

JACKSON | TETON COUNTY



Comprehensive Plan



06 April 2012

ecosystem stewardship | growth management | quality of life

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OUR VISION | EXECUTIVE SUMMARY

Jackson | Teton County Comprehensive Plan

ecosystem stewardship | growth management | quality of life



Our Vision

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

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.



“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.”



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.

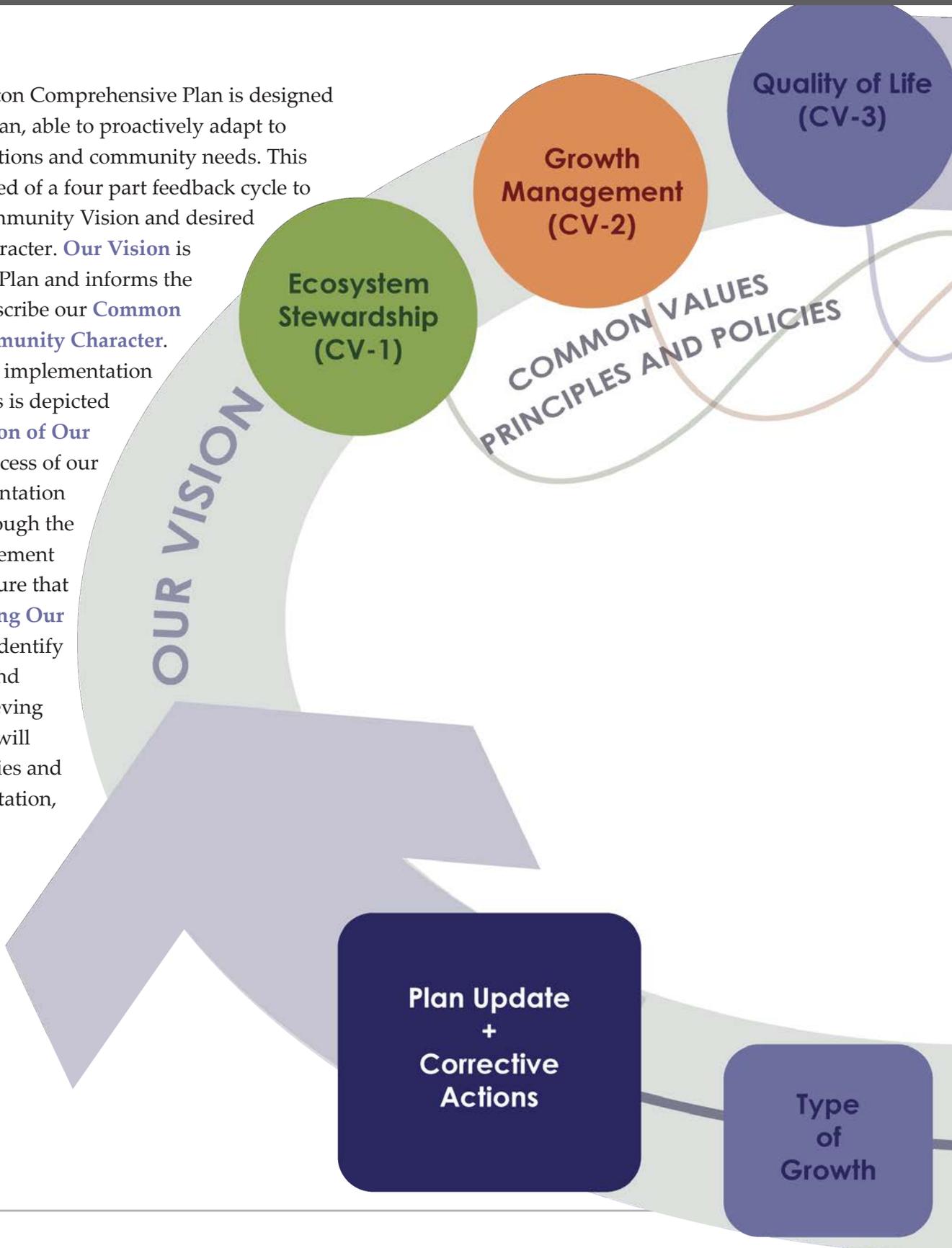


ILLUSTRATION OF OUR VISION

ACHIEVING OUR VISION

GROWTH MANAGEMENT PROGRAM

Location of Growth

Amount of Growth

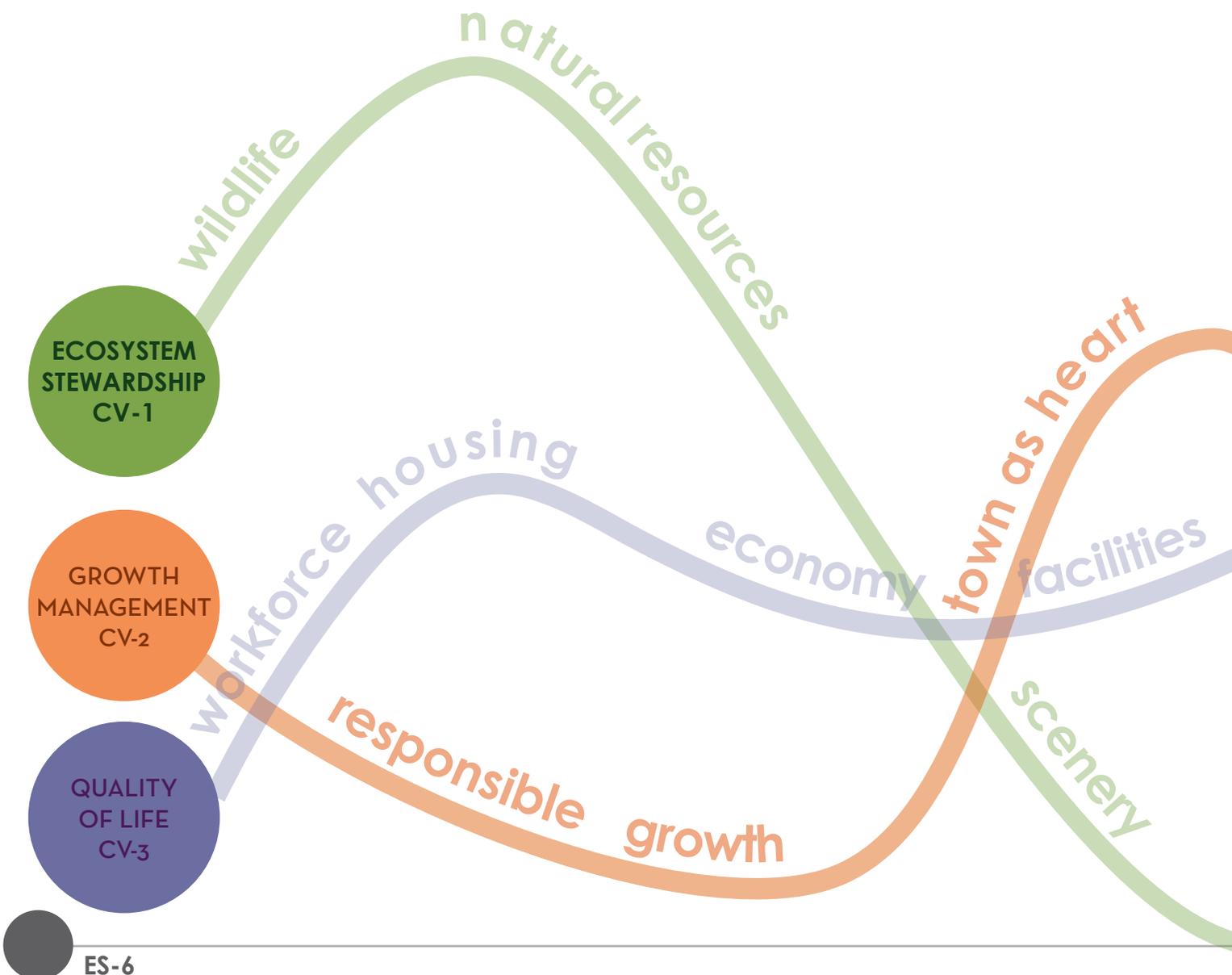
Annual Work Plan

Annual Indicator Reports

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:

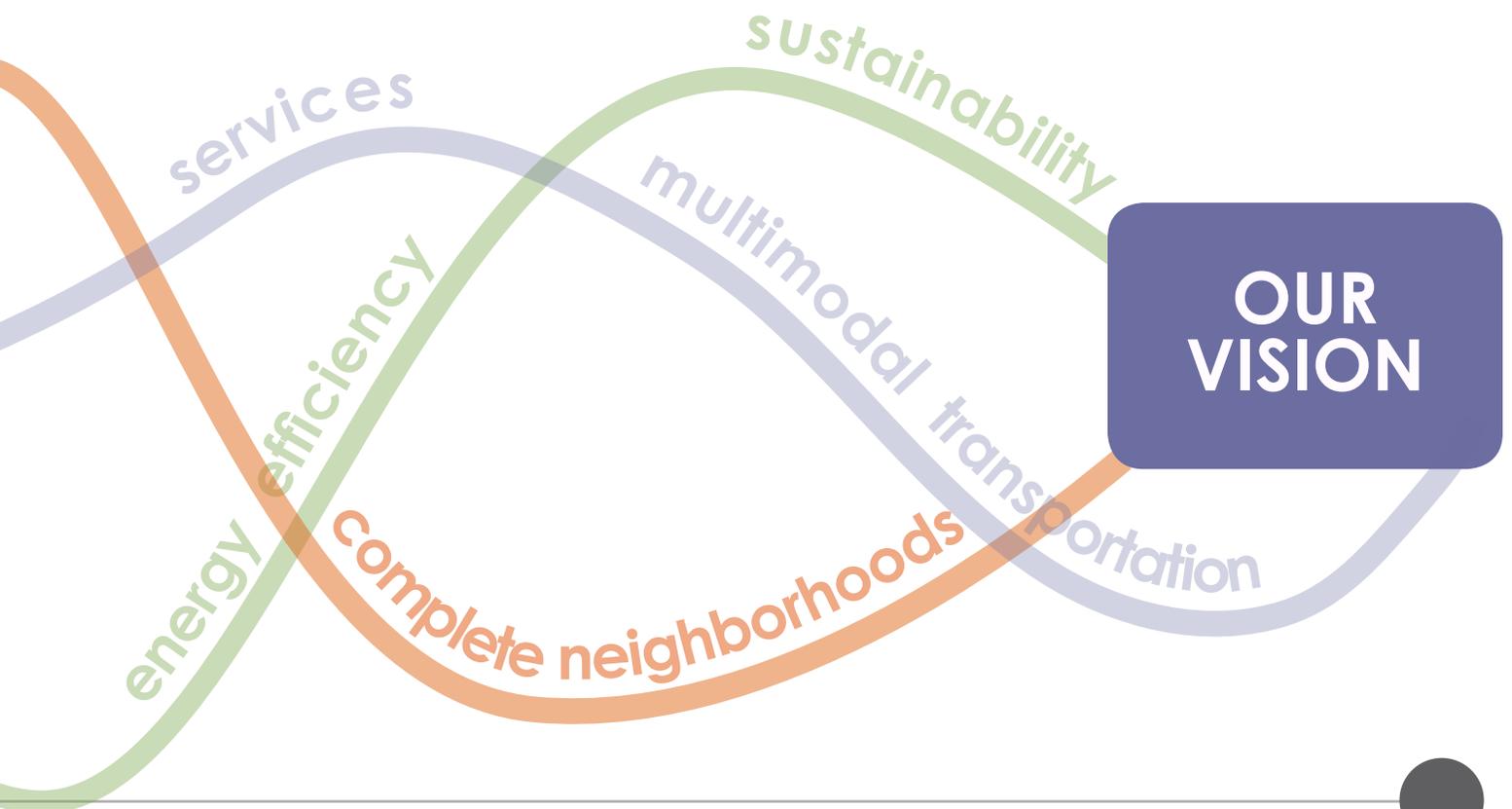
- Ecosystem Stewardship (CV-1)
- Growth Management (CV-2)
- Quality of Life (CV-3)



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

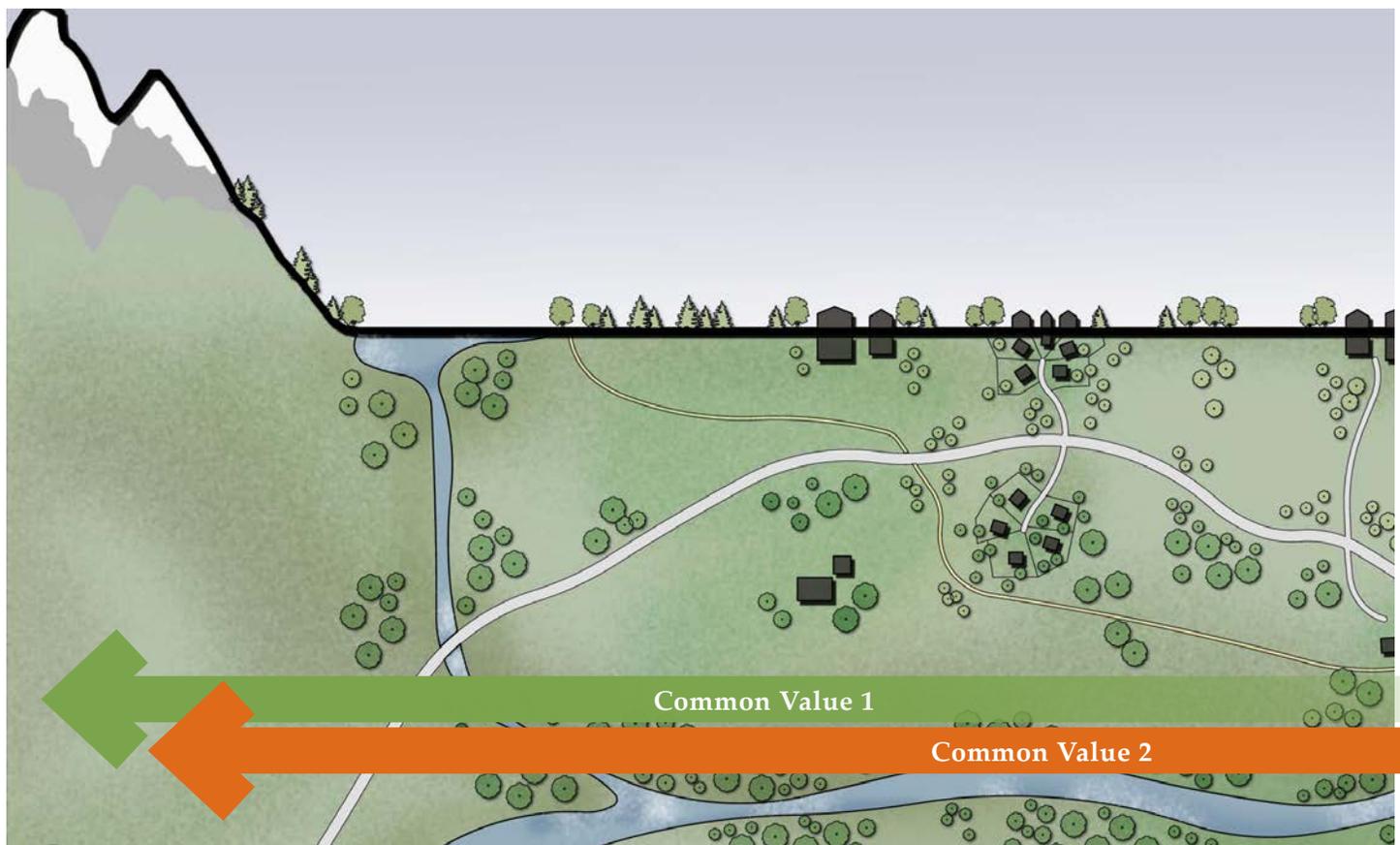
Growth Management (CV-2)

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 polices, we commit to predictable, accountable, and measurable pursuit of our Vision and desired community character.

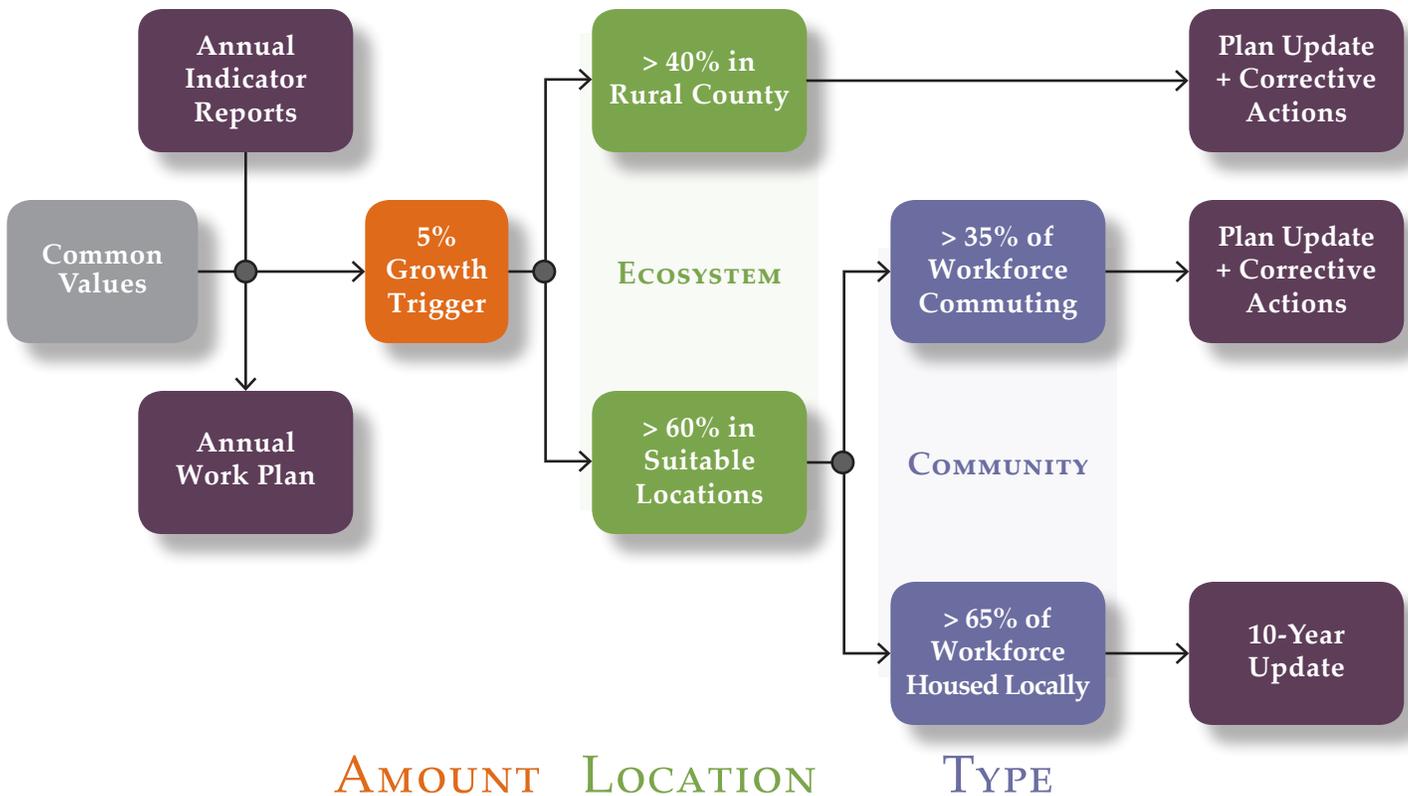


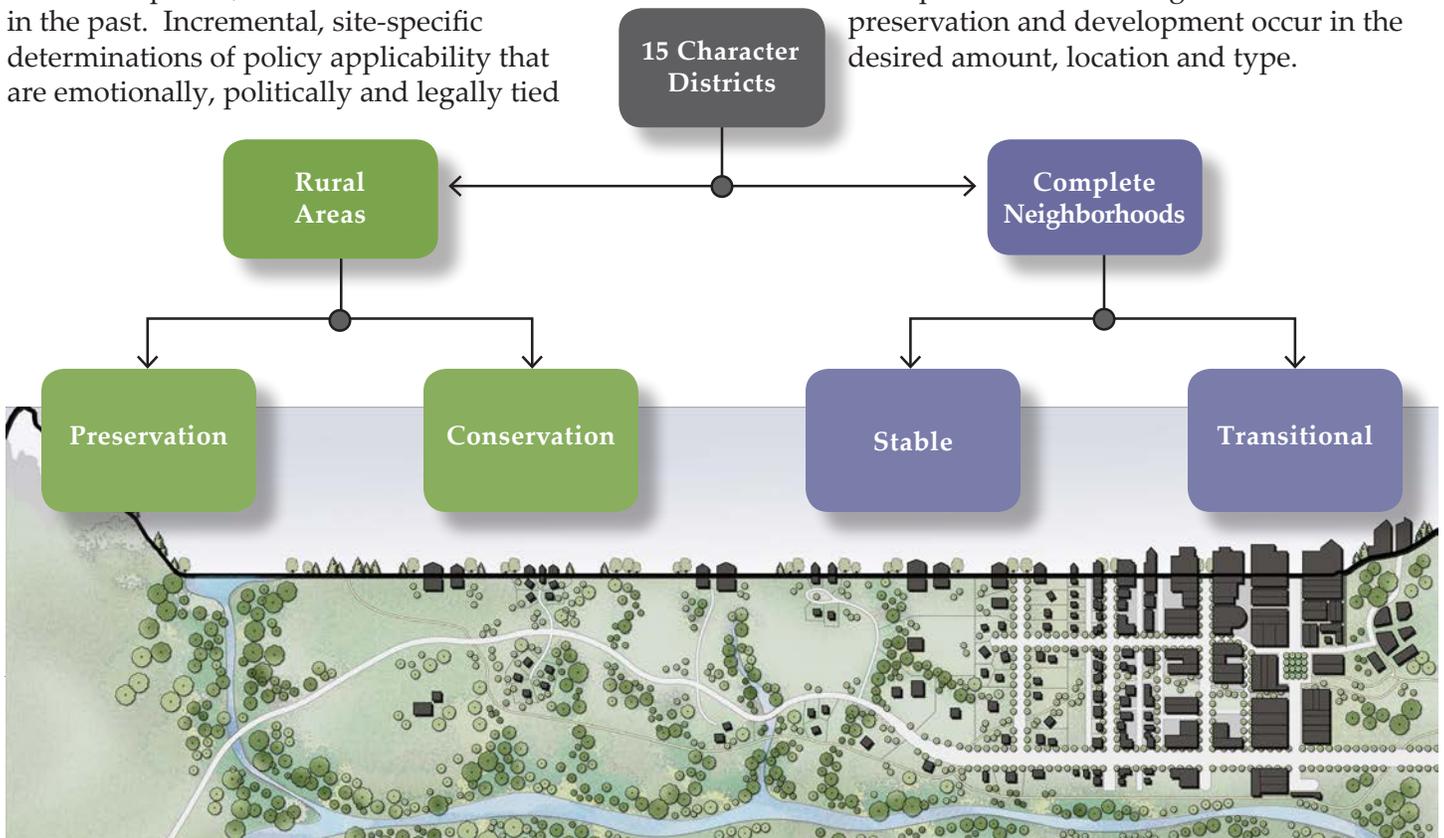
Illustration of Our Vision

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.

