [designs that include building and block cut-throughs, streets](#). Public spaces within these subareas may take the form

of parks, streetscape amenities and/or public/semi-public spaces provided by private property owners.

Policy 4.2.d: ~~Create a Downtown Retail Shopping District~~

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

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

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

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

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

Principle 4.3—Develop desirable residential neighborhoods. A primary goal of the community is to enhance the character and integrity of Complete Neighborhoods in the Town and County. Town residential neighborhoods will be defined as either "Stable" or "Transitional," Subareas based upon their existing and desired future character. An important goal is to maintain or reestablish a strong sense of ownership by all residents of their neighborhood. The specific designation for each neighborhood and the desired future character is defined in the Illustration of Our Vision chapter.

Policy 4.3.a: Preserve and enhance Stable Subareas

The characteristics of Stable Subareas ~~will~~ include a predominance of owner-occupied units, a variety of residential unit types, including workforce housing, and some limited nonresidential uses. Residents of these Subareas should be able to walk to local convenience commercial that should generally be within ¼ to ½ mile of their residences. Public spaces will typically be provided in public parks. Complete streets, including options for walking, biking, and transit~~alternative transportation modes~~, will be provided throughout. The consolidation of multiple lots to create larger single family homes is inconsistent with existing character and with our

growth management goals. Even with a consistent physical character, the social character of these stable subareas is likely to change without efforts to preserve historic workforce occupancy.

Policy 4.3.b: ~~Develop~~Create and develop Transitional Subareas

Some subareas in Town are better suited for new development or re-development. In these Transitional Subareas the general public ~~agrees~~would agree that change is beneficial. Future development should provide a variety of housing types that create additional workforce housing, including multiple family owner-occupied and rental housing. These subareas should include local convenience commercial generally within ¼ to ½ mile of residences. Public spaces will typically be provided in public parks. Complete streets, including all alternative transportation modes, will be provided throughout. Character will be defined less by the existing development pattern and more by the future ~~Vision~~vision for the subarea. Developers are encouraged to utilize the allowances and incentives because these transitional subareas are the desired location of growth. Impactful investments in public infrastructure and housing will help to bolster these subareas and support efforts to promote quality of life.

Principle 4.4—Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood. The Town of Jackson has traditionally served as the cultural, social and civic hub for Teton County and the region. Maintaining and improving public spaces will support Jackson as the community's central Complete Neighborhood, a gateway to the nation's parks and forests, and the regional center for tourism, the arts and employment. The enhancement of natural features such as Karns Meadows, Flat Creek and Cache Creek corridors will further contribute to Jackson's role as the central Complete Neighborhood.

Policy 4.4.a: Maintain and improve public spaces

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

Policy 4.4.b: Enhance Jackson gateways

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

Policy 4.4.c: Continue traditions and community events

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

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

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

Principle 4.5—Preserve historic structures and sites. Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.

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

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

Policy 4.5.b: Support the Historic Preservation Board

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

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

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

Strategies (✓ = complete as of 2020)

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

Strategies to maintain Town as the central Complete Neighborhood (Principle 4.1)

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

Strategies to promote vibrant, walkable mixed use areas (Principle 4.2)

- 4.2.S.1: Complete a neighborhood plan for the Town Square Character District. The plan should include design standards and use descriptions.
- 4.2.S.2: Update design guidelines to provide more specificity, and predictability.
- 4.2.S.3: Initiate neighborhood plans for specific mixed use subareas.
- 4.2.S.4: Update land development regulations for mixed use subareas to encourage ground floor vitality and flexible upper floor mixed use.
- ~~4.2.S.5: Explore a boundary and associated regulations and incentives to create a downtown retail shopping district.~~
- 4.2.S.6: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.
- 4.2.S.6: [Explore allowing a fourth floor for workforce housing, within existing height allowances, in more Town zones.](#)
- 4.2.S.7: [Explore developing pedestrian zones Downtown.](#)
- 4.2.S.8: [Catalyze the redevelopment of Subarea 2.6 Mixed Use Office and Residential.](#)
- 4.2.S.9: [Revisit Subarea 2.5: North Cache Gateway, given the habitat value in the Subarea.](#)

Strategies to develop desirable residential neighborhoods (Principle 4.3)

- 4.3.S.1: Initiate neighborhood plans for Transitional Subareas.
- 4.3.S.2: Identify locations for locally-oriented nonresidential use.
- 4.3.S.3: [Remove barriers and catalyze development in existing high-density zones through impact infrastructure investment and support for projects that utilize housing incentives.](#)
- 4.3.S.4: [Develop neighborhood plans for transitional subareas to implement zoning and to facilitate the transition for existing residents.](#)

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

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

[4.4.S.6: Evaluate future active use of Karns Meadow.](#)

Strategies to preserve historic structures and sites (Principle 4.5)

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

Quality of Life: Common Value 3 of Community Character

Why is Quality of Life a Common Value?

The Jackson and Teton County community takes pride in our local identity and community character. Our natural character is protected through our ecosystem stewardship, and our physical character is guided by our Growth Management. However, the more emotional aspect of our character – our Quality of Life – is equally important to our community. We have always been a diverse community that supports a variety of lifestyles and employment opportunities, and we welcome others to share in the enjoyment of our intact ecosystem and western mountain lifestyle. Our Quality of Life and a quality visitor experience depend not only on Ecosystem Stewardship and Growth Management, but also on preserving the socio-economic diversity and service delivery that are so attractive to residents and visitors alike. [Equally important to maintaining our Quality of life, is the sustained physical, social, and economic security that is offered throughout the Town and County.](#) Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long-term residents who steward our surrounding ecosystem and welcome visitors to do the same. Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services. Continuing to provide these services in a manner that better achieves our Vision will enhance the livability and appeal of our community. A community that offers a spectrum of housing and employment options and provides access to safe, efficient, and economical transportation and services is a desirable community to call home and an attractive destination to visit time and again. This lifestyle is a function of our Quality of Life and also leads to greater resident and visitor investment in our Ecosystem Stewardship and Growth Management values.

How are we going to achieve Quality of Life?

[ChapterSection 5. Local Workforce Housing](#)

- Maintain a diverse population by providing workforce housing (Principle 5.1)
- Strategically locate a variety of housing types (Principle 5.2)
- Reduce the shortage of housing that is affordable to the workforce (Principle 5.3)
- Use a balanced set of tools to meet our housing goal (Principle 5.4)

[ChapterSection 6. A Diverse and Balanced Economy](#)

- Measure prosperity in natural and economic capital (Principle 6.1)
- Promote a stable and diverse economy (Principle 6.2)
- Create a positive atmosphere for economic development (Principle 6.3)

[ChapterSection 7. Multimodal Transportation](#)

Meet future transportation demand [with walk, bike, carpool, transit, and micro-mobility infrastructure through the use of alternative modes](#) (Principle 7.1)

[Reduce greenhouse gasses from vehicles from 2012 levels](#)~~Create a safe, efficient, interconnected multimodal transportation network~~ (Principle 7.2)

Coordinate ~~land use and~~ transportation planning [regionally](#) (Principle 7.3)

[ChapterSection 8. Quality Community Service Provision](#)

- Maintain current, ~~coordinated~~[coordinate](#) service delivery (Principle 8.1)
- Coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

Chapter~~Section~~ 5. Local Workforce Housing

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

What does this
chaptersection
address?

Principle 5.1 - Maintain a diverse population by providing workforce housing

Principle 5.2 - Strategically locate a variety of housing types

Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce

Principle 5.4 - Use a balanced set of tools to meet our housing goal

Why is this
chaptersection
addressed?

Jackson and Teton County have historically been characterized by a socially and economically diverse population, united by a community commitment to Ecosystem Stewardship, Growth Management, and Quality of Life. Daily interaction between year-round residents, second homeowners, seasonal workers, long-time families and new community members has become a defining characteristic that the community wants to preserve. In other mountain resorts, the loss of a local workforce and associated diversity has indicated the loss of a sense of community. By ensuring that at least 65% of our local workforce lives locally, we can retain our valued community character.

Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community's Common Values by integrating understanding and appreciation of where we have been with efforts for the future.

Workforce Housing is local market and deed-restricted housing occupied by people working locally who would otherwise commute from outside the community.

Lack of housing that is affordable is a primary reason many local employees choose to commute. ([Housing is generally considered affordable when the rent/mortgage payment, including utilities, is no more than 30% of the household's income.](#)) Over the past ~~35~~²⁵ years land values in Jackson and Teton County have risen faster than local wages. The median home price has grown from 354% of the median income in 1986 to 1,400% in 2010 (see Appendix B). As a result, many people cannot afford to live in the community. Over the same period, the number of commuters has grown from less than 10% to 33% of the local workforce (see Appendix B).

The formal housing program established by the 1994 Comprehensive Plan has successfully used regulations, incentives, and additional funding to create over 700 restricted housing opportunities to date. The community must continue these efforts, but we must also broaden efforts to consider all available market, restricted, and cooperative solutions if we are to maintain our resident workforce and the community character it provides.

Principle 5.1—Maintain a diverse population by providing workforce housing. We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.

Policy 5.1.a: House at least 65% of the workforce locally

The community's primary housing goal is to ensure that at least 65% of the local workforce lives locally. Other resort communities in the Rocky Mountains facing housing affordability issues have identified the loss of a resident workforce as the primary indicator of their lost sense of community. Regular monitoring of workers commuting from neighboring communities will indicate changes in the percentage of the local workforce living locally and inform housing programs, policies, regulations, and incentives that ensure we meet our primary housing goal.

Policy 5.1.b: Focus housing subsidies on full-time, year-round workers

Some members of the local workforce can find local housing that suits their needs and is affordable for their household. For those who cannot, governmental and non-governmental subsidized housing programs will continue to provide restricted housing opportunities to ensure realization of the community's housing goal. Subsidized housing is housing that is price or rent restricted to be permanently affordable and occupancy restricted to ensure employment in Teton County. Subsidized housing programs will focus on providing housing for those members of the community who work locally full-time, year-round, whether at a single or

multiple jobs. [Prioritizing which income levels to address will occur through the annual Housing Supply Plan.](#)

Policy 5.1.c: Prioritize housing for critical service providers

While the community values all members of the workforce, critical service providers will receive priority when the public is subsidizing housing. Ideally, housing for critical service providers would be located on-site or within the employee's response area. Especially for volunteer service providers, living a significant distance from one's response area increases response time and reduces the efficiency of service delivery.

Principle 5.2—Strategically locate a variety of housing types. Our diverse population will continue to require a variety of housing types throughout the community. Housing options should include both ownership and rental opportunities, as well as both restricted and market housing. The strategies employed to meet the community's housing goal will be consistent with the Ecosystem Stewardship and Growth Management policies of the Plan.

Policy 5.2.a: Provide a variety of housing options

The diversity of households that the community desires requires a variety of restricted and market housing options. The demand for detached single-family housing and duplex units is strong, but other housing options (condos, small lots, lofts, and apartments) are also needed to meet the community's housing goal. In particular, multi-family units generally require less financial subsidy per unit and are more affordable for the local workforce. They also condense the development footprint and increase the viability of alternative modes of transportation. [While the community is committed to the cap on residential development potential, when possible, the community should reallocate residential development potential to appropriate areas to ensure housing goals of the community are met.](#)

Policy 5.2.b: Housing will be consistent with Character Districts

The development and redevelopment of all market and restricted housing, whether by-right or through incentive tools, will be consistent with the location, bulk, scale, and pattern described in the community's Growth Management policies and in the Illustration of Our Vision. Appropriate locations are identified in Town and County Character Districts for the allowance and encouragement of multifamily, small lot, small unit and other housing types that provide market and restricted workforce housing opportunities.

Policy 5.2.c: Provide workforce housing solutions locally

Our primary housing goal is to limit the percentage of the local workforce commuting from other counties. Therefore, required workforce housing mitigation and public investments in workforce housing will be located within our community. However, achievement of our housing goal could still mean that a large portion of our workforce will reside outside of the community and commute into the Town or County. The community will continue to pursue efforts to limit the impacts of commuters on the ecosystem and neighboring communities.

Policy 5.2.d: ~~Encourage restricted rental units~~

~~Existing market rentals continue to provide housing opportunities that are affordable to the local workforce. However, if rental opportunities continue to disappear through redevelopment, conversion to ownership units, and increases in land values, the community will need rental units that are restricted to maintain this housing type. Incentives and regulations to preserve rental opportunities could include the creation of restricted rental units through both restriction of existing units and construction of new restricted units.~~

Policy 5.2.e: Allow accessory residential units (ARUs) and County guesthouses

Accessory residential units have historically provided a number of workforce housing opportunities. This will continue to be an encouraged housing type in the Town and mixed use subareas in the County as part of our balanced workforce housing program. Guesthouses will continue to be allowed in the County and may be rented long-term as part of our workforce housing program. Restrictions on size, rental period, rental occupancy, guesthouse location, and other considerations should ensure guesthouse rental is consistent with all three Common Values of the community.

Principle 5.3—Reduce the shortage of housing that is affordable to the workforce. A shortage of housing that is affordable to the workforce is a result of many factors. ~~To~~^{In order to} meet our primary housing goal, the community will regularly monitor the affordability and occupancy of our housing stock to understand and adapt to the forces contributing to such shortages. We will mitigate impacts from new development, preserve existing workforce housing, and create new restricted housing opportunities to avoid and reduce shortages of housing opportunities that are affordable to the local workforce.

Policy 5.3.a: Mitigate the impacts of growth on housing

~~Job growth has outpaced physical development since at least 2002. As a result of the gap between property values and wages, many of the new local workers cannot afford housing within the community.~~ Developers of new residential, commercial, and other non-residential projects will continue to be required to mitigate their impact on the availability of housing that is affordable to the local workforce. ~~In addition, employee generation that is not traditionally linked to physical development will also be mitigated.~~ ~~As a result of the gap between property values and wages, many of the local workers generated by new residential and non-residential developments cannot afford housing within the community. The number of employees generated by new development projects will vary by development. Each development will be required to mitigate its housing impact on a sliding scale that considers both the size and type of development.~~ This will ensure that each developer's mitigation responsibility is proportional to the development's impact on the availability of housing that is affordable to the local workforce, ~~and that all housing demand as a result of job growth is addressed.~~

Mitigation requirements will be updated following new nexus studies. ~~Until nexus studies are in place to update these requirements, the existing program~~ of inclusionary housing and ~~nonresidential seasonal~~ employee generation and housing affordability, which ~~provision~~ will be ~~completed regularly used to mitigate the impacts of development on our ability to meet our community's housing goal. (See Appendix D)~~

Policy 5.3.b: Preserve existing workforce housing stock

~~As of 2012, over~~ 80% of ~~current~~ workforce housing ~~was~~ market housing (See Appendix B). Preserving the existing workforce housing stock is critical to achieving the community's housing goal. The resale and/or redevelopment of existing market workforce housing and the combination of small lots to build larger houses are examples of possible "net losses" of housing that is affordable to the local workforce. The Town and County will explore a combination of tools to restrict and otherwise preserve the future affordability of existing workforce housing stock to avoid a shortage of housing that is affordable to the workforce. However, these tools to preserve existing workforce housing should not inadvertently deplete market workforce housing opportunities.

Policy 5.3.c: Create workforce housing to address remaining shortages

Additional subsidized workforce housing will also be needed to meet the community's housing goal. Leakage of existing housing stock from the workforce housing pool and housing impacts that are not fully mitigated by development will necessitate the creation of new subsidized workforce housing stock to address future shortages in housing that is affordable to the workforce. Incentives and direct funding should be used to create additional subsidized workforce housing. Such development may contain market components, as long as it provides a decrease in the shortage of housing that is affordable to the local workforce. Direct funding will be coordinated through the annual Housing Supply Plan.

Principle 5.4—Use a balanced set of tools to meet our housing goal. The community will create a balanced plan for monitoring and addressing workforce housing issues ~~in order~~ to achieve our housing goal. Both market and restriction based solutions will be incorporated in a balanced combination of regulations, incentives, funding, and cooperative efforts, with no one tool prioritized over any others.

Policy 5.4.a: Implement the Workforce Housing Action Plan ~~Create a community housing implementation plan or key action plan~~

~~A community housing implementation plan should be created to coordinate efforts toward achieving the community's housing goal. The housing plan should be a cooperative effort of the Town, County, all local housing agencies and organizations, and other workforce housing stakeholders in the community. It should evaluate the costs and benefits of various housing tools, establish a system for monitoring the success of those tools in meeting our housing goal, and establish the roles that various entities, including the free market, will play in meeting the housing goal of the community.~~

In 2015, the Town and County adopted the Workforce Housing Action Plan. (Appendix D) The Workforce Housing Action Plan establishes an organizational structure for the housing department and includes housing supply, housing management, funding for housing, and zoning for housing initiatives. Implementation of the Workforce Housing Action Plan began in 2016 and should continue, including annual adoption of a Housing Supply Plan to guide the public-private partnership work to preserve and create housing. The Workforce Action Plan

should be evaluated and updated once enough time has passed to implement the majority of the actions.

Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing

The Town and County will avoid regulatory barriers that inadvertently preclude workforce housing in a manner that is consistent with the community's Common Values. This may include providing exemptions from certain requirements for developments that provide new subsidized workforce housing that reduces the shortage of housing that is affordable to the local workforce.

Policy 5.4.c: Promote cooperative efforts to provide workforce housing

The diversity, generational continuity, and stability sought by the community also benefits employers and developers. Housing agencies and organizations should continue to cooperate with government and non-government employers as well as developers to pursue housing solutions that are mutually beneficial to all parties involved and the community as a whole. Housing agencies and organizations should also provide housing advice, sample contracts, sample deed-restrictions, and other aid to facilitate workforce housing provision and raise awareness of the benefits of workforce housing.

Policy 5.4.d: Provide incentives for the provision of workforce housing

Incentives to provide workforce housing offer solutions that typically require less public financial subsidy. The community should provide incentives for the preservation of existing workforce housing and the construction of subsidized workforce housing. Incentives may continue to include performance-based density bonuses that enhance the character of applicable subareas of the Town and County while decreasing the shortage of housing that is affordable to the local workforce. Additional incentives such as tax reduction or deferral, fee waivers, expedited review, buy-down programs, and others should also be considered.

Policy 5.4.e: Establish a reliable funding source for workforce housing provision

A dedicated funding source should be explored to help meet the community's housing goal, in addition to allocations from the general fund for government housing program administration. Funding will enhance public opportunities to engage in cooperative efforts, provide incentives, restrict existing workforce housing stock and construct workforce housing developments that decrease the shortage of housing that is affordable to the local workforce. A reoccurring funding source will facilitate planning for implementation of our workforce housing goal by providing predictable expectations of available funding.

Strategies (= complete as of 2020)

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

[5.G.S.1:](#) [Develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8. Develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8.](#)

Strategies to house a diverse population locally (Principle 5.1)

- 5.1.S.1: Evaluate qualifying criteria for subsidized housing and update as necessary based on full-time workers, and continue to give priority to critical service providers.
- 5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education about the value of workforce housing.
- [5.1.S.3:](#) [Evaluate moving from standard deed restriction back to the modifiable template through the annual Rules and Regulations Update.](#)

Strategies to predictably locate a variety of housing types (Principle 5.2)

- 5.2.S.1: Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on multi-family housing.
- 5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations.
- [5.2.S.3:](#) [Make impactful investments in infrastructure and catalyst investments in housing projects located in transitional subareas.](#)
- [5.2.S.4:](#) [Explore allowances for temporary housing and tiny home.](#)

Strategies to reduce the shortage of housing that is affordable to the workforce (Principle 5.3)

- 5.3.S.1: Complete a new nexus study for the establishment of sliding scale mitigation requirements.
- 5.3.S.2: Update current mitigation requirements as necessary.
- [5.3.S.3:](#) [Update the Employee Generation Nexus Study to look at the full range of employee generation and the full range of associated impacts.](#)
- [5.3.S.4:](#) [Revisit housing mitigation requirements upon the update of the Employee Generation Nexus Study.](#)

Strategies to establish a balanced housing program (Principle 5.4)

- 5.4.S.1: Adopt a 10-year coordinated workforce housing implementation plan/action plan.
- 5.4.S.2: Evaluate the appropriate governmental structure for the Housing Authority.
- 5.4.S.3: Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing.
- 5.4.S.4: Evaluate and update existing workforce housing incentives.
- 5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax.
- 5.4.S.6: Continue to pursue State and Federal grants to fund the development of workforce housing.
- 5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to increase the supply of workforce housing.
- 5.4.S.8: [Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals.](#)
- 5.4.S.9: [Actively enforce short-term rental prohibition in the County.](#)
- 5.4.S.10: [Explore the dedication of more staff and funding to the Housing Supply Program](#)

ChapterSection 6. A Diverse and Balanced Economy

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

What does this
chaptersection
address?

*Principle 6.1 - Measure prosperity
in natural and economic capital*

*Principle 6.2 - Promote a stable
and diverse economy*

*Principle 6.3 - Create a positive
atmosphere for economic
development*

Better, not Bigger economic development means improving the economy without relying on physical growth.

Why is this
chaptersection
addressed?

Historically our local economy has been composed primarily of two sectors: tourism and real estate development. While these sectors have served the community well, Jackson and Teton County will pursue a more sustainable economy as we move into the future. This pursuit means developing the existing economy to be better, not necessarily bigger. More specifically, economic sustainability in Teton County will:

- Define prosperity in terms of both natural and economic capital;
- Stress balance, resilience, and a conviction that many small efforts work better than a single, one-size-fits-all approach; and
- Pursue a more diverse and self-reliant local economy.

Natural Capital is the extension of the economic notion of capital to the natural environment. Natural Capital is thus the stock of the ecosystem that yields a continued flow of valuable ecosystem functions into the future – those parts of the ecosystem critical to continued healthy ecosystem function.

Developing a sustainable economy will allow us to continue to focus on our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. Efforts to achieve our Common Values are critical to our economy. Reciprocally, a sustainable economy is needed to pursue all of our policies and strategies for implementing our Vision and achieving our desired community character. To develop our economy without relying on physical growth that is inconsistent with our Growth Management Common Values, tourism will continue to be the basis of our economy and we will aim to reduce our reliance on real estate development. Moving forward, we must expand our approach to tourism to develop it as a more sustainable year-round economic sector. Attracting tourists as well as second home owners to the community year-round utilizes existing capacity to create greater investment in the community while limiting additional impacts to our ecosystem. It will also allow businesses and services that rely on visitors, but are also valuable to the Quality of Life of residents, to be available year-round.

Other sectors of the economy have emerged over the past decades that also bring money into the community as a result of our ecological resources and Quality of Life (see Appendix B). Continuing to encourage businesses and businesspeople that could work from anywhere to locate here because of our lifestyle will bring money into the community and attract businesses that share our Common Values. Continuing to support non-profit organizations encourages reinvestment in the health and welfare of the community. Direct and indirect utilization of the natural surroundings will remain the community's primary economic development strategy, but we must ensure that this type of economic development happens in a way that is sustainable and allows future generations to benefit from the same assets.

Principle 6.1—Measure prosperity in natural and economic capital. A healthy ecosystem is our community’s most important economic asset. For our economy to be sustainable long-term, prosperity will not only be measured in economic terms, but also by how well the community preserves our natural capital. To preserve our natural capital, economic development must be consistent with all three of the community’s Ecosystem Stewardship, Growth Management and Quality of Life Common Values.

Policy 6.1.a: Create a sustainable economy not reliant on growth

Our economic development strategy is to improve our economy without relying on physical growth – to be “better, not bigger.” Economic development will be done consistent with our Growth Management Common Value because our economy benefits from ecosystem stewardship, and ecosystem stewardship likewise benefits from a strong economy. Real estate development will remain an economic sector in the community, but we will reduce our reliance on development as a basis of the economy.

Policy 6.1.b: Promote eco-tourism

Tourism will continue to be the basis of the economy and will continue to focus on outdoor recreation. Consistent with the community’s Ecosystem Stewardship Common Value, eco-tourism, which promotes energy efficient and low impact enjoyment of the ecosystem, should have an expanded role in the overall tourism sector. Eco-tourism businesses are able to profit from the community’s natural capital while promoting ecological conservation and passing along the community’s stewardship ethic to visitors.

Policy 6.1.c: Establish an identity as a “green” community

The community will become a model of sustainability by addressing ecosystem and climate stewardship at the local level. We will promote these efforts in a manner that attracts visitors and businesses who share our Common Values. As a result, Jackson and Teton County will become a truly “green” community that has an enhanced Quality of Life and visitor experience, as well as a prosperous and sustainable business climate. The community will support public and private sustainability efforts as economic development initiatives as well as Ecosystem Stewardship actions.

Principle 6.2—Promote a stable and diverse economy. Improving the stability of our economy is essential to retaining our sense of community and maintaining a year-round employment and resident base. The community will continue to promote businesses that provide local stability in times of global economic volatility and develop our economy without relying on growth or development of our natural resources.

Policy 6.2.a: Enhance tourism as the basis of the economy

Tourism will continue to be the basis of our economy, and the community will enhance this sector by pursuing sustainable tourism that is not reliant on growth and consumption. Outdoor recreation tourism and eco-tourism will continue to be our primary focus. However, we will also promote cultural and heritage tourism that is less dependent on our seasonal climate,

allowing for better use of our existing visitor accommodation capacity during shoulder seasons. The community will continue to avoid carnival and outlet mall-type tourist attractions as they do not support our desired community character and outdoor tourism focus. As we promote year-round occupancy and increased visitor spending, the community will broaden our approach to providing a quality visitor experience from focusing only on traditional tourists to also include second ~~homeowners~~[home-owners](#) and retirees to the community.

Policy 6.2.b: Support businesses located in the community because of our lifestyle

Businesses that can be located anywhere, but choose to locate here for lifestyle reasons should continue to be supported. The fact that they locate here means that they share our Common Values, and they bring money into the community without placing additional demands on our natural resources. Similarly, non-profits that are supported by our socioeconomic character encourage reinvestment in our community and should also be supported. These sectors benefit our community's character by providing stable employment opportunities. While they may not generate local sales tax, they bring passive income into the community and invest financial resources locally.

Policy 6.2.c: Encourage local entrepreneurial opportunities

It is a goal of the community to support a community of small entrepreneurial ~~businesses~~[business](#) that ~~are~~[is](#) adaptable to dynamic global markets. By fostering a business-friendly atmosphere, a high Quality of Life, and a truly "green" community, "green collar" or sustainability-based intellectual businesses, as well as other entrepreneurs, will find the community an ideal place to live and work. The community will identify suitable locations and design regulations to allow for and attract small entrepreneurial businesses.

Policy 6.2.d: Promote light industry

~~To~~[In order to](#) achieve economic balance and stability in the local economy, the community will conserve areas for light industrial use and identify additional areas where this use is appropriate. Local light industrial uses can provide stable employment opportunities and middle-class wages, and providing for these uses locally reduces our need to import those services and products. However, light industrial uses struggle to compete for leasable floor area with industries that need less room to make more money. Additional areas for light industry should be identified consistent with the community Vision [and balanced with other community policies.](#)– The Town and County will explore opportunities for live-work light industry within Complete Neighborhoods that are consistent with the character of the surrounding area.

[Policy 6.2.e: Promote Federal and State partnerships](#)

[Decisions made at the Federal and State level have implications on the local economy and community. In fact, Federal land management decisions and State tax policy might have more leverage over our economic future than local policy. As a result we will need to build and nurture partnerships with Federal and State decision-makers so that they understand, and can help us address the local impacts of regional decisions locally. Partnerships at the local, State,](#)

[and Federal levels also present opportunities to support housing efforts, transportation projects, efforts to preserve and enhance our ecosystem, promote our economy, and other strategies.](#)

Principle 6.3—Create a positive atmosphere for economic development. Attracting businesses that reflect the community’s Common Values will be essential to developing a “better, not bigger” economy. To attract businesses that reflect our Vision, we must create a positive and desirable atmosphere for ~~companies~~ businesses where all of our Common Values are realized. ~~Also~~In addition, the community will welcome a diversity of businesses. Emphasis will be placed on tools that do not require the investment of local funds for the promotion of economic development.

Policy 6.3.a: Ensure year-round economic viability

The local economy should be developed in a way that increases year-round economic activity. Our climate has traditionally resulted in a seasonal economy with shoulder seasons in the spring and fall when economic activity slows. As the resident population and number of visitors decline in the shoulder seasons, fewer businesses remain open, and the Quality of Life and the visitor experience are diminished. The Town and County will work with others in the community, including local businesses, the Chamber of Commerce, and the Travel and Tourism Board to promote [the](#) year-round business operation, provision of community services, and occupation of accommodations.

Policy 6.3.b: Pursue many small efforts

The community will not develop its economy through large, one-size-fits-all projects or efforts. ~~Emphasis~~An emphasis on many small efforts is more consistent with the social, demographic, and economic diversity the community desires. This approach will ensure the local economy is more adaptable and resilient in a constantly changing global marketplace. Large projects flood the housing market with demand, and large, single-use nonresidential buildings are inconsistent with the community’s character. The Town and County will continue to limit the size of nonresidential buildings, and will promote small, varied economic development projects.

Policy 6.3.c: Provide jobs at a spectrum of income levels

To attract and retain a socioeconomic and demographically diverse population, the community must offer employment opportunities at a range of income levels. The preservation of a resident workforce and the associated community stability is both a housing issue and an employment issue. Because middle to high-paying jobs in the construction and real estate industry are typically unstable, the community will encourage greater diversity in employment opportunities at a similar income level in other economic sectors.

Policy 6.3.d: Facilitate viable local businesses

Self-reliance is as important as diversity in ensuring economic stability. The local production and supply of goods and services ~~circulate~~circulates local money within the community. Where

possible, it is ~~essential~~[important](#) to connect local businesses with local consumers to reduce impacts on the ecosystem and climate from importing goods and services and keep money circulating locally. The community will explore a variety of land use regulations and other tools to support and connect the local business community, with a focus on strategies that do not require [the](#) investment of local funds.

Policy 6.3.e: Balance housing, nonresidential development, and civic uses

Implementing the “better, not bigger” economic development strategy the community desires will require a balance of all nonresidential uses, as well as a balance between jobs and housing. Active monitoring of existing and new nonresidential development will ensure we achieve this balance. It will be ~~essential~~[important](#) to monitor various types of nonresidential uses, including visitor and local retail; private, non-profit, and governmental office uses; institutional uses, including educational facilities; and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will use the results to maintain an appropriate equilibrium between all uses.

Strategies ( = complete as of 2020)

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

[6.G.S.1: Replace Chapter 6 so that it articulates a clear community economic vision that is consistent with the rest of the Plan.](#)

Strategies to measure prosperity in natural and economic capital (Principle 6.1)

6.1.S.1: Market the community as a “green” location to visit, live, and work, and promote businesses based on eco-tourism.

Strategies to promote a stable and diverse economy (Principle 6.2)

6.2.S.1: Explore cultural tourism and other opportunities to fill existing capacity for lodging accommodations and services during the shoulder seasons.

6.2.S.2: Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second ~~homeowners~~[home owners](#) and retirees.

6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.

[6.2.S.4: Explore connecting the implementation of Chapter 6 to the Town Tourism Board/Chamber funding.](#)

[6.2.S.6: Create and maintain a local cost of living index.](#)

Strategies to create a positive atmosphere for economic development (Principle 6.3)

- 6.3.S.1: Explore tools to promote economic development that ~~does~~ not require the investment of local funds.
- 6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle-income jobs and promote entrepreneurship.
- 6.3.S.3: Explore tools to connect local consumers to local suppliers.
- 6.3.S.4: Collect data on setting a minimum wage as another option for mitigating the impacts of employment generation in the updated employee generation nexus study.
- 6.3.S.5: Support local employees through efforts of making housing, daycare, and other needs more accessible and affordable.

Chapter~~Section~~ 7. Multimodal Transportation

Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.

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

What does this chaptersection address?

Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit and micro-mobility infrastructure through the use of alternative modes

Principle 7.2 - Reduce greenhouse gasses from vehicles from 2012 levels Create a safe, efficient, interconnected, multi-modal transportation network

Principle 7.3 - Coordinate ~~land use and~~ transportation planning regionally

Why is this chaptersection addressed?

A transportation system oriented toward single-occupancy automobiles is inconsistent with our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. The community's transportation vision is to create a multimodal transportation system by enhancing the current automobile-oriented system to include a network of complete streets, transit, and pathways system. By pursuing this Vision, vision the community will ensure all users of the public right-of-way, including pedestrians, bicyclists, automobile drivers, trucks, and transit riders, can do so safely in a safe and efficiently efficient manner.

Transportation choices made in Jackson and Teton County have impacts throughout the ecosystem. The ~~current~~ auto-centric travel choices in 2012 of the estimated 3.5 million visitors traveling through the community (see Appendix B) fill arterial routes into Jackson and Teton County in both summer and winter. ~~Also~~In addition, we have experienced an increase in the number of workers commuting to Jackson from Star Valley, Wyoming, and Teton Valley, Idaho adding daily traffic in the Snake River Canyon and on Teton Pass (see Appendix B). Trips in ~~These numerous trips into~~ and out of the valley inevitably increase the number of wildlife-vehicle collisions and contribute to ~~the~~ carbon emissions. ~~of the region~~. With visitors ~~visitor~~ and local traffic growing faster than the population (see Appendix B), the current transportation model is unsustainable and inconsistent with our Common Value of Ecosystem Stewardship.

Alternative Transportation means a transportation system including transit, bicycle and pedestrian modes (including the pathways system) which offer alternatives to private motor vehicle travel for many trips.

Given our Vision to preserve and protect the ecosystem ~~in order to~~ enhance our community character, our community ~~will~~should be a leader in the provision and use of an integrated multimodal transportation system to meet our future transportation demand. Through local transportation and Growth Management efforts and partnerships with Yellowstone and Grand Teton National Parks, Bridger-Teton and Caribou Targhee National Forests, and the Wyoming Department of Transportation (WYDOT) we can build a transportation system that is more reliant on alternatives to the automobile and therefore less impactful to our ecosystem.

Complete streets that incorporate all transportation modes (bikes, walking, cars, transit, rideshare, etc.) will also enhance our Quality of Life. While we acknowledge that our transportation vision will be accompanied by increased congestion and a reduction in the level of service on many of our roadways for the automobile, as a community, we have made this conscious ~~trade-off~~tradeoff in order to encourage a shift in our community's transportation behavior. Isolated development in Rural Areas reduces the viability of alternative transportation, ~~the preferred mode of transportation by the community~~, and requires a much higher ecosystem impact per trip. By investing in alternative transportation, Complete Neighborhoods,

the most ecologically suitable places for development, will become even better~~higher quality~~ places to live.

Pedestrian activity and easy alternate mode access to services in our Complete Neighborhoods will support our economy and our daily interactions~~be good for our local and visitor economy and enable all members of the community to interact with each other and the surrounding environment~~.

Realistically, the continued convenience, affordability, availability, and necessity of the automobile limits the amount of traffic reduction that can be achieved through shifts to alternative modes of transportation. Intersection and roadway improvements will still be required in some areas. Network improvements to increase the efficiency of public transit must be made to encourage ~~a~~ the desired year-round mode shift to alternative modes. ~~The transit. It is important that the community must work~~works cooperatively with the WYDOT, other federal agencies, neighboring jurisdictions, and private ~~landowners and owners~~ to utilize~~find~~ solutions that are both consistent with our Common Values and acceptable to partnering agencies.

The previous County/Town Transportation Plan was adopted in ~~2015~~2000. The portions applicable for continued use by the community are included in Appendix E.

Principle 7.1—Meet future transportation demand with walk, bike, carpool, and transit infrastructure through the use of alternative modes. If the fastest way to travel around the community and region is by walking, biking, carpooling or taking transit, residents, and visitors will move in a way that benefits the environment, their pocketbook, and their health. To achieve this goal, capital investment in transportation must be focused on walking, biking, carpooling, and transit. Single occupancy vehicle solutions have the most significant environmental footprint while providing transportation access to a limited portion of the population. Increasingly, the transportation network will be an interconnection of walking, biking, carpool, and transit infrastructure that makes the single-occupancy vehicle the least convenient mode of travel. Our transportation goal is to increase the use of alternative modes of transportation within the community to meet our future transportation demand. To achieve this goal, a year-round mode shift away from the single occupancy motor vehicle will be required. A combination of increased transit mode share along major corridors and the completion and use of an integrated transportation system that includes opportunities for rideshare, walking, and biking will all be needed to increase the use of alternative modes.

Policy 7.1.a: ~~Policy 7.1.c:~~ Increase the capacity for walking, biking, carpooling and riding transit~~use of alternative transportation modes~~

Every day, residents and visitors in the valley consciously decide on their mode of travel. The Town and County will make walking, biking, carpooling, and riding ~~START~~alternative modes of travel more convenient and efficient for residents and visitors by adding capacity for these modes of travel and prioritizing their movement through intersections. ~~capacity for alternate modes with the goal of increasing the share of trips made by alternative transportation modes rather than single occupancy vehicles.~~ Additional capacity ~~that is created~~ for single occupancy ~~motor~~ vehicles ~~always~~ fills up with more single-occupancy ~~motor~~ vehicles. ~~If Conversely, if~~ increased capacity ~~for alternative modes~~ is provided for walking, biking, carpooling, and riding transit, people will travel by those modes ~~there will be increased usage of alternative modes.~~ Adding walk, bike, carpool, and transit capacity moves more people in the same footprint and is expandable to meet demand. ~~Through increased use of alternative modes automobile capacity will be freed up on our existing roadway system.~~

Policy 7.1.b: ~~Policy 7.2.a:~~ Create a transportation network based on “complete streets” and “context sensitive” solutions

The Town and County will ~~adopt and~~ implement the “complete street” and “context sensitive” roadway design standards. The construction of complete streets and context sensitive roadways will serve as the backbone for a community-wide transportation network that supports a ~~significant~~ mode shift away from the single-occupancy vehicle to alternative transportation. To achieve the community’s transportation vision, improvements should safely accommodate all users, while prioritizing the movement of the public right of way, including: pedestrians, bicyclists, carpoolers, ~~automobile drivers, trucks~~ and transit riders. ~~Public safety and reduction~~

of crashes and fatalities (motor vehicle, bike, pedestrian, and wildlife) is a core transportation goal to be considered in the application of all strategies.

[AMENDED STREET TRANSECT]

Complete Streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

Policy 7.1.c: ~~Policy 7.2.b:~~ Interconnect all modes of transportation

Our alternative transportation system will provide a means to connect all ~~alternative~~ modes of travel. Park 'n' Rides, ~~last-mile solutions~~, bicycle parking, complete streets, transit, ~~micro-transit~~, and pathways will be incorporated into an integrated ~~alternative~~ transportation system. A system of trails to connect our parklands and trailheads should be considered as part of the transportation system. The Town and County will work jointly to identify opportunities for connections between various ~~alternative~~ transportation modes ~~to make walking, biking, carpooling, and transit the quickest way to move around the community. Our new pathways should be modeled to accommodate new changes in transportation technology.~~

Policy 7.1.d: ~~Policy 7.2.c:~~ Maximize interconnection, redundancy, and hierarchy in the transportation network

The development of an interconnected and redundant network is critical to the assurance of a safe, efficient, and complete transportation system. In the event ~~of that a closure road or bridge is closed~~ due to a ~~natural hazard, or other event, interconnection and~~ redundancy will ensure ~~continued~~ access between ~~and within~~ locations in the community. ~~Single occupancy vehicle capacity should only be added for health and safety. It will be important to strike a balance between adding new roads and widening existing roads to provide for this community need.~~ The Town and County will consider the need for interconnection, redundancy, and hierarchy when planning for ~~our an integrated~~ transportation network.

Policy 7.1.e: ~~Policy 7.1.g:~~ Establish a permanent funding source for an alternative transportation system

A ~~continuous permanent~~ funding source should be explored to effectively and proactively ~~increase walking, biking, carpooling, shared vehicles, micro-mobility, and transit capacity implement a complete alternative transportation system.~~ Increased public investment will be necessary to ~~make walking, biking, carpool, transit, and other modes the most efficient way to move around the community increase the percentage of trips made through alternative transportation and fully implement the communitywide Integrated Transportation Plan (Appendix E), which will include extensive improvements to alternative mode infrastructure and execution of an Aggressive Transportation Demand Management Plan (TDM).~~

Policy 7.1.f: ~~Policy 7.2.d:~~ Complete major key transportation ~~network~~ project based on Major Capital Group approach to improve connectivity

The Integrated Transportation Plan (Appendix E) establishes a Major Capital Group process for evaluating when and how we will plan for and design significant transportation projects. The

Major Capital Group process approaches key transportation network projects in corridor groups to ensure all alternatives for moving people through a corridor by walking, biking, carpool, and transit are considered so that the design of one component of the corridor does not preclude solutions on other components. The ITP identifies the corridors, the planning and design triggers for each corridor, and a public process for evaluating the four major capital project groups. In order to consistently implement transportation strategies as part of the communitywide integrated transportation plan, the community shall complete a Jackson/Teton County Transportation Improvement Plan (TIP) for highways, streets (including pedestrian facilities), transit, and pathways to improve connectivity throughout the transportation system. This plan will describe a realistic 5-year construction program, and will be updated as projects are completed. This plan will include some highway construction and improvements along with strong investment in alternative modes of transportation, consistent with our transportation goals. Based on 2008 Traffic Demand Modeling (see Appendix F) and applicable portions of the 2000 Transportation Plan (see Appendix E), the following action items will provide a starting point for the development of the TIP: • Complete a START Transit Facility. • Complete the WY 22 Wilson to Jackson Pathway connection. • Consider the Tribal Trials Connector between Highway 22 and South Park Loop Road. • Upgrade Snow King—Maple Way. • Reconstruct the “Y” to accommodate all modes (Highway 22/89/26 intersection). • Pursue a multi-lane complete street roadway with WYDOT on Highway 22 between Town and Highway 390. • Redesign Highway 390 as a complete street from Highway 22 to Teton Village.