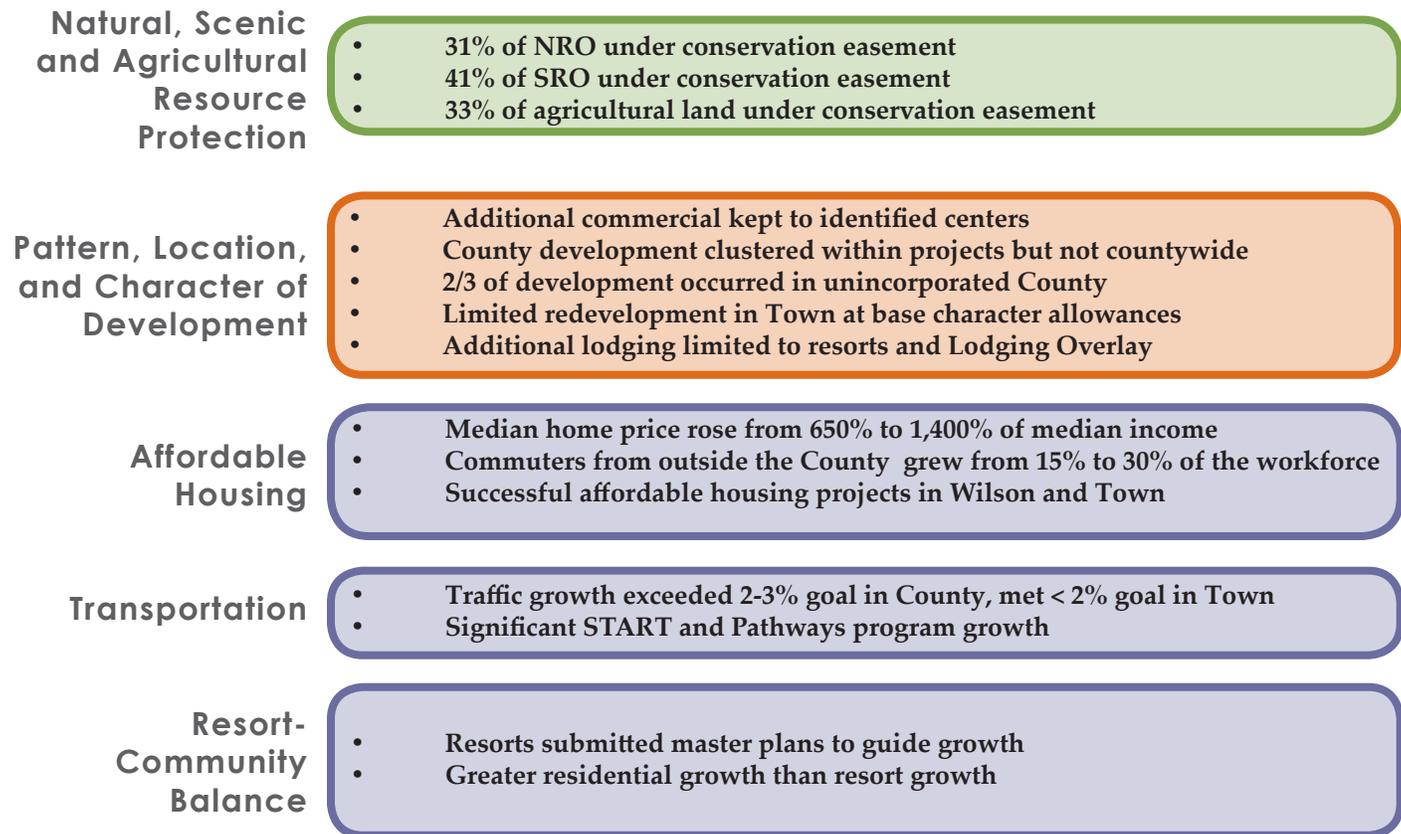
The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information we can determine what policies and 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)

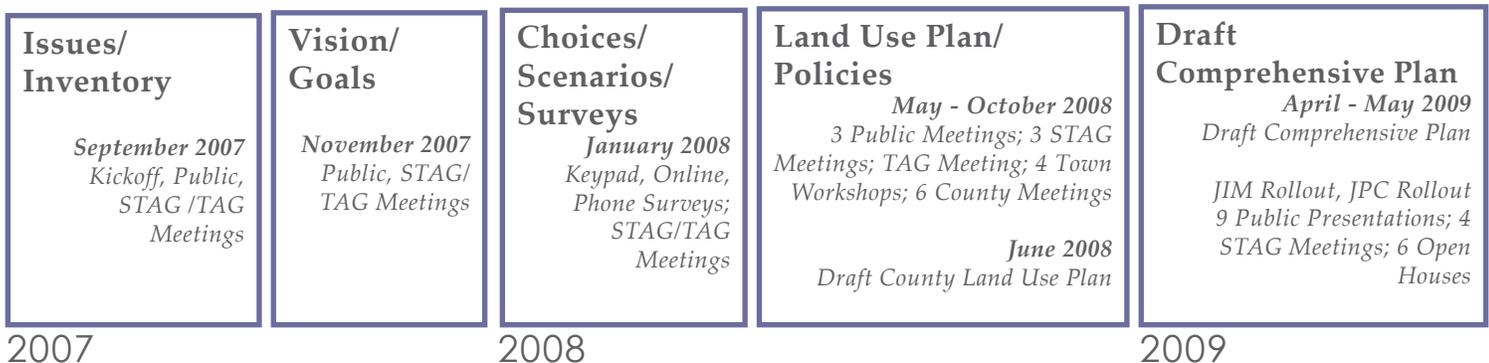
The 1994 Plan set the foundation for our Vision and Common Values of Community Character described in this document. This Plan builds on that foundation and the lessons learned from the 1994 Plan to advance the implementation of the community's Vision.

What Happened (1994-2011)



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.



Lessons Learned

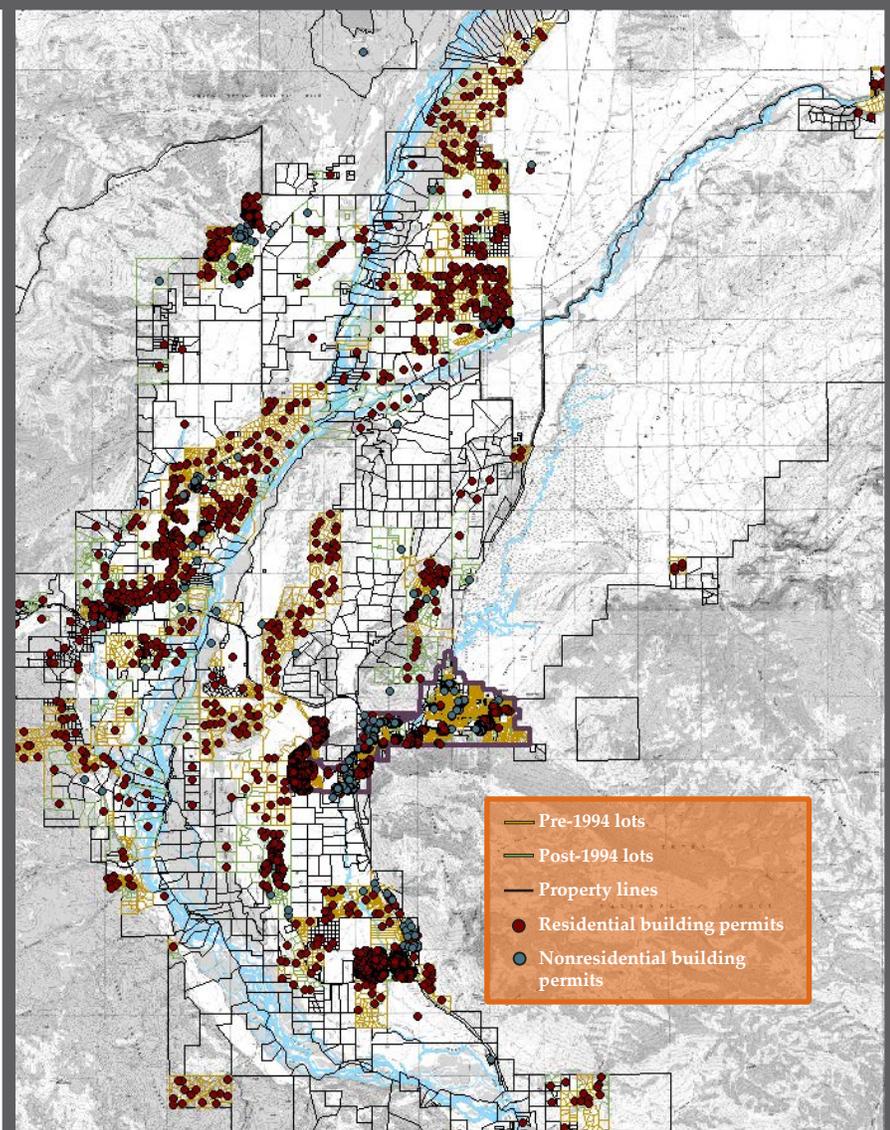
Expand toolbox to further protect sensitive lands

Predictably and proactively plan and monitor for desired amount, location, and type of growth for all areas

Enhance our ability to house those who work in our community.

Expand efforts for mode shift and adjusting land use patterns.

Focus on utilizing existing capacity rather than expanding or adding resorts and create atmosphere for development of year-round business



Joint PC Review

May 2009 -
September 2010
41 Public Hearings with Public
Comment
Buildout/Employee Generation
Taskforce
Roundtable Meeting with
Stakeholders
May 2010
PC Preliminary Draft
September 2010
PC Certified Draft

2010

Vision, Common Values, Achieving Our Vision

February - June 2011
Joint Elected Officials'
Review
10 Public JIMs
(5 with Public Comment)
June 2011
Final Chapters Draft
July 2011
Chapters Approved

2011

Illustration of Our Vision

July 2011 - March 2012
11 Community Workshops
Joint PC/Elected Review
December 2011
Draft Character Districts
February 2012
2 Joint PC Hearings with Public
Comment
PC Certified Character Districts
March 2012
2 JIMs with Public Comment
Joint Elected Approval

2012

Adoption

April - May 2012
1 JIM Hearing with
Public Comment
April 2012
Approved Plan
May 2012
Adopted Jackson/
Teton County
Comprehensive Plan

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:

ECOSYSTEM STEWARDSHIP (CV-1)

- *Tiered Natural Resource Overlay (NRO) to protect wildlife habitat with the most critical habitats subject to the greatest density, intensity, and design restrictions*
- *Scenic Resources Overlay (SRO) to protect natural skylines, foregrounds, and forested hillsides*
- *Wildlife permeability and wildlife/human conflict design requirements*
- *Clustering and buffering requirements and incentives*
- *Expanded tools, funding and programs for wildlife protection*
- *Sustainability program including green buildings, zero waste goals, renewable energy, transportation mode shift program*

GROWTH MANAGEMENT (CV-2)

- *Joint Town and County planning and implementation of plan*
- *Continued legacy of concentrating 60% of growth on only 7% of private land*
- *Defined Rural Areas and Complete Neighborhoods in the Town and County*
- *Lodging restricted to Lodging Overlay (LO) in Town and Planned Resorts in the Town and County*
- *Predictability through commitment to direct zoning and well defined performance based incentives*
- *Consideration and cooperation with greater region*

QUALITY OF LIFE (CV-3)

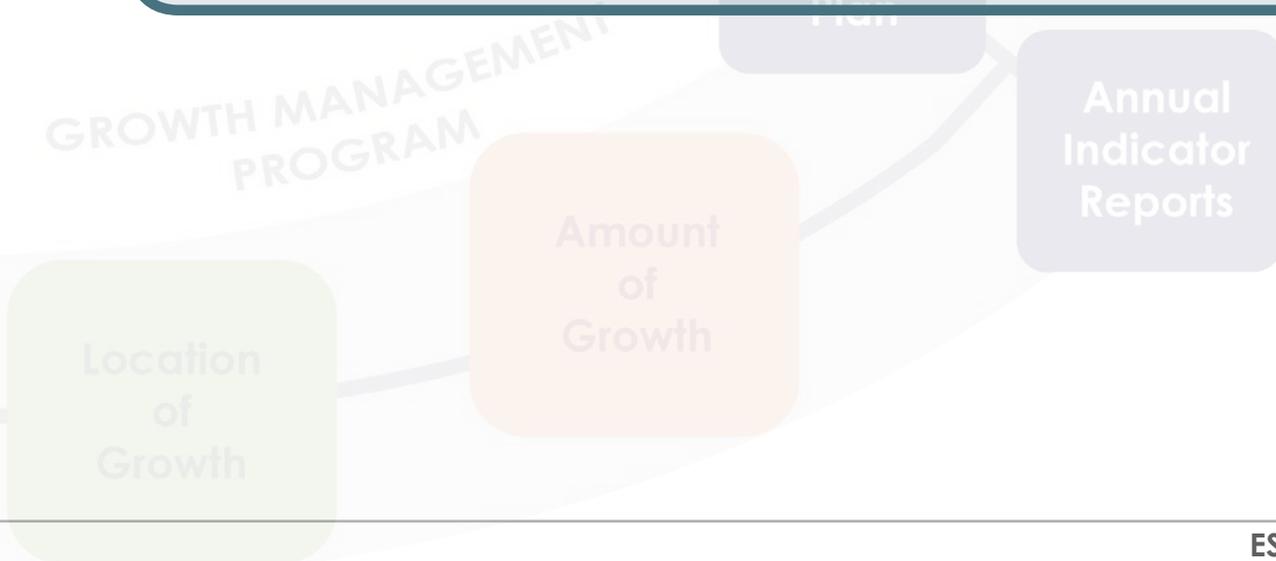
- *Ensure we house over 65% of the workforce locally*
- *Mitigate impacts from new development and address loss of existing workforce housing stock*
- *“Better not bigger” economic philosophy that shifts our economy toward sustainable businesses and year-round lifestyle-based tourism*
- *Meet future transportation demand through alternative modes*
- *Create a safe, efficient, interconnected multimodal transportation network*

ACHIEVING OUR VISION

- *A natural systems-based Growth Management Program with trigger, targets, and corrective actions to adaptively manage the amount, location, and type of growth*
- *Annual monitoring and prioritization of strategies allows the Plan to be living and iterative*

ILLUSTRATION OF OUR VISION

- *Instills a concept of Character Districts setting the stage for form-based solutions in areas of the community*
- *Identifies Transitional Subareas with appropriate development types that meet community goals*
- *Identifies Stable Subareas to ensure the protection and enhancement of traditional neighborhoods and existing character*
- *Identifies Conservation Subareas with appropriate wildlife habitat and scenic vista goals for redevelopment*
- *Identifies Preservation Subareas to ensure the protection of wildlife habitat, scenic vistas, agriculture, and rural character*





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. 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.

How are we going to achieve Ecosystem Stewardship?

Section 1. Stewardship of Wildlife, Natural Resources and Scenery

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

Section 2. Climate Sustainability through Energy Conservation

- Reduce consumption of non-renewable energy (Principle 2.1)
- Reduce energy consumption through land use (Principle 2.2)
- Reduce 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)



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 section address?

Principle 1.1 - Maintain healthy populations of all native species

Principle 1.2 - Preserve and enhance water and air quality

Principle 1.3 - Maintain the scenic resources of the community

Principle 1.4 - Protect and steward open space

Why is this section addressed?

Our abundant wildlife, natural and scenic resources are internationally renowned. These resources 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 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 do not conform to jurisdictional boundaries. This makes wildlife susceptible to the impacts of local development, transportation and energy consumption policies.





Privately owned lands in the county continue to provide critical habitat for many species. The community respects land owners' private property rights while acknowledging that effective stewardship of wildlife requires protecting critical areas from the impacts of development. Preserving habitat quality is also needed to dampen the 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 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 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 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 provides the opportunity for us to set a positive Ecosystem Stewardship and energy conservation example for 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 have resulted in approximately 22,000 acres of permanently protected and actively stewarded open space while 36,000 acres 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.

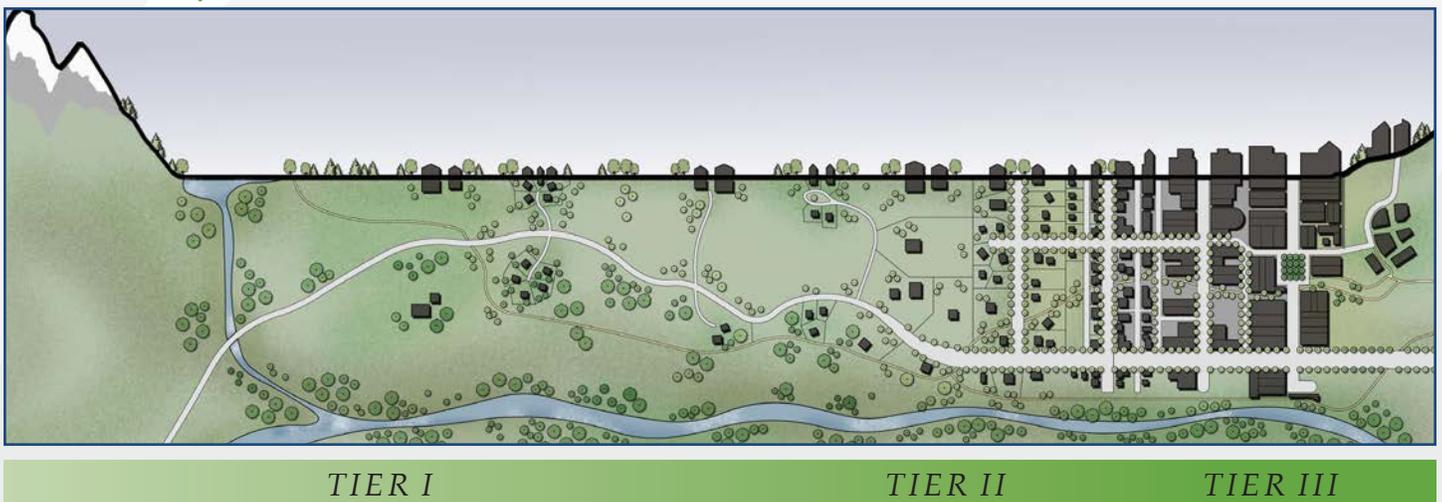


Policy 1.1.b: Protect wildlife from the impacts of development

The community is committed to protecting the wildlife, wildlife habitat, and wildlife movement corridors that exist on private land. 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.

wildlife protection tiers



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 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 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 impacts of development on wildlife. In complex situations, such as understanding impacts of individual developments on an entire ecosystem, science cannot provide precise answers in the timeframe of 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 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 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 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 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.



Principle 1.2—Preserve and enhance water 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 important to the ecosystem and scenic beauty that residents and visitors enjoy. Stewardship of waterbodies, wetlands, riparian areas, and air is important to 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 waterbodies, wetlands, and riparian areas as development 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. Development will be designed to include buffers around 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: Monitor and maintain water quality

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. The Town and County should strive to exceed State and Federal requirements for quality and monitoring 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 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 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 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. 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. Lighting of individual developments cumulatively impacts the ability to see dark and starry night skies. Although lighting is required for public safety, especially along pedestrian corridors, non-essential lighting will be limited and all lighting will be designed to meet dark 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 agricultural western heritage. Avoiding development in critical wildlife areas and providing recreational opportunities that reduce pressure on habitat help 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 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.

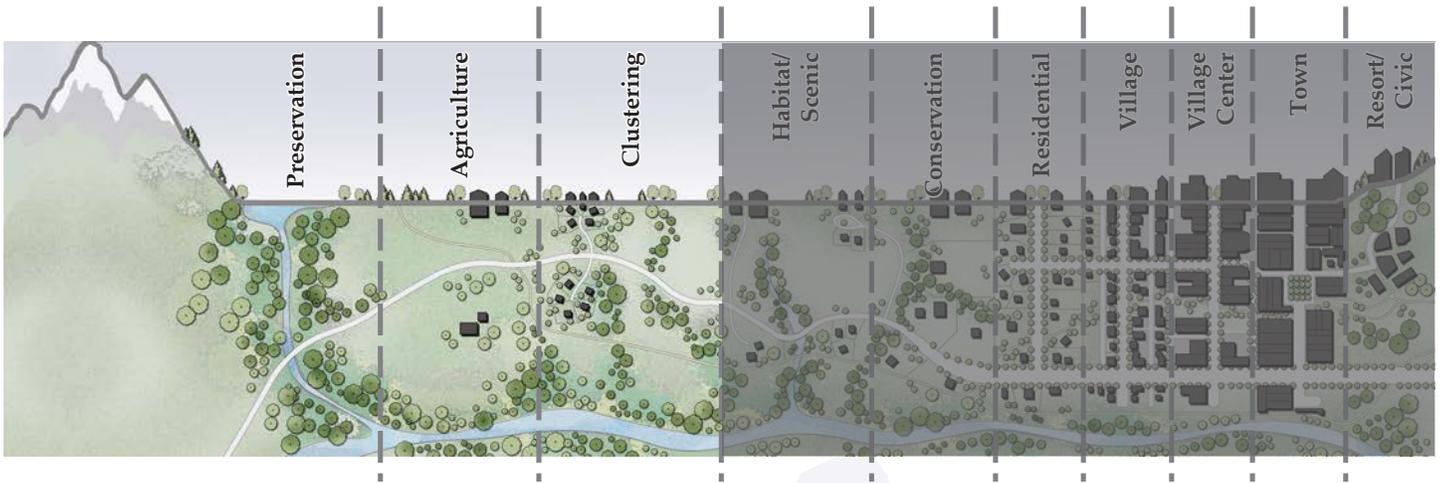
Policy 1.4.b: Conserve agricultural lands and agriculture

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 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 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 responsible use of public lands

Providing alternative locations for recreational activities can reduce impacts to wildlife and scenery in sensitive areas. As the community grows, so will recreational use of State and Federal lands and the associated impacts to valuable wildlife habitat and corridors. Trails, parks, pathways, dog parks and other public recreational opportunities should 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

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 as described in Policy 9.2.b.

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.



Strategies to preserve and enhance water 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 important waterbodies.

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 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.

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 continuation of agriculture.
- 1.4.S.3:** Explore non-development incentives for the permanent protection of open space.
- 1.4.S.4:** Explore 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.



Section 2. Climate Sustainability through Energy Conservation

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

What does this section address:

Principle 2.1 - Reduce consumption of non-renewable energy

Principle 2.2 - Reduce energy consumption through land use

Principle 2.3 - Reduce energy consumption through transportation

Principle 2.4 - Increase energy efficiency in buildings

Principle 2.5 - Conserve energy through waste management and water conservation

Why is this section addressed?

The contribution to climate change from 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. A changing climate threatens the Greater Yellowstone Ecosystem by altering or eliminating habitats, making it harder for native species to survive. 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.





Sustainability

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

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 energy conservation and energy independence for over 3 million visitors every year. We have hydro, solar, wind, and geothermal renewable energy resources available to us. Through the development and use of renewable resources and improved energy conservation we can limit our dependence on non-renewable energy resources.

Climate sustainability through energy conservation is included in this Plan because transportation and buildings constitute 95% of the community's energy consumption. 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 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 has recently gained momentum with an initiative to reduce Town and County energy consumption by 10% over the 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 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 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 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 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.