Principle 7.2— *Reduce greenhouse gases from vehicles to below 2012 levels. Create a safe, efficient, interconnected, multimodal transportation network. One of the biggest threats to the health of the ecosystem is climate change. The most significant local contributor to greenhouse gas emissions is surface transportation – the cars, trucks, and buses we use to travel into, within, and out of the community. As stewards of the ecosystem, we will manage our transportation to reduce emissions. Cleaner vehicles, fewer trips, and trips that move more people will be prioritized over strategies focused on reducing congestion. The community's transportation network will be based upon the provision of “complete streets” that address the needs of all users, with an emphasis on providing alternative transportation options. The connectivity, redundancy and efficiency of the network will encourage the desired mode shift and meet our community's Ecosystem Stewardship Common Value. Some upgrades for the automobile will be necessary to achieve this goal, but these improvements should not be the priority focus in enhancing the transportation network.*

Policy 7.2.a: Policy 7.1.b: Implement a Transportation Demand Management (TDM) program
A TDM program is a strategy that changes how, when, and/or where people travel. As part of the communitywide Integrated Transportation Plan includes a TDM program should be implemented to decrease increase transportation system impact efficiency by reducing system demand, particularly at peak commute hours, rather than increasing roadway supply. Successfully doing so will make efficient use of the current roadway system without needing to add capacity. The TDM program will should provide incentives and disincentives to influence

travelers to change their travel behavior in ways that reduce emissions and demand on the transportation system, thereby lessening the impacts to the climate from emissions and impacts to habitat from additional infrastructure – while still accommodating residents and visitors moving through the community ~~likelihood that that the community's roads will be widened.~~ The ~~community will develop a~~ TDM program will ~~that~~ emphasizes coordination and education on mode shift opportunities, such as rideshare programs, bus pass subsidies, alternative work schedules, telecommuting options, and parking management.

Policy 7.2.b: ~~Policy 7.1.d:~~ Discourage use of single-occupancy ~~motor~~ vehicles (SOV)

The single-occupancy vehicle – one person driving alone in a car or truck – is the least efficient mode of travel. It requires the most emissions, infrastructure, and money of any mode. The community's investments in walk, bike, carpool, and transit infrastructure, coupled with its TDM to incentivize those modes of travel, are critical to meeting our ecosystem and quality of life goals. Single occupancy vehicle capacity may have to be added to provide redundancy to the system, and single occupancy capacity will be freed up if the desired shift in mode of travel can be achieved, but the Town and County will otherwise not invest in single occupancy vehicle capacity. This is a community choice to accommodate more trips with less impact. Traditional measures of highway congestion such as "Level of Service" as defined by the American Association of State Highway Transportation Officials (AASHTO) do not match our community's definition of transportation efficiency. Incentives to use alternative modes of transportation will not be enough to reduce our community's reliance on single-occupancy motor vehicles (SOV) as long as the use of that mode remains as convenient as it is today. To discourage automobile use, the Town and County will use "Level of Service D" as defined by the American Association of State Highway Transportation Officials (AASHTO) standards for autos, as an acceptable level of congestion and delay along existing roadways and at intersections. Additional strategies, such as managed parking in areas served by alternate modes and other incentives and disincentives can also discourage SOV travel and should be explored in the overall integrated transportation plan.

Policy 7.2.c: Explore and pilot innovative transportation solutions

Transportation is an obvious application for Principle 9.3 – Anticipate future issues and pioneer innovative solutions. The community has discussed rural high-occupancy vehicle solutions, gondolas, and tunnels. Emerging technology suggests the need for the community to explore autonomous vehicles, shared vehicles, and micro-transit. There are the solutions we have not yet identified. The single-occupancy vehicle will be the slowest mode of travel, whether we plan for it or not. It will require behavioral change. The community will have to look for new solutions to achieve our desired future.

Policy 7.2.d: ~~Policy 7.3.b:~~ Reduce wildlife and natural and scenic resource transportation impacts

In addition to emissions, wildlife-vehicle collisions are an impact of our transportation system on wildlife. The presence of additional vehicles on our roadways will increase ~~the likelihood of~~ wildlife-vehicle accidents collisions unless mitigation is pursued even if mitigation efforts are pursued. New transportation network projects and enhancements to our existing transportation

system should be designed to avoid or mitigate impacts to wildlife, natural and scenic resources. Specifically, improvements should implement the Wildlife Crossings Master Plan adopted in 2018 address wildlife permeability and identified wildlife vehicle “hotspots”. The community will partner need to cooperate with WYDOT on funding and planning to achieve the wildlife permeability goals of the community.

~~Principle 7.3—Coordinate transportation planning regionally. Coordinate land use and transportation planning. The Town and County do not have jurisdiction over all components of the transportation network, and so we must lead coordinated efforts to achieve our transportation goals. Various Federal, State, local government, and non-governmental entities fund and manage pieces of the transportation system into and within the community. Coordinating the efforts of all of these entities with the land use efforts of the community is the only way we can meet our transportation and ecosystem stewardship goals. Current and future land use patterns and the associated roadway network will greatly affect the community's ability to meet its transportation goal. Complete Neighborhoods and complete streets facilitate the use of alternative modes of transportation, lessening our dependence on the SOV and reducing our overall energy consumption. A compact land use pattern interconnected by an integrated alternative transportation system will have less impact on our wildlife and natural resources. Our community's land use pattern and transportation network are closely intertwined, so we must coordinate current and future development and transportation system improvements to support our shared vision.~~

Policy 7.3.a: ~~Policy 7.1.a: Implement the Integrated Transportation Plan~~ Develop a communitywide integrated transportation plan

A technical update to the Integrated Transportation Plan (ITP) was adopted in 2020, concurrently with the Adaptive Management Program of this Plan. In 2015, the Town and County adopted the ITP (Appendix E) to refine and guide the implementation of the policies of this Chapter. The ITP details actions for transit development, active transportation, transportation demand management, major capital project planning, and regional transportation planning organization. Implementation of the ITP is critical to the achievement of our transportation goals. The ITP should continue to be updated based on the schedule within the ITP. The Town and County will develop an integrated transportation plan to achieve our goals for the enhancement of transit opportunities, complete streets and pathways. The plan should evaluate the long term costs and benefits of various transportation strategies and provide a detailed transportation implementation program. The Plan should identify metrics and baseline numbers, including measurement of both local and visitor traffic. The Town and County will explore the establishment of a joint Transportation Planning Department to lead this effort in cooperation with the existing Transportation Advisory Committee (TAC).

Policy 7.3.b: ~~Policy 7.1.e: Coordinate transportation network decisions~~

Because ~~T~~the Town and County do not have jurisdiction over much of the local trunk transportation network, cooperation with WYDOT, Federal Highway Administration (FHWA), and public land managers are is essential to realizing our transportation goals. It is will be key to communicate to WYDOT that the community has made a conscious decision to accept SOV

congestion, ~~smaller roads and alternative transportation options while proving capacity through walking, biking, carpooling, and transit infrastructure.~~ The community will ~~continue to~~ work with WYDOT to incorporate our Common Values into solutions for improvements to the state highway system while recognizing the mission, goals, and Level of Service requirements of the Federal Department of Transportation. Continued cooperation with WYDOT is essential to accessing Federal funding ~~to complete local transportation improvements.~~ Collaboration with Federal Transit Administration (FTA), FHWA, and adjacent public land management agencies ~~are-is~~ equally important to successfully realizing our transportation goals. The community will also work with private interests to acquire the easements and rights-of-way needed to implement our transportation vision.

Policy 7.3.c: ~~Policy 7.1.f:~~ Establish a regional transportation strategy

The Town and County will assume a leadership role in working with other local and regional entities, such as the School District, Teton Village Association, and adjacent counties, states, and Federal land agencies, to ~~better~~ coordinate the multimodal design and use of our regional transportation system. Regional transportation partnerships will be created to coordinate investments and programs. The development of a regional transportation strategy ~~will should~~ be explored. The creation of ~~a some type of~~ Regional Transportation Planning Organization (RTPO) Authority (RTA), as discussed in the ITP may offer the community an opportunity to coordinate our ~~alternative~~ transportation system regionally, which would greatly assist in meeting our community's transportation goal.

Policy 7.3.d: ~~Policy 7.3.a:~~ Develop a land use pattern based on transportation connectivity
~~This Plan is designed A goal of this plan is~~ to interconnect our Complete Neighborhoods existing County neighborhoods and the Town of Jackson ~~through with~~ a multimodal transportation system. Within existing County and Town Complete Neighborhoods, walking, biking, and transit ~~alternative modes of transportation~~ are viable options for daily trips year-round, and these opportunities should be maintained and enhanced. In Rural Areas, the County will promote a land use pattern that supports alternative transportation by requiring interconnectivity of future developments and existing development to the best extent possible.

Policy 7.3.e: ~~Policy 7.3.d, 7.3.e:~~ Require development to provide for walking, biking, carpooling and transit ~~implement and fund alternative transportation~~

A critical component of informed transportation planning is the concurrent review of transportation impacts with land use applications. As land use decisions are made that will result in transportation impacts, the Town and County should require that impacts be identified and mitigated. Development decisions will be made with an equal and concurrent consideration of both land use and transportation impacts. The Town and County will require facilities and building orientations that promote transit, walking, and biking. ~~In addition,~~ s~~Specific~~ provisions for walk, bike, carpool, and transit ~~alternative transportation~~ infrastructure will be required in all developments, including the provision of sidewalks, pathways, easements, transit infrastructure, and other complete street features.

Strategies (= complete as of 2020)

The community should undertake the following strategies in [the](#) initial implementation of [the policies of](#) this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed, ~~and/or new~~ best practices, technology, and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually [in work plan](#), as described in Policy 9.2.b.

Strategies to meet future transportation demand [with walk, bike, carpool, transit, and micro-mobility infrastructure](#)~~through the use of alternative modes~~ (Principle 7.1)

- 7.1.S.1 ~~7.1.S.2:~~ Consider a seventh cent sales tax, additional mil property tax, or other funding ~~source~~[source](#) for the provision of infrastructure for alternative transportation modes.
- 7.1.S.2: ~~7.2.S.1:~~ Consider adopting “complete streets” and/or “context-sensitive” policies and updated road design standards for all roadways.
- 7.1.S.3: ~~7.2.S.2:~~ Work with WYDOT to have “complete streets” and/or “context sensitive” policies incorporated into all WYDOT roadways within the community.
- 7.1.S.4 ~~7.1.S.9:~~ Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.
- 7.1.S.5 ~~7.1.S.10:~~ Prepare comments and recommendations on the WYDOT State Transportation Improvement Plan (STIP).
- 7.1.S.6 ~~7.1.S.11:~~ Pursue transit service between Jackson and the airport/Grand Teton National Park, and other strategic route expansions.
- 7.1.S.7: ~~7.2.S.4:~~ Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other critical pathways identified in the Pathways Master Plan.
- 7.1.S.8: ~~7.2.S.5:~~ Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets.
- 7.1.S.9: [Consider developing a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson.](#)

Strategies to reduce greenhouse gasses from vehicles from 2012 levels ~~create a safe, efficient, interconnected, multi-modal transportation network~~ (Principle 7.2)

- 7.2.S.1: ~~7.1.S.3:~~ Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.
- 7.2.S.2: ~~7.1.S.4:~~ Create a Countywide Transportation Demand Management (TDM) program, which may include efforts to:
- Educate the community on alternative transportation options and benefits.
 - Pursue home mail delivery.
 - Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school.
 - Establish a trip reduction coordinator to work with employers to reduce trips and facilitate rideshare.
- 7.2.S.3: Implement the Wildlife Crossings Master Plan. ~~Include wildlife crossing and other wildlife mitigation standards in road design regulations.~~
- 7.2.S.4: ~~7.3.S.1:~~ Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.
- 7.2.S.5: ~~7.3.S.2:~~ Consider specific provisions for current planning review to require walk, bike, carpool, and transit ~~alternative transportation~~ components in new development.
- 7.2.S.6: Explore fare-free START bus service.

Strategies to coordinate transportation planning regionally ~~land use and transportation planning~~ (Principle 7.3)

- 7.3.S.1: ~~7.1.S.1:~~ Develop a Countywide Integrated Transportation Plan
- 7.3.S.2: ~~7.1.S.5:~~ Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.

- 7.3.S.3: ~~7.1.S.6~~ The TAC, partner agencies, and non-profits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators.
- 7.3.S.4: ~~7.1.S.7~~ Continue START service to Teton County, Idaho, and Lincoln County, Wyoming, and explore other measures to limit the impacts of commuters on the ecosystem and the region.
- 7.3.S.5: ~~7.1.S.8~~ Explore the establishment of a joint Town-County Transportation Planning Department.
- 7.3.S.6: ~~7.2.S.6~~ Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.

~~Chapter~~Section 8. Quality Community Service Provision

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

What does this ~~chapter~~section address?

Principle 8.1 - Maintain current, coordinated service delivery

Principle 8.2 - Coordinate the provision of infrastructure and facilities needed for service delivery

Why is this ~~chapter~~section addressed?

Provision of life-safety, educational, social, cultural, and recreational services is central to residents' Quality of Life and a visitor's experience. Components of our community's character include engaging parks and quality recreational facilities, as well as pleasant gathering places that enhance our sense of community.

Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as police, fire protection, emergency medical treatment, and water and sewer services. Residents, visitors, and businesses expect local government to provide these services year-round and take appropriate and reasonable steps to prepare for critical service delivery in times of emergency.

Continued provision of all services depends upon collaboration and coordination between government and non-government entities to efficiently maximize the services and facilities provided in a manner that is consistent with our Common Values. The Town and County must also collaborate with other service providers to ensure the needs of the community are met. This coordination is essential to understanding future capital needs and pursuing funding opportunities to maintain high quality service delivery. New development must not outpace our ability to provide quality community services to protect the health, safety, and welfare of residents and visitors. Local government must ensure that new development pays its fair share of the cost of maintaining desired service levels. By assuring [the](#) timely, efficient, and safe delivery of quality community services, we improve our safety and reinforce the integrity of our community character.

Principle 8.1— Maintain current, coordinated service delivery. The Town and County will coordinate and collaborate with independent service providers to ensure desired life-safety, educational, social, recreational, and cultural service levels are maintained consistent with the community's Common Values. Barriers to service delivery objectives will be identified, and the Town and County will budget sufficiently to meet desired service delivery objectives.

Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels

A “service level” is defined as the quality and quantity of a service provided to the community. To ensure that services are delivered to the public in a safe, efficient, and timely manner, the Town and County will use best practices in coordinating with governmental and nongovernmental service providers to accomplish the following:

1. Identify each provider’s acceptable service level
2. Develop an approach to ensure desired service levels are met
3. Identify barriers to service delivery objectives
4. Develop standards for measuring service delivery success

The community should identify acceptable service levels and develop standards for measuring service delivery success for the following local government services (listed in no particular order):

- Fire, EMS and law enforcement,
- Library,
- Parks and recreation,
- Public health,
- Utilities and infrastructure,
- Public transportation,
- Weed and pest management,
- Arts, culture and community events,
- Child care,
- Waste management and recycling and
- Energy conservation.

Policy 8.1.b: Coordinate with independent service providers

The Town and County will coordinate with independent service providers, [other governmental agencies, and non-governmental organizations](#) to quantify and understand their service delivery goals, as well as their relation to the Common Values of the community. The community will derive [a more significant](#)~~greater~~ benefit from long-term, coordinated planning efforts between the Town and County and independent service providers than would be realized through a project-by-project approach. [For example, the Community Health Needs Assessment is conducted every three years to determine the health issues and needs of the community and identify solutions. The Human Services Plan includes a resource allocation plan that provides funding guidance and allows for flexibility related to a changing economy.](#) The Town and County will collaborate with independent service providers, [other governmental agencies, and non-governmental organizations](#) to identify acceptable service levels and develop

standards for measuring service delivery success for the following services (listed in no particular order):

- Education
- Utilities and infrastructure
- Medical care
- Child care
- Waste management and recycling
- Airport
- Human services
- Energy conservation
- Arts, culture and community events, and
- Public transportation.

Policy 8.1.c: Identify barriers to service delivery goals

Service providers may or may not be currently delivering their services at an acceptable level. The Town and County, in collaboration with independent service providers, should identify barriers to our service delivery goals and implement strategies to overcome such obstacles. Whether the ~~obstacles~~barriers are geographic, political, financial, or otherwise, this approach will ensure the community's life-safety and Quality of Life objectives are met. Working jointly with governmental, non-governmental, and independent service providers will provide more significant~~greater~~ opportunities to address barriers.

Policy 8.1.d: Ensure redundancy of services

The Town is the logical place to locate many critical and non-critical facilities and service providers. However, during natural disasters, severe weather, or other times of emergency, essential~~key~~ services may be delayed or entirely unavailable to those in outlying portions of the community, due to road closures or bridge failures. Therefore, it is vital~~important~~ to ensure that critical services and facilities are available to citizens dispersed throughout the County, particularly those who are physically separated from Town by the Snake River or Teton Pass.

Policy 8.1.e: Budget for service delivery

Budgeting allows for an annual commitment to service delivery objectives. Each year, the Town and County will evaluate service delivery objectives during the budgeting process, make appropriate modifications to the delivery approach, and affirm the desired service level with the proper~~appropriate~~ amount of funding. Without adequate funding, even the most thoughtful and strategic approach will fall short of its objectives, so a careful budgeting process is essential.

Principle 8.2—Coordinate the provision of infrastructure and facilities needed for service delivery. The Town and County will coordinate the development of a communitywide Major Capital Project List. This will ensure that the community can adequately maintain existing capital facilities and provide needed future facilities, consistent with the Common Values of the community. Coordinated planning for capital projects will also allow the Town and County to ensure that new development pays its fair share of the costs of providing ~~new~~ facilities to maintain service levels.

Policy 8.2.a: Coordinate the creation of a Major Capital Project List

The Town and County should coordinate with independent service providers, [other governmental agencies, and non-government organizations](#) to track major capital projects in the long term (5-year view). The Town and County and independent service providers will still maintain detailed individual Capital Improvement Plans, but the Town and County should coordinate the compilation of the individual plans to maintain a current Major Capital Project List. Maintenance of this list should ensure that new facilities are located consistently with the community's Common Values and that development approvals are consistent with the capacity of existing and planned facilities.

Policy 8.2.b: Design critical infrastructure and facilities for the peak effective population

Critical facilities, as defined by the electeds through service level planning, should be designed to provide an acceptable level of service to the peak effective population. Other facilities will be designed to accommodate [the](#) average demand. Temporarily reduced service levels may occur at times of peak population; however, reductions should not produce a [significant](#)~~meaningful~~ threat to ~~the~~ public safety.

Policy 8.2.c: Require mitigation of the impacts of growth on service levels

Developers should pay their fair share of the costs of future facilities and services necessitated by new development. Costs for added facilities and services as a result of [the](#) development should not be passed on to existing residents. New developments create additional demand for existing services and facilities, which impacts service delivery levels. [The development](#)~~Development~~ will be required to provide exactions and/or impact fees that will cover the proportionate cost of public facilities and infrastructure required as a result of growth. These exactions and impact fees will be updated and evaluated regularly based on [the](#) desired level of service and infrastructure and facility needs.

Until nexus studies are in place to update exaction and impact fee requirements, the existing exactions and fees will be used to mitigate the impacts of growth on service levels.