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 energy consumption through land use

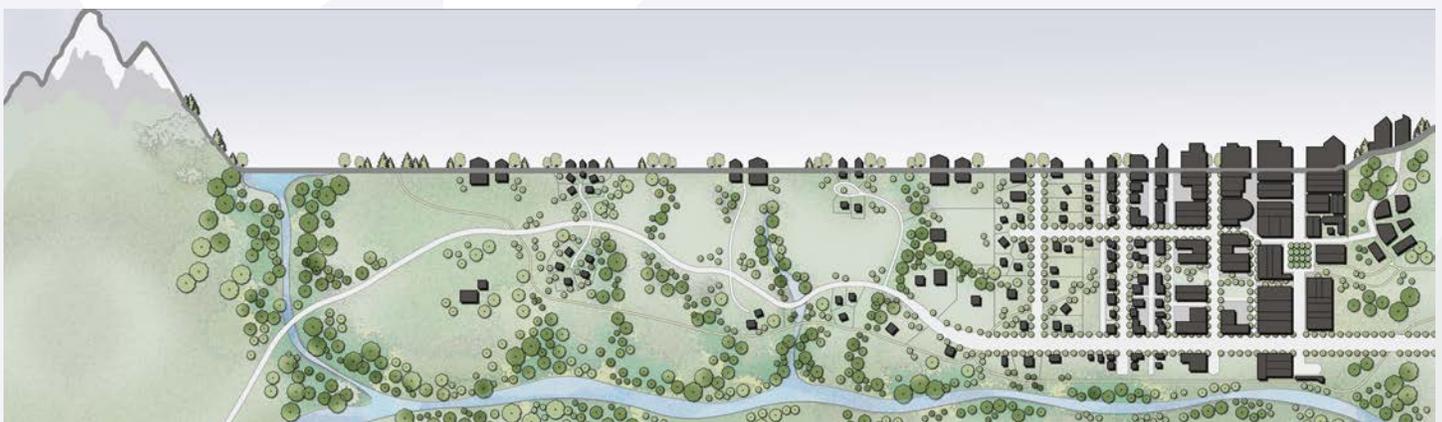
Land use patterns have a great effect on the community's overall energy consumption and should be designed with energy efficiency in mind. Complete Neighborhoods require less energy consumption for travel within and around the community; and compact mixed use infill and redevelopment requires less energy 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 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 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 – 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 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. 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

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 as described in Policy 9.2.b.

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.

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.



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.

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.



An aerial photograph of a town nestled in a valley. The town is characterized by a grid-like street pattern and numerous buildings, interspersed with green trees. A winding river flows through the valley floor. In the background, there are large, rolling hills and a range of rugged mountains with significant snow cover under a clear blue sky.

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?

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 cooperatively (Principle 3.3)
- Limit development in naturally hazardous areas (Principle 3.4)
- Manage local growth with a regional perspective (Principle 3.5)

Section 4. Town as Heart – The Central Complete Neighborhood

- Maintain Town as the central Complete Neighborhood (Principle 4.1)
- Promote vibrant, walkable mixed use 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)



Section 3. Responsible Growth Management

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

What does this 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 cooperatively

Principle 3.4 – Limit development in naturally hazardous areas

Principle 3.5 – Manage local growth with a regional perspective

Why is this section addressed?

Effective Growth Management is essential to protecting the ecosystem in which we live from the impacts of development, as well as enhancing our built environment and our community's character. Our existing physical character 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 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.



15 Character Districts

Rural Areas

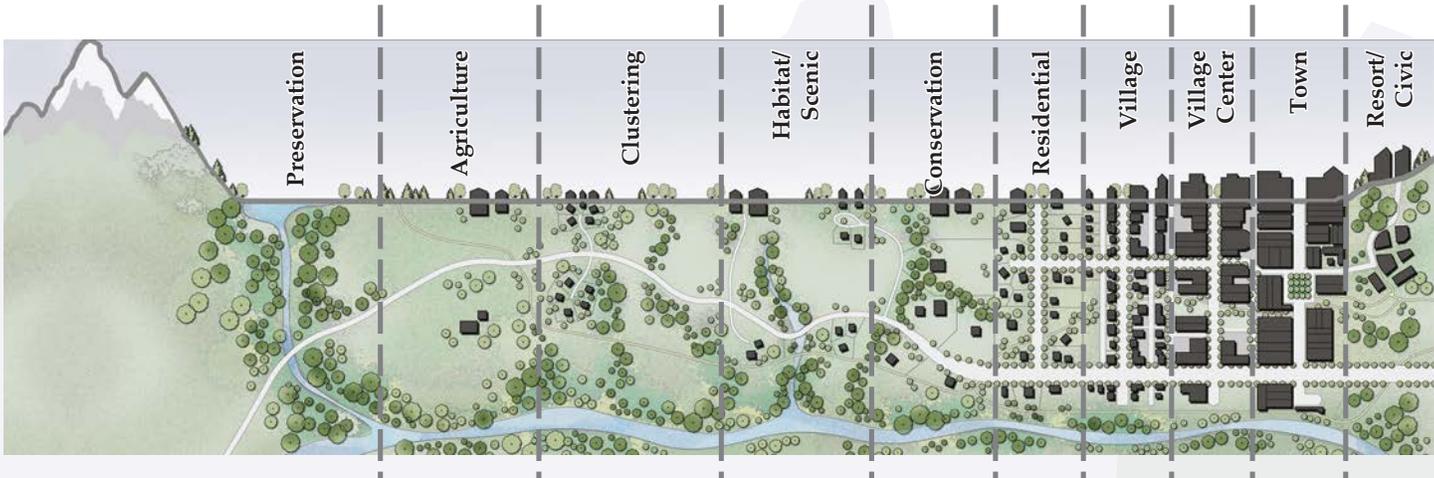
Complete Neighborhoods

Preservation

Conservation

Stable

Transitional



Energy Efficiency
Housing Density
Viability of Alternative Modes of Transportation
Appropriateness of Location of Services





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. Over the past 15 years, the community has successfully managed growth in these sensitive areas on a project-by-project basis, but we must continue our efforts and broaden our Growth Management policies to better address conservation on a communitywide scale.

Identifying 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

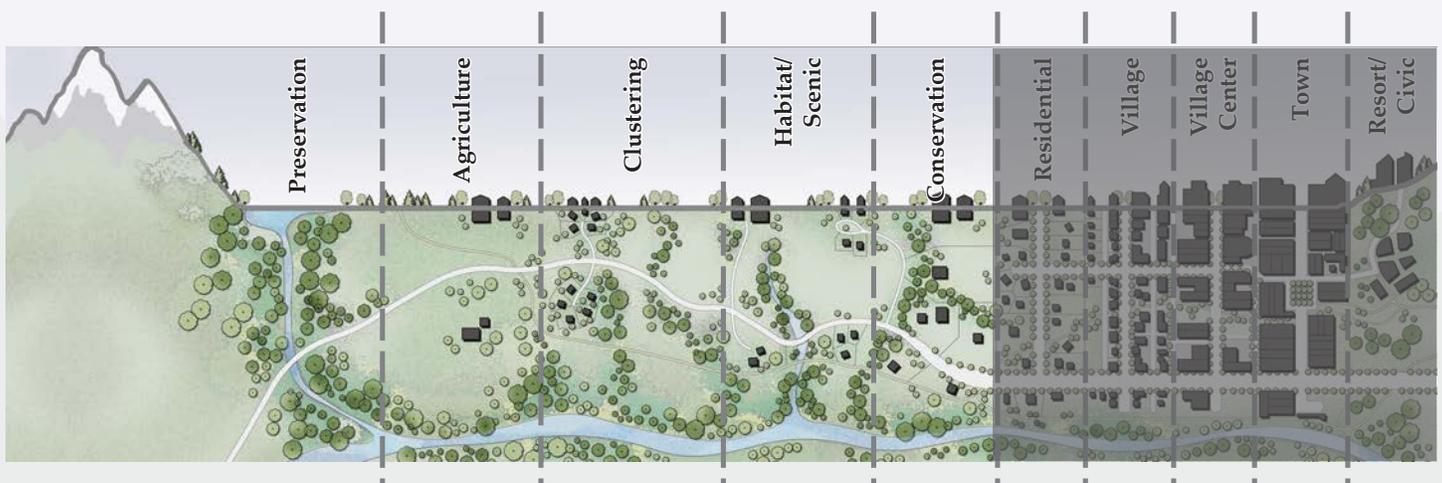
Rural Areas with wildlife habitat, habitat connections, scenic vistas and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem preservation and protection remains the overarching Vision of the community and a primary goal for these areas. The preference of the community 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.

Policy 3.1.a: 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. While development potential should decrease in Rural subareas and may increase in certain Complete Neighborhood subareas, community character will be preserved by limiting overall development in the community to the amount that has been allowed and planned for since 1994 (see Appendix B). By not increasing the amount of potential 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.

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.



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. In order to maintain this character, the County will continue to promote non-development conservation, encourage active agricultural stewardship, 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 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.

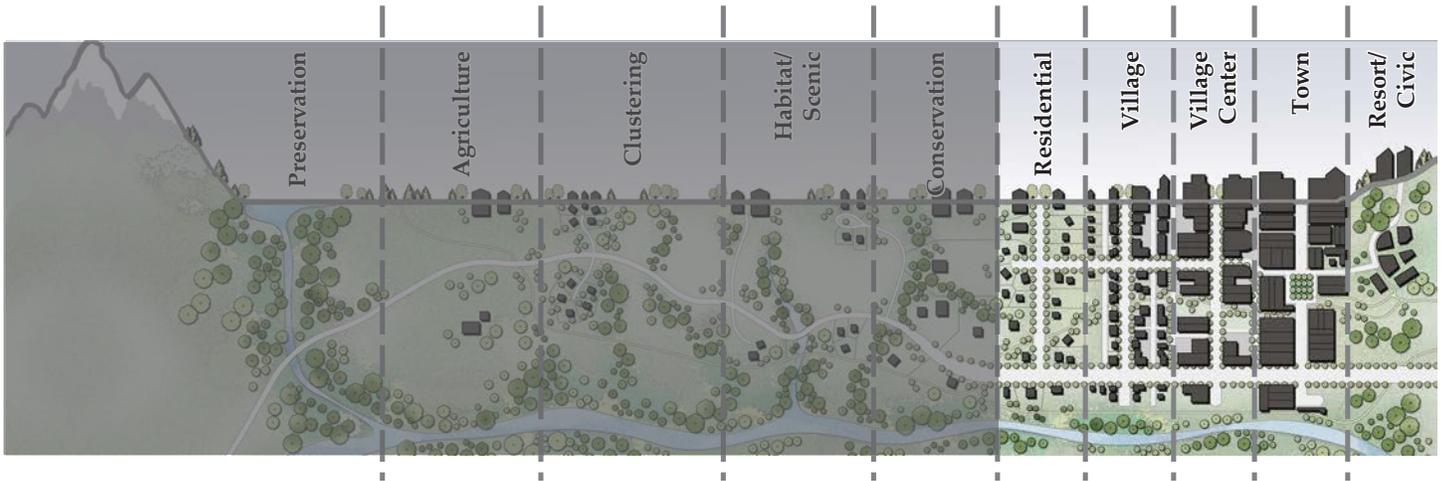
Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods

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.

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 cooperatively

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

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

The Town and County commit to a coordinated Growth Management Program that ensures measurability and accountability in Plan implementation. Teton County and the Town of Jackson are two jurisdictions with a single Vision. Achieving the community Vision requires ongoing, coordinated monitoring and adaptation to achieve our Common Values 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: 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: Provide predictability in land use decisions

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

Policy 3.3.d: Develop neighborhood plans

Focused neighborhood plans may be developed where additional detail is necessary to implement 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.e: Make land use decisions based on Plan 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. While sales tax is a major revenue source for the Town and County, and these funds are distributed on a per capita basis, local land use planning will be based on the policies of this Plan rather than revenue share or other fiscal considerations.



Principle 3.4—Limit development in naturally hazardous areas

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

Policy 3.4.a: Protect development against flooding

Flooding can cause serious damage to property and threaten public safety. 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.b: Strive not to export impacts to other jurisdictions in the region

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

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

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



Strategies

The community 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 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.

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.

Strategies to manage growth predictably and cooperatively (Principle 3.3)

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

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

- 3.4.S.1:** Study and map avalanche and landslide areas.
- 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.



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

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

What does this section address:

Principle 4.1 - Maintain Town as the central Complete Neighborhood

Principle 4.2 - Promote vibrant, walkable mixed use 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 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.

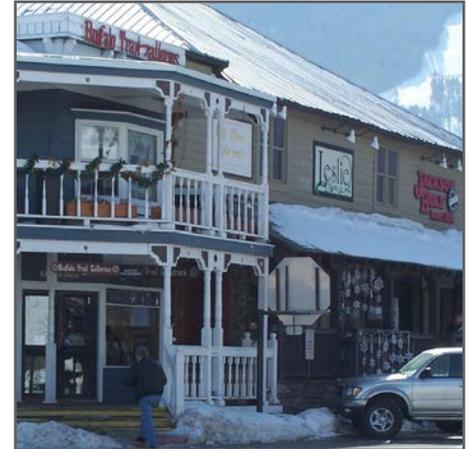
Enhancing our central Complete Neighborhood as the most desirable place in the community to live, work, and play limits impacts to the ecosystem throughout the rest of the community and protects the rural, western character of Rural Areas. It also improves the quality of life in Town and the economic 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 (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

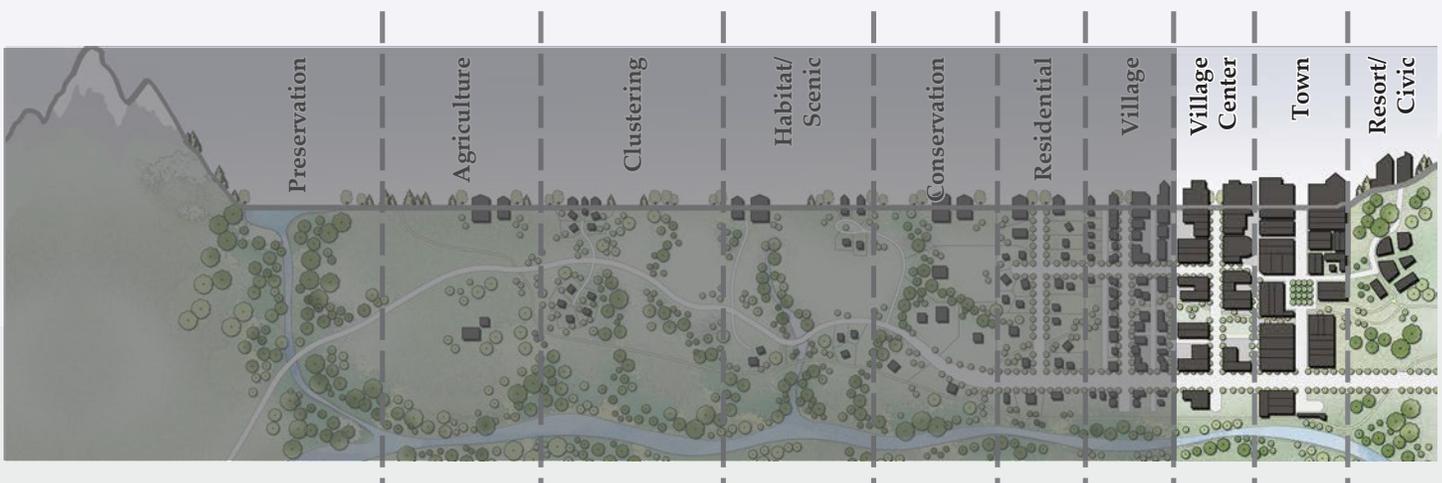
As the community’s central Complete Neighborhood, Jackson will continue to be the economic hub of the region, providing a great deal of the region’s nonresidential uses and employment opportunities. Nonresidential subareas should be developed or redeveloped as mixed use active pedestrian subareas. These 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 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.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 all 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.

Policy 4.3.b: 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 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 for the subarea.



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

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

Policy 4.4.a: Maintain and improve public spaces

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

Policy 4.4.b: Enhance Jackson gateways

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



Policy 4.4.c: Continue traditions and community events

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

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

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

Principle 4.5—Preserve historic structures and sites

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

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

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

Policy 4.5.b: Support the Historic Preservation Board

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

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

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



Strategies

The community 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 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, polices 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.

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.



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.

Strategies to preserve historic structures and sites (Principle 4.5)

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



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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. 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?

Section 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)

Section 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)

Section 7. Multimodal Transportation

- Meet future transportation demand through the use of alternative modes (Principle 7.1)
- Create a safe, efficient, interconnected multimodal transportation network (Principle 7.2)
- Coordinate land use and transportation planning (Principle 7.3)

Section 8. Quality Community Service Provision

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



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 section 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

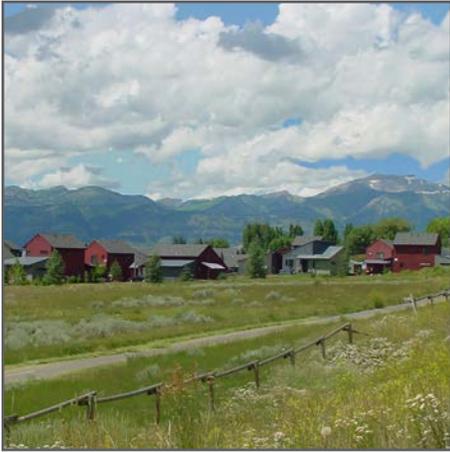
Principle 5.4 - Use a balanced set of tools to meet our housing goal

Why is this section 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



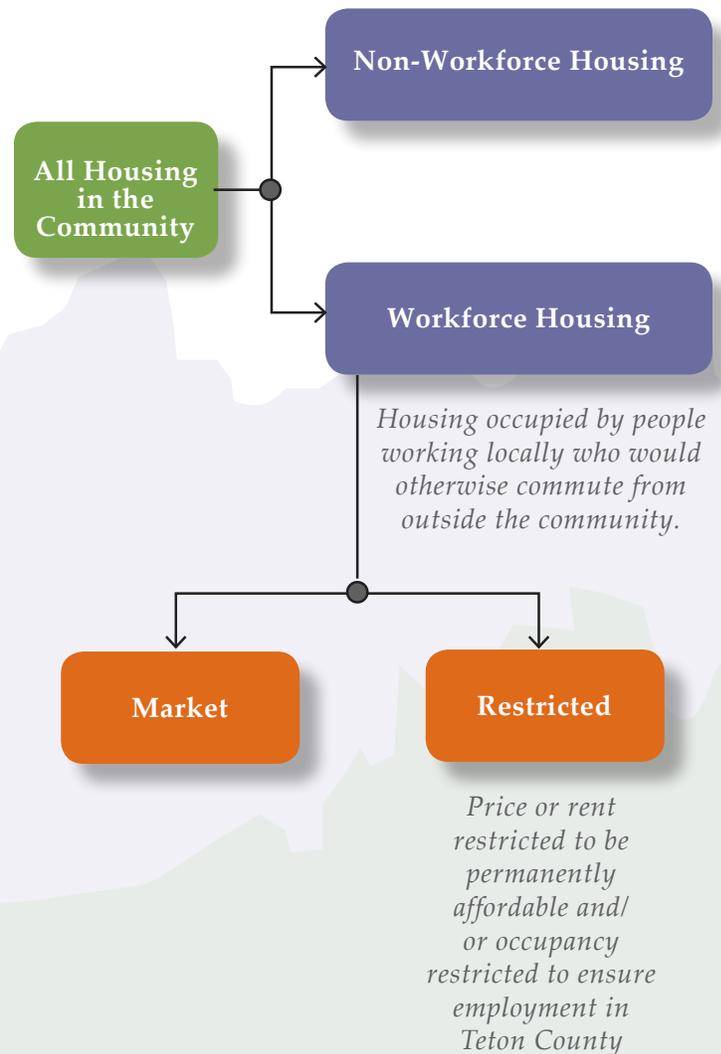


**W o r k f o r c e
H o u s i n g**
is local market and deed-restricted housing occupied by people working locally who would otherwise commute from outside the community.

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.

Lack of housing that is affordable is a primary reason many local employees choose to commute. Over the past 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.

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

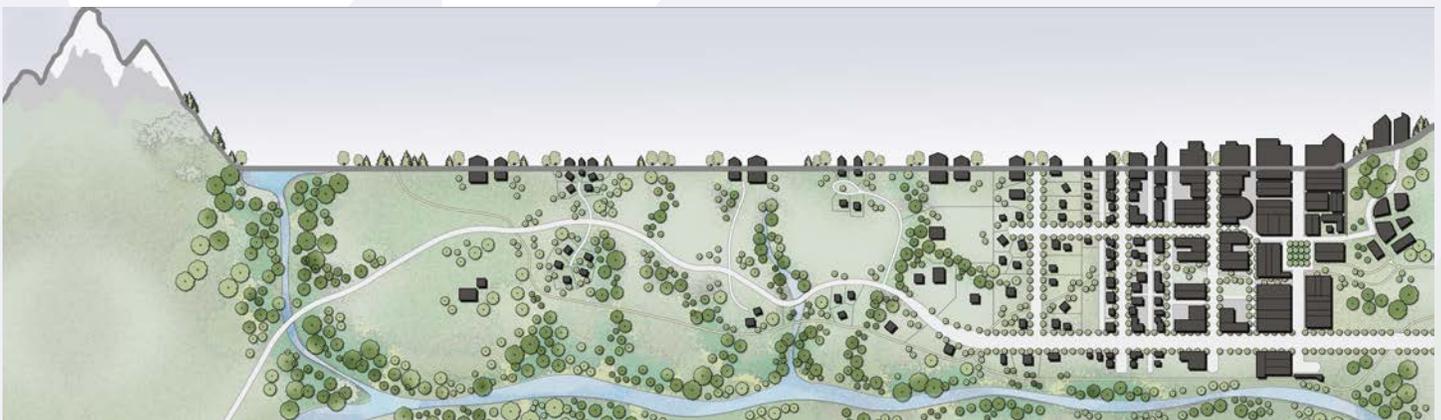
Our diverse population will continue to require a variety of housing types throughout the community. Housing options should include both ownership and rental opportunities, as well as both restricted and market housing. The strategies employed to meet the community’s housing goal will be consistent with 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.

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. 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

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. 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.

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 housing provision will be 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

Over 80% of current workforce housing is 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.



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: 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.

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

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 as described in Policy 9.2.b.

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.

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.

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.

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.



Section 6. A Diverse and Balanced Economy

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

What does this section 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 section 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 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 business that 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

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. 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.

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 businesses where all of our Common Values are realized. In addition, the community will welcome a diversity of businesses. Emphasis will be placed on tools that do not require investment of local funds for the promotion 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 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. 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 circulates local money within the community. Where possible, it is 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 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 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

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 as described in Policy 9.2.b.

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 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.

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

6.3.S.1: Explore tools to promote economic development that do not require 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.



Section 7. Multimodal Transportation

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

What does this section address?

Principle 7.1 - Meet future transportation demand through the use of alternative modes

Principle 7.2 - Create a safe, efficient, interconnected, multi-modal transportation network

Principle 7.3 - Coordinate land use and transportation planning

Why is this section addressed?

A transportation system oriented toward 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 the community will ensure all users of the public right-of-way, including: pedestrians, bicyclists, automobile drivers, trucks and transit riders can do so in a safe and efficient manner.

Transportation choices made in Jackson and Teton County have impacts throughout the ecosystem. The current auto-centric travel choices 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. 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). 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 visitor and local traffic growing faster than population (see Appendix B), the current transportation model is unsustainable and inconsistent with our Common Value of Ecosystem Stewardship.





Given our Vision to preserve and protect the ecosystem in order to enhance our community character, our community 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, as a community, we have made this conscious 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

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.

places for development, will become higher quality places to live. Pedestrian activity and easy alternate mode access to services in our Complete Neighborhoods will 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 transit. It is important that the community works cooperatively with the WYDOT, other federal agencies, neighboring jurisdictions and private land owners to find solutions that are both consistent with our Common Values and acceptable to partnering agencies.