Strategies (✓ = complete as of 2020)

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

Strategies to maintain current, coordinated service delivery (Principle 8.1)

- 8.1.S.1: Define~~Use budgeting to affirm~~ desired service levels from government service providers that address all policies of Principle 8.1.
- 8.1.S.2: Define desired service levels from, and coordinate~~Coordinate~~ with independent service providers to understand their service delivery plans, especially those service providers seeking local government funding.
- 8.1.S.3: Identify critical services and services requiring redundancy in service provision.
- 8.1.S.4: Develop a Principle that addresses stable funding, additional revenue, and a policy for how to use the Special Purpose Excise Tax (SPET).
- 8.1.S.5: Create a portal or clearinghouse where the community can quickly learn more about the various services available in the community.
- 8.1.S.6: Explore programs around reducing the cost of living for public employees so that they can more easily live in the community for which they work.
- 8.1.S.7: Explore the affordability of community services to support equitable access throughout the Town and County.

Strategies to coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

- 8.2.S.1: Coordinate the creation and maintenance of communitywide Major Capital Project List for all services listed in Principle 8.1.
- 8.2.S.2: Update exaction and impact fee nexus studies.
- 8.2.S.3: Evaluate and update development exaction regulations and impact fee requirements.
- 8.2.S.4: Identify appropriate locations for infrastructure before it is needed by projecting the location of future growth.

Achieving Our Vision

How Are We Going to Achieve Our Vision?

Growth Management Program

The Growth Management Program is a process for decision makers and the community to evaluate where and how growth is occurring and adjust policies and strategies as necessary to ensure future growth better achieves the community Vision. The Growth Management Program outlined in this chapter will work in conjunction with annual indicator reports to monitor the entire community by considering environmental, growth, housing, economic, transportation, and other Plan indicators. The key targets in achieving our Vision are the location and type of growth. Once the community grows a set amount, a community review of our success toward these targets will be triggered. A range of strategies and corrective actions may be necessary to ensure that progress is being made toward the Growth Management Program targets and the community's Vision is realized.

How Will We Coordinate Plan Administration?

This Plan is designed to be a dynamic document. This chapter provides how this Plan will remain current and consistently implemented. Although our community Vision has not significantly changed over the past ~~forty~~ ~~thirty~~ years, the circumstances within which we ~~achieve the~~ ~~implement our~~ Vision are in ~~continual~~ fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Therefore, while the community remains consistent in our Vision, our implementation strategies must be dynamic and responsive. This chapter The Administration section provides a structure for analyzing and responding to contemporary challenges without threatening the viability ~~and attainment~~ ~~or achievement~~ of the community Vision.

Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review and update of its strategies. Through this Adaptive Management and Plan Implementation Chapters, the community commits to a proactive, honest, and constant analysis of the strategies, actions, and programs intended to realize the community Vision.

Chapter 9. Adaptive Management

- Implement Plan updates when triggered (Principle 9.1)
- Monitor and implement our Vision annually (Principle 9.2)
- Anticipate future issues and pioneer innovative solutions (Principle 9.3)
- Respond to changing conditions systematically (Principle 9.4)

Chapter 10. Plan Implementation

- Implement the Plan predictably, cooperatively, and regionally (Principle 10.1)
- Use the Plan framework to implement Our Vision (Principle 10.2)
- Implement the Plan as a whole community (Principle 10.3)

ChapterSection 9. Adaptive Growth

Management Program

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

What does this section address?

What does this chapter section address?

Principle 9.1 – Implement the Adaptive Growth Management Program

Principle 9.2 – Monitor and implement our Vision annually

Principle 9.3 – Anticipate future issues and pioneer innovative solutions

Principle 9.4 – Respond to changing conditions systematically

Why is this chapter section addressed?

The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four-part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs the policies that describe our Common Values of Community Character. The geographic implementation of those policies is depicted in the Illustration of Our Vision. The success of our policy implementation is analyzed through an adaptive management program to ensure that we are Achieving Our Vision. As we identify our successes and failures in achieving our Vision, we will adapt our policies and their implementation, continuously progressing through the cycle.

The community's Adaptive Growth Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision. The Adaptive Growth Management Program allows the community to be adaptive, responsible, and decisive in optimizing all

three Common Values of Community Character addressing the amount, location and type of growth. A threshold, triggers, and feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary to ensure our desired community character is realized.

The Adaptive Management Program is supported by an annual indicator review and a Work Plan to annually prioritize implementation strategies. These yearly efforts ensure the community is continually moving toward its Vision. Annual progress is further augmented by the analysis of more ambitious solutions that may not have any precedent. We accept the risk that exploring new solutions will not yield immediate progress because we know that the best path forward involves both steady progress along known paths while also pioneering a better way.

While our community has committed to limiting overall growth to the amount planned for in 1994 (see Appendix B) in order to protect the ecosystem and rural character of the community. However, more important than community size are the location and type of growth that occurs. Growing to our desired community size will not achieve our Vision if the growth is not consistent with our Common Values of Community Character: Ecosystem Stewardship, Growth Management and Quality of Life. Growth must contribute to achievement of the community's Vision, and the Growth Management Program defines a process for decision makers to evaluate how and where growth is occurring allowing us to adjust course as necessary.

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

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Principle 9.1—Implement the AdaptiveGrowth Management Program. The AdaptiveGrowth Management Program is a quantitative review of our progress in achieving our Vision. It is made up of ~~threefour~~ parts: an evaluation thresholda trigger (amount of growth), two triggerstargets (location and type of growth), and Plan updates to take corrective action.actions and a 10-year regular Plan update. When the community has growth to its evaluation threshold, Growth Management Program is triggered it means that the location and typeamount of growth that has occurred warrants review by the community. This review may trigger a Plan updateindicate that corrective actions are needed to ensure the community is moving toward our Vision. If a Plan update is not triggered when we hitare successfully moving toward our growth threshold,Growth Management Program targets we are achieving our Vision and will continue ~~on~~ to a regular 10-year Plan update.

Policy 9.1.a: EvaluateTrigger the need for a Plan updateGrowth Management Program at 75% growth

Once a defined amount of growth threshold has been crossed,occurred the community willshould comprehensively analyze whether we are achieving our Vision and our desired community character. The need for a Plan update The Growth Management Program that structures that analysis will be determinedtriggered once sevenfive percent (7%) growth in the number of residential units existing at the end of 2019 has occurred. The 7% growth threshold This allows several a number of years for the Plan's implementation measures to take effect but is soon enough to consider adding, modifying, or refining our strategies for achieving our Vision.

Residential units are used to measure the amount of growth instead of nonresidential floor area because they are developed at a more consistent annual rate. Recently, about 150 new dwelling units have been built per year in the Town and County, combined have issued roughly 100 building permits per year for the construction of new residential units and the community currently contains roughly 10,500000 dwelling units. Given these numbers, the evaluation threshold for the next potential Plan update willGrowth Management Program would be crossedtriggered in approximately 5 years.

[AMENDED AMOUNT, LOCATION, CHARACTER GRAPHIC]

Policy 9.1.b: Update the Plan if ~~Ensure~~ growth is not occurring ~~occurs~~ in suitable locations

The location of future growth is essential to achieving our desired community character. To ~~obtain~~achieve the community's Common Value of Ecosystem Stewardship, the community prefers growth to occur in Stable and Transitional Subareas, where infrastructure and services already exist. County Preservation and Conservation Subareas of wildlife habitat, habitat connections, and scenic vistas are the least appropriate places for growth. This policy is consistent with the historic development pattern that defines our western, rural character.

~~Development~~With the exception of the last decade, development in our community has been historically concentrated in Complete Neighborhoods, allowing for the human needs of our community to be met with less impact ~~on~~to the surrounding ecosystem.

Our target for the location of future growth is to continue our historical, concentrated development pattern, allowing us to minimize our ecosystem impacts while respecting property rights and preserving the physical character of the community. Historically, 60% of development has occurred in Complete Neighborhoods. When the growth threshold~~Growth Management Program~~ is crossed, a Plan update will be triggered ~~if, we will compare the location of development that growth is not occurring consistent with~~to this historical target. ~~to determine if any corrective actions are needed to better achieve our Vision.~~

Policy 9.1.c: Update the Plan if ~~Ensure~~ growth is not providing workforce housing ~~occurs to enhance character~~

As important as the location of growth is the type of growth and ensuring that it is consistent with our Common Values of Community Character, especially Quality of Life. Setting a ~~Growth Management Program~~ target for workforce housing will not only encourage the appropriate type of residential development but also address concerns about the amount of nonresidential growth by indicating the balance between employee generation and residential development. Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live.

Our target for workforce housing is to retain our sense of community that results from our ~~mainly~~largely resident workforce. ~~In 2012, about~~Currently, at least 65% of our workforce ~~lived~~lives locally, and 65% has been determined to be the community character tipping point in other Rocky Mountain resort communities. When the growth threshold~~Growth Management Program~~ is crossed, a Plan update will be triggered ~~if that growth has not resulted in the targeted~~we will evaluate our level of resident workforce ~~against this target to determine if any corrective actions are needed to achieve our Vision.~~

Policy 9.1.d: Take corrective action through a triggered Plan update~~based on Growth Management Program targets~~

Once a Plan update~~the Growth Management Program~~ is triggered by not meeting a community target, the community will go through a public~~public~~ process involving the public, the Joint Town and County Planning Commissions, and Joint Elected Officials to review actual growth against the goals in each chapter of this Plan~~Growth Management Program targets~~. Based on~~upon~~ the comparison, corrective actions should be explored to ensure our Vision and desired community character are being achieved. While corrective actions may not be the community's most desired strategies, they may be necessary depending on how the community is progressing toward~~in relation to~~ its goals~~targets for the location and type of development~~. If corrective actions are needed as a result of triggering a Plan update~~the Growth Management Program~~, the community will determine the appropriate measures~~actions~~ and how they will be implemented. Possible corrective actions that may be considered are:

Sample Corrective Action

Amend <u>the community's goals</u> <u>Growth Management Program targets</u>
Policy and Tool Refinements (PRD, <u>Floor Area Bonus</u> <u>PMD</u> , building size, etc.)
CIP and Work Plan Adjustments
Additional Funding Sources
New Partnerships and Agency Documents
New Transitional Subareas
Catalyst Site Plans

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Policy 9.1.e: Update the Plan after 10 years

The community should conduct a detailed community review of the Comprehensive Plan if it has gone every ten (10) years without otherwise triggering a ~~The Growth Management Program is not intended to eliminate the need for Comprehensive Plan update. Even if updates. Its purpose is to ensure that we are meeting our targets, achieve the community's Vision over the next 10 years so that we should still complete~~ can better understand the implications of the implementation measures we took and engage in an informed and focused update to the Plan every 10 years to allow the community to affirm its values and identify new implementation strategies ~~after 10 years.~~

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

- Affirm or enhance the community's Vision and Common Values of Community Character;
- ~~Evaluate and update the Growth Management Program;~~
- Evaluate and update the Illustration of Our Vision; ~~and~~
- Evaluate and update the community's strategies for implementing the Vision; and
- Evaluate and update the Adaptive Management Program.

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Principle 9.2—Monitor and implement our Vision annually

Annual indicator reports should be designed as a check-in on the community's progress toward achieving our Vision. Through annual indicator reports, the community will understand how we are measuring up to the Plan's framework and will have the information needed to proactively design annual work plans to move toward the community's goals.~~Growth Management Program targets.~~

Policy 9.2.a: Monitor indicators annually

If the ~~Adaptive~~targets of the Growth Management ~~evaluation at 7% growth is~~Program are the community's ~~final~~ exam, the indicator reports are ~~our~~the annual ~~progress report~~quizzes. The indicators monitor not only the ~~Adaptive~~Growth Management ~~Program~~targets but ~~the~~ other measures of ~~each~~the amount, location and type of ~~growth to better inform~~the community's ~~goals~~implementation decisions on how best to achieve our Vision. Each spring, the community should review the indicators listed below and other appropriate indicators to inform budgets and set an implementation work plan that will promote ~~optimization of all 8 community goals.~~ ~~success when the Growth Management Program is triggered.~~ ~~Between annual reviews,~~ ~~indicators will be updated at www.jacksontetonplan.com as data becomes available.~~

The following table lists annual indicators for the community to consider as part of the annual monitoring of the Plan. Indicators not listed below can be measured in the annual report as well; each indicator is or should be:

- relevant to ~~a chapter goal~~the policies of the Plan;
- reliably accessible annually; and
- understandable to the community.

[\[AMENDED INDICATOR TABLE\]](#)

Policy 9.2.b: Establish an implementation work plan annually

A work plan for implementing the community's Vision will be established each year as part of the budget process. In setting the work plan, the community should evaluate the work completed over the past year, review annual indicators, and prioritize strategies for implementation based on how well the community is achieving our Vision and which implementation measures are most needed. The work plan will be composed of the strategies from the Common Values to be implemented the following year. [A complete list of all strategies that have been completed and are yet to be completed is attached as Appendix F, and each year's work plan will update the list.](#) The work plan may also include the implementation of preemptive corrective actions ~~before~~^{prior to} the triggering of ~~a Plan update~~^{the Growth Management Program} if the community believes it is appropriate.

The resources required to implement the strategy will be considered, along with the parties responsible for implementing the strategy, the timeframe for implementing the strategy, and the goal of the implementation. As strategies are completed and/or new best practices, technology and information become available, the work plan may include strategies that are not listed in the Common Values. However, every task in the work plan should be:

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

[\[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART\]](#)

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

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

Policy 9.2.d: Engage the public in a two-way conversation about implementation.

Public engagement throughout the planning process provides for two-way communication with the community, fosters more effective outcomes, and enhances support of those outcomes. Part of the annual monitoring and implementation of the Plan will be consistent outreach on the community's values and implementation priorities. The Town and County will encourage and provide multiple opportunities for meaningful conversation with the community as a whole through all planning processes from the big picture visions to implementation projects.

Principle 9.3 – Anticipate future issues and pioneer innovative solutions. Existing implementation tools will not be enough to fully achieve the community’s aspirational goals. We have identified many tools that will move the community toward its Vision. We have also purposefully set the Vision out of reach of conventional approaches to challenge ourselves to explore the adjacent possible and reset the leading edge. To find new solutions, we will have to be willing to analyze and perhaps pilot atypical approaches that do not have historical precedent and may not yield tangible progress.

Policy 9.3.a: Analyze new ideas

Too often, best practices are viewed as our best option when it comes to tackling issues at the community, regional, national, or global scale. While tried and true best practices should be implemented, it is essential that the Town and County act as a leader in developing innovative solutions to existing and future issues that sometimes require an outside-the-box style of thinking. Considering our place in the intact, but vulnerable, Greater Yellowstone Ecosystem, and our legacy of holding ourselves to a higher standard, we will be willing to analyze improbable futures, without expectation of immediate results, knowing that the innovative solutions we eventually pioneer will make a real impact. We will use scenario planning and analytics from outside the planning profession and stay committed to innovation, even when it is not yielding tangible progress.

Policy 9.3.b: Pilot new ideas

Beyond analyzing scenarios and possible solutions is piloting implementation methods. Pilot programs put solutions on the ground in a limited scope to test the costs and benefits before larger scale implementation. Some pilot programs will not yield the desired outcome and will be discontinued. The lessons learned will inform future innovation, while the lasting impacts will be minimal. Instituting pilot programs as part of our planning and budgeting process is the only way we will be able to avoid decision making that defaults to established best practices because of their known costs. By using pilot programs, the community will be able to try more options before it makes significant investments.

Policy 9.3.c: Engage the public to seek new ideas

Innovation requires new ideas. There are different forecasts of the future, and the issues that we will have to address. Engaging the public to identify new ideas and possible futures will be vital to the success of this principle. For the public to be encouraged to propose ideas, they will have to see their ideas being analyzed and truly considered, and people from outside the planning profession should be brought into the process to ensure the conversation is not limited by limited past experience.

Principle 9.4—Respond to changing conditions systematically ~~How the community will respond to changing conditions. The cornerstone of this Plan is continued, coordinated monitoring and adaptation by the Town and County to effectively implement the policies of this Plan. This Plan is intended to be a dynamic document and may need to be amended and updated as community conditions change. Amendments may include policy enhancements within the Common Values or Achieving Our Vision to better achieve the community's Vision or~~ improvement enhancement ~~of the Illustration of Our Vision to more effectively implement the land use policies of this Plan. Such amendments can be proposed by:~~

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

Policy 9.4.a: Review Plan amendments annually in coordination with Plan monitoring.

Proposed amendments to the Comprehensive Plan will be reviewed annually. Regardless of when they are ~~introduced proposed~~, they will be ~~considered reviewed the following calendar year~~ by the Joint Planning Commission and then jointly by the Town Council and Board of County Commissioners. Consideration will occur at the same annual meetings where the annual indicator report is reviewed, and the implementation work plan for the following year is set. This promotes a simultaneous and comprehensive review of proposed amendments, indicators of achievement of our Vision, and the work plan for better achieving our Vision. Concurrent and comprehensive review promotes adaptation to changing conditions while discouraging overreaction to opportunities that do not adequately balance the community's Common Values. Amendments will be reviewed and adopted by the following process.

[ADDED PLAN AMENDMENT REVIEW PROCESS CHART]

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

Policy 9.4.b: Amending Our Common Values of Community Character or Achieving Our Vision

Amendments to the principles and policies that make up our Common Values and Achieving Our Vision will be periodically necessary to respond to changing community conditions and better implement the community Vision. To approve an application to amend our Common Values or Achieving Our Vision, the Town Council and Board of County Commissioners will consider whether find that it:

- Better achieves one or more of the eight Chapter goals of the Plan implements the community Vision;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan Is consistent with the other policies ad strategies of this Plan; and
- Responds to indications that at least one of the following situations exists:
 - The policies of this Plan are not being implemented.
 - The community's characteristics have substantially changed, warranting a revision to the Plan's policies directly related to the change in characteristics.
 - The values and priorities of the community have changed.

Policy 9.4.c: Amending the Illustration of Our Vision

Illustration of Our Vision amendments may be periodically necessary to better implement the policies of the Comprehensive Plan in certain areas and to respond to policy amendments. Each Character District is a site-specific articulation and refinement of the community Vision. They will be evaluated and amended independently of specific development applications to ensure that changes to the Character Districts focus solely on better achieving the community Vision. To approve an application to amend the Illustration of Our Vision, the Town Council and Board of County Commissioners will consider whether find that it:

- Better achieves one or more of the eight Chapter goals of the Plan implements the community Vision;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan Is consistent with the principles and policies expressed in the Comprehensive Plan at a communitywide level; and
- Is compatible-consistent with the overall desired character of the district in which it occurs; and
- Responds Is a response to at least one of the following:
 - The policies of the Comprehensive Plan are not being implemented by the current Character District
 - The community's characteristics have substantially changed, warranting a revision to the Character District directly related to the change in characteristics.
 - The values and priorities of the community have changed, warranting a Character District revision

Chapter Section 10. Plan Implementation Administration

~~Continuously improve upon the policies of the Comprehensive Plan~~

What does this chapter section address?

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

- ~~• Applicability of the Comprehensive Plan;~~
- ~~• Who is responsible for implementing the Comprehensive Plan; and~~
- ~~• How the community will respond to changing conditions.~~

Principle 10.1 – Implement the Plan predictably and cooperatively

Principle 10.2 – Use the Plan framework to implement Our Vision

Principle 10.3 – Implement the Plan as a whole community

Why is this chapter section addressed?

This Plan is a comprehensive statement of how we will grow as a community. Its Vision is the product of our 3 Common Values. Our 3 Common Values are further defined by 8 Chapter Goals. How we will achieve each Chapter Goal is laid out in Principles, Policies, and Strategies. Where we will accomplish each Chapter Goal is mapped and detailed through Character Districts and Subareas. How we will measure success and adapt our implementation of the Chapter Goals is defined through our Adaptive Management Program.

The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. This chapter outlines the principles and policies we will follow as we implement our Vision.

This Plan is designed to be a dynamic document. This chapter provides the means by which this Plan will remain current and consistently implemented. Although our Vision has not significantly changed over the past thirty years, the circumstances within which we implement the Vision are in continual fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Therefore, while the community remains consistent in our Vision, our implementation strategies must be dynamic. This chapter provides a structure for analyzing and responding to contemporary challenges without threatening the viability and attainment of the community Vision. Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review and update of its strategies. Through this Administration Chapter, the community commits to a proactive, honest and consistent analysis of the strategies, actions, and programs intended to realize the community Vision.

[ADDED ADAPTIVE MANAGEMENT GRAPHIC]

Principle 10.1— Implement the Plan predictably, cooperatively, and regionally. Implementation of our Vision relies upon cooperative planning, between the Town and County and beyond, to ensure comprehensive, predictable ecosystem stewardship, growth management, and quality of life. Past approaches that relied on discretionary review of individual implementation strategies achieved some success, but also divided the community and resulted in unintended consequences. In implementing this Plan, we are committed to predictable, cooperative decision making that is locally relevant and regionally responsible.