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

Principle 7.1—Meet future transportation demand through the use of alternative modes

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: Develop a communitywide integrated transportation plan

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 7.1.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, a TDM program should be implemented to increase transportation system 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 should provide incentives and disincentives to influence travelers to change their travel behavior in ways that reduce demand on the transportation system, thereby lessening the likelihood that the community's roads will be widened. The community will develop a TDM program 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 7.1.c: Increase the capacity for 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 alternative modes of travel more convenient and efficient for residents and visitors by prioritizing 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. Conversely, if increased capacity for alternative modes is provided there will be increased usage of alternative modes. Through increased use of alternative modes automobile capacity will be freed up on our existing roadway system.

Policy 7.1.d: Discourage use of single occupancy motor vehicles (SOV)

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 7.1.e: Coordinate transportation network decisions

Because 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 is essential to realizing our transportation goals. It 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. 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 managing agencies 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 7.1.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 should be explored. The creation of some type of Regional Transportation Authority (RTA) 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 7.1.g: Establish a permanent funding source for an alternative transportation system

A permanent funding source should be explored to effectively and proactively implement a complete alternative transportation system. Increased public investment will be necessary to increase the percentage of trips made through alternative transportation and fully implement the communitywide integrated transportation plan, which will include extensive improvements to alternative mode infrastructure and execution of an aggressive Transportation Demand Management Plan (TDM).



Principle 7.2—Create a safe, efficient, interconnected, multimodal transportation network

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: Create a transportation network based on “complete streets” and “context sensitive” solutions

The Town and County will adopt and implement “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 to alternative transportation. To achieve the community’s transportation vision, improvements should safely accommodate all users of the public right-of-way, including: pedestrians, bicyclists, 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.

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.



Representative example of a complete street. There is no single design that is a complete street.

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, bicycle parking, complete streets, 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.

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 that a 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. 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 an integrated transportation network.

Policy 7.2.d: Complete key Transportation Network Projects to improve connectivity

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 7.3—Coordinate land use and transportation planning

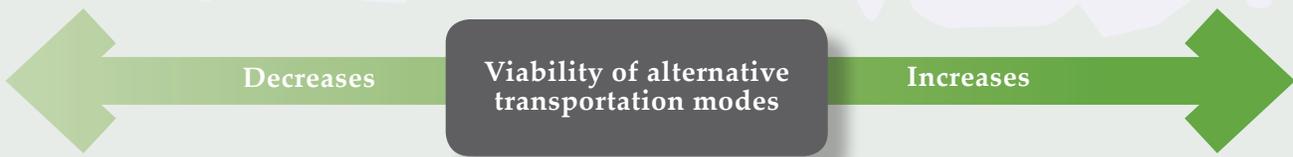
Current and future land use patterns and the associated roadway network will greatly affect the community's ability to meet its transportation goal. Complete Neighborhoods and complete streets facilitate the use of alternative modes of transportation, lessening our dependence on the SOV and reducing 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: Develop a land use pattern based on transportation connectivity

A goal of this plan is to interconnect existing County neighborhoods and the Town of Jackson with a multimodal transportation system. Within existing County and Town Complete Neighborhoods, alternative modes of transportation are viable 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.b: Reduce wildlife and natural and scenic resource transportation impacts

The presence of additional vehicles on our roadways will increase the likelihood of wildlife-vehicle collisions, 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 address wildlife permeability and identified wildlife vehicle collision "hotspots". The community will need to cooperate with WYDOT on funding and planning to achieve the wildlife permeability goals of the community.



Policy 7.3.c: Require development to implement and fund alternative transportation

The Town and County will require facilities and building orientations that promote transit, walking, and biking in locations where alternative modes of travel are viable. In addition, specific provisions for alternative transportation infrastructure will be required in all developments, including the provision of sidewalks, pathways, easements, transit infrastructure, and other complete street features.

Policy 7.3.d: Review land use proposals and decisions against their transportation network impacts

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.



Strategies

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 as described in Policy 9.2.b.

Strategies to meet future transportation demand through the use of alternative modes (Principle 7.1)

- 7.1.S.1:** Develop a Countywide Integrated Transportation Plan
- 7.1.S.2:** Consider a seventh cent sales tax, additional mil property tax, or other funding source for the provision of infrastructure for alternative transportation modes.
- 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.
- 7.1.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.
- 7.1.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.
- 7.1.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.
- 7.1.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.
- 7.1.S.8:** Explore the establishment of a joint Town-County Transportation Planning Department.
- 7.1.S.9:** Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.
- 7.1.S.10:** Prepare comments and recommendations on the WYDOT State Transportation Improvement Plan (STIP).
- 7.1.S.11:** Pursue transit service between Jackson and the airport/Grand Teton National Park, and other strategic route expansions.



Strategies to create a safe, efficient, interconnected, multi-modal transportation network (Principle 7.2)

- 7.2.S.1:** Consider adopting “complete streets” and/or “context sensitive” policies and updated road design standards for all roadways.
- 7.2.S.2:** Work with WYDOT to have “complete streets” and/or “context sensitive” policies incorporated into all WYDOT roadways within the community.
- 7.2.S.3:** Include wildlife crossing and other wildlife mitigation standards in road design regulations.
- 7.2.S.4:** Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other key pathways identified in the Pathways Master Plan.
- 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.
- 7.2.S.6:** Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.

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

- 7.3.S.1:** Reevaluate parking standards and other regulations that currently promote travel by single occupancy motor vehicle.
- 7.3.S.2:** Consider specific provisions for current planning review to require alternative transportation components in new development.



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 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 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 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 to quantify and understand their service delivery goals, as well as their relation to the Common Values of the community. The community will derive 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.

The Town and County will collaborate with independent service providers 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 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 greater opportunities to address barriers.

Policy 8.1.d: Ensure redundancy of services

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, 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 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 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 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 average demand. Temporarily reduced service levels may occur at times of peak population; however, reductions should not produce a 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 development should not be passed on to existing residents. New developments create additional demand for existing services and facilities, which impacts service delivery levels. 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 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

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 as described in Policy 9.2.b.

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

- 8.1.S.1:** Use budgeting to affirm desired service levels from government service providers that address all policies of Principle 8.1.
- 8.1.S.2:** 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.

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.



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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?

Although our community 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. Therefore, while the community remains consistent in our Vision, our implementation strategies must be dynamic and responsive. The Administration section provides a structure for analyzing and responding to contemporary challenges without threatening the viability or achievement of the community Vision.



Section 9. Growth Management Program

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

What does this section address?

Principle 9.1 - Implement the Growth Management Program

Principle 9.2 - Monitor and implement our Vision annually

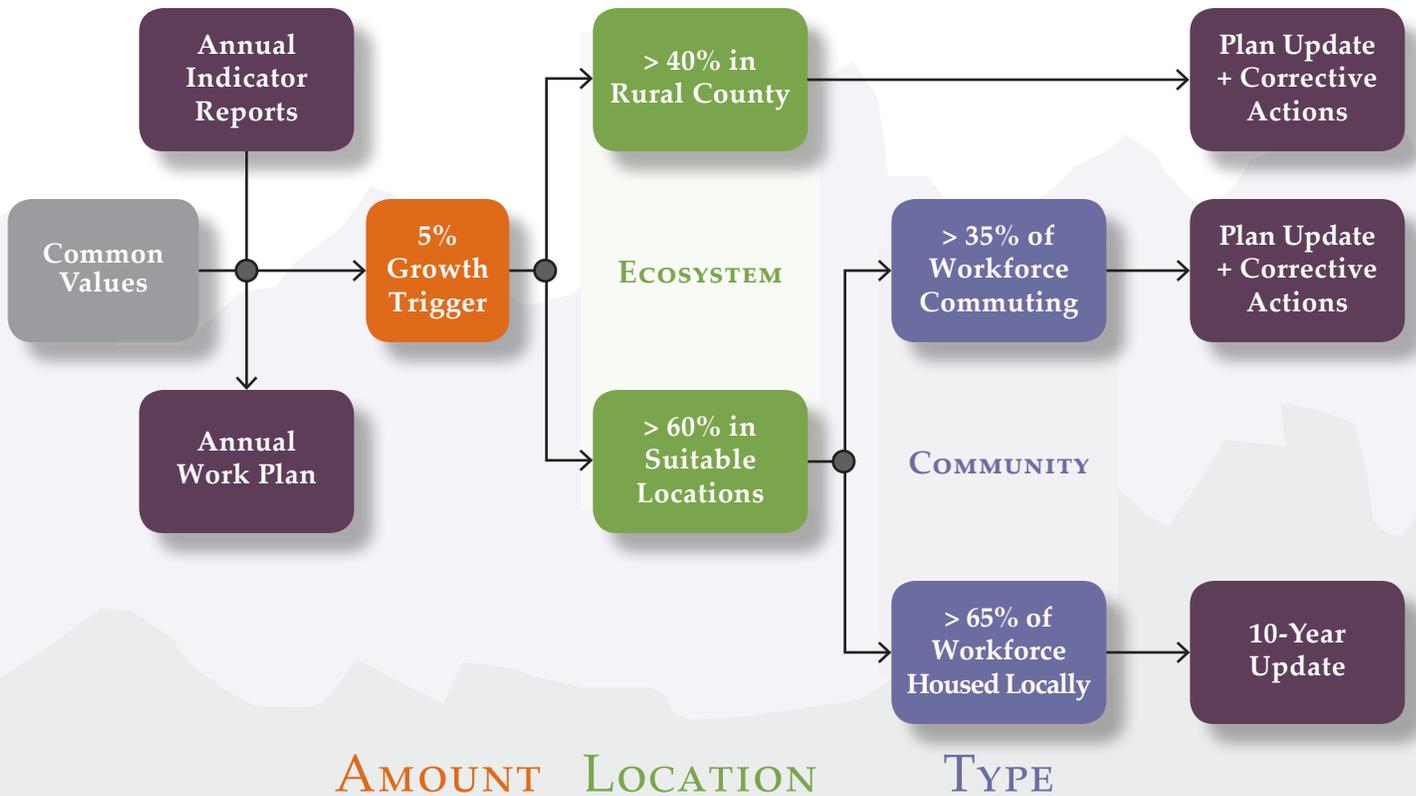
Why is this section addressed?

The community's Growth Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision. The Growth Management Program allows the community to be adaptive, responsible and decisive in addressing the amount, location and type of growth. A trigger, targets, 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.

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.





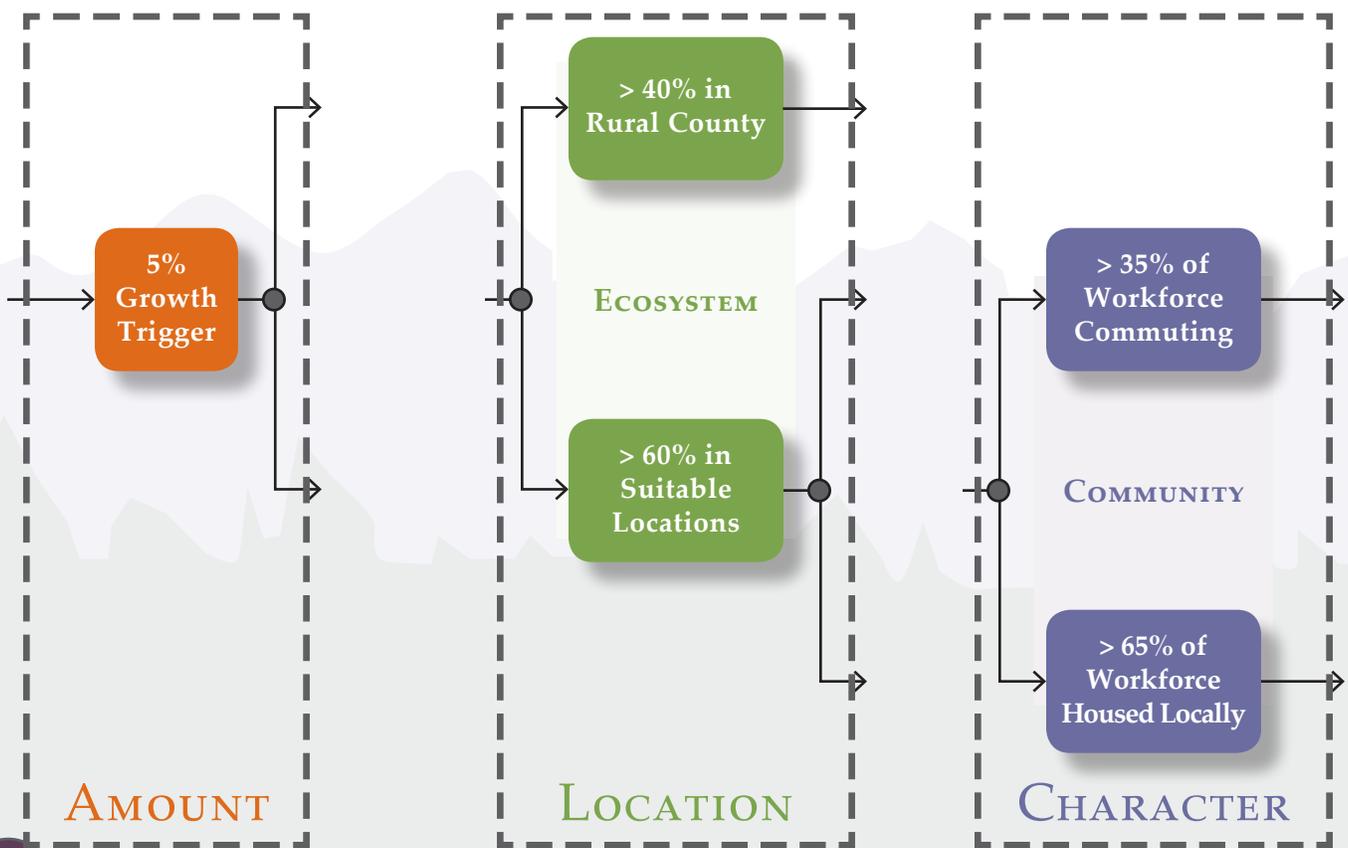
Principle 9.1—Implement the Growth Management Program

The Growth Management Program is a quantitative review of our progress in achieving our Vision. It is made up of four parts: a trigger (amount of growth), two targets (location and type of growth), corrective actions and a 10-year regular Plan update. When the Growth Management Program is triggered it means that the amount of growth that has occurred warrants review by the community. This review may indicate that corrective actions are needed to ensure the community is moving toward our Vision. If we are successfully moving toward our Growth Management Program targets we are achieving our Vision and will continue on to a regular 10-year Plan update.

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

Once a defined amount of growth has occurred the community should comprehensively analyze whether we are achieving our Vision and our desired community character. The Growth Management Program that structures that analysis will be triggered once five percent growth in the number of residential units has occurred. This allows 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, 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 10,000 dwelling units. Given these numbers, the Growth Management Program would be triggered in approximately 5 years.



Policy 9.1.b: Ensure growth occurs in suitable locations

The location of future growth is essential to achieving our desired community character. To 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. 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 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 Management Program is triggered, we will compare the location of development that is occurring to this historical target to determine if any corrective actions are needed to better achieve our Vision.

Policy 9.1.c: Ensure growth 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 largely resident workforce. Currently, at least 65% of our workforce lives locally and 65% has been determined to be the community character tipping point in other Rocky Mountain resort communities. When the Growth Management Program is triggered we will evaluate our level of resident workforce against this target to determine if any corrective actions are needed to achieve our Vision.



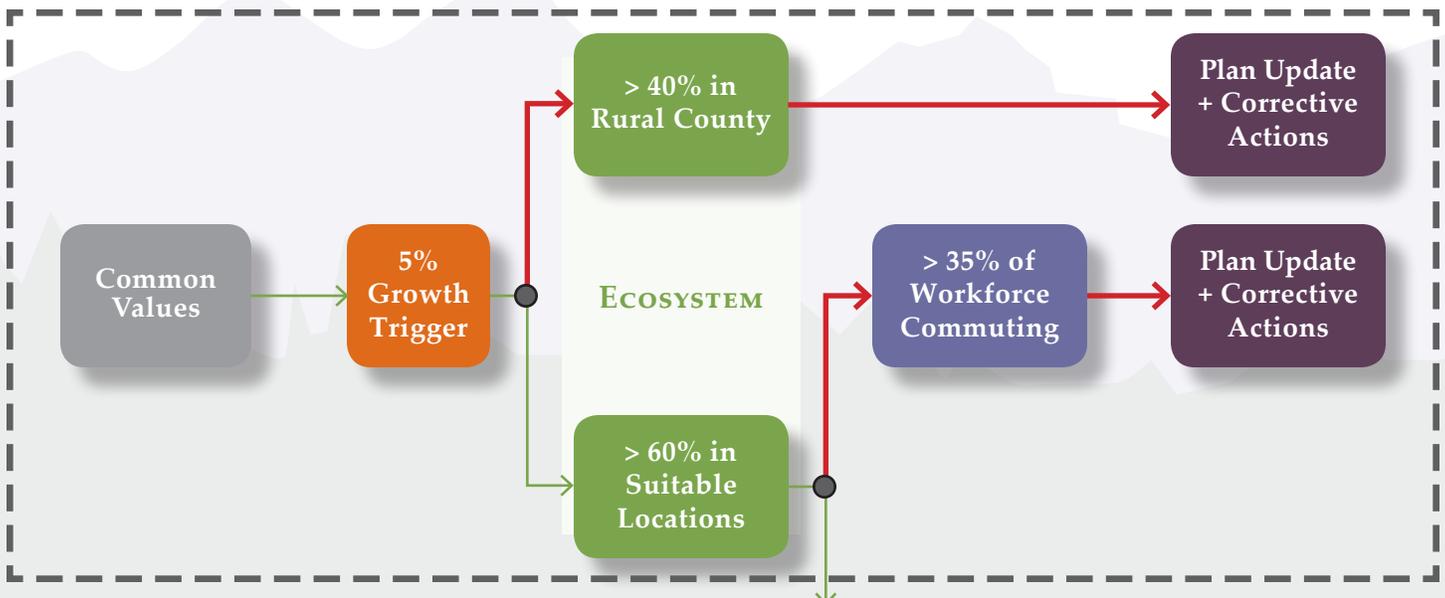
Policy 9.1.d: Take corrective action based on Growth Management Program targets

Once the Growth Management Program is triggered, the community will go through a public process involving the Joint Town and County Planning Commissions and Joint Elected Officials to review actual growth against the Growth Management Program targets. Based 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 in relation to its targets for the location and type of development. If corrective actions are needed as a result of triggering the Growth Management Program, the community will determine the appropriate actions and how they will

be implemented. Possible corrective actions that may be considered are:

Sample Corrective Action

- 1. Amend Growth Management Program targets
- 2. Policy and Tool Refinements (PRD, PMD, building size, etc.)
- 3. CIP and Work Plan Adjustments
- 4. Additional Funding Sources
- 5. New Partnerships and Agency Documents
- 6. New Transitional Subareas
- 7. Catalyst Site Plans

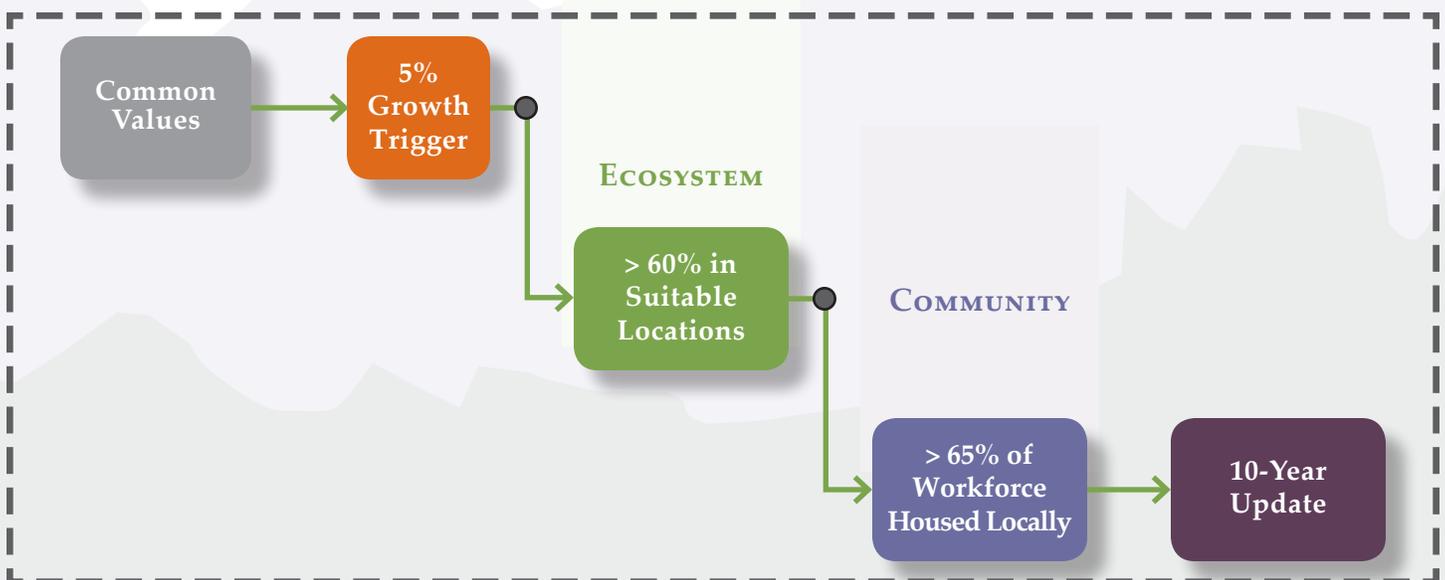


Policy 9.1.e: Update the Plan after 10 years

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

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

- Affirm or enhance the community's Vision and Common Values 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.



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 Growth Management Program targets.

Policy 9.2.a: Monitor indicators annually

If the targets of the Growth Management Program are the community's final exam, the indicator reports are the annual quizzes. The indicators monitor not only the Growth Management Program targets but other measures of the amount, location and type of growth to better inform the community's 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 success when the Growth Management Program is triggered.

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



Annual Indicator	Goal	Measurement Method
AMOUNT		
1. Buildout <ul style="list-style-type: none"> Number of dwellings Non-residential (sf) 	< 1994 Levels	Town/ County
2. Growth by Type: <ul style="list-style-type: none"> Dwelling Units Lodging Units Local Retail (sf) Visitor Retail (sf) Government/ Civic (sf) Non Profit (sf) Private Office (sf) 	Monitor	Town/ County
3. Effective Population	Monitor	JHCA
4. Traffic Growth	Reduce	WYDOT/Town/County
5. Energy Load	Maintain	Lower Valley Energy
6. Annual Monitoring and Implementation	Complete	Town/County
LOCATION		
7. Rural Area vs. Complete Neighborhoods <ul style="list-style-type: none"> By Character District 	40/60	Town/ County
8. Permanently Conserved Land <ul style="list-style-type: none"> Habitat Scenic Agricultural 	Increase	Town/ County
9. Redevelopment vs. New Construction <ul style="list-style-type: none"> By Character District 	Monitor	Town/ County
10. Wildlife Vehicle Collision	Decrease	JH Wildlife Foundation
TYPE		
11. Workforce Housing %	≥ 65%	TCHA
12. Affordability of Housing	Monitor	TCHA
13. Workforce Housing Stock	Monitor	TCHA
14. Jobs, Housing Balance	Monitor	Town/ County
15. Lodging Occupancy by Season	Increase	Chamber
16. Employment <ul style="list-style-type: none"> By sector 	Monitor	State
17. Population served by START	Increase	START
18. % of Transportation Network “complete streets”	Increase	Pathways
19. Level of Service <ul style="list-style-type: none"> By Service 	Monitor	Town/ County

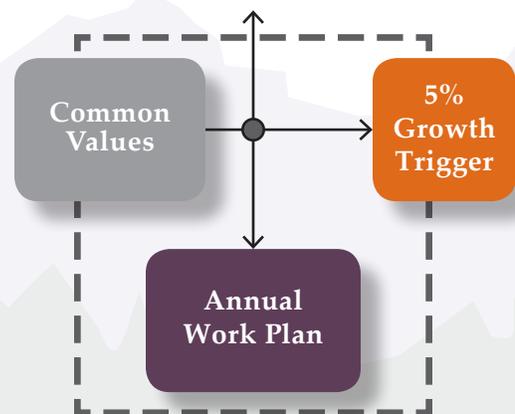
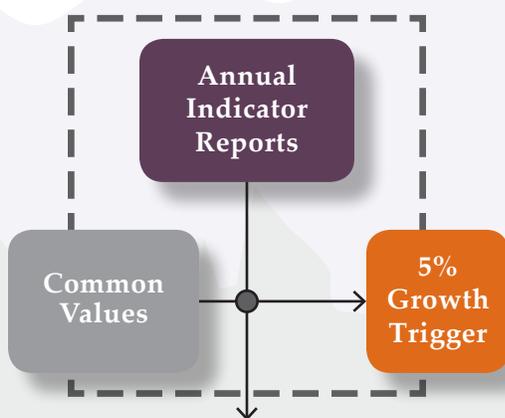


Policy 9.2.b: Establish an implementation work plan annually

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. The work plan may also include the implementation of preemptive corrective actions prior to the triggering of the Growth Management Program if the community believes it is appropriate.