Policy 10.1.a: Plan predictably and comprehensively

The comprehensive plan is stronger than the sum of its individual parts. The community is committed to the advancement of all three Common Values. Opportunities focused on advancing one Common Value must be evaluated for their impact on the other two Common Values. If achieving one Common Value means regressing in the achievement of another, the opportunity will not be pursued. The Town and County will monitor trends and analyze future scenarios to capitalize on opportunities when they arise, but will not rush into changes of Plan without careful consideration.

Policy 10.1.b: Plan jointly, as one community

The Town and County’s commitment to joint planning is nationally renowned and locally crucial to the realization of our Vision. Just as it was in the early 1990s, our ecosystem stewardship, growth management, and quality of life values do not recognize the Town boundary. In this Plan, the Town and County recommit to jointly planning the community and each doing its part to implement the Vision. The County will direct growth out of habitat and preserve open space. As the central complete neighborhood, the Town will make the most appropriate place for growth the best place to live, work, and play. The Town and County also commit to coordination with other government and non-government agencies in the implementation, review, and enhancement of the Plan.

Policy 10.1.c: Plan based on community engagement

This Plan is based on the Common Values of the entire community. The public engagement that informed the Plan was based on the fundamentals of engaging the entire community. Implementation of the Plan will be based on the same fundamentals, relying on the comprehensive, representative comment over the “last and loudest” comment. That engagement will be ongoing to ensure the Plan remains relevant.

Policy 10.1.d: Maintain control over our own community Vision

In attempting to realize our Vision, the community recognizes that exporting solutions and relying on State or Federal intervention makes us more reliant on outside Visions of our future. Decisions in this community should be based on the policies of this Plan. We will work with partners from around the State and region to find mutually beneficial solutions for all communities. At the same time, we will ensure that we are not dependent on other communities in meeting or defining our community’s Vision.

Policy 10.1.e: Cooperate with regional communities and agencies to implement this Plan

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

Principle 10.2 – Use the Plan framework to implement Our Vision. Our Vision should inform all of our decisions as a community. However, as specific questions arise, decision-makers should not, and do not, have to operationalize the Vision as a single sentence . The Vision informs the entire structure of the Plan, and the whole Plan should be used in decision making. Our Vision is an acknowledgment of ecosystem health. It is a commitment to support all three Common Values without prioritization of one at the expense of another. The Illustration of Our Vision is our geographic optimization of all three Common Values. The Comprehensive Plan is more durable than the sum of its individual parts. Decisions should be based on the same commitment to mutual support and comprehensive optimization of all 3 Common Values.

Policy 10.2.a: Further all three Common Values of Community Character together

While preserving and protecting the area’s ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. . Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support of and reliant upon the others. Our community cannot move forward if any one of our three Common Values is left behind.

Ecosystem Stewardship (CV-1)

- Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery
- Chapter 2. Climate Sustainability

Growth Management (CV-2)

- Chapter 3. Responsible Growth Management
- Chapter 4. Town as the Heart of the Region – The Central Complete Neighborhood

Quality of Life (CV-3)

- Chapter 5. Local Workforce Housing
- Chapter 6. A Diverse and Balanced Economy
- Chapter 7. Multimodal Transportation
- Chapter 8. Quality Community Service Provision

Policy 10.2.b: Use adaptive management to ensure we are Achieving Our Vision

Although our Vision has not significantly changed over the past forty years, the circumstances within which we implement our Vision are in continual fluctuation. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and

strategies intended to achieve our Vision and desired community character. Through ongoing monitoring, a trigger for the more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our policies, we commit to predictable, accountable, and measurable pursuit of our Vision and desired community character.

Policy 10.2.c: Illustration of Our Vision

Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. Defining the desired character for areas of the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision.

Policy 10.2.d: Applicability of the Comprehensive Plan

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

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

Principle 10.3 – Implement the Plan as a whole community. ~~Who is responsible for implementing the Comprehensive Plan?~~ ***Implementation of the Comprehensive Plan is the responsibility of the entire community. Elected officials, Town and County Planning Departments, and other government and non-government organizations all have specific roles. The participation of the community is equally essential ~~important~~ to the success of the Comprehensive Plan, as all decisions ultimately affect the community's ability to achieve our desired Common Values of Ecosystem Stewardship,***

Growth Management, and Quality of Life. Therefore, ~~it is essential that~~ the community ~~must remains~~ invested in the successful implementation of this Plan.

Policy 10.3.a: The Community will implement the Plan daily

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

Make day-to-day decisions that are consistent with the policies of the Comprehensive Plan.

Each member of the community is responsible for shifting his/her mode of travel, minimizing wildlife impacts, reducing resource consumption, finding workforce housing solutions, and supporting local businesses. If community members do not take responsibility for the implementation of this Plan and encourage their peers to do the same, we will not achieve our Vision.

Stay involved in local government and monitor the decisions of elected officials, Planning Directors, and other governmental and quasi-governmental agencies. The citizens of Jackson/Teton County must stay involved in comprehensive planning efforts. Where the government and other organizations are falling short in the implementation of this Plan, the community will hold them accountable and take additional action where needed.

Policy 10.3.b: Local professional and public planners will administer the Plan.~~Town and County Planning Departments~~

~~The Town of Jackson and Teton County Planning Staff Departments, as well as private American Institute of Certified Planners (AICP) certified planners, are professionally bound to work in the interest of the comprehensive community Vision will coordinate the administration of this Plan. (Reference the AICP Code of Ethics and Professional Conduct) Because of this professional obligation, it is these planners who the community will rely upon to administer the Plan. Specifically, Town and County Planning Staff is responsible for:~~

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

Policy 10.3.c: Elected Officials will set and fund the Plan

The Town Council and Board of County Commissioners are responsible for making decisions that are consistent with this Plan. They are also responsible for allocating the necessary funding to implement the policies and strategies contained in this Plan. Furthermore, they are responsible for working with neighboring jurisdictions to find regional solutions to transit and housing issues that have the least impact on the entire ecosystem. Elected officials are responsible for collaborating with other governmental and non-governmental service providers

to plan for appropriate service delivery and coordinate major capital projects. Elected officials should familiarize themselves with the contents of this Plan to ensure that the Plan remains an accurate reflection of the community Vision. Each year, elected officials will be responsible for:

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

Policy 10.4.d: Governmental and Non-Governmental ~~Agencies and~~ Organizations will cooperate in Plan implementation

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

Illustration of Our Vision

Why Illustrate Our Vision?

Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. Our Vision is that development ~~is~~^{be} designed to enhance our community character and located in suitable areas ~~in order~~ to preserve and protect the ecosystem and western, rural character. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development enhances our Quality of Life. In all other areas, the Illustration of Our Vision ~~depicts~~^{describes} how we will preserve and ~~improve~~^{enhance} wildlife habitat, wildlife connectivity, scenic vistas, and open space.

Defining ~~the~~ desired character for ~~all areas of~~ the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision. The Illustration of Our Vision will inform land development regulations that ensure no policy of this Plan is forgotten and that all policies are implemented within the proper context.

The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information, we can determine what policies and strategies are appropriate in which locations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.

How is the Vision Illustrated?

The Illustration of Our Vision depicts the policies of the community's three Common Values of Community Character through four levels of character classification.

At the highest level, the private lands of the community are divided into Character Districts – areas with common natural, visual, cultural, and physical attributes, shared values, and social interaction. Character District boundaries are based on a layering of the best available quantitative and qualitative data for each of the three Common Values of Community Character (Ecosystem Stewardship, Growth Management, Quality of Life) to identify areas that share similar characteristics (see Appendix B Framework Maps).

While our community's 15 Character Districts share Common Values, each has a unique identity, based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on ecosystem stewardship or a Complete Neighborhood focused on enhancing Quality of Life. The map on pages IV-4 and IV-5 show the Character District boundaries, defines Complete Neighborhood and Rural Area characteristics, and identifies the classification of each Character District.

At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the [2012 existing](#) character of the subarea and the desired future character for the entire Character District. Stable and Transitional Subareas are the most suitable locations for people to live, work, and play. Subareas focused on Ecosystem Stewardship are designated as Preservation or Conservation. The map on pages IV-6 and IV-7 show the subareas and define the subarea classifications.

Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character-Defining Features provide the [highest greatest](#) level of site-specific detail; however, the characteristics are still conceptual and will inform specific regulations, incentives, and programs. The characteristics valued by the community within a subarea are mapped, described, and illustrated. On pages IV-8 and IV-9 is a legend that describes the symbols and graphics used on the Character-Defining Features Maps. An appropriate Neighborhood Form(s) is also identified for each subarea. A Neighborhood Form determines the general pattern and intensity of development that meets the desired character. On pages IV-10 and IV-11 is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities.

Complete Neighborhoods + Rural Areas

[\[AMENDED CHARACTER DISTRICT MAP\]](#)

Stable, Transitional, Preservation + Conservation Subareas

Stable Subarea

- Subareas in which no change to the existing character is necessary
- Development will be infill that maintains the existing identity or vitality
- The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

Transitional Subarea

- Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

Preservation Subarea

- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

Conservation Subarea

- Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on ~~enhanced~~improved conservation
- Areas that benefit from an increase in open space, scenic resources, and habitat enhancement
- Goals include balancing existing development with improved wildlife permeability and scenic enhancements

Character Defining Features - Map Symbols

The Character-Defining Features Maps depict the characteristics that define each district and subarea. Below is a list of symbols and map attributes that are used on the maps. [Locational characteristics](#) ~~Characteristics that are locational~~ are shown on the map using colored symbols or map attributes. Other [aspects characteristics](#) depicted using black symbols, [apply](#) generally [apply](#) to a subarea but are not location-specific. All mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations for certain attributes.

Common Value 1 – Ecosystem Stewardship

Wildlife Permeability: Design for wildlife permeability should be a characteristic of the subarea.

Agriculture: Agricultural use should be characteristic of the subarea.

Wildlife Highway Crossing: Wildlife-vehicle collision mitigation emphasis site as identified by the Western Transportation Institute and Montana State University College of Engineering in 2012.

Crucial Habitat: Bald eagle, trumpeter swan, mule deer, elk, and/or moose crucial winter habitat; mule deer and/or elk migration corridor; and/or bald eagle and trumpeter swan nesting area; and/or cutthroat trout spawning area as identified by the Conservation Research Center of Teton Science Schools in 2008.

Scenic Corridor/Vista: Scenic highway corridors and vistas, as identified on 1994 Community Issues Maps.

Common Value 2 – Growth Management

Gateway: A gateway into the community.

Public Parking: Existing parking provided by the Town of Jackson [as of 2012](#).

Road Corridor Enhancement: A roadway corridor that will be characterized in the future by enhanced pedestrian and commercial vitality.

Creek Corridor Enhancement: A creek within a Complete Neighborhood that will be characterized in the future by enhanced recreational opportunities and ecological value.

Common Value 3 – Quality of Life

Workforce Housing: Housing occupied by the workforce should be a characteristic of the subarea.

START Service: START service should be a characteristic of the subarea.

Local Convenience Commercial: Local convenience commercial should be located within the subarea.

Industrial: Light industrial and heavy retail use should occur in the subarea.

Parks and Recreation: Existing parks and recreation facilities [as of 2012](#).

School: Existing schools [as of 2012](#).

[CriticalKey](#) Transportation Network Project: Transportation network projects identified in Policy 7.2.d.

Existing/Proposed Pathways: Existing and proposed pathways identified in the Pathways Master Plan (2007).

Improved Interconnectivity: An area that will be characterized in the future by increased interconnectivity.

Character Defining Features - Neighborhood Form Continuum

A Neighborhood Form identifies the general pattern and intensity of development representative of ~~an individual~~~~a certain~~ character. One or more Neighborhood Forms are associated with each subarea. Below is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities that define our character. The table below the transect describes characteristic acreages, heights, uses, and special considerations for each Neighborhood Form. These general characteristics are not prescriptive and are only meant to help ~~explain~~~~describe~~ the general pattern and intensity depicted in the transect.

What Does the Illustration of the Vision Address?

Our community's Vision is illustrated in 15 Character Districts. Each Character District has unique issues, opportunities, and objectives. Each Character District contributes to the overall implementation of the Comprehensive Plan and will ensure that preservation and development occur in the desired amount, location, and type throughout the community.

Each Character District is composed of 6 parts:

The Vicinity Map identifies the district boundaries and the size of the district in relation to the entire community. It also depicts the boundaries of the district subareas and their Stable, Transitional, Preservation, or Conservation classification.

The Character-Defining Features Map depicts the 2012 and future characteristics that define each district and subarea. Characteristics are described through mapping or shown symbolically. Mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations of attributes. A complete list of symbols used on the maps can be found on pages IV-8 and IV-9.

The Complete Neighborhood/Rural Area Table indicates whether the district ~~had~~~~currently~~ has the characteristics of a Complete Neighborhood or a Rural Area in 2012. It also ~~demonstrates~~~~indicates~~ whether those characteristics will be maintained or enhanced in the future. This table serves to explain the classification of the district and identify the district's broad focus, fundamental~~basic~~ issues, and opportunities.

Existing + Future Characteristics describe in words the ~~2012existing~~ and future character of the district, focusing on the elements of character that should be preserved or enhanced. This ~~chaptersection~~ provides the overall goals and vision for the district.

The Policy Objectives are policies from the Common Values of Community Character chapters of the Comprehensive Plan that are particularly relevant and should be implemented in the district. -There may be other policies that apply to the district, but these are the key objectives to be met in the district ~~in order~~ for the community to achieve our Vision.

The Character-Defining Features describe each subarea through text, Neighborhood Forms, and photos and/or drawings. The focus of the description is the character priorities that will allow for the desired character of the district, and consequently, the community Vision to be achieved. The Neighborhood Form(s) depict the general pattern and intensity of development that meets the desired character, while the illustrations and/or photos provide a more detailed illustration of the desired built form. The entire continuum of Neighborhood Forms can be found on pages IV-~~108~~ and IV-~~119~~.

District 1: Town Square

2012~~Existing~~ + Future Desired Characteristics

The Town Square District is the historic center of Jackson Hole and the central gathering space for residents and visitors alike. The district is home to iconic buildings and public spaces, including the Cowboy Bar, George Washington Memorial Park (the “Town Square”), and the sawtooth building profiles surrounding the Town Square. Preserving the ~~existing~~-western character and heritage found in the buildings and public spaces in this district will be key to maintaining the ~~existing~~-character. The district is the center of the visitor experience in Town and plays an important role in defining our community’s western heritage and overall community identity.

A future goal of the district is to have visitors and residents visit the area more often and stay longer, increasing the vitality of the area and supporting the local economy. To support this goal, commercial uses that create an active and engaging pedestrian experience, will be located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. In the future, the district will be the center of a Downtown Retail Shopping District, and as such office, residential and lodging uses will be predominantly located on upper floors.

Future community reinvestment in the district will create great public spaces and amenities for residents and visitors alike. This investment will not only create a positive visitor experience that supports our local economy, but will also continue the tradition of the Town Square as the gathering place for our community. The district will continue to be the center of community life, hosting a variety of events and community celebrations for residents and visitors. The temporary closure of streets, parking lots, parks and other public spaces will be encouraged to support such events. In addition, the community should consider the temporary and permanent closure of some streets to vehicles ~~in order~~ to create a vibrant pedestrian environment. Moving forward, the community will take great care and consideration in all future planning and redevelopment in the district.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	N/A
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<i>Common Value 2: Growth Management</i>	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subarea subareas
	4.2.d: Protect the image and function of Town Square Create a Downtown Retail Shopping District
	4.2.e: Maintain lodging as a key component in Protect the downtown image and function of Town Square
	4.4.a2.f: Maintain and improve public spaces lodging as a key component in the downtown
	4.4.c Continue traditions a: Maintain and community events improve public spaces
	4.5.a: Identify and preserve historically significant structures and sites 4.4.e Continue traditions and community events
	4.5.a: Identify and preserve historically significant structures and sites
<i>Common Value 3: Quality of Life</i>	6.2.a: Enhance tourism as the basis of the economy
	6.3.a: Ensure year-round economic viability
	7.1.a: Increase the capacity for walking, biking, carpooling and riding transit use of alternative transportation modes

Character Defining Features

1.1: Inner Square

This STABLE Subarea will focus on maintaining western character by retaining or replicating the ~~existing~~ built environment. Building heights directly fronting the Town Square should not

exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

1.2: Outer Square

This STABLE Subarea will focus on maintaining western character consistent with the ~~existing~~ character of the district. Building heights will be allowed up to three stories, ~~in order~~ to provide lodging, residential and other non-residential uses on upper floors supporting our tourist economy and Growth Management goals. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined in coordination with the Inner Square (Subarea 1.2). The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

District 2: Town Commercial Core

2012~~Existing~~ + Future Desired Characteristics

The Town Commercial Core is the economic hub of Teton County. The district contains a significant amount of the community's commercial uses, employment opportunities and lodging capacity. The future goal is to create a vibrant pedestrian-oriented mixed use district with a variety of non-residential and residential uses. A key component of achieving this goal will be to have visitors and residents visit the area more often and stay longer by increasing the availability of lodging and residential units and creating a vibrant Retail Shopping District.

Our community will strive to find creative solutions to develop the district into a year-round economic hub, by maintaining high lodging occupancy and sales tax collections during the shoulder seasons (April-May and October-November). Finding the correct balance of non-residential, non-profit and residential uses will be key to ensuring that the district remains economically and socially viable. In addition, it will be important to provide opportunities for local entrepreneurs and businesses that choose to locate in the community for our lifestyle.

The district is anchored by two primary economic and community centers, each with their own unique identity and role - Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). A key goal of the district will be to better connect these subareas ~~in order~~ for each to benefit from the other's vitality, complementary uses, and activities while supporting the overall success of the district as the center for our tourist based economy.

Historically, buildings have been one, two or three stories, oriented both to the street and to large parking areas provided onsite. New buildings should be pulled to the street, creating an attractive street wall with parking located predominantly underground or out of sight. In the future the district should be defined by strategically located public parking lots and on street parking. This will create a welcoming pedestrian experience where visitors and residents park once and enjoy a variety of uses and community events on foot. Flat Creek is the significant natural feature of this district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community. An important goal of the district will also be the enhancement of the northern gateway into Town at the Flat Creek bridge consistent with Policy 4.4.b.

The ~~existing~~ gridded network of streets and alleys create connectivity and redundancy for both pedestrians and the automobile and should be maintained. Future improvements to the district's streetscape to create inviting public spaces and accommodate a wide array of complete

street amenities will be essential to achieving a vibrant mixed use district. Public reinvestment in this district will be encouraged ~~in order~~ to create great public spaces and amenities for residents and visitors alike.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	N/A
<i>Common Value 2: Growth Management</i>	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subareassubareas
	4.2.d: Create a Downtown Retail Shopping District
	4.2. ef : Maintain lodging as a key component in the downtown
	4.4.b: Enhance Jackson gateways
	4.4.d: Enhance natural features in the built environment
<i>Common Value 3: Quality of Life</i>	5.2.a: Provide a variety of housing options 5.2.d: Encourage deed-restricted rental units
	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	6.3.a: Ensure year-round economic viability
	7.1. ae : Increase the capacity for <u>walking, biking, carpooling and riding transit</u> use of alternative transportation modes

Character Defining Features

2.1: Snow King Resort

This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the “Town Hill”, providing a host of winter and summer recreational amenities.

In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, ~~in order~~ to support the local tourism-based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

2.2: Snow King and South Cache Corridors

This TRANSITIONAL Subarea is envisioned as a pedestrian-oriented mixed use corridor comprised of mixed use and/or multifamily residential structures. The goal of the corridor will be to provide an attractive pedestrian link between Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). The corridor is anchored by the Center for the Arts, the community hub for cultural events and activities and other public spaces, including the Center for the Arts Park, Phil Baux Park and the Snow King base area.

The goal of this subarea will be to provide an attractive pedestrian link between Downtown, Snow King and the many under-utilized public spaces in the area. ~~To In order to~~ achieve this, ground-level uses should add vitality and street life that support the Center for the Arts and attract residents and visitors to the subarea. Upper floors should provide residential uses, designed to promote workforce housing. Buildings should be two stories in height and front the

street. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

2.3: Downtown

This large, mixed use, TRANSITIONAL Subarea currently consists of a variety of retail, restaurant, office and other commercial activities, along with long-term residences and lodging in a variety of building sizes and forms. Downtown is the center of civic, cultural, economic and social activity for our community as well as the center of the visitor experience, as a significant amount of lodging is located here. The ~~2012~~[existing](#) character and built form is varied and inconsistent.