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

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



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.



Section 10. Administration

Continuously improve upon the policies of the Comprehensive Plan

What does this section address?

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

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

Why is this section addressed?

This Plan is designed to be a dynamic document. This chapter provides the means by which this Plan 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.



Applicability of the Comprehensive Plan

This Plan is made up of four parts:

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

This Plan is comprised of numerous elements. It can only function when all of its parts are present and adopted. Specifically, our Common Values of Community Character 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 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.



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 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 remains invested in the successful implementation of this Plan.

The Community

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

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

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

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

Elected Officials

The Town Council and Board of County Commissioners are responsible for making decisions that are consistent with this Plan. They are 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.



Governmental and Non-Governmental Agencies and Organizations

Governmental and non-governmental agencies and organizations are responsible for working with Town and County planners to find solutions to community issues that are consistent with this Plan. These agencies and organizations will play a crucial role in data 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.

How the community will respond to changing conditions

This Plan is intended to be a dynamic document and may need to be amended and updated as community conditions change. Amendments may include policy enhancements within the Common Values or Achieving Our Vision to better achieve the community's Vision; or 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.

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

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



Amending Our Common Values 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 find that it:

- Better implements the community Vision;
- Is consistent with the other policies and 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.

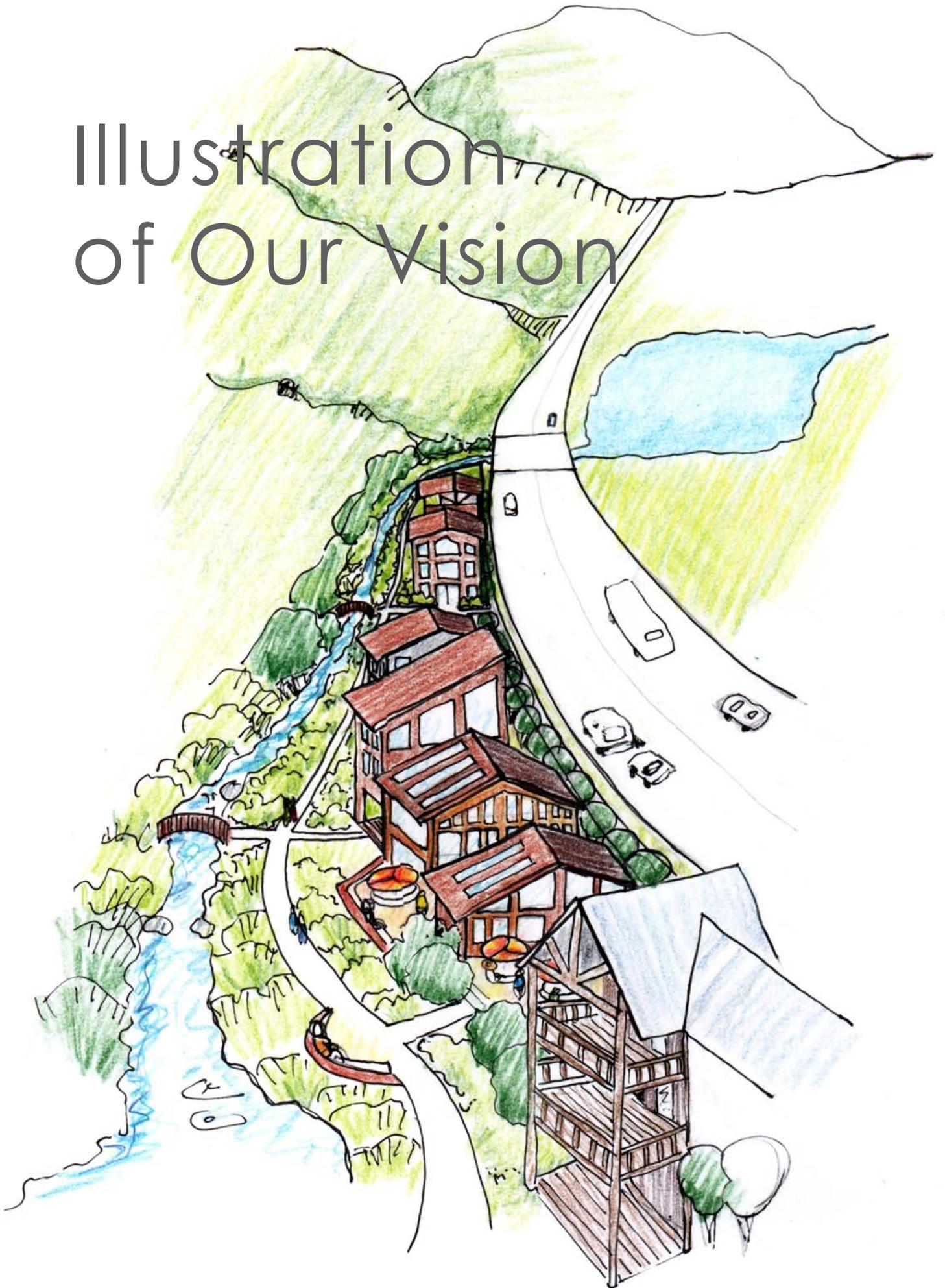
Amending the Illustration of Our Vision

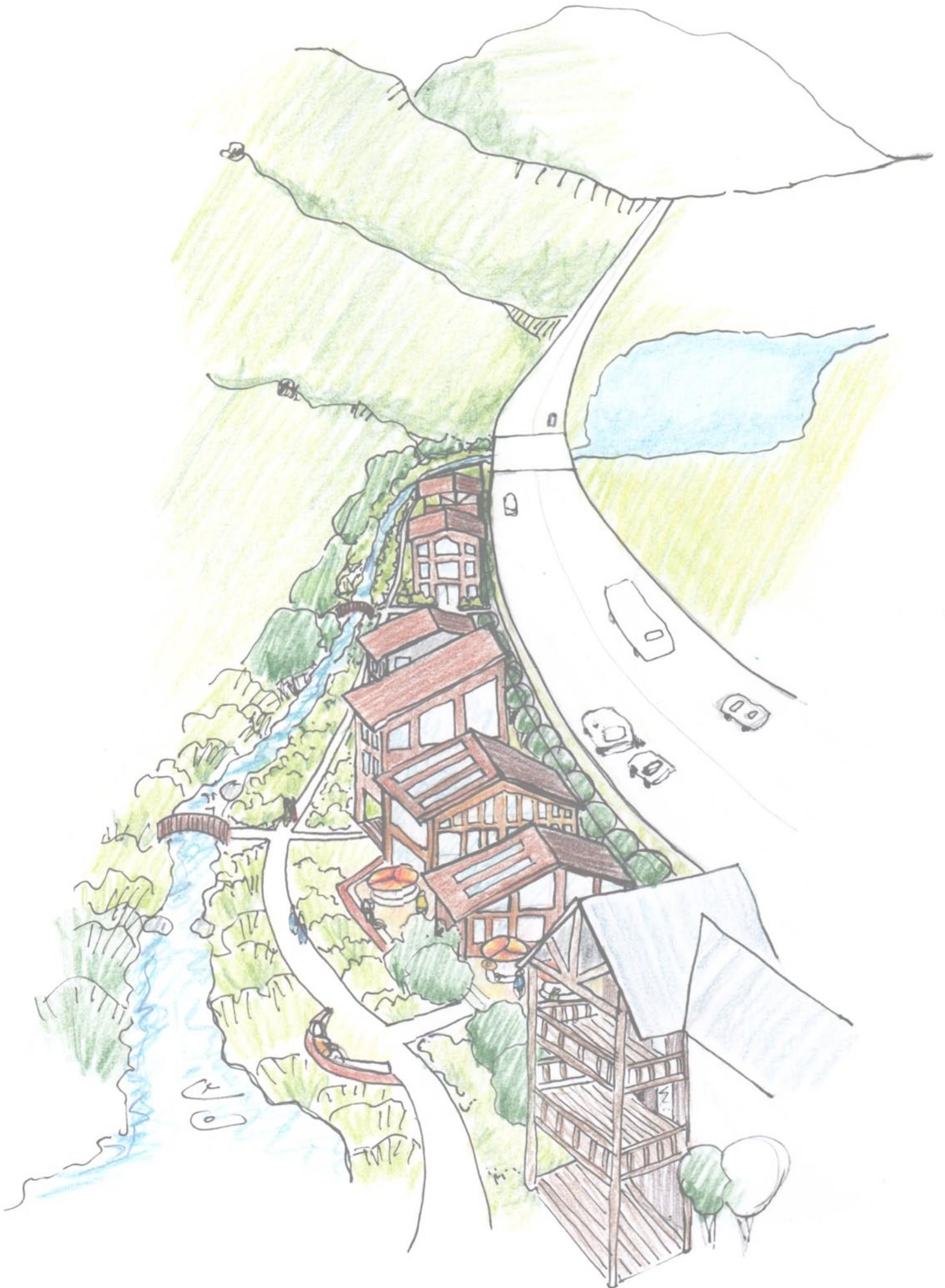
Illustration of Our Vision amendments may be periodically necessary to better implement the policies of the Comprehensive Plan in certain areas and to respond to policy amendments. Each Character District is a site-specific articulation and refinement of the community Vision. They will be evaluated and amended independent 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 find that it:

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



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 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.



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) in order 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 shows 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 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 shows the subareas and defines 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 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 identifies 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.



15 Character Districts

Rural Areas

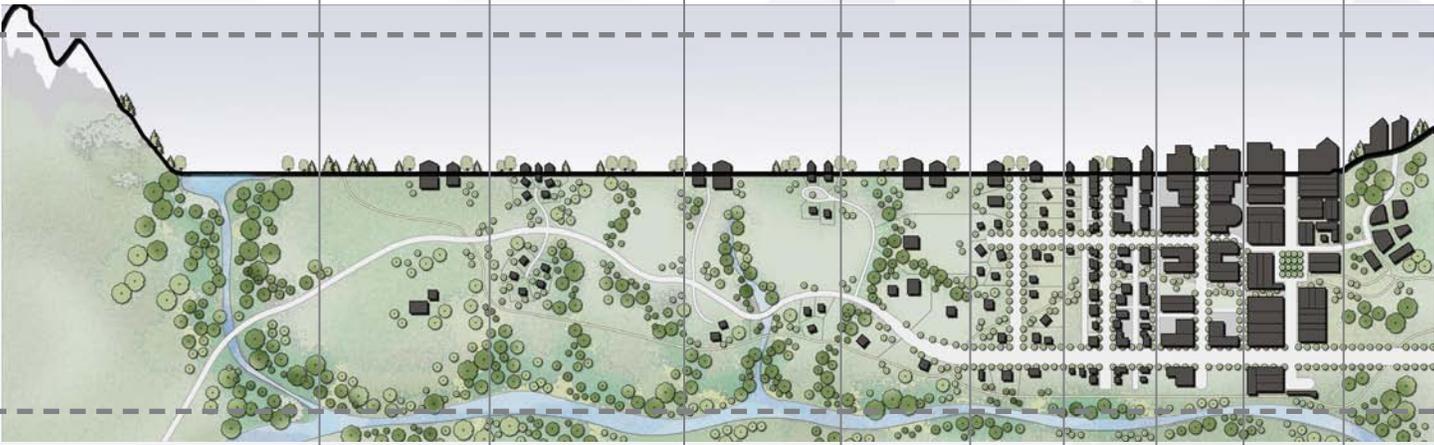
Complete Neighborhoods

Preservation

Conservation

Stable

Transitional



Preservation

Agriculture

Clustering

Habitat/
Scenic

Conser-
vation

Resi-
dential

Village

Village
Center

Town

Resort/
Civic

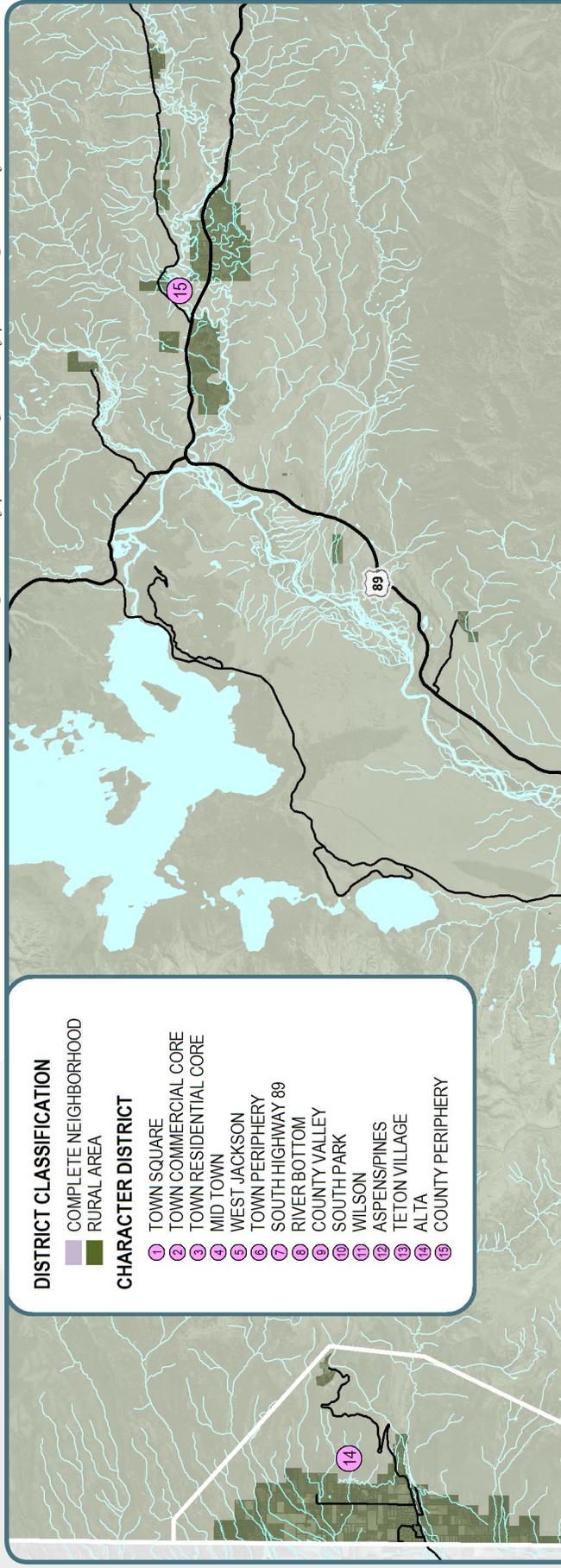


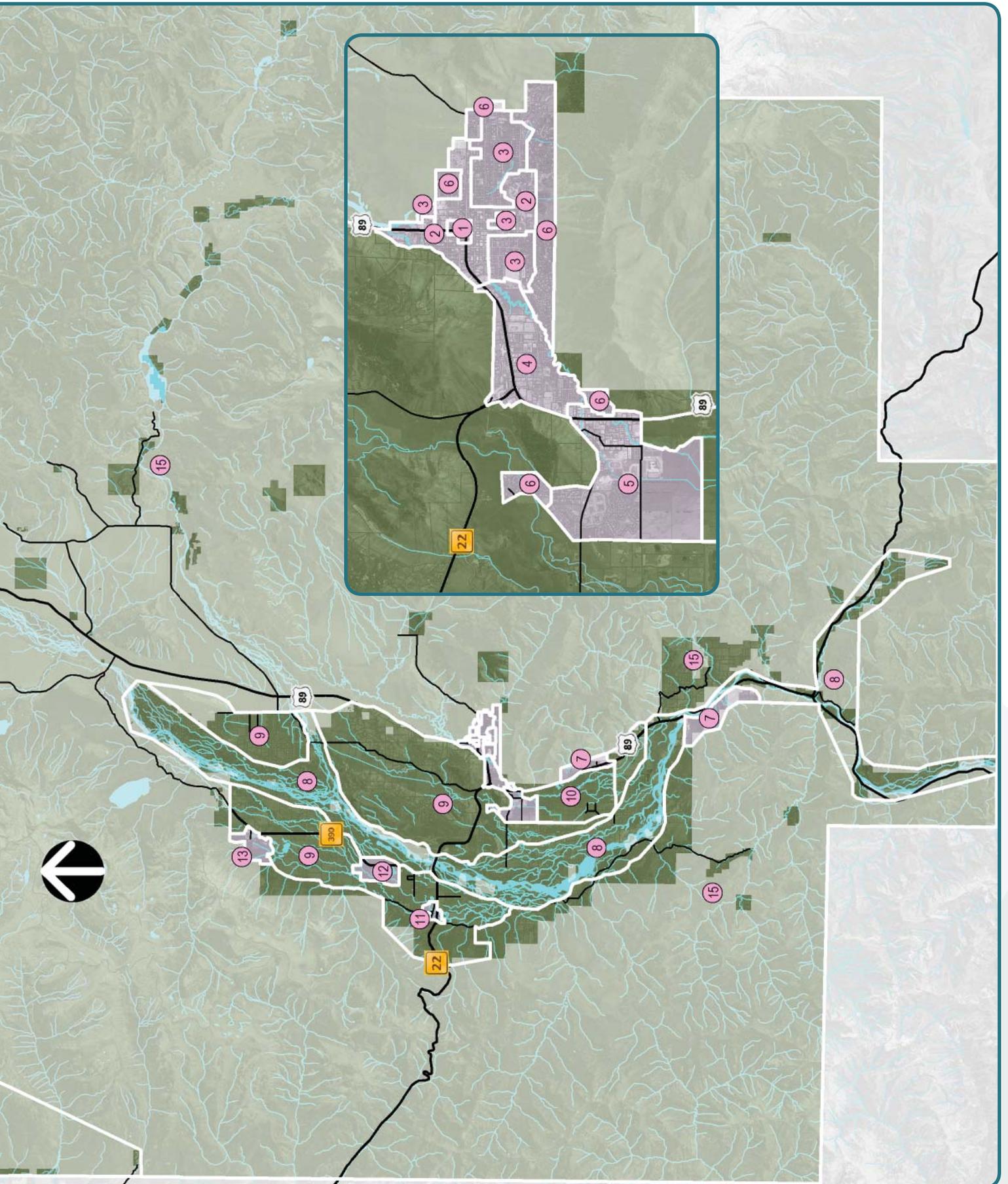
Complete Neighborhoods + Rural Areas

Character Districts

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
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	●	●	◐	◐	◐	◐	◐				●	●	●		
Connection by complete streets that are safe for all modes of travel	◐	◐	◐	◐	◐	◐	◐				◐	◐			
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			◐					●	●	●	●	●	●	●	●

● Generally present; ◐ Partially present; ○ Generally absent





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 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.

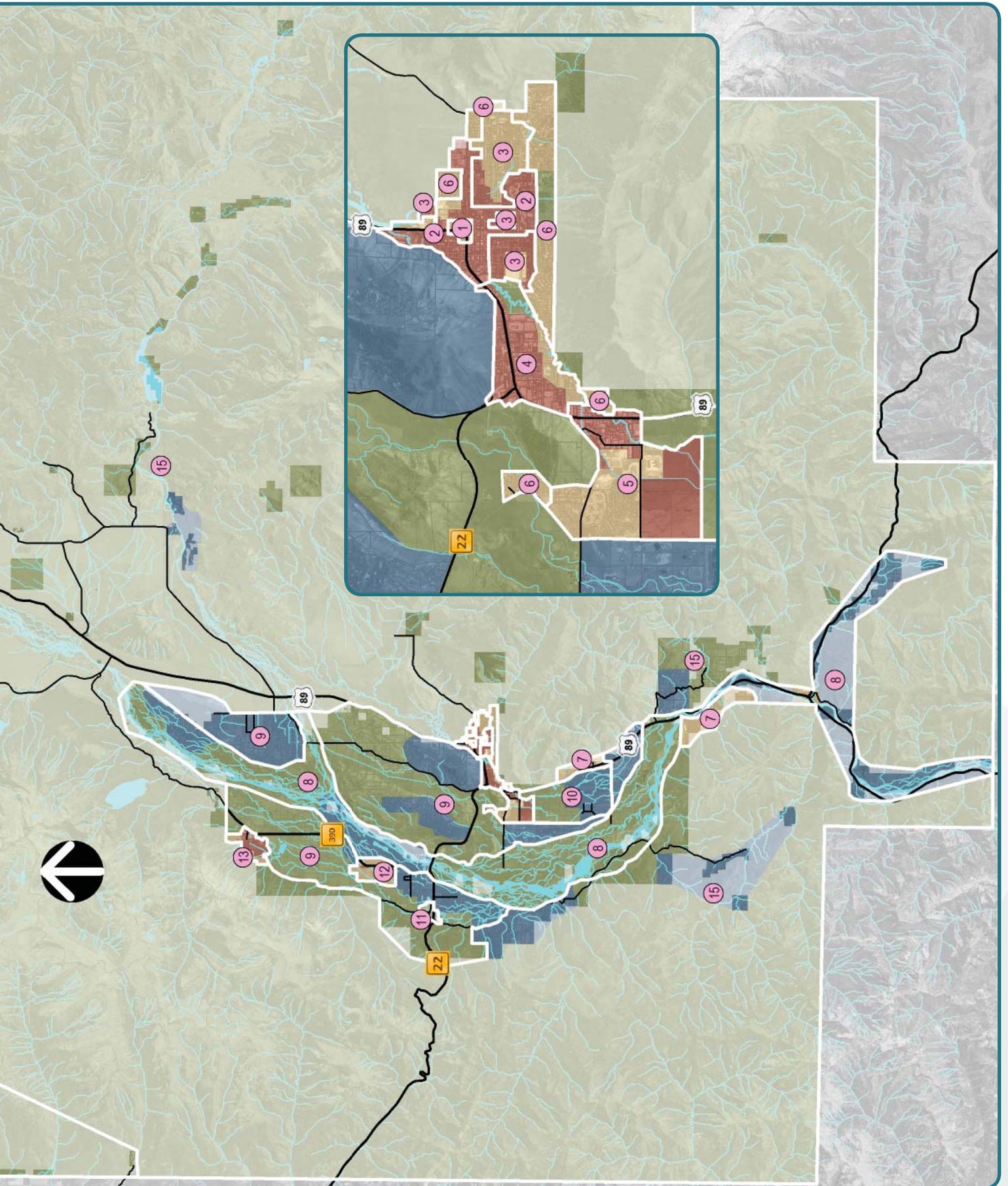
SUBAREA CLASSIFICATION

- STABLE SUBAREA
- TRANSITIONAL SUBAREA
- PRESERVATION SUBAREA
- CONSERVATION SUBAREA

CHARACTER DISTRICT

- 1 TOWN SQUARE
- 2 TOWN COMMERCIAL CORE
- 3 TOWN RESIDENTIAL CORE
- 4 MID TOWN
- 5 WEST JACKSON
- 6 TOWN PERIPHERY
- 7 SOUTH HIGHWAY 89
- 8 RIVER BOTTOM
- 9 COUNTY VALLEY
- 10 SOUTH PARK
- 11 WILSON
- 12 ASPEN SPINES
- 13 TETON VILLAGE
- 14 ALTA
- 15 COUNTY PERIPHERY





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. Characteristics that are locational are shown on the map using colored symbols or map attributes. Other characteristics depicted using black symbols, apply generally 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.



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.



School: Existing schools.



Key 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).

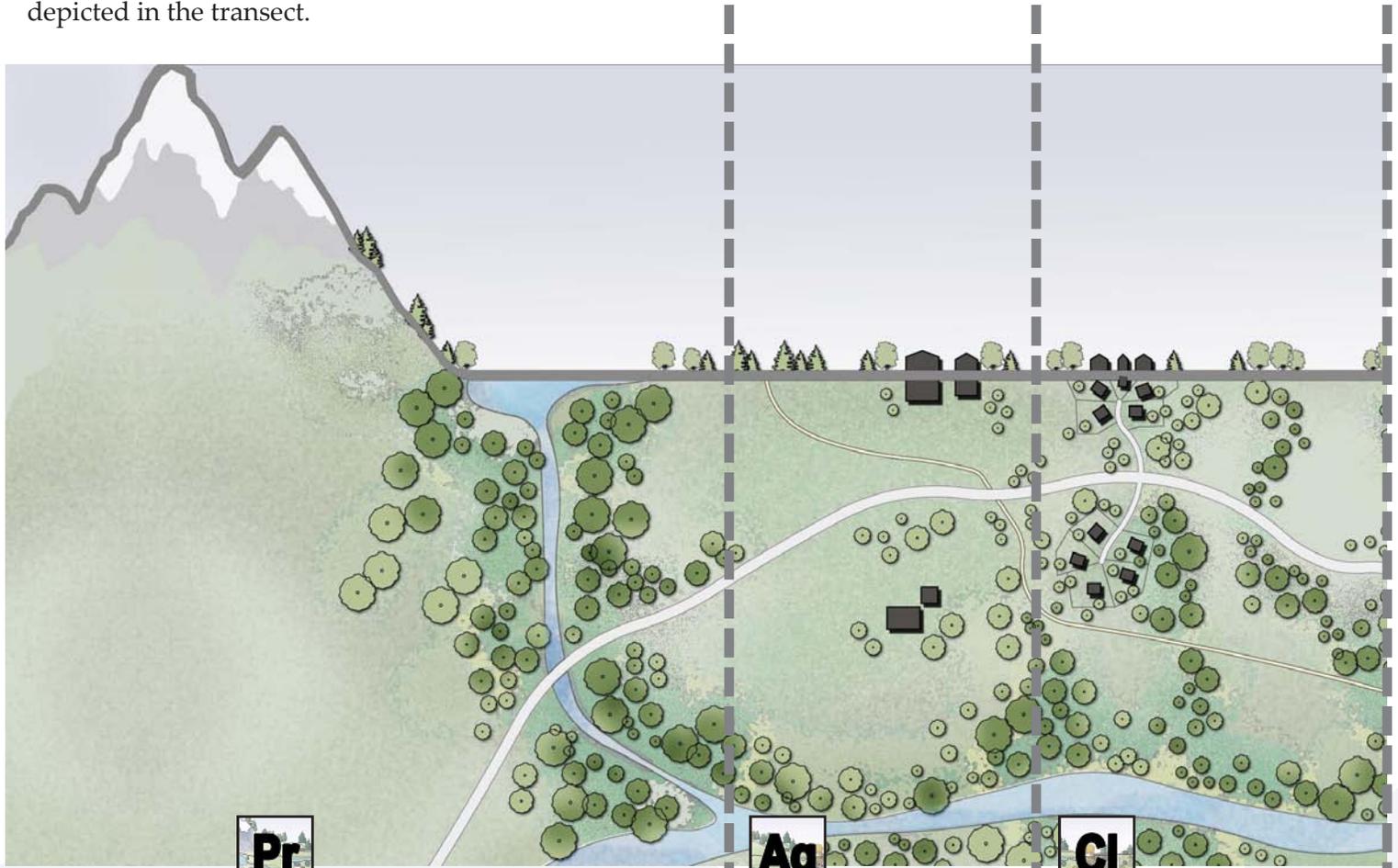


Improved Interconnectivity: An area that will be characterized in the future by increased interconnectivity.



Character Defining Features - Neighborhood Form Continuum

A Neighborhood Form identifies the general pattern and intensity of development representative of 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 describe the general pattern and intensity depicted in the transect.



Pr
Preservation



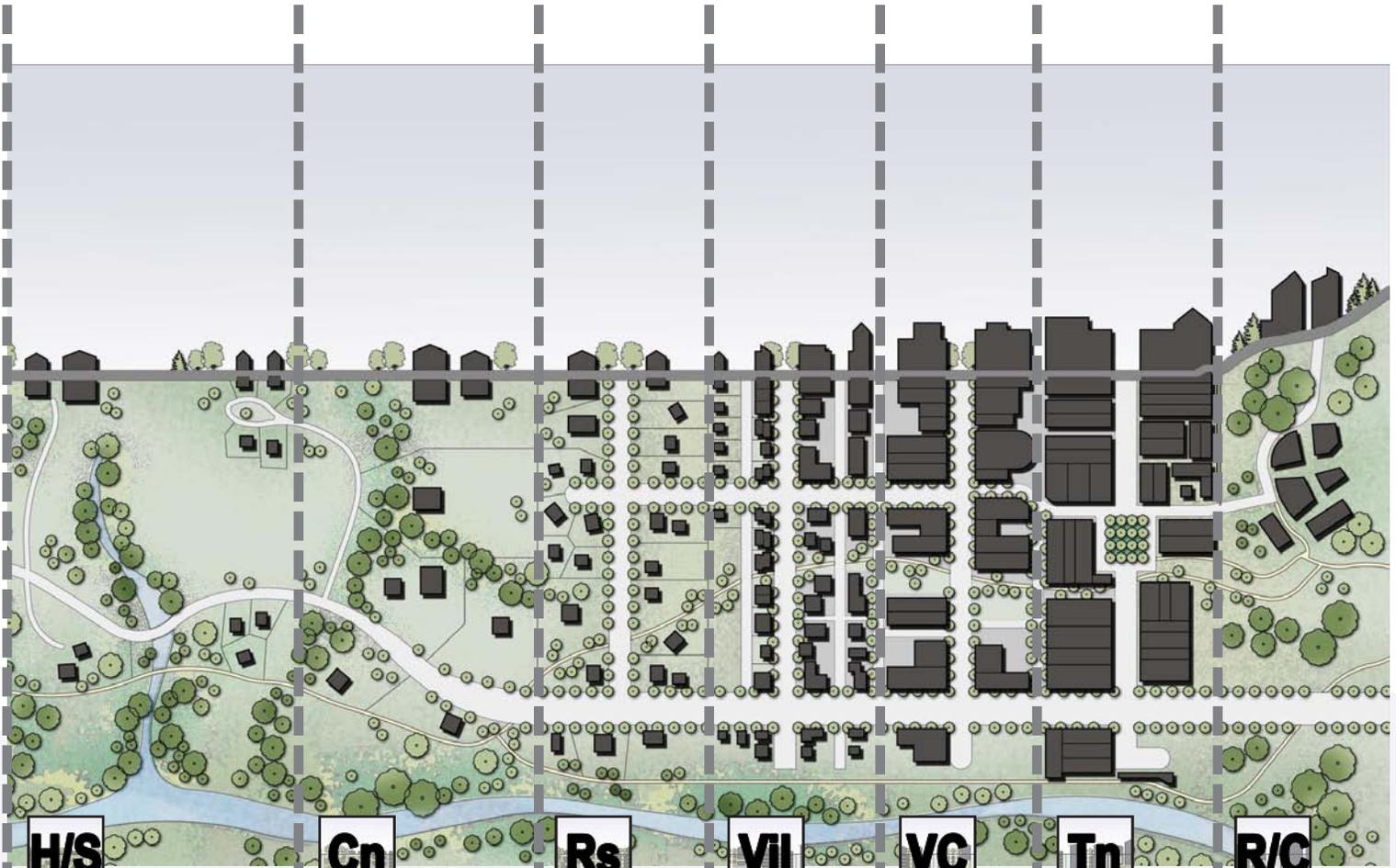
Ag
Agriculture



Cl
Clustering

Acres	n/a	70+	35+
Height	n/a	n/a	2 story
Use	Preservation	Residential, Conservation	Residential, Conservation
Special Considerations	Preserved open space, wildlife habitat	Agricultural exemptions + incentives, scale of historic agricultural compounds	Improved wildlife habitat, open space and scenic protection with respect for private property rights, integrated transportation planning, scale of historic agricultural compounds





H/S

Cn

Rs

Vil

VC

Tn

R/C

Habitat/Scenic

Conservation

Residential

Village

Village Center

Town

Resort/Civic

+/- 35	1-5	± 1	n/a	n/a	n/a	n/a
2 story	2 story	2 story	2 story	2-3 story	2-3 story	n/a
Residential, Conservation	Residential	Residential	Residential, Local Convenience Commercial, Civic	Residential, Commercial, Industrial, Civic	Residential, Commercial, Civic	Resort, Civic
Design for wildlife and/or scenery, scale of historic agricultural compounds	Design for wildlife and/or scenery, predominance of landscape over built form	Design for wildlife and/or scenery, predominance of landscape over built form	Variety of housing types, complete streets, workforce housing	Mixed use, pedestrian oriented, complete streets, workforce housing	Pedestrian oriented, public spaces, complete streets, workforce housing, employment center	Master Planned, more intense development, public, semi-public facilities

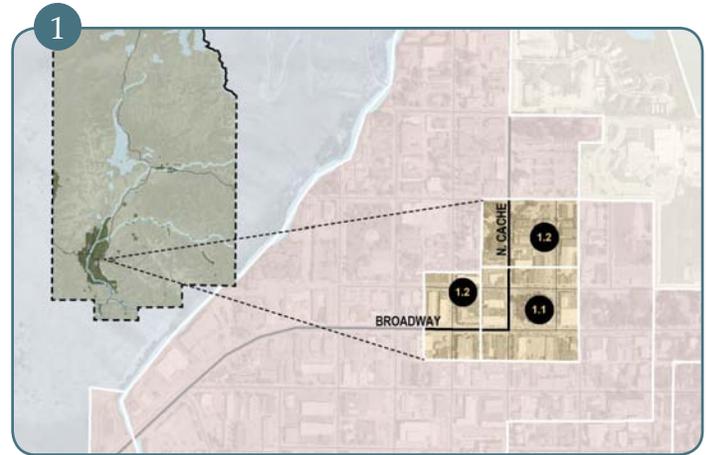


What Does the Illustration of the Vision Address?

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:

1. 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.
2. The Character Defining Features Map depicts the 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.
3. The Complete Neighborhood/Rural Area Table indicates whether the district currently has the characteristics of a Complete Neighborhood or a Rural Area. It also 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, basic issues, and opportunities.



3

Complete Neighborhood + Rural Area Chart

DEFINITION	EXISTING	FUTURE	
COMPLETE NEIGHBORHOOD			
Defined Character/High Quality Design	●	●	1-3 story, western character, vibrant ped mixed use, street wall
Public Utilities	●	●	Water, sewer, storm sewer
Quality Public Space	●	●	George Washington Memorial Park
Variety of Housing Types	●	●	Condominiums, lofts, apartments
Walkable Schools, Commercial + Recreation	●	●	Post Office, START, Limited convenience commercial, schools, parks
Connection by Complete Streets	●	●	Alternative transportation a priority
RURAL			
Viable Wildlife Habitat + Connectivity	○	○	
Natural Scenic Vistas	○	○	
Agricultural + Undeveloped Open Space	○	○	
Abundance of Landscape over Built Form	○	○	
Limited, Detached, Single Family Res. Development	○	○	
Minimal Nonresidential Development	○	○	

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent

IV-14

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

4

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 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. *forward, the community will take great care and consideration in all future planning and redevelopment.*

5. 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.

5

Policy Objectives

<i>Common Value 1:</i> <i>Ecosystem Stewardship</i>	N/A
<i>Common Value 2:</i> <i>Growth Management</i>	4.1.d: Maintain Jackson as the economic center of the region 4.2.c: Create vibrant walkable mixed-use subareas 4.2.d: Create a Downtown Retail Shopping District 4.2.e: Protect the image and function of Town Square 4.2.f: Maintain lodging as a key component in the downtown 4.4.a: Maintain and improve public spaces 4.4.c: Continue traditions and community events 4.5.a: Identify and preserve historically significant structures and sites
<i>Common Value 3:</i> <i>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.c: Increase the capacity for use of alternative transportation modes

6. 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-8 and IV-9.

6

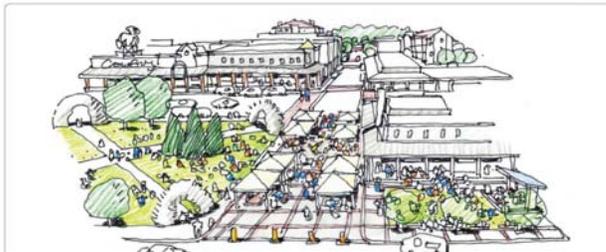
Character Defining Features

1.1: Inner Square

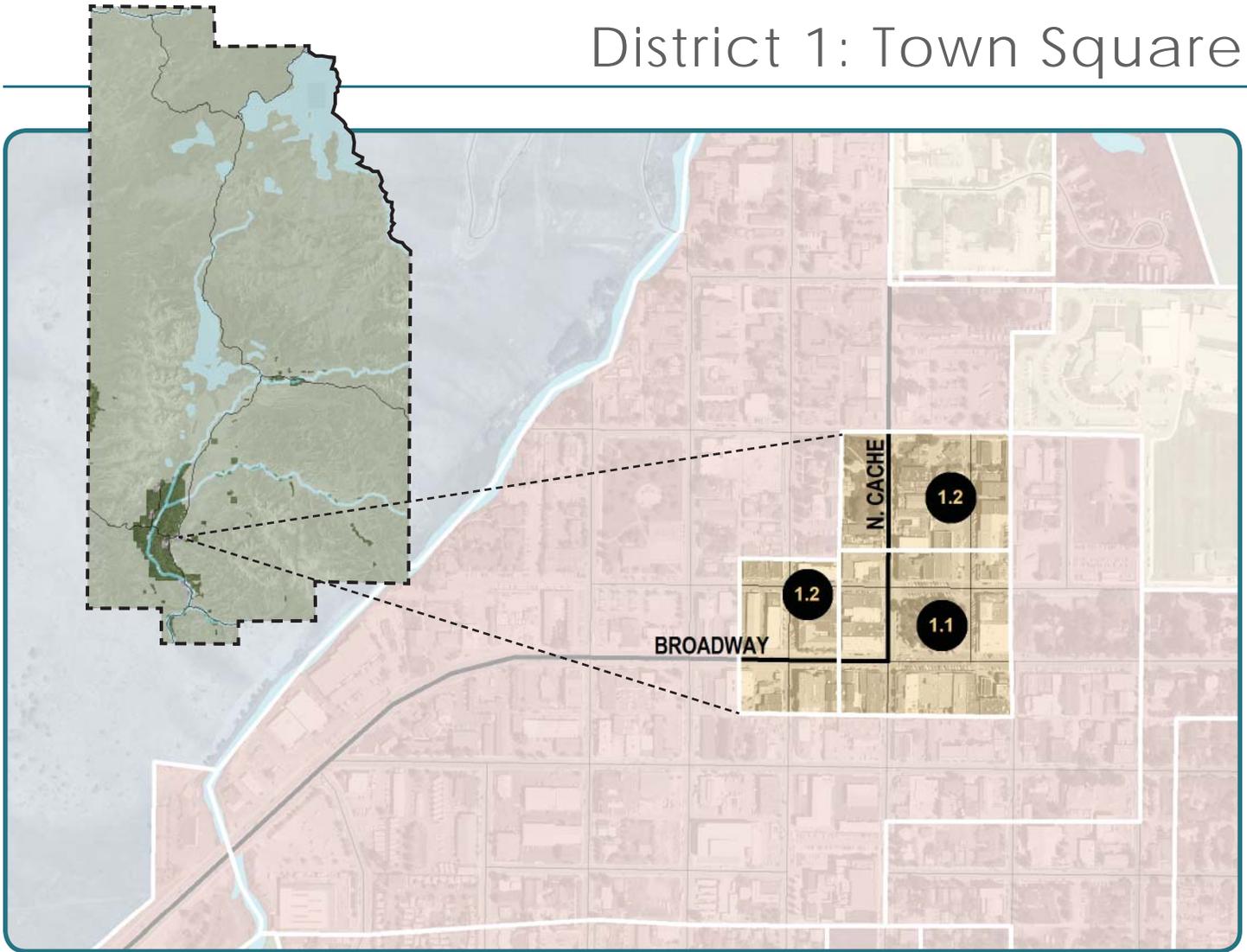


Town Form

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 predominantly in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.



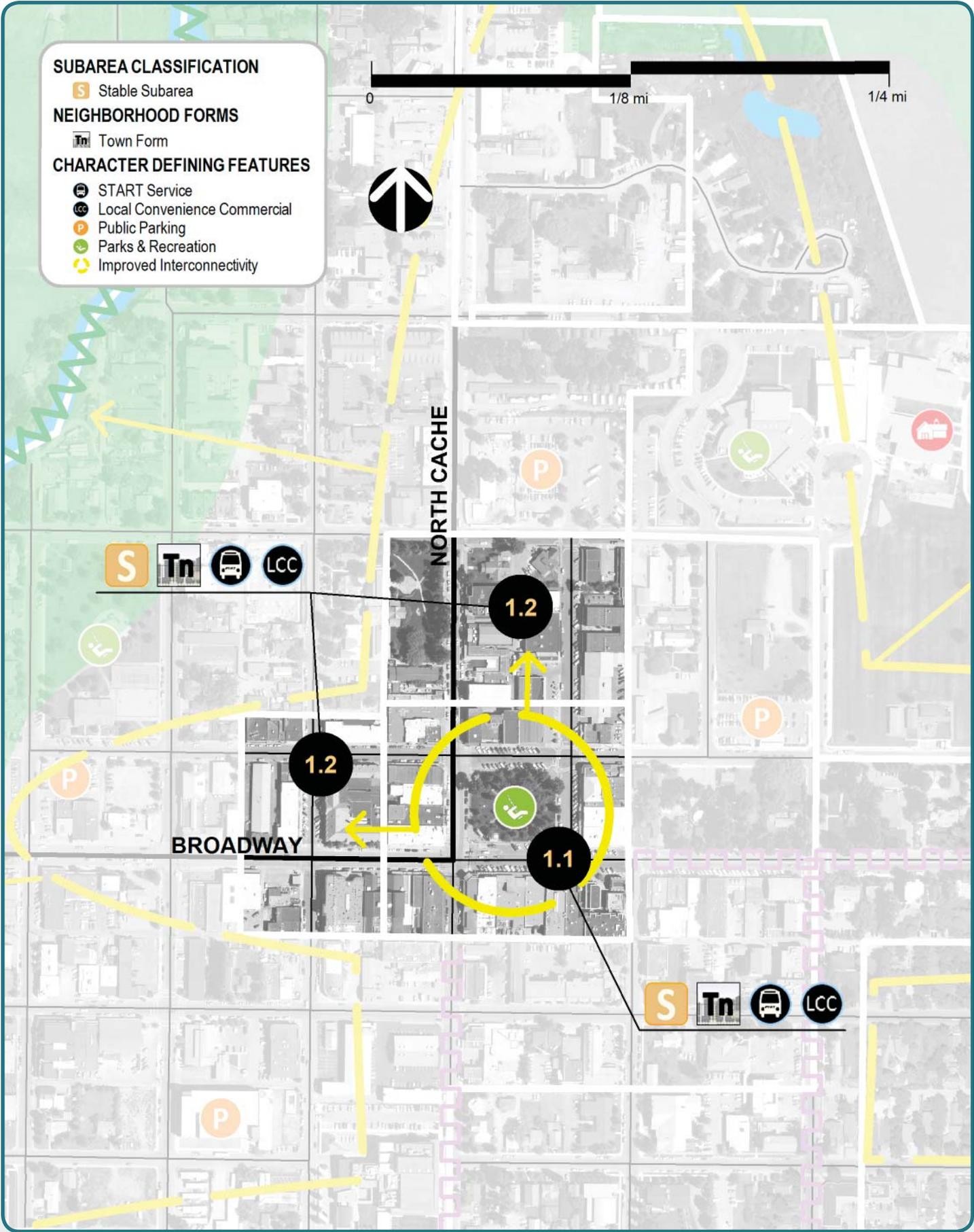
District 1: Town Square



Complete Neighborhood + Rural Area Chart

DEFINITION		EXISTING	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	●	●	1-3 story, western character, pedestrian vibrancy, street wall
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	●	●	George Washington Memorial Park
	Variety of Housing Types	○	◐	Condominiums, lofts, apartments
	Walkable Schools, Commercial + Recreation	●	●	Post Office, START, Limited convenience commercial, schools, parks
	Connection by Complete Streets	◐	●	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	○	○	
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent



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

Common Value 1: N/A

Ecosystem Stewardship

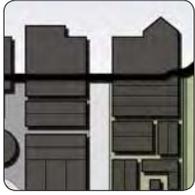
- Common Value 2:*
Growth Management
- 4.1.d: Maintain Jackson as the economic center of the region
 - 4.2.c: Create vibrant walkable mixed use subareas
 - 4.2.d: Create a Downtown Retail Shopping District
 - 4.2.e: Protect the image and function of Town Square
 - 4.2.f: Maintain lodging as a key component in the downtown
 - 4.4.a: Maintain and improve public spaces
 - 4.4.c Continue traditions and community events
 - 4.5.a: Identify and preserve historically significant structures and sites
-

Common Value 3:
Quality of Life

- 6.2.a: Enhance tourism as the basis of the economy
- 6.3.a: Ensure year-round economic viability
- 7.1.c: Increase the capacity for use of alternative transportation modes