The goal of this subarea is to create a vibrant mixed use area by accommodating a variety of uses and amenities. The subarea will be the starting point for the development of a refined Lodging Overlay boundary and future discussion of the type and size of lodging desired. A key challenge will be to provide a balance between lodging and long-term residential housing. Future structures will be predominantly mixed use, while multifamily structures will be allowed if it properly addresses the street. Commercial uses that create an active and engaging pedestrian experience will be predominantly located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. Furthermore, as portions of the subarea will be located within a future Downtown Retail Shopping District, uses such as office, residential and lodging will be predominantly located on upper floors.

A goal of this subarea will be to create a consistent building size and form. In the future, a variety of two to three story buildings are desired. [A fourth floor could be considered when a project is providing additional benefits such as , workforce housing.](#) Buildings should be located to create an attractive street wall and take advantage of good urban design principles including massing, articulation and the provision of public space. The pedestrian realm will be of great importance in this mixed use subarea, and emphasis should be placed on adding improvements focusing on the pedestrian experience. Parking should continue to be provided predominately in public lots and on street to create a vibrant, walkable area that is oriented to the pedestrian. On-site parking should be predominantly underground or screened from view. Future redevelopment should enhance the Flat Creek corridor for recreational and ecological purposes. Buildings should front onto the creek to provide opportunities for interaction and enjoyment of this community resource.

2.4: Public/Civic Campus

This STABLE Subarea is defined by institutional facilities such as the Davey Jackson Elementary School, the Teton County/Jackson Recreation Center, and the various State and Federal Agencies along North Cache Street. This area will continue to provide these essential public services in a central location consistent with the sustainability and community service policies of the Plan. In the event that lands within this subarea are conveyed into private ownership, any development of non-public uses could require this subarea to be amended.

2.5: North Cache Gateway

This mixed use, TRANSITIONAL Subarea will be characterized as a key gateway into the Town from the National Parks and the airport to the north. Flat Creek enhancement is of great importance here, and redevelopment should seek to promote Flat Creek as a recreational and ecological amenity. The [2012existing](#) mix of non-residential and residential uses, including workforce housing, are appropriate. The redevelopment of these uses should take the form of two and three story buildings that address North Cache Street and the Flat Creek corridor, with an emphasis on providing workforce housing. [Redevelopment should maintain wildlife permeability and enhance the natural form and function of Flat Creek and the undeveloped hillsides.](#) Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape.

2.6: Mixed Use Office and Residential

This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. The [2012existing](#) institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods. Particular care and attention

will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

District 3: Town Residential Core

2012~~Existing~~ + Future Desired Characteristics

The Town Residential Core is comprised of a variety of housing types and forms, including single family, duplex, tri-plex and multifamily occupied primarily by the local workforce. Some of the district's key characteristics are its proximity to the Town Commercial Core (District 2) employment opportunities and Complete Neighborhood amenities, a 2012~~an existing~~ gridded transportation network, and a mix of low to high density residential development.

The district is envisioned to contain a variety of residential densities, a variety of residential types (such as single family, duplex, tri-plex and multifamily), and a variety of building sizes ~~in order~~ to maintain and meet our community's Growth Management and workforce housing goals. The consolidation of multiple lots to create larger single family homes is inconsistent with the district's existing and desired character. An important goal within the district will be to reestablish a strong sense of ownership by this district's residents.

The ~~existing~~ gridded transportation system, including areas with and without alleys, provides great connectivity for all modes and should be maintained and enhanced whenever possible. Complete street amenities, including continued and expanded START service, are appropriate and should be added at every opportunity in keeping with the existing residential character. These amenities should be developed to link residents to key community features found in the district, including parks, schools, and local convenience commercial. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved ~~in order~~ to support regional transportation goals.

The district is well-served by a majority of Complete Neighborhood amenities that should be maintained and enhanced in the future. Limited local convenience commercial and mixed use office development is currently found in the district and should continue in the future ~~in order~~ to achieve the Complete Neighborhood and economic sustainability goals of the Plan. A full-service grocery store in the eastern part of the district would limit trips across town. The district is in need of redevelopment and reinvestment ~~in order~~ to ensure it is a desirable residential neighborhood with a strong sense of community ownership into the future.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	N/A
<i>Common Value 2: Growth Management</i>	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.3.a: Preserve and enhance Stable Subareas <u>stable subareas</u>
	4.3.b: Develop Transitional Subareas <u>Create and develop transitional subareas</u>
	4.4.d: Enhance natural features in the built environment
<i>Common Value 3: Quality of Life</i>	5.2.a: Provide a variety of housing options <u>5.2.d: Encourage deed-restricted rental units</u>
	5.3.b: Preserve existing workforce housing stock
	7.1.a: Increase the capacity for walking, biking, carpooling and riding transit <u>use of alternative transportation modes</u>

Character Defining Features

3.1: East Jackson

This residential, STABLE Subarea will continue to provide a variety of housings types, including single family, duplex and tri-plex with up to three units per lot when both a street and alley frontage is provided and up to two units per lot when only street or alley access is provided. Multifamily development is not currently found in this area and is not desirable in the future. Being a Stable Subarea, the size and scale of future buildings will be compatible with the ~~existing~~ character of the area, which includes a wide variety of building sizes and scales. Structures will be of comparable bulk and scale regardless of the number of units provided therein. Up to two stories will be allowed and may be configured in a variety of layouts, with both attached and detached units. Structures should be pulled toward the street where possible and building footprints should be minimized ~~in order~~ to allow for adequate yards and landscaping. Some areas with ~~an existing~~ single family character will maintain this characteristic in the future with only one dwelling unit per lot.

3.2: Core Residential

This residential, TRANSITIONAL Subarea is currently made up of a variety of single family and multifamily residential types, with some ~~existing~~ larger residential developments and non-conforming commercial uses. Redevelopment, revitalization and reinvestment are highly desired in this subarea. Due to its central location in the core of Town near employment and Complete Neighborhood amenities, the future character of this subarea will include some increased density and larger buildings than in East Jackson (Subarea 3.1).

In addition, to the development pattern described for East Jackson (Subarea 3.1), multifamily residential uses will be encouraged ~~in order to~~ replace ~~existing~~ commercial uses and to blend the borders of the Town Commercial Core (District 2) with the Town Residential Core (District 3). Multifamily structures will be predominantly found on larger residential lots and along mixed use corridors. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. The density and intensity found in areas containing multifamily structures may be greater than what is generally allowable in other areas. For these larger structures, the dominant building mass should be located near the street and be broken into multiple smaller buildings when possible. Parking should be minimized and screened from view as much as possible. In areas where office uses ~~have historically existed~~ currently exist, consideration should be given to allow a mix of office and residential uses. Future mixed use office development should be of the same bulk, scale and intensity of the residential uses.

3.3: Rodeo Grounds Institutional Area

This STABLE Subarea is characterized by its two ~~existing~~ institutional land uses - the rodeo grounds and the Town Public Works facility. The Town Public Works facility is an essential facility that should be maintained in its current, central location consistent with the sustainability and community services policies of the ~~Plan~~ plan. Similarly, the location and use of the Rodeo Grounds supports the Town as Heart of Region policies of this ~~Plan~~ plan and should be allowed to remain in its current location, unless an alternate location is identified. The future use of this subarea will be determined through a neighborhood planning process (referenced in Strategy 3.3.S.5) undertaken concurrently with ~~maintain similar uses and characteristics into the analysis of other Town infill opportunities.~~ The concurrent master planning ~~off future, although~~ the two subareas is intended to identify the appropriate future location of the Teton County Fair and the best location for additional housing opportunities that enhances all three Common Values of Community Character. ~~actual users may change.~~

3.4: May Park Area

This residential, STABLE Subarea currently provides a variety of housing types in a variety of building forms with a mix of rental and ownership units. ~~Multifamily-Existing multifamily~~ structures such as the Pioneer Homestead contain a significant number of units and serve a critical housing need in the community, which should be maintained and supported. The future character of this subarea will maintain the ~~existing~~ medium to high density development pattern with a mix of small lot single family, duplex, tri-plex, and multifamily structures. For all structures, the dominant building mass should be located near the street, with parking predominantly to the rear and screened from the view of the public right of way. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. These structures should be broken into multiple smaller buildings when possible. Any opportunity to extend the adjacent gridded street network through this area would be beneficial. A primary feature of this area is the currently undeveloped May Park. The future use and development of this park will increase the livability of the area and support the existing and future medium to high density residential development.

District 4: Midtown

2012 Existing + Future Desired Characteristics

Midtown is one of the most Complete Neighborhoods in the community. It contains many of the service, office and retail establishments that meet Teton County residents' daily needs. It also contains a significant amount of workforce housing in a variety of housing types, including single family, duplex and multifamily structures. Another important characteristic of the district is the "Y", the intersection of the community's two main highways, U.S. 89 and Wyoming 22. Midtown is a highly visible district that is experienced on a daily basis by most residents. Today, the land use pattern is automobile-oriented and made up of large ~~superblocks~~^{blocks} containing low intensity single-use structures (both residential and non-residential) surrounded by significant surface parking, with little connectivity between blocks and lots. It is also the location of a significant amount of lodging uses developed prior to the Lodging Overlay that will be allowed to continue in the future. Flat Creek and the Karns Meadow are significant natural features in this district.

The future vision is to create a walkable mixed use district with improved connectivity and increased residential population. Key to achieving this vision will be the creation of a concentrated and connected land use pattern with a smaller block system than currently exists. To support this goal, future land uses will continue to include a variety of non-residential uses serving the needs of the local community and a variety of residential types focusing on workforce housing in multifamily and mixed use structures, specifically including deed-restricted rental units. Mixed use, non-residential and multifamily residential buildings should be two to three stories in height and oriented to the street. Four story structures may be considered when adjacent to a natural land form. In the future, a landscape buffer between buildings and the street with well-designed green space and/or hardscape will be important to create an attractive pedestrian environment becoming of a desirable, walkable, mixed use district. Parking areas should be predominantly located behind buildings or screened from view. The creation of complete streets will be critical to increase connectivity between uses and between blocks and lots by all modes of travel. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved ~~in~~^{order} to support regional transportation goals.

Despite the intensity of human activity within the district, Midtown contains or is adjacent to prominent natural resource lands such as the Karns Meadow, Flat Creek, East Gros Ventre Butte, High School Butte and the northwestern foot of Snow King Mountain. A key

characteristic of this area is the mule deer movement corridor between East Gros Ventre Butte and Karns Meadow, and consequently, the high rate of wildlife vehicle collisions along West Broadway Avenue. The natural resources found in or adjacent to this district should be considered in the course of future planning, with development being located in a way that protects wildlife habitat and facilitates wildlife movement through the district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community.

Whether it is enhancing the gateway to Town at the Y intersection, redeveloping under-utilized properties with mixed use structures, improving alternative transportation infrastructure and connectivity, or enhancements to Flat Creek - change in this district is desirable.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
<i>Common Value 2: Growth Management</i>	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subareas
	4.3.a: Preserve and enhance Stable Subareas
	4.3.b: Develop Transitional Subareas
	4.4.b Enhance Jackson gateways
	4.4.d: Enhance natural features in the built environment
<i>Common Value 3: Quality of Life</i>	5.2.a: Provide a variety of housing options 5.2.d: Encourage deed-restricted rental units
	5.3.b: Preserve existing workforce housing stock

	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	7.1. ae : Increase the capacity for walking, biking, carpooling and riding transit use of alternative transportation modes
	7.1. e2.d : Complete major transportation project based on Major Capital Group approach key Transportation Network Projects to improve connectivity
	7.2. d3.b : Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

4.1: Midtown Highway Corridor

This mixed use, TRANSITIONAL Subarea is dominated by West Broadway Avenue, Highway 22 and the Y intersection. Development intensity should be oriented towards these roadways and configured in two to three story mixed use buildings with adequate setbacks and screening proportional to these busy highway corridors and intersections. Along the north side of West Broadway four stories buildings will be allowed when they are built into and used to screen the adjacent hillside. All building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape. Parking areas should be predominantly in the rear or screened from view. The lower levels of buildings should contain a variety of non-residential uses including retail, service and office uses catering to locals, while residential uses should be located predominantly on the upper levels of mixed use buildings or to the rear of a site and away from the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. It will be important to successfully integrate the land uses and patterns in this area with adjacent subareas.

A goal of the subarea will be to implement complete street amenities, balancing the needs of vehicle and alternative transportation users. Pedestrian connectivity across West Broadway Avenue will be needed to ensure access to the neighborhood amenities located in the southern

portion of the district. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots. A key challenge in this area will be to identify a solution to accommodate a wildlife crossing along West Broadway Avenue.

4.2: Northern Hillside

This TRANSITIONAL Subarea must strike a delicate balance between allowing some mixed use and residential development while maintaining wildlife permeability and the natural form of the undeveloped hillsides. A key to successful future development will be to sensitively place development in harmony with the existing terrain ~~in order~~ to minimize land disturbance. Development intensity in this subarea should be less than that found within the adjacent Midtown Highway Corridor (Subarea 4.1). Structures will be allowed up to two stories and may be configured in a variety of layouts with attached and detached units blending into the natural surroundings. Smaller building footprints will be encouraged ~~in order~~ to provide adequate open and/or landscaped areas. A variety of residential types, including live/work, multifamily, and duplexes, may be appropriate in this area depending on the specific characteristics of a site and its ~~existing~~ topography. Low density single family housing may continue to be appropriate at the edges of this area, particularly when adjacent to ~~existing~~ undisturbed hillsides. Future development should address wildlife permeability and assist in guiding wildlife movement to future roadway crossings.

4.3: Central Midtown

This TRANSITIONAL Subarea in the core of the district will be critical in achieving the overall goal of transforming the area into a walkable mixed use district. Opportunities should be taken to expand the currently limited street network ~~in order~~ to break up large ~~existing~~ blocks and increase connectivity for all transportation modes. Key to this transition will be the addition of increased residential intensity in a variety of types and forms to take advantage of the Complete Neighborhood amenities in the area. Mixed use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multifamily structures in a variety of forms will also be desirable. Mixed use and multifamily residential buildings should be a combination of two and three story structures oriented to the street, though a buffer should be placed between buildings and the street with green space and/or hardscaping. Parking areas should be predominantly located behind buildings or screened from view. Live-work housing opportunities will be encouraged, as well as any other opportunities to promote local entrepreneurship. Single family residential units are not

envisioned for this area. Particular care and attention will need to be given to ensure a successful transition between this mixed use subarea to the adjacent Midtown Residential (Subarea 4.3). The location of buildings and parking, types of uses and overall intensity of use should be considered to ensure a successful blend of these two subareas.

4.4: Midtown Residential

This residential, STABLE Subarea should continue as a single family and multifamily residential neighborhood with a mix of ownership and rental units in close proximity to Complete Neighborhood amenities. Pedestrian and bicycle connections should be enhanced, both in terms of internal destinations and those beyond, particularly to schools in other districts. Portions of this subarea also function as a wildlife movement corridor. In the future, wildlife permeability to and from Flat Creek will be maintained and enhanced. Development should also occur in a manner that is sensitive to hillsides, and smaller building footprints should be encouraged ~~in order~~ to provide open and/or landscaped areas. Future improvements to Flat Creek and the adjacent pathway and park system will be needed to support the health of this natural feature for wildlife and residents.

4.5: Karns Meadow

This PRESERVATION Subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. Moving forward wildlife needs will need to be carefully balanced with providing the recreational and other amenities envisioned in the original land ~~owner's~~~~owners~~ conveyance of the property. The future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the area.

District 5: West Jackson

2012~~Existing~~ + Future Desired Characteristics

West Jackson currently exists as one of the most Complete Neighborhoods within the community, with its most significant characteristic being its wide variety of land uses. This diverse district is highly automobile-oriented and contains a variety of non-residential uses, a variety of residential types and sizes, light industrial and the majority of the community's public schools. It also contains a large undeveloped agricultural area south of High School Road, and Flat Creek as a prominent natural feature.

The future goal of the district will be to take advantage of the existing variety of land uses and Complete Neighborhood amenities and develop them into a more attractive and well connected district. The continuation of light industrial uses is necessary to support the local economy. The preservation of ~~existing~~-residential areas that provide workforce housing, will be essential in meeting the Growth Management and workforce housing goals of the community.

Enhancement of the southern gateway into Town into a mixed use corridor with improved connectivity and visual appearance will also be important. A key challenge of the district will be to address transportation congestion, safety and connectivity issues. Possible solutions may come in many forms, including consideration of an east/west connector south of High School Road and/or the Tribal Trails connector, complete street improvements to collector roads including High School, Middle School, Gregory Lane and South Park Loop and improved alternative mode connectivity throughout the district.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	N/A
<i>Common Value 2: Growth Management</i>	4.1.b: Emphasize a variety of housing types, including deed-restricted housing
	4.1.d: Maintain Jackson as the economic center of the region
	4.2.c: Create vibrant walkable mixed use Subareas subareas
	4.3.a: Preserve and enhance Stable Subareas stable-subareas

	4.3.b: Develop Transitional Subareas Create and develop transitional subareas
	4.4.b Enhance Jackson gateways Gateways
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	6.2.d Promote light industry
	7.1. ae : Increase the capacity for walking, biking, carpooling and riding transit use of alternative transportation modes
	7.1.e: 2.d Complete major key transportation project based on Major Capital Group approach network projects to improve connectivity

Character Defining Features

5.1: West Jackson Highway Corridor

This mixed use, TRANSITIONAL Subarea is dominated by South Highway 89 and acts as the southern gateway to the Town. In the future, the enhancement of the Highway 89 corridor will be achieved by high quality mixed use development with improved internal circulation between lots and adjacent residential areas. Specific attention should be given to consolidating the multiple access points to the highway in this area. Development intensity should be oriented towards the corridor and configured in two and three story mixed use buildings with an adequate landscape buffer from the busy highway corridor. Parking areas should be predominantly in the rear or screened from view. On lower levels of buildings, a variety of non-residential uses catering to locals will be desirable, with residential uses predominantly located on the upper levels or to the rear of lots and not adjacent to the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be

needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots.

5.2: Gregory Lane Area

This TRANSITIONAL Subarea will support the community goal of maintaining and promoting light industry uses to support the local economy while continuing to accommodate a significant amount of residential use. Light industrial development and redevelopment will be promoted, and bulk, scale and use allowances will first and foremost accommodate light industry and heavy retail uses. The current development pattern will be intensified to accommodate larger structures in more creative land use patterns, including live-work development. In the future, complete street improvements are desired but will need to be balanced with the need to accommodate large vehicle traffic. Livability enhancements through improved site and building design will be a goal but secondary to promoting light industry uses. Providing improved pedestrian/bike amenities to connect the existing and future resident populations with the surrounding Complete Neighborhood amenities will be a focus of improved livability. A third priority will be future improvements to Flat Creek, including the establishment of an appropriate setback to support the health of this natural feature for wildlife and residents.

5.3: High School Butte

This TRANSITIONAL Subarea will be comprised of a variety of housing types and forms including single family, duplex, tri-plex, and multifamily occupied primarily by the local workforce. Mixed use will also be desirable to provide additional opportunities for local entrepreneurial and industrial and service uses. The future development pattern should take advantage of the substantial grade change in this area to allow for two to three story single and mixed use structures screened from view.

5.4: School Campus

This STABLE Subarea will continue to provide the necessary land for future community schools and recreational amenities. The community will continue to support and plan for the possible expansion of the School District Campus. Particular attention needs to be given to addressing the traffic congestion in this area due to the pulse of single occupancy vehicle and school bus traffic associated with the school and recreational uses. Possible solutions will come in many forms, including a shift in current behavior away from the use of the single occupancy vehicle and complete street improvements to High School, Middle School and South Park Loop Roads, including improved pedestrian and bicycle connectivity throughout the subarea and from surrounding districts into the subarea.

5.5: West Jackson Residential

This residential, STABLE Subarea provides much of the community's workforce housing in a wide variety of housing types, including single family, duplex, tri-plex and multifamily. In the future, effort should be made to ensure that this neighborhood retains its vitality, cohesiveness and accessibility for the local workforce. An important goal of the subarea will be to maintain a strong sense of ownership and community in the area.

5.6: Northern South Park

This TRANSITIONAL Subarea is identified as a ~~possible~~ location for future residential development at a similar density to the adjacent West Jackson Residential (Subarea 5.5) neighborhoods. While the priority of the community is to ~~first~~ infill and redevelop other already developed Stable/Transitional Subareas ~~in order~~ to meet the Growth Management goals of the Plan, ~~if necessary~~, this subarea is also a suitable location to meet those goals due to its close proximity to many ~~existing~~ Complete Neighborhood amenities. The subarea will be zoned and developed consistent with a neighborhood plan (referenced in Strategy 3.3.S.5) completed by the County in consultation with the Town to comprehensively lay out the development of the entire Subarea ~~would not be developed in this manner until determined necessary by the community during a Growth Management Program review. An exception to this requirement would be the allowance for development when associated with an opportunity to provide meaningful permanent open space by clustering development into the subarea from a Conservation or Preservation Subarea. Should development of the area be needed in the future, it should be the subject of a neighborhood planning effort that addresses traffic congestion along High School Road. The neighborhood plan will include options to improve transportation, circulation, and connectivity within and around the Subarea. One possible option to be considered is a future east-west connector road between South Park Loop Road and Highway 89.~~ An appropriate Flat Creek buffer will also need to be established ~~in order~~ to ensure the wildlife, natural and scenic values associated with this community resource are maintained.

District 6: Town Periphery

2012~~Existing~~ + Future Desired Characteristics

The Town Periphery District is located at the edges of Town, acting as the interface between the rural land of the unincorporated County and the National Forest. This district is made up of predominantly low density single family residential development. Located at the periphery of the district is a wildlife presence that is part of the defining character of the district. These areas are close to many of the amenities of a Complete Neighborhood located in other Town districts; however, they are often not within the preferred ¼ to ½ mile walking distance. The ~~existing~~ street network primarily consists of low volume residential streets without any pedestrian or other alternative mode accommodations.

In the future, the desired character will remain the same, with low density single family development remaining the principal land use. While further subdivision of this Complete Neighborhood may be necessary to further the Growth Management goals of the ~~Plan~~plan it should be in keeping with 2012~~existing~~ character. - The establishment of both minimum and maximum lot and house sizes should be developed to preserve the 2012~~existing~~ character. - New buildings should match 2012~~existing~~ character in size and scale, even when lot combination resulting in a single larger lot would permit construction of a larger home or building. Residents in these areas do not wish to add any significant amenities to become more Complete Neighborhoods. Their close proximity to local convenience commercial, START bus, parks, pathways, and other amenities in adjacent districts is a desirable characteristic and should be maintained.

All future development, including improvements to existing properties, should be designed to improve wildlife permeability by providing wildlife friendly fencing, keeping development setback from riparian areas/wetlands, and implementing other solutions known to increase permeability. The ~~existing~~ street networks will be maintained with limited alternative mode improvements on collector roadways. Pedestrian/bike amenities such as pathways will be added to connect this district to surrounding districts with Complete Neighborhood amenities and to connect our community to adjacent public lands. A challenge in this district will be maintaining its workforce housing demographic in the future. Maintenance of the expansive forested hillsides is also necessary to achieve the goal of preserving its scenic value, which is enjoyed from many areas outside of the district.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.3.b: Maintain expansive hillside and foreground vistas
<i>Common Value 2: Growth Management</i>	4.3.a: Preserve and enhance Stable Subareas stable subareas
	4.4.d: Enhance natural features in the built environment
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock

Character Defining Features

6.1: Low to Medium Density Neighborhoods

This residential, STABLE Subarea is defined by low to medium density platted single family homes with some pockets of multifamily development which should be maintained in the future. Consideration of clustered/multifamily development to preserve large portions of open space and/or wildlife habitat/movement corridors will also remain an option. In the future, building size should maintain the [existing](#) bulk and scale to avoid the construction of much larger homes than [existed in 2012](#)~~currently exist today~~. Development should be sensitive to the steep slopes, avalanche terrain and other natural features found in the subarea. Portions of this subarea also function as a wildlife movement corridor between the National Forest, Karns Meadow and the Southern hillsides of East Gros Ventre Butte. Wildlife permeability should be maintained or improved.

6.2: Upper Cache

This residential, STABLE Subarea is defined as low density single family with a prevalence of landscape over the built environment. Future subdivision will be in keeping with the traditional development pattern with no increase in density beyond what [existed in 2012](#)~~exists on the ground today~~. On each lot, only a single family home will be allowed. In the future, building size should maintain the [existing](#) predominance of landscape over the built environment to avoid the construction of much larger homes than [existed in 2012](#)~~currently exist today~~. Wildlife permeability should be maintained or improved. Development should also occur in a manner that is sensitive to the steep slopes, avalanche terrain and other natural features found

in the subarea. Commercial and recreational equestrian uses will be allowed, while other commercial uses producing large amounts of traffic and high impacts should be reduced. The addition of other Complete Neighborhood amenities is not desirable. Local residential streets will continue to be low volume with limited alternative mode improvements. Consideration of alternative mode improvements will be made on collector streets such as Cache Creek Drive.

6.3: Snow King Slope

This PRESERVATION Subarea will continue to serve its role as the “Town Hill”, providing a variety of summer and winter recreational amenities to the community. In addition, the subarea has wildlife habitat and scenic values that will need to be balanced with recreational uses. Future development should be limited to recreational amenities and supporting structures allowed under the Snow King Master Plan, including but not limited to, multi-purpose pathways, terrain parks, up-hill transportation, ski terrain and amenities.

District 7: South Highway 89

[AMENDED DISTRICT MAP]

[AMENDED CHARACTER MAP]

2012~~Existing~~ + Future Desired Characteristics

South Highway 89 is the most appropriate location in the community to promote light industrial uses. It is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south, the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use. Interspersed with these light industrial home businesses are industrial government uses that require significant land.

While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged. While light industrial development is suitable throughout the district, it should be designed and located to protect wildlife habitat, wildlife movement, and scenic open space to the extent possible. Development and redevelopment should avoid crucial wildlife habitat and movement corridors in hillside and riparian areas. Appropriate wildlife crossings or other mitigation of wildlife-vehicle collisions should also be implemented.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.3.b: Maintain expansive hillside and foreground vistas
<i>Common Value 2: Growth Management</i>	3.2.b: Locate nonresidential development into Complete Neighborhoods

<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	6.2.c: Encourage local entrepreneurial opportunities
	6.2.d: Promote light industry
	7.2.d3.b: Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

7.1: South Park Business Park

This STABLE Subarea is defined by light industry and protection of light industrial opportunities is the priority. Light industrial development and redevelopment will be promoted. Bulk, scale, and use allowances will first and foremost accommodate light industry and heavy retail. A secondary goal is to enhance the appearance of the highway corridor as a gateway. Development should be located, designed and landscaped to provide as scenic a corridor as possible, given the industrial priority. The limited local convenience commercial that exists should be maintained with enhanced connection to Southern South Park (Subarea 10.1). Residential units should continue to be accessory to industrial uses or incorporated as live/work units. While these units may not be appropriate for all households because of the industrial priority of the subarea, they do provide workforce housing opportunities. Livability of these units should be maximized to the extent possible given the industrial priority through design and provision for pedestrian connections to public land, local convenience commercial, and bike paths. As wildlife also depend on the hillside and move across the highway in this subarea, attention should be given to wildlife permeability through development and across the highway.

7.2: Hog Island Home Business

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1), although the ~~existing~~ gravel and concrete and heavy government uses will continue to be appropriate. Nor should it

transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.

District 8: River Bottom

2012~~Existing~~ + Future Desired Characteristics

The Snake, Gros Ventre, and Hoback River riparian corridors are the most important wildlife habitat and wildlife movement corridors in the community. While these areas are largely hidden from public view, preserving their natural function is critical to achieving the Vision of the community. The private lands within this district are generally removed from community services, and ~~existing~~ residential development is mostly of a low density.

In the future, the functionality of this district's wildlife habitat and habitat connections should be maintained or enhanced. Wildlife permeability through the district should be improved, and efforts to restore degraded habitat and preserve a network of crucial habitat will be emphasized. Non-development conservation of open spaces should be the focus of future efforts, while respecting ~~existing~~ private property rights. Development potential should be directed out of this district and into Complete Neighborhoods whenever possible. Development that does occur should be clustered adjacent to existing development and designed to protect wildlife habitat and wildlife movement corridors. Redevelopment efforts should focus on improving the functionality of wildlife habitat and connections.

Responsible public use of the rivers and eco-tourism that maintains or enhances wildlife viability are desired. The levee system along the Snake River provides an opportunity for residents and tourists to appreciate the ecosystem and engage in stewardship. Public and commercial access to the levee and rivers will be managed with an emphasis on conservation of wildlife habitat and movement.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.1.h: Promote <u>the</u> responsible use of public lands
	1.2.a: Buffer <u>waterbodies</u> water bodies , wetlands, and riparian areas from development

	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.c: Encourage rural development to include quality open space
<i>Common Value 2: Growth Management</i>	3.1.b: Direct development toward suitable Complete Neighborhoods subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
<i>Common Value 3: Quality of Life</i>	6.1.b: Promote eco-tourism

Character Defining Features

8.1: Existing River Bottom Subdivisions

This CONSERVATION Subarea is characterized by single family homes on multiple acres adjacent to the Snake River. While this subarea is largely developed, it is increasingly inhabited by wildlife because of the effective wildlife friendly design standards that have been implemented in many subdivisions such as tight building envelopes, prohibitions on boundary fencing and strict dog controls. Implementation of such wildlife friendly design best practices will be encouraged throughout existing subdivisions where they may not currently exist. Undeveloped lands should also be designed based on wildlife friendly principles, if non-development conservation cannot be accomplished. Additional public access to the Snake River should be designed and managed to protect wildlife viability.

8.2: Large River Bottom Parcels

This PRESERVATION Subarea is characterized by large lot development and undeveloped crucial habitat that will ideally remain in an undeveloped natural state. Non-development conservation is the preferred land use in this subarea, but private property rights will be respected. Agriculture will continue to be encouraged and accessory uses that facilitate the viability of agriculture may be appropriate. Efforts and incentives should focus on directing development potential out of the subarea into Complete Neighborhoods. Development that does occur should be clustered in a manner that improves the function of the overall network of

wildlife habitat throughout the community. The scale of development should be rural in character, consistent with the historic agricultural compounds of the community. Habitat should continue to be protected and restored, and public access and commercial efforts along the Snake and Gros Ventre Rivers should be managed to respect wildlife use of the area.

8.3: Canyon Corridor

This CONSERVATION Subarea is characterized by river canyons, with highway development parallel to the rivers that is more intense than the development elsewhere in the district. The goal for the future is to reduce impacts on wildlife and scenic resources while respecting ~~existing~~ property rights. Development and redevelopment should incorporate aesthetic features to improve the scenic quality of the highway corridor. Redevelopment should eliminate or reduce non-residential use and implement wildlife friendly and scenic corridor design best practices, if incentives to reduce density are not successful. New development should be located away from the river and screened from the highway, if non-development conservation cannot be accomplished. Measures to avoid or mitigate wildlife vehicle collisions should become a defining characteristic of the subarea, and development should be designed to facilitate the effectiveness of these measures. Public and commercial access to the Snake and Hoback Rivers should be preserved and managed with a focus on stewardship of the ecosystem.

8.4: Hoback Junction

This STABLE Subarea is a small highway commercial neighborhood within the Canyon Corridor (Subarea 8.3). Hoback Junction should continue to provide convenience commercial to the residents of the district and other areas in the southern portion of the community, as well as those traveling through the district. The subarea will also continue to support outdoor recreation businesses, especially those reliant upon the river. Within walking distance of the commercial area the residential character should continue to emphasize single family housing, including workforce housing, on town-sized lots. Future amenities for this subarea might include increased pedestrian connection from residential areas to the commercial area and a park 'n' ride facility to increase transit viability.

District 9: County Valley

2012~~Existing~~ + Future Desired Characteristics

This Rural Area is the location of the majority of the community's iconic scenic vistas. The agricultural open spaces of Spring Gulch, Walton, Hardeman, Poodle, Puzzle Face, Snake River and Melody ranches along with the skylines of the Gros Ventre Buttes define the character of this district. Large areas have been preserved from development by conservation easements, and much of the ~~existing~~ development is well clustered around Spring Creek Ranch and three golf courses. However, there are also older developments adjacent to the river bottom that have historically provided workforce housing.

Scenic vistas should continue to be the primary characteristic of the district. The continuation of agriculture and other means of avoiding development should be encouraged. Development potential that is realized would ideally be directed into a Complete Neighborhood.

Development that does occur should be clustered adjacent to existing development and designed to protect scenic vistas and agricultural viability. Additional non-residential development is inappropriate; however, provision of convenience commercial within ~~existing~~ resort development may provide an amenity for surrounding residents. Both residential and non-residential redevelopment should encourage additional clustering and otherwise reduce scenic and wildlife impacts while preserving workforce housing opportunities.

The other primary characteristic of this district is its transportation role. State Highways 22 and 390, North Highway 89 and Spring Gulch Road traverse this district. These scenic arterial roads serve as our transportation backbone to the north and west. The future character of these roadways should include additional capacity for alternate modes as well as wildlife-vehicle collision mitigation, such as wildlife crossings, and scenic enhancement.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.3.a: Maintain natural skylines
	1.3.b: Maintain expansive hillside and foreground vistas
	1.3.c: Maintain natural landforms

	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
<i>Common Value 2: Growth Management</i>	3.1.b: Direct development toward suitable Complete Neighborhood subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	7.1.e2.d: Complete major transportation project based on Major Capital Group approach key Transportation Network Projects to improve connectivity
	7.2.d3.b: Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

9.1: Jackson Hole Golf & Tennis

This CONSERVATION Subarea in the elbow between the Snake and Gros Ventre Rivers is characterized by medium to low density resort development and housing historically occupied by the workforce. The existing development is visually buffered from North Highway 89 by Grand Teton National Park, but is very important for wildlife movement between the two rivers. The future character of this subarea should be more natural than it is today while respecting ~~existing~~ property rights. Redevelopment projects should be encouraged to restore natural landforms and vegetation and should be designed to increase wildlife permeability if incentives to reduce density are not successful. New development should implement wildlife friendly design best practices if non-development conservation cannot be accomplished. The workforce housing character of the areas of older development should be preserved to the extent possible. The Jackson Hole Golf and Tennis Planned Resort should not expand in footprint or entitlements, but provision of locally oriented services within the existing allowed floor area would benefit the residents of the area and is encouraged. An additional amenity to the subarea could be START service as part of a route from Town to the airport.

9.2: Agricultural Foreground

This PRESERVATION Subarea should remain characterized by agricultural open space. Agriculture and other non-development methods of preserving the ~~existing~~ open space, while respecting private property rights, are the priority. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Where possible, development potential should be directed into the Complete Neighborhoods that border this subarea. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds of the community. Identified road projects through this subarea should increase connectivity for all modes travel, incorporate wildlife crossings or other wildlife-vehicle collision mitigation where appropriate, and include scenic enhancements such as burying the power lines along Highway 22.

9.3: Existing County Valley Subdivisions

This CONSERVATION Subarea borders the River Bottom (District 8) and agricultural open space. It is currently characterized by older, low density, single family, workforce housing, but it is important for wildlife movement. The goal for this subarea is to improve wildlife permeability and maintain the workforce housing character to the extent possible, while respecting private property rights. Improved screening of development using natural vegetation and landforms that draw attention away from the development and toward the adjacent scenic foregrounds should also be encouraged. Redevelopment should be sited and designed to improve wildlife permeability and enhance wildlife habitat connections regardless of whether incentives to preserve workforce housing or reduce density are successful. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

9.4: Gros Ventre Buttes

This CONSERVATION Subarea is characterized by scenic skylines and ~~existing~~ residential and resort-type development, as well as slope habitat for wildlife. Natural skylines should remain the defining characteristic of the subarea, while respecting private property rights. Development and redevelopment should be located and designed to preserve natural skylines, if non-development conservation and incentives to restore natural skylines are not successful. Wildlife habitat and habitat connections should also be protected and enhanced through the location and design of development. In addition, existing highway commercial should be

redeveloped into a residential character more consistent with the rest of the subarea to the extent possible.

District 10: South Park

2012~~Existing~~ + Future Desired Characteristics

South Park is, and should continue to be, the agricultural southern gateway into Jackson. The existing agricultural open space that defines the character of the district provides a scenic foreground for Teton views, wildlife habitat connectivity, reference to our community's heritage and stewardship ethic, and a quiet rural setting for residents. The most important habitat in the district is the Flat Creek riparian corridor; however, the intensity of wildlife vehicle collisions on South Highway 89 shows the importance of the district's open space for wildlife movement in all directions. Existing development is predominately residential and largely occupied by the workforce. It is clustered to the southeastern portion of the district, with the densest areas well screened from the highway by topography, vegetation, and other development. The existing developments are well served individually by pathways, parks, and infrastructure, but lack interconnection and require highway travel to access convenience commercial and other amenities.

The district should maintain the character that it has today. Agriculture and other means of preserving open spaces should be encouraged, and development should be directed into a Complete Neighborhood wherever possible. Development that does occur should be clustered adjacent to existing development. Wildlife habitat connectivity and permeability should be enhanced through existing development and across Highway 89. The Flat Creek corridor should be preserved and enhanced with a focus on wildlife habitat and movement. Provision of START service and possibly a school will be encouraged to better serve the workforce living in and around this district. Future character should also include improved interconnectivity and internal connection to the commercial amenities along South Highway 89 via pathways and potentially via roadways. Roadway connections between existing neighborhoods should be based upon proposals from the affected neighborhoods.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies water bodies , wetlands, and riparian areas from development

	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
<i>Common Value 2: Growth Management</i>	3.1.b: Direct development toward suitable Complete Neighborhoods subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	7.3. da : Develop a land use pattern based on transportation connectivity
	7. 2.d3.b : Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

10.1: Southern South Park

This CONSERVATION Subarea will continue to be defined by clustered housing including workforce housing that allows for wildlife movement. Preservation and enhancement of the wildlife habitat along the Flat Creek corridor and through ~~the existing~~ developed areas is essential for wildlife movement; it is this wildlife use of the Flat Creek corridor that should continue to define its character. The open space interior to this subarea is a defining feature and should be preserved to the extent possible while respecting private property rights through promotion of agricultural use, directing development potential into a Complete Neighborhood, or other methods. Any development of the existing open spaces should be clustered adjacent to existing development. The resident workforce character of this subarea should also be preserved to the extent possible. Redevelopment should be designed to enhance wildlife movement, whether or not efforts to reduce density without decreasing workforce housing opportunities are successful. In the future, residents should be able to travel via pathway and potential via roadway between existing subdivisions and access nonresidential amenities on the highway without using the highway or South Park Loop Road. Roadway connections between existing

neighborhoods should be based upon proposals from the affected neighborhoods. In addition, this subarea should be regularly served by START. When the School District needs additional capacity, southern South Park is an appropriate place for a new school to serve the [existing](#) population that lives south of Town.

10.2: Central South Park

This PRESERVATION Subarea is defined by agricultural open space. The most important of these open spaces is the area between Flat Creek and the highway. This area not only provides the scenic gateway into Town, but also preserves an open area for a wildlife crossing of the highway that would allow for movement of wildlife throughout the district to crucial habitat nearby. Continued agricultural use of the subarea will maintain the open space that defines the district and is the ideal use of the subarea. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate.

Development potential should be directed into Complete Neighborhoods wherever possible, while respecting private property rights. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds and neighborhoods of the community.

District 11: Wilson

2012~~Existing~~ + Future Desired Characteristics

Wilson is a small Complete Neighborhood with a broad reach. While relatively few residents live within the district, many more outside the district rely on it for services and consider it their home. In addition, Wilson is the western gateway into the community for those travelling over Teton Pass. Wilson is characterized by quality social, economic, and natural amenities. It has parks, a community center, an elementary school, childcare, a general store, a hardware store, offices, medical services, restaurants, and bars all within walking distance. Fish Creek and the riparian areas of Wilson provide crucial wildlife habitat and wildlife movement corridors. Surrounding the district is permanently conserved agricultural open space.