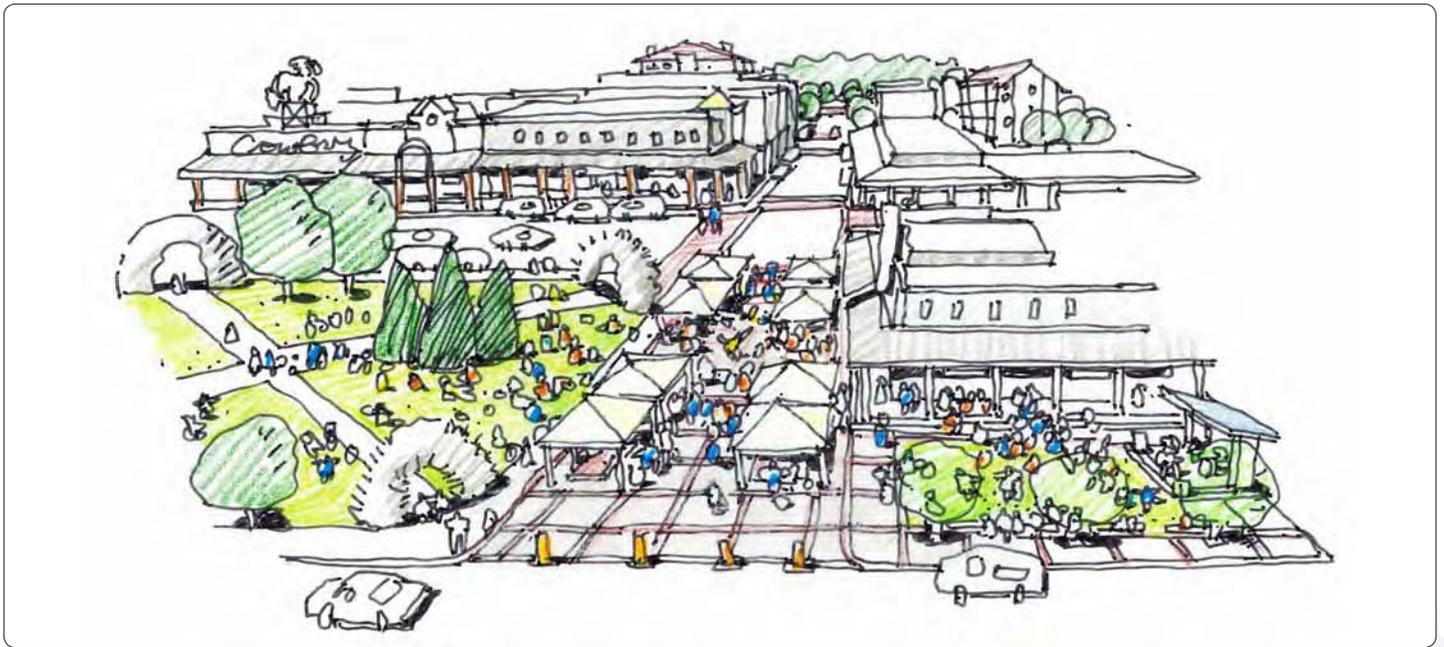
Character Defining Features

1.1: Inner Square

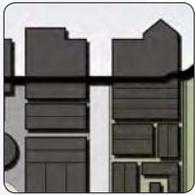


Town Form

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



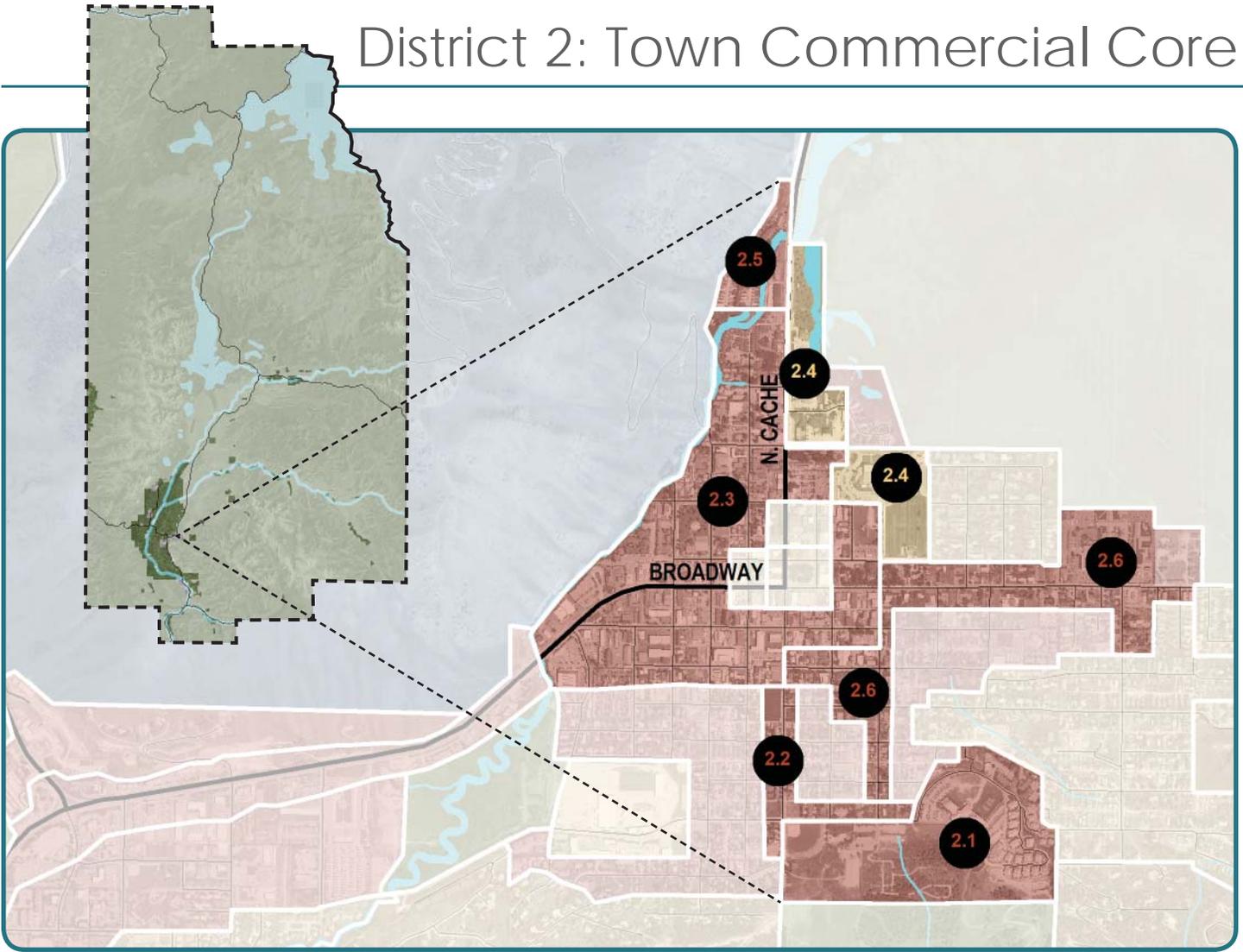
Town Form

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.



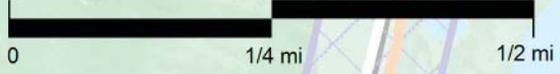
District 2: Town Commercial Core



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	<input type="radio"/>	<input checked="" type="radio"/>	2-3 stories, vibrant pedestrian mixed use, street wall
	Public Utilities	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Water, sewer, storm sewer
	Quality Public Space	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Miller Park, Phil Baux Park, Snow King, Center for the Arts
	Variety of Housing Types	<input type="radio"/>	<input checked="" type="radio"/>	Duplex, condominiums, apartments, multifamily
	Walkable Schools, Commercial + Recreation	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Post Office, START, Limited convenience commercial, school, parks, pathways
	Connection by Complete Streets	<input type="radio"/>	<input checked="" type="radio"/>	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	<input type="radio"/>	<input type="radio"/>	Flat Creek enhancements
	Natural Scenic Vistas	<input type="radio"/>	<input type="radio"/>	
	Agricultural + Undeveloped Open Space	<input type="radio"/>	<input type="radio"/>	
	Abundance of Landscape over Built Form	<input type="radio"/>	<input type="radio"/>	
	Limited, Detached, Single family Res. Development	<input type="radio"/>	<input type="radio"/>	
	Minimal Nonresidential Development	<input type="radio"/>	<input type="radio"/>	

Legend: Generally Present; Partially Present; Generally absent



SUBAREA CLASSIFICATION

- S** Stable Subarea
- T** Transitional Subarea

NEIGHBORHOOD FORMS

- VII** Village Form
- VC** Village Center Form
- Tn** Town Form
- R/C** Resort/Civic Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Workforce Housing
- START Service
- Local Convenience Commercial
- Gateway
- Public Parking
- Parks & Recreation
- School
- Crucial Habitat
- Road Corridor Enhancement
- Flat Creek Corridor Enhancement
- Key Transportation Network Project
- Improved Interconnectivity

T **VC** **LCC**

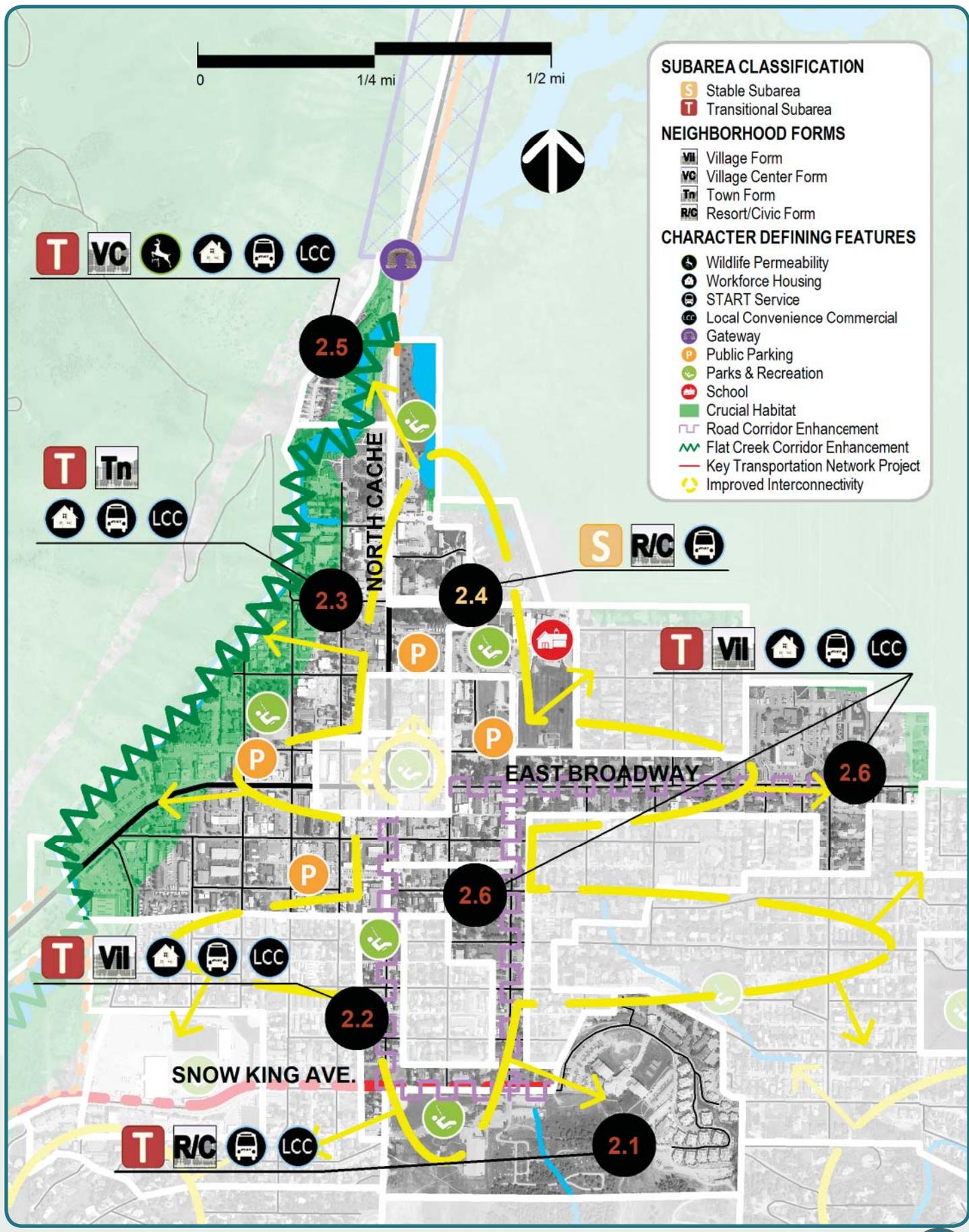
T **Tn** **LCC**

S **R/C**

T **VII** **LCC**

T **VII** **LCC**

T **R/C** **LCC**



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

Common Value 1: N/A
Ecosystem Stewardship

Common Value 2: 4.1.b: Emphasize a variety of housing types, including deed-restricted housing
Growth Management 4.1.d: Maintain Jackson as the economic center of the region
4.2.c: Create vibrant walkable mixed use subareas
4.2.d: Create a Downtown Retail Shopping District
4.2.f: 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

Common Value 3: 5.2.d: Encourage deed-restricted rental units
Quality of Life 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.c: Increase the capacity for use of alternative transportation modes



Character Defining Features

2.1: Snow King Resort

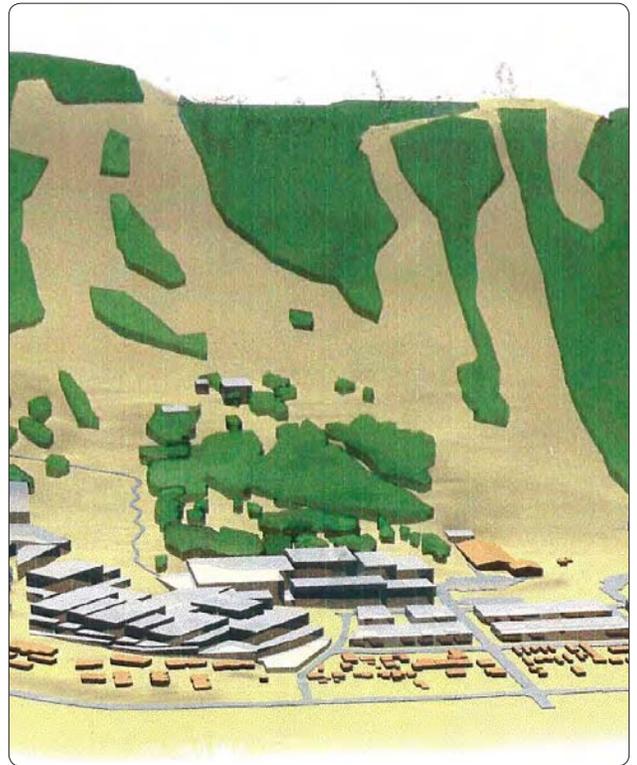


Resort/ Civic
Form

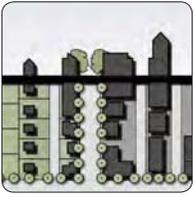
This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border 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.



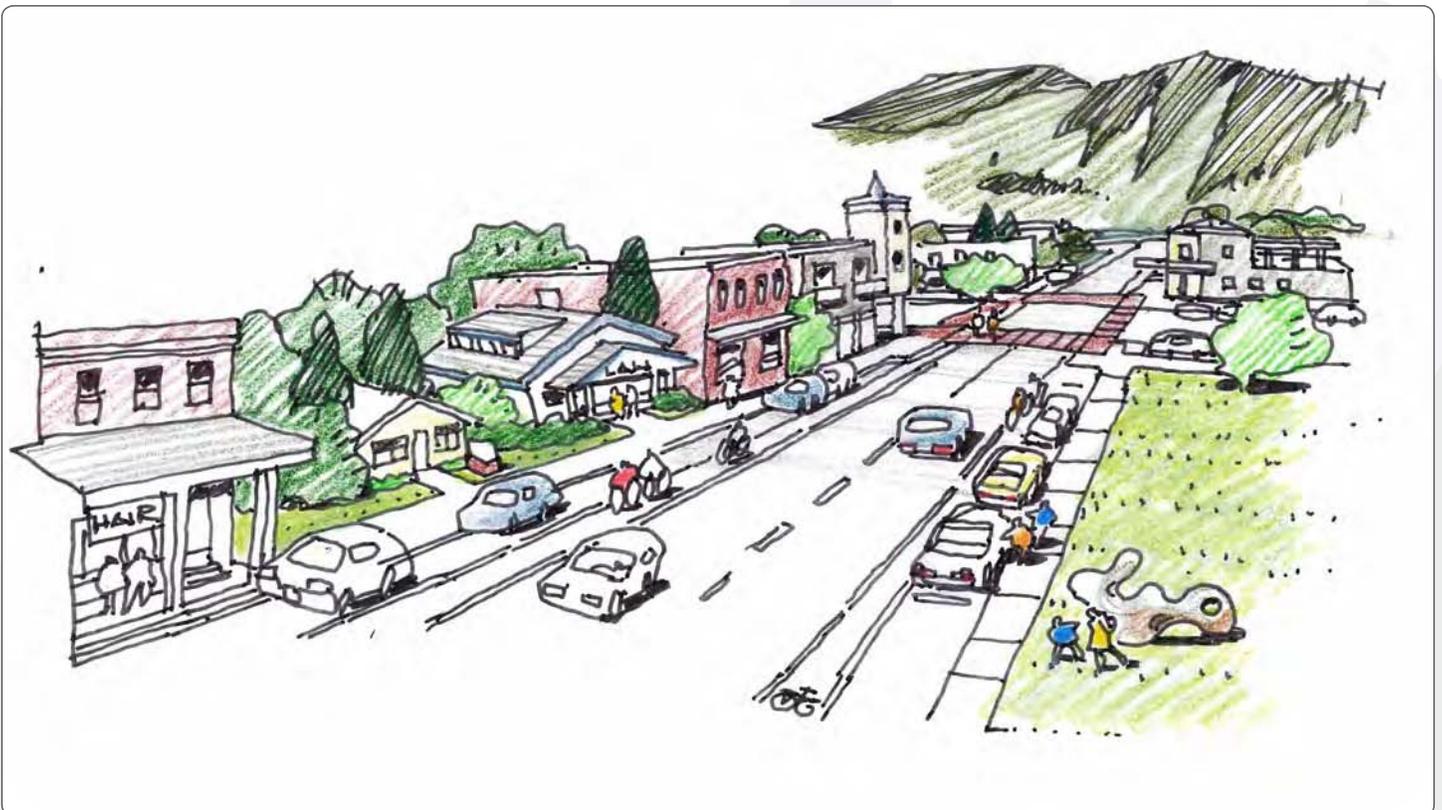
2.2: Snow King and South Cache Corridors



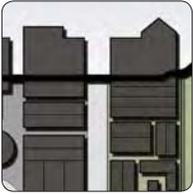
Village Form

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. 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

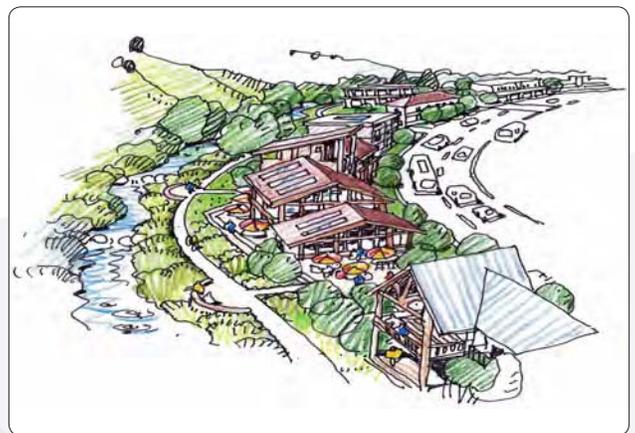


Town Form

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 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. 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

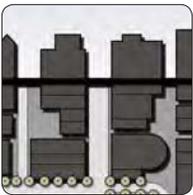


*Resort/ Civic
Form*

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.

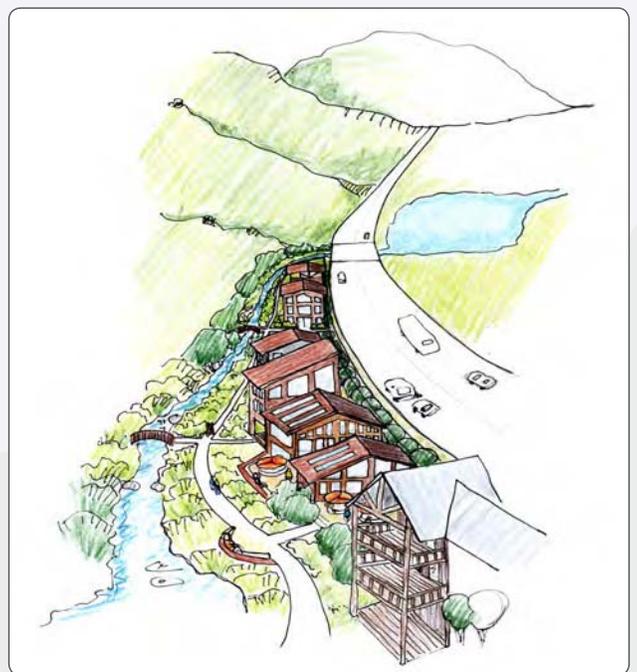
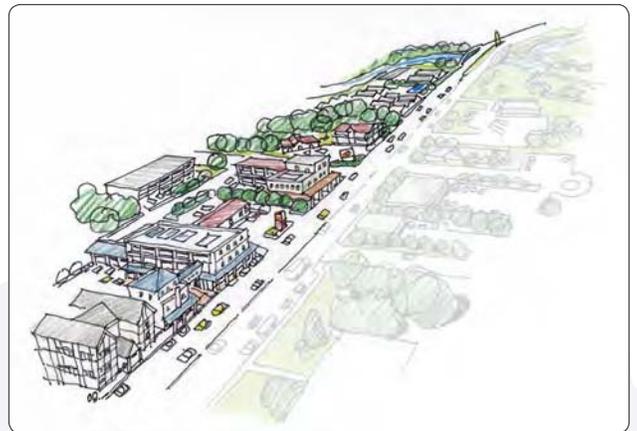


2.5: North Cache Gateway

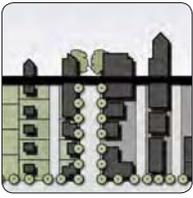


*Village Center
Form*

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 existing 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. 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



Village Form

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

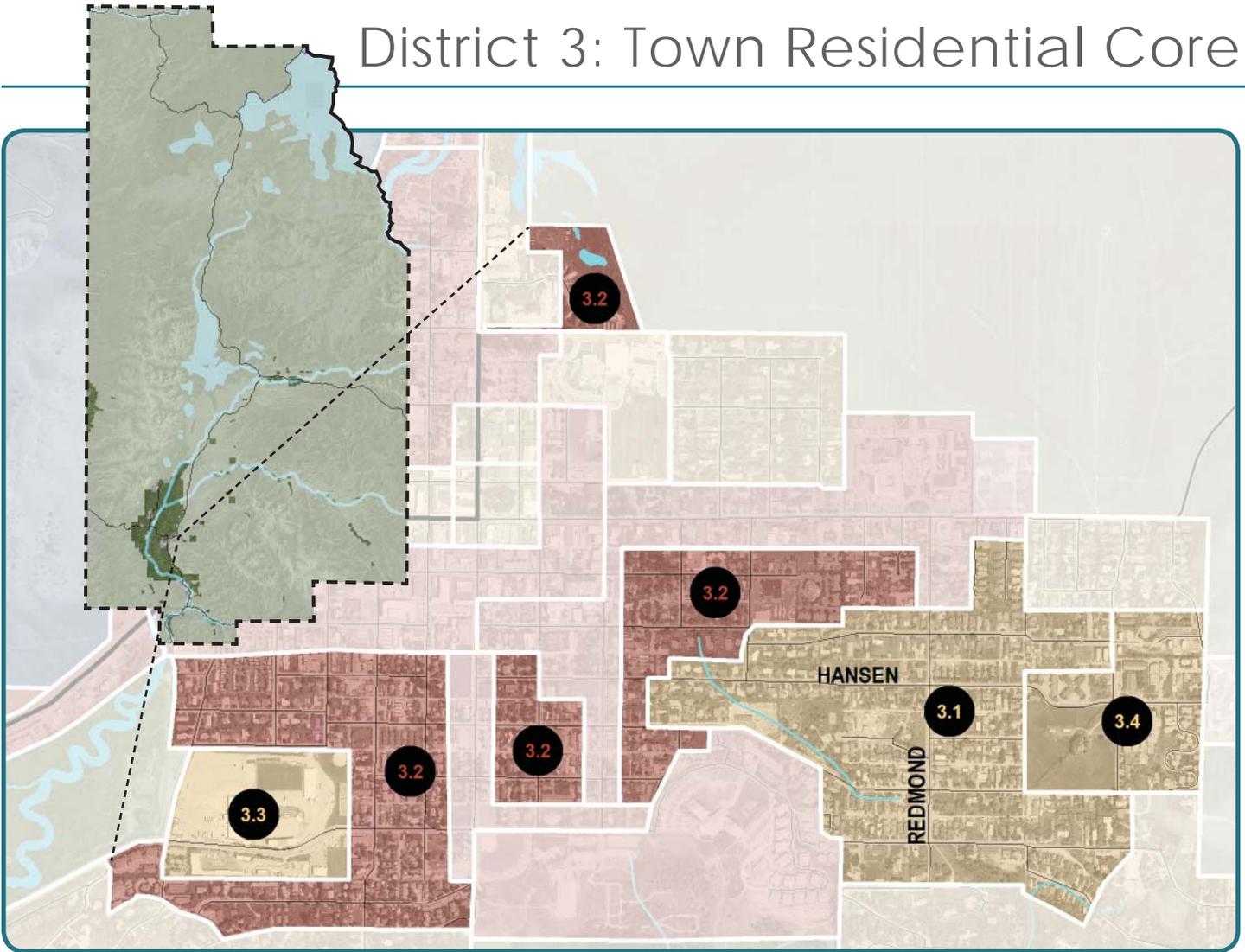
Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience 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 existing 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.