Protecting Wilson's ~~existing~~ character while enhancing the district and meeting the community's Growth Management Common Value is the primary issue in Wilson. Wilson's future character should be consistent with that which endears it to so many community members today. The district's residential subareas should have stable character and Wilson should continue to provide locally-oriented commercial and neighborhood amenities that limit the need for trips from the west bank into Town. The provided services should be supported by the residents of the district and those otherwise passing through the district without relying on additional development potential or attracting trips from elsewhere in the community. Pedestrian connectivity in the district should be enhanced by improved pedestrian access from the residential subareas into the commercial core, a more pedestrian-oriented design of the commercial core, and safe and convenient pedestrian crossing of Highway 22 in the commercial core and at the school. In addition, START should become a more convenient and viable option for residents of Wilson and surrounding areas. Wildlife will continue to inhabit and move through the periphery and riparian corridors of Wilson.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies water bodies , wetlands, and riparian areas from development
	3.2.b: Locate nonresidential development into Complete Neighborhoods

<i>Common Value 2: Growth Management</i>	3.2.d: Emphasize a variety of housing types
	3.2.f: Enhance natural features in the built environment
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	6.2.c: Encourage local entrepreneurial opportunities
	7.1. ae : Increase the capacity for walking, biking, carpooling and riding transit use of alternative transportation modes

Character Defining Features

11.1: Wilson Commercial Core

This TRANSITIONAL Subarea is defined by its future character as a vibrant, mixed use, active, pedestrian core. It will retain its commercial character, providing locally-oriented commercial uses that serve the residents and visitors of Wilson without attracting additional vehicle trips. Small unit attached and detached housing, including workforce housing, should be added to enhance the residential character of the subarea. However, buildings should continue to be no more than two stories. Development should be set back from, but also oriented toward, Fish Creek and ~~Edmiston~~[Edminston](#) Spring Creek to preserve their ecological value while drawing attention to them as natural amenities. The design of the Highway 22 corridor is key to addressing all users of the commercial core. Calming highway traffic and improving highway crossings will enhance the pedestrian character of the subarea, inviting residents of the district to travel by foot or bike into the commercial core. Pedestrian and bicycle infrastructure should be separated from the highway, and a median should be added to the highway cross section. At the eastern and western entrances to the subarea, buildings should be pulled to the highway to create a gateway into the core. Within the core, buildings may be pushed back further from the street to allow an on street parking character without requiring parking on the highway. However, the majority of the parking should be located behind buildings or screened from view.

11.2: Wilson Townsite

This STABLE Subarea is defined by its history as the original Wilson townsite. The 50 foot by 150 foot lot pattern should be preserved and creation of smaller or larger lots should be discouraged. Each lot should contain a single family home with a possible accessory residential unit. Building size should be consistent with the [2012existing](#) character of the subarea. Protection of this character will allow this subarea to continue to provide workforce housing opportunities. Wildlife permeability should be maintained through the location and design of development and redevelopment. Streets should continue to be rural in character with natural drainage swales and no sidewalks, while being enhanced with off street pathways connecting the residential subareas of Wilson to the commercial core.

11.3: Wilson Meadows

This STABLE Subarea is defined by larger platted lots than the Wilson Townsite and serves to blend the townsite density into the more rural surroundings. The one to two-acre lots in this subarea should continue to be developed with detached single family homes. Development should be located and designed for wildlife permeability. Development should be set back from Fish Creek and the adjacent riparian area [in-order](#) to preserve their habitat function. Pedestrian and bike connections to the commercial core would enhance the livability of this subarea, and connections from other subareas of the district to the school would enhance the livability of the entire district. At the school, traffic should be slowed and a safe Highway 22 crossing for schoolchildren and other pedestrians is encouraged.

11.4: South Wilson

This STABLE Subarea, south of the commercial core, is defined by wildlife movement and larger lots than the rest of Wilson. It is less developed than the subareas to the north and serves as a corridor for wildlife to move from the Teton Pass area to Fish Creek and the Snake River. One detached residential unit per three acres or more will continue to characterize development. Obstructions to wildlife movement should be avoided or minimized through development and redevelopment. Of special consideration are Fish Creek, [EdmistonEdminston](#) Spring Creek and the wetlands of this district, which should be protected and enhanced to provide habitat and habitat connectivity. The proximity of this subarea to the commercial core, coupled with its relatively low density, should allow pedestrians and cyclists to share the internal roads with vehicles [in-order](#) to access the amenities of the commercial core.

District 12: Aspens/Pines

2012 Existing + Future Desired Characteristics

The Aspens/Pines Complete Neighborhood is characterized by a variety of housing types and non-residential uses developed in distinct subareas. Highway 390 runs through the middle of the district, connecting and separating the different subareas. To the west of Highway 390 is a master planned community with a commercial core as well as a mix of detached single family units and clustered multifamily units occupied by the workforce, retirees, and visitors. The commercial core provides local convenience commercial, office space and resort-type recreational amenities to the diverse residents of the area. To the east of the highway is a gradient of development intensity that ranges from non-residential and medium density workforce housing in the south to low density housing, including workforce housing, and a few highway commercial establishments in the north. The district is adjacent to the Snake River corridor and contains riparian habitat and open spaces that serve as wildlife movement corridors.

In the future, this district should have a more cohesive character, highlighted by better connectivity and increased workforce occupation of existing units. Non-residential use should be consolidated to the commercial core on the west side of the road to the extent possible. The highway corridor should be redesigned to be safe for all modes of travel as well as wildlife. Both sides of the highway should be connected to the commercial core by pedestrian infrastructure, and the district should become better connected to the rest of the community through increased START service. Development should be designed for wildlife permeability, and the riparian habitat in the district should be protected and enhanced.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies water bodies, wetlands, and riparian areas from development
<i>Common Value 2: Growth Management</i>	3.2.b: Locate nonresidential development into Complete Neighborhoods
	3.2.d: Emphasize a variety of housing types

	3.2.e: Promote quality public spaces in Complete Neighborhoods
<i>Common Value 3: Quality of Life</i>	5.2.a: Provide a variety of housing options 5.2.d: Encourage deed-restricted rental units
	5.3.b: Preserve existing workforce housing stock
	6.2.b: Support businesses located in the community
	6.2. b _e : Support businesses _{business} located in the community because of our lifestyle
	7.1. a _e : Increase the capacity for walking, biking, carpooling and riding transit _{use of alternative transportation modes}
	7.1. e2.d _e : Complete major transportation project based on Major Capital Group approach _{key Transportation Network Projects to improve connectivity}
	7.2. d3.b _d : Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

12.1: Aspens/Pines Commercial Core

This TRANSITIONAL Subarea should redevelop to become a more vibrant, active, pedestrian, mixed use core. The ~~existing~~ mix of local and visitor services as well as office opportunities for business located in the community because of our lifestyle should be preserved as the subarea redevelops. Non-residential development in other parts of the district would be better located within this subarea as well. Residential opportunities should be incorporated into the subarea without adding height to the ~~existing~~ two-story character. As redevelopment occurs it should become more oriented toward a complete “main street” parallel to the highway that may be a continuation of the existing frontage road. The “main street” should be developed with pedestrian-oriented buildings on both sides. In areas between the “main street” and the highway, buildings should address both frontages. The existing pathway and other pedestrian

infrastructure should connect this subarea to residential subareas. Parking should be consolidated off of the main street and double as a park n' ride facility in conjunction with increased START service to the district.

12.2: 390 Residential

This largely developed STABLE Subarea is characterized primarily by detached single family homes, including homes occupied long-term by the workforce. In the future, the ~~existing~~ denser development in the southern portion of the subarea should be designed to better blend into this character. The northern portion of the subarea, within walking distance of the Aspens/Pines Commercial Core (Subarea 12.1), is an appropriate location for additional units that have been directed out of Rural Areas. ~~Non-Existing non-~~residential development should be directed into the Aspens/Pines Commercial Core (Subarea 12.1) to the extent possible. Enhancements to the district should include increased wildlife permeability and improvements to the connectivity within the subarea and to other subareas of the district. Highway access should be consolidated to the extent possible ~~in order~~ to minimize congestion on the highway and enhance the sense of community within the subarea. Year-round pedestrian connections should be established to the existing pathway across the highway that connects to the commercial core.

12.3: Aspens/Pines Residential

This STABLE Subarea should remain a mix of housing types organized around open space. The subarea will continue to be characterized by retiree, workforce, and visitor occupation; however, a more year-round, workforce character will be encouraged. The wildlife permeability that comes from clustered development around open space should be preserved. The Aspens common area should be enhanced into a higher-quality public space with better connection to the Aspens/Pines Commercial Core (Subarea 12.1). Throughout the subarea, year-round pedestrian amenities should be improved ~~in order~~ to reduce the need for vehicle travel within the district.

District 13: Teton Village

2012~~Existing~~ + Future Desired Characteristics

Teton Village is a resort community that serves as a major employment center and economic driver for Teton County, particularly in the winter. The district is organized around the Jackson Hole Mountain Resort and is defined by a high intensity core, dominated by lodging and other visitor-oriented non-residential uses in some of the largest buildings in the community. Outside of the core are lower intensity residential areas surrounded by scenic agricultural open spaces. Teton Village is well-served by public utilities and has access to some locally-oriented services and amenities. However, a lack of pedestrian connectivity between residential and non-residential areas, limited local convenience commercial and a lack of full-time residents prevent Teton Village from feeling like a true village.

In the future, Teton Village's world class resort character should be enhanced to include a village feel through the addition of a year-round community. Planned restricted workforce housing will provide a base of full-time residents as well as reduce peak traffic on the Moose-Wilson road. Additional units, which would be directed out of Rural Areas and into the ~~existing~~ Teton Village footprint and designed for occupancy by year-round residents, should be encouraged to further enhance the village character in the district and communitywide Growth Management goals. Local convenience commercial, a school, or other amenities that support permanent residency will be needed as a year-round character is developed. A reallocation or increase in amount of commercial allowed in the district may be appropriate to achieve this goal.

Coordination of the two Resort Master Plans that govern the majority of the district will be crucial to enhancing the ~~existing~~ Teton Village resort into a cohesive village resort community. This effort should be focused on reworking the amount, location, and design of allowed development to accommodate a year-round village character while retaining the quality and competitiveness of the ~~existing~~ resort. Intensity of development should step down from an expanded commercial core to lower density residential areas at the edges of the district, where it interfaces with adjacent agricultural lands and open space. As the intensity of development decreases, wildlife permeability should become a greater emphasis of design. In the future the district should benefit from improved circulation for pedestrians and vehicles and enhanced public transit – both within the Village and to key destinations such as Town, the airport and Grand Teton National Park.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.3.b: Maintain expansive hillside and foreground vistas
<i>Common Value 2: Growth Management</i>	3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods
	3.2.b: Locate nonresidential development into Complete Neighborhoods
	3.2.c: Limit lodging to defined areas
	3.2.d: Emphasize a variety of housing types
	3.2.e: Promote quality public spaces in Complete Neighborhoods
<i>Common Value 3: Quality of Life</i>	5.2.a: Provide a variety of housing options 5.2.d: Encourage deed-restricted rental units
	6.2.a: Enhance tourism as the basis of the economy
	6.2.b: Support businesses located in the community because of our lifestyle
	6.2.c: Encourage local entrepreneurial opportunities
	6.3.a: Ensure year-round economic viability
	7.1.a: Increase the capacity for walking, biking, carpooling and riding transit the use of alternative transportation modes

Character Defining Features

13.1: Teton Village Commercial Core

The future character of this TRANSITIONAL Subarea is a walkable, urban commercial core. Development of this subarea should occur from the ~~existing~~ Village core toward the highway between the access roads. The location of transit hubs and the layout of the interconnected complete streets will define circulation in the district. A pedestrian mall anchored at one end by the tram and at the other by a future community building should act as the district's primary mixed use corridor. The subarea should include local and visitor-oriented non-residential uses that enhance our tourist economy and provide an inviting atmosphere for entrepreneurs and business located here because of our lifestyle. Multifamily workforce housing, separated from lodging but with access to amenities, should be located toward the edges of the subarea. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Buildings should be set close to street corridors with height and bulk decreasing from the core to the periphery, stepping down from multi-story, multi-use buildings near the base of the Mountain Resort to two or three-story buildings along the eastern edge, eventually transitioning to a park, recreational fields or open space as a visual buffer along the highway. Pathways and sidewalks leading out of the commercial core should be implemented to improve connectivity with adjacent residential subareas.

13.2: Teton Village Residential Core

This TRANSITIONAL Subarea is comprised of ~~existing~~ multifamily housing and the area planned for future development of a variety of housing types. Its future character will be as a residential subarea with a mix of housing densities and types, workforce housing opportunities. Density should decrease from the areas adjacent to the Teton Village Commercial Core (Subarea 13.1) to the south. Development along the northern edge could consist of multifamily housing to blend the bulk of the Teton Village Commercial Core (Subarea 13.1) into the subarea. Development along the western edge will be of a style and scale compatible with adjacent ~~existing~~ residential development. Farther south, density will decrease to large ~~existing~~ single family lots and be designed to be more permeable for wildlife. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Pathways, trails and transit service connecting this residential subarea to the Teton Village Commercial Core (Subarea 13.1) should be designed to provide access to amenities.

13.3: Teton Village Single Family

This STABLE Subarea is characterized by ~~an existing~~ lower density residential development pattern. The pattern of single family lots should continue to be permitted and preserved in this

portion of the district. Development should work with the topography, rather than against it, with buildings constructed into the hillside to avoid significant grading and protect the forested hillside views. Houses should be designed to allow wildlife movement through the subarea. Additional residential potential may be directed into this subarea from Rural Areas if it can be incorporated into the existing character as year-round workforce housing. Increased pedestrian and shuttle connections into the Teton Village Commercial Core (Subarea 13.1) should be encouraged ~~in order~~ to provide enhanced access to amenities and recreation.

District 14: Alta

2012~~Existing~~ + Future Desired Characteristics

Alta is one of the last districts in the County to have its character predominantly defined by active agriculture. Agriculture and its inherent benefits – including scenic vistas, wildlife use and local crop production – combine to serve as the primary basis of the Alta economy. Alta’s limited residential and non-residential development is generally dispersed; however, Alta does have a core of clustered workforce housing around a park, school, and library. Alta remains reliant on Teton County, Idaho for most retail needs and some municipal services.

Maintenance of agricultural character is the priority in Alta. Future development should be directed into the Alta Core (Subarea 14.2) as infill or clustered adjacent to existing development, while respecting private property rights. The Alta Core (Subarea 14.2) provides more compact single family uses, a limited amount of non-residential and commercial uses and several community amenities. Pedestrian connectivity should be improved in the Alta Core (Subarea 14.2) and the district should be further enhanced by connecting the community to South Leigh Canyon via the completion of State Line Road. Grand Targhee Resort should develop consistent with its recently approved master plan.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.b: Protect wildlife from the impacts of development
	1.1.c: Design for wildlife permeability
	1.2.a: Buffer waterbodies <u>water bodies</u> , wetlands and riparian areas from development
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
	3.1.b: Direct development toward suitable Complete Neighborhood subareas

<i>Common Value 2: Growth Management</i>	3.1.c: Maintain rural character outside of Complete Neighborhoods
	3.5.a: Cooperate with regional communities and agencies to implement this Plan
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	7.1. ae : Increase the capacity for <u>walking, biking, carpooling and riding transit</u> use of alternative transportation modes
	7.3. da : Develop a land use pattern based on transportation connectivity

Character Defining Features

14.1: Alta Farmland

This PRESERVATION Subarea is characterized by large parcels and accounts for the majority of the land area in Alta. The highest priority for this subarea is to preserve agricultural lands and uses, while respecting private property rights. -Agriculture will be encouraged through regulatory exemptions and allowances. Existing home business, contractor and other accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Development potential should be directed into the Alta Core (Subarea 14.2) wherever possible. Development that does occur should be clustered near existing development and be designed to protect the viability of agriculture and wildlife permeability. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. The preservation of scenic vistas, wildlife habitat, riparian areas and wildlife permeability is another priority. A key transportation project for this subarea that will improve connectivity, reduce vehicle miles traveled and improve the sense of community is completing the connection of State Line Road to South Leigh Creek Canyon.

14.2: Alta Core

This STABLE Subarea is presently characterized by the Alta School, the Alta Library, a church, a partially complete park, lodging and a cross country ski track. These amenities are located next to subdivisions with lots ranging in size from 1/3 to 5 acres. The goal for this subarea is to

maintain ~~existing~~ character while allowing for infill of 1/3-acre lots to accommodate the preservation of agricultural lands. Development should be located within walking distance of community amenities, and individual developments should be interconnected. Commercial uses should not expand; however, efforts to revitalize existing commercial uses are appropriate and should be of a nature and scale to protect the character of the Alta community. Completing the park is a priority.

14.3: Grand Targhee Resort

The focus of this TRANSITIONAL Subarea is to create a year-round, small scale resort community that is pedestrian-oriented. A primary objective is to enhance year-round visitation and to provide recreation and job opportunities for the local community. This subarea will develop in accordance with the recently approved master plan. The master plan is intended to be dynamic and subject to some evolution in design but not density, intensity, or footprint.

District 15: County Periphery

2012~~Existing~~ + Future Desired Characteristics

The County Periphery is by far the largest of the Character Districts, encompassing the agricultural lands and open space that surround the more developed areas of the Town and County. The character of the County Periphery is overwhelmingly rural. ~~Development~~Existing development consists primarily of single family dwellings on large lots and dispersed non-residential uses such as dude ranches, outfitters, schools and limited local commercial. The prevalence of landscape over built form supports crucial wildlife habitat and migration corridors at the interface between private and Federal lands. The open spaces also provide scenic vistas, particularly in the foreground along the highway in areas such as Buffalo Valley. While the district is characterized by relatively dispersed development, the County Periphery contains a handful of small, remote communities including Buffalo Valley, Red Top and Kelly, each with a distinct, strong identity.

In the future, the County Periphery should remain rural in character, with a focus on preservation of wildlife habitat, wildlife movement corridors, scenic vistas, agriculture and open space, while respecting private property rights. New development should be directed into Complete Neighborhoods elsewhere in the community or clustered near existing development. Development that does occur should be clustered and designed to protect wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The preservation of the small outlying communities in the district is a priority. Improvements to roadways, connectivity and convenience commercial access in key locations should be encouraged ~~in order~~ to enhance livability and self-sufficiency and reduce vehicle trips into Town. Coordination with neighboring federal agencies is important to ensure these communities remain viable.

Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.1.b: Protect wildlife from the impacts of development
	1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
	1.3.b: Maintain expansive hillside and foreground vistas

	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
<i>Common Value 2: Growth Management</i>	3.1.b: Direct development toward suitable Complete Neighborhood subareas
	3.1.c: Maintain rural character outside of Complete Neighborhoods
	3.5.a: Cooperate with regional communities and agencies to implement this Plan
	3. 3 .d 5 .b : Strive not to export impacts to other jurisdictions in the region
<i>Common Value 3: Quality of Life</i>	7. 2 .d 3 .b : Reduce wildlife and natural and scenic resource transportation impacts

Character Defining Features

15.1: Large Outlying Parcels

This PRESERVATION Subarea is characterized by open space and rural character. It is comprised of large lots and isolated smaller lot subdivisions surrounded by public land. Generally the subarea has limited, clustered built form and provides critical wildlife habitat and movement corridors. Conservation is a priority, with a focus on preserving wildlife habitat and connectivity, while respecting private property rights. Development potential should be directed away from these critical areas where possible. Development that does occur should be clustered and designed to protect, wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Given the remote nature of this subarea, on-site renewable energy and coordinating provision of services with adjacent jurisdictions is encouraged. Environmentally-sensitive roadway system enhancements that minimize impacts to the environment while improving the safety of access should be pursued.

15.2: Game Creek/South Fall Creek

This CONSERVATION Subarea is characterized by single family homes on multiple acres that are removed from the core of the community and surrounded by National Forest. The priority in this subarea is preserving and enhancing wildlife permeability while respecting private property rights. Incentives to reduce density and the human impact on wildlife habitat through redevelopment should be explored. Redevelopment should be designed to improve wildlife permeability and enhance wildlife habitat connections, if incentives to reduce density are not successful. Where lot combination is achieved, development should still be of a scale consistent with ~~2012~~[existing](#) character. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

15.3: Buffalo Valley

This PRESERVATION Subarea stretching from Moran to the base of Togwotee Pass is the scenic gateway to the National Parks and our community for drivers coming from the northeast. The focus of this subarea will be preserving the scenic agricultural foregrounds as well as a year-round community. Like existing development, new development should be clustered and be designed to preserve the scenic agricultural foregrounds. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Ideally, development will be occupied by year-round residents that will continue to support the convenience commercial and elementary school amenities that define Buffalo Valley as a community. Opportunities may exist to coordinate with adjacent federal land managers and ~~concessionaires~~[concessioners](#) that are in need of workforce housing. Maintaining the ~~existing~~ blend of resort, local convenience commercial and dude ranch uses will keep the subarea viable and self-sufficient and reduce the need for residents to travel into Town.

15.4: Kelly

This CONSERVATION Subarea is characterized by the original Kelly townsite and surrounding lower density residential development on the hillside. The focus in this subarea will be on maintaining the existing development pattern while seeking opportunities for improved wildlife permeability in crucial areas for wildlife. The local school and small store that provide many needed amenities to residents should be maintained, but allowances for solely commercial uses should not be expanded. Future development should be limited to promote wildlife permeability and protect rural character, though private property rights will be respected. A reduction of density through lot combinations or additional conservation will be encouraged. New structures should be limited to a scale consistent with a 50 by 150 lot ~~in-order~~

to match ~~existing~~ character, even where lot combination is achieved. All development should be designed to facilitate wildlife movement.