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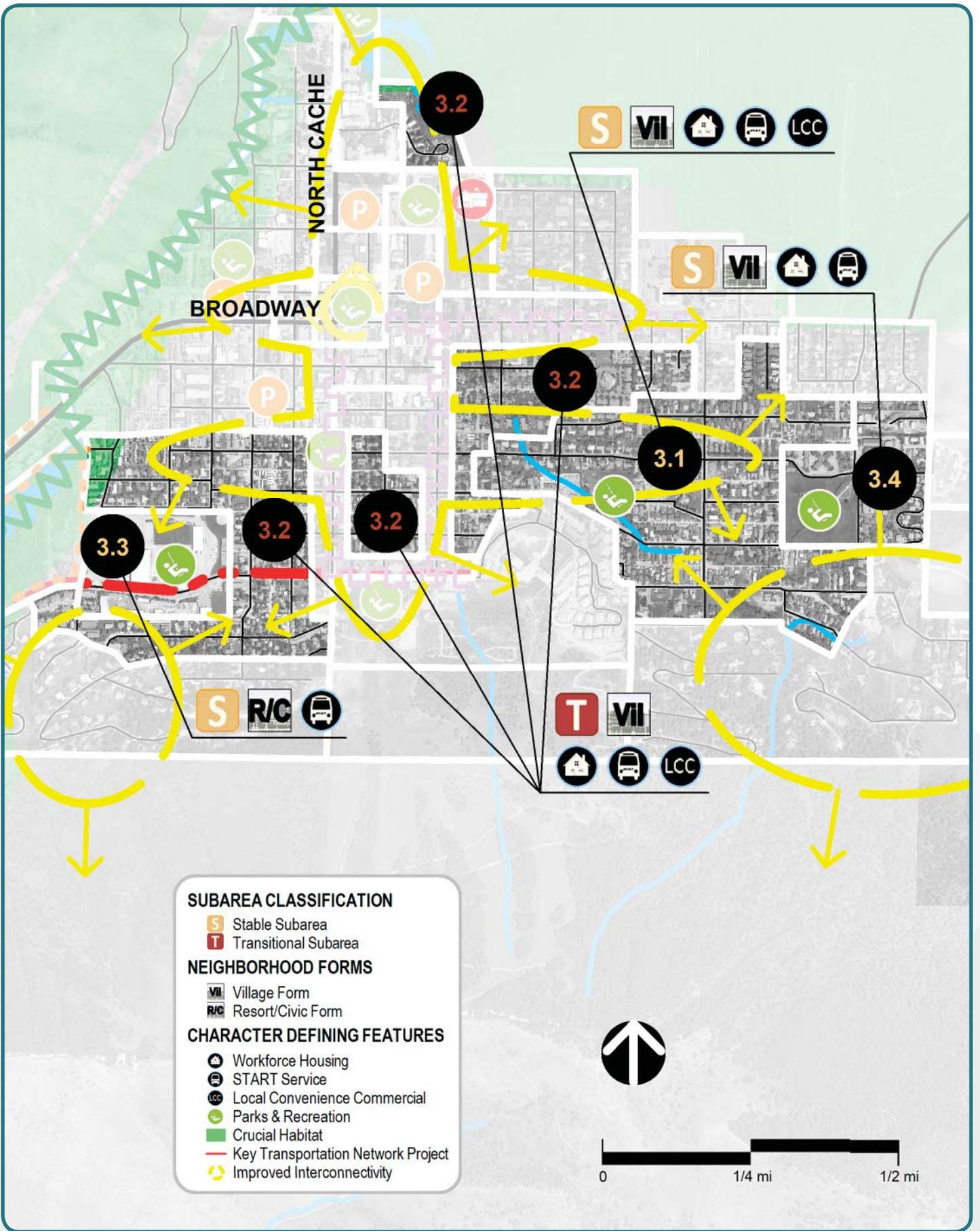
District 3: Town Residential Core



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	<input type="radio"/>	<input checked="" type="radio"/>	2-3 stories, variety of residential forms
	Public Utilities	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Water, sewer, storm sewer
	Quality Public Space	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Mike Yokel Park, May Park, Rodeo Grounds
	Variety of Housing Types	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Single family, duplex, tri-plex and multifamily
	Walkable Schools, Commercial + Recreation	<input checked="" type="radio"/>	<input checked="" type="radio"/>	START, limited convenience commercial, schools, parks, pathways
	Connection by Complete Streets	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Alternative transportation a priority
	RURAL	Viable Wildlife Habitat + Connectivity	<input checked="" type="radio"/>	<input checked="" type="radio"/>
Natural Scenic Vistas		<input type="radio"/>	<input type="radio"/>	
Agricultural + Undeveloped Open Space		<input type="radio"/>	<input type="radio"/>	
Abundance of Landscape over Built Form		<input type="radio"/>	<input type="radio"/>	
Limited, Detached, Single family Res. Development		<input type="radio"/>	<input type="radio"/>	
Minimal Nonresidential Development		<input checked="" type="radio"/>	<input checked="" type="radio"/>	Limited convenience commercial

Legend: Generally Present; Partially Present; Generally absent



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, 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. 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.

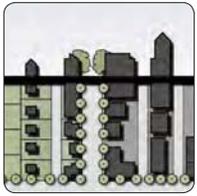
Policy Objectives

<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 4.3.b: Create and develop transitional subareas 4.4.d: Enhance natural features in the built environment
<i>Common Value 3: Quality of Life</i>	5.2.d: Encourage deed-restricted rental units 5.3.b: Preserve existing workforce housing stock 7.1.c: Increase the capacity for use of alternative transportation modes



Character Defining Features

3.1: East Jackson



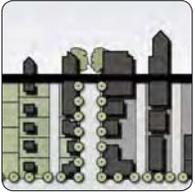
Village Form

This residential, STABLE Subarea will continue to provide a variety of housing 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

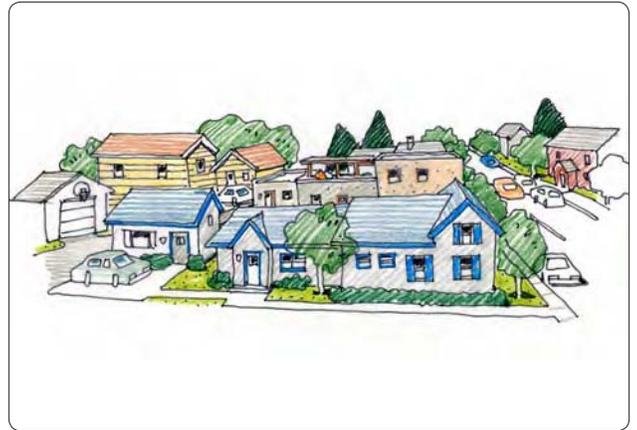


Village Form

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 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

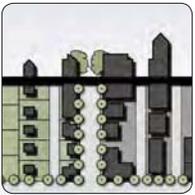


*Resort/ Civic
Form*

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. Similarly, the location and use of the Rodeo Grounds supports the Town as Heart of Region policies of this plan and should be allowed to remain in its current location. The subarea will maintain similar uses and characteristics into the future, although the actual users may change.



3.4: May Park Area

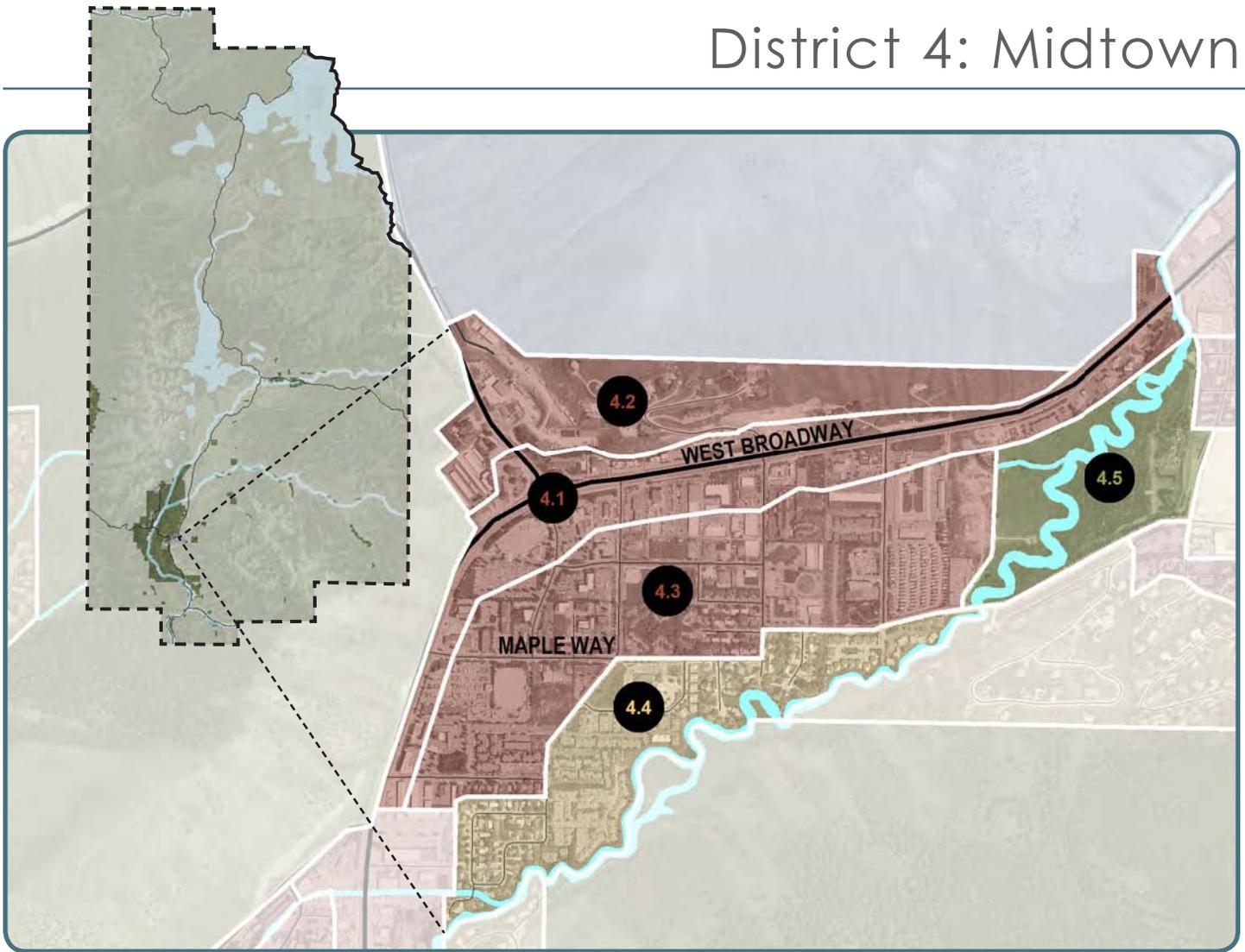


Village Form

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. 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.



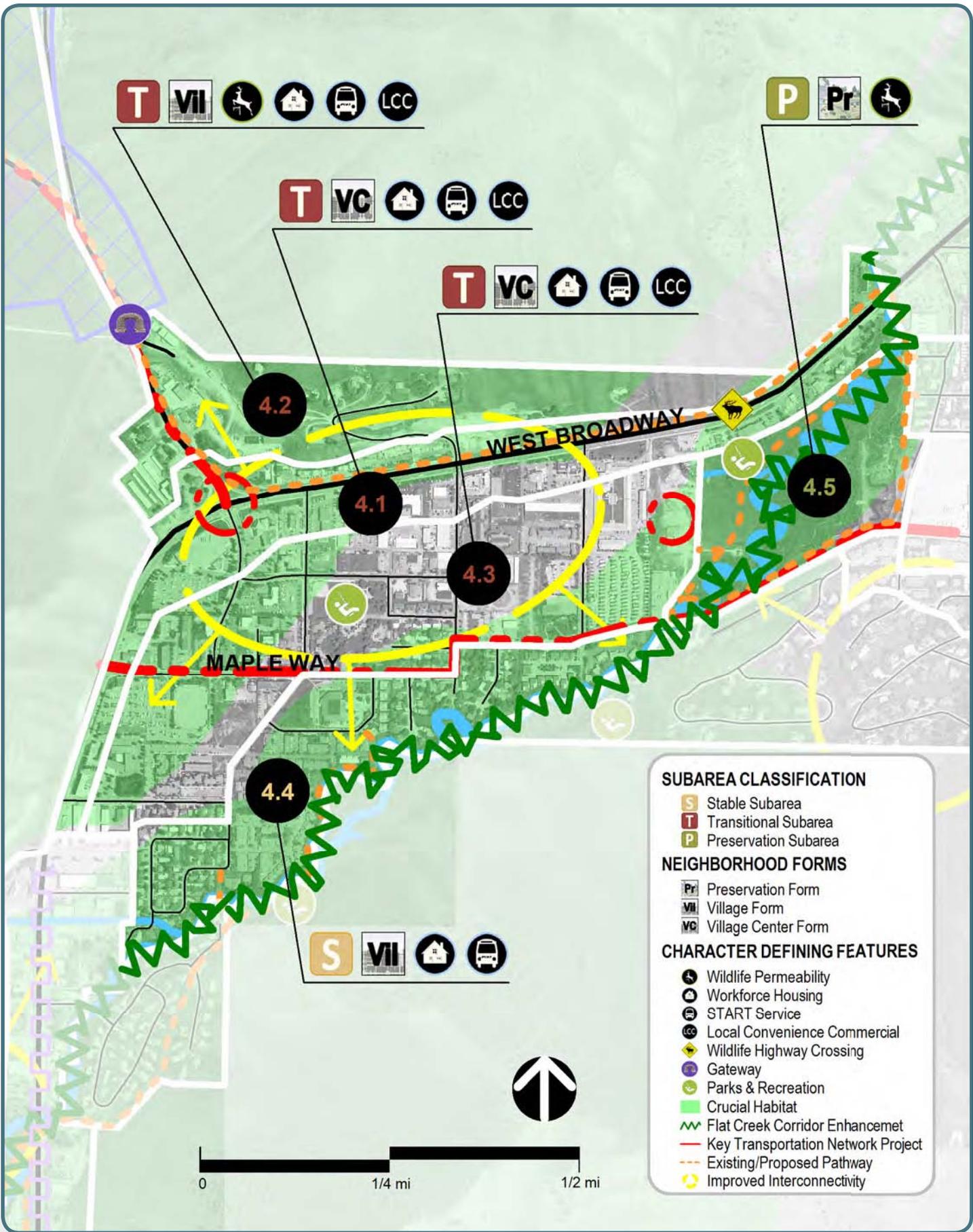
District 4: Midtown



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	<input type="radio"/>	<input checked="" type="radio"/>	2-3 stories, vibrant pedestrian mixed use, street wall with landscape buffer
	Public Utilities	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Water, sewer, storm sewer
	Quality Public Space	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Powderhorn Park, Karns Meadow and Garaman Park Pathway
	Variety of Housing Types	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Single family, duplex, condominiums, townhomes, apartments, multifamily
	Walkable Schools, Commercial + Recreation	<input type="radio"/>	<input checked="" type="radio"/>	Post office, START, limited convenience commercial, schools, parks, pathways
	Connection by Complete Streets	<input type="radio"/>	<input checked="" type="radio"/>	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	<input type="radio"/>	<input type="radio"/>	Flat Creek enhancement, wildlife crossings
	Natural Scenic Vistas	<input type="radio"/>	<input type="radio"/>	
	Agricultural + Undeveloped Open Space	<input type="radio"/>	<input type="radio"/>	Karns Meadow
	Abundance of Landscape over Built Form	<input type="radio"/>	<input type="radio"/>	
	Limited, Detached, Single family Res. Development	<input type="radio"/>	<input type="radio"/>	
	Minimal Nonresidential Development	<input type="radio"/>	<input type="radio"/>	

Legend: Generally Present; Partially Present; Generally absent



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 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 existing 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. 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

*Common Value 1:
Ecosystem Stewardship*

1.1.c: Design for wildlife permeability

*Common Value 2:
Growth Management*

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: Create and develop transitional subareas

4.4.b Enhance Jackson gateways

4.4.d: Enhance natural features in the built environment

*Common Value 3:
Quality of Life*

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.c: Increase the capacity for use of alternative transportation modes

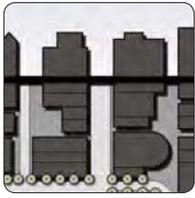
7.2.d: Complete key Transportation Network Projects to improve connectivity

7.3.b: Reduce wildlife and natural and scenic resource transportation impacts



Character Defining Features

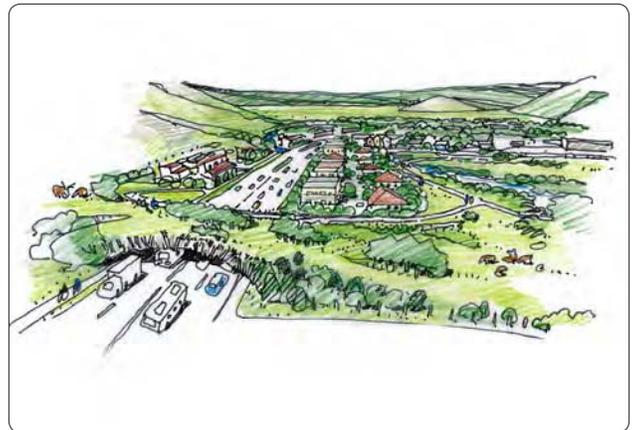
4.1: Midtown Highway Corridor



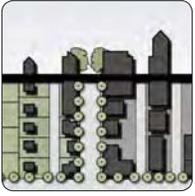
Village Center Form

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

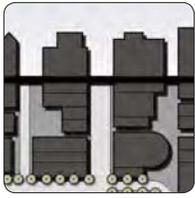


Village Form

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

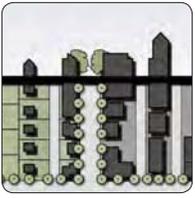


*Village Center
Form*

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



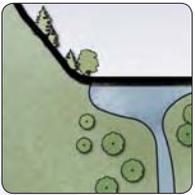
Village Form

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



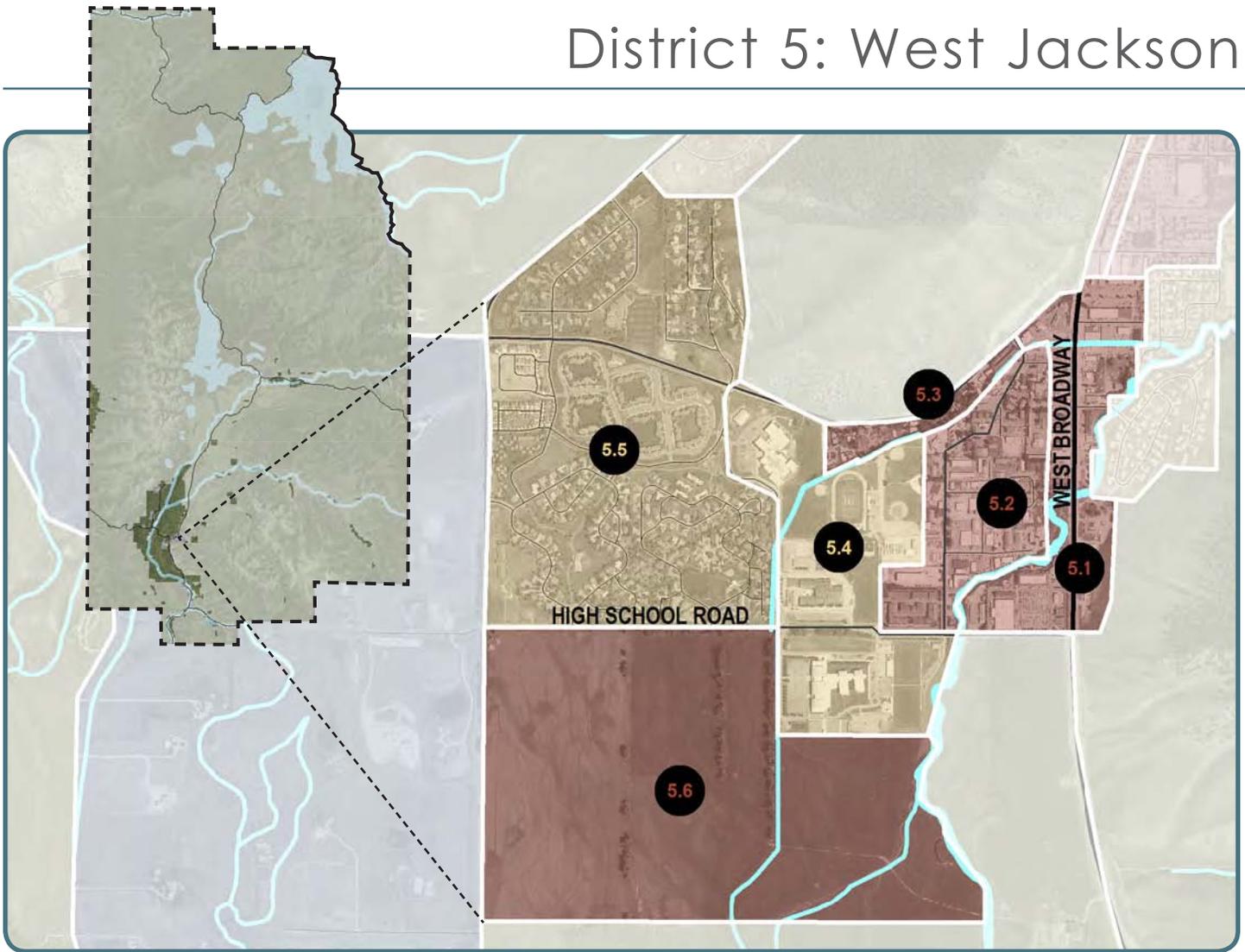
Preservation Form

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 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.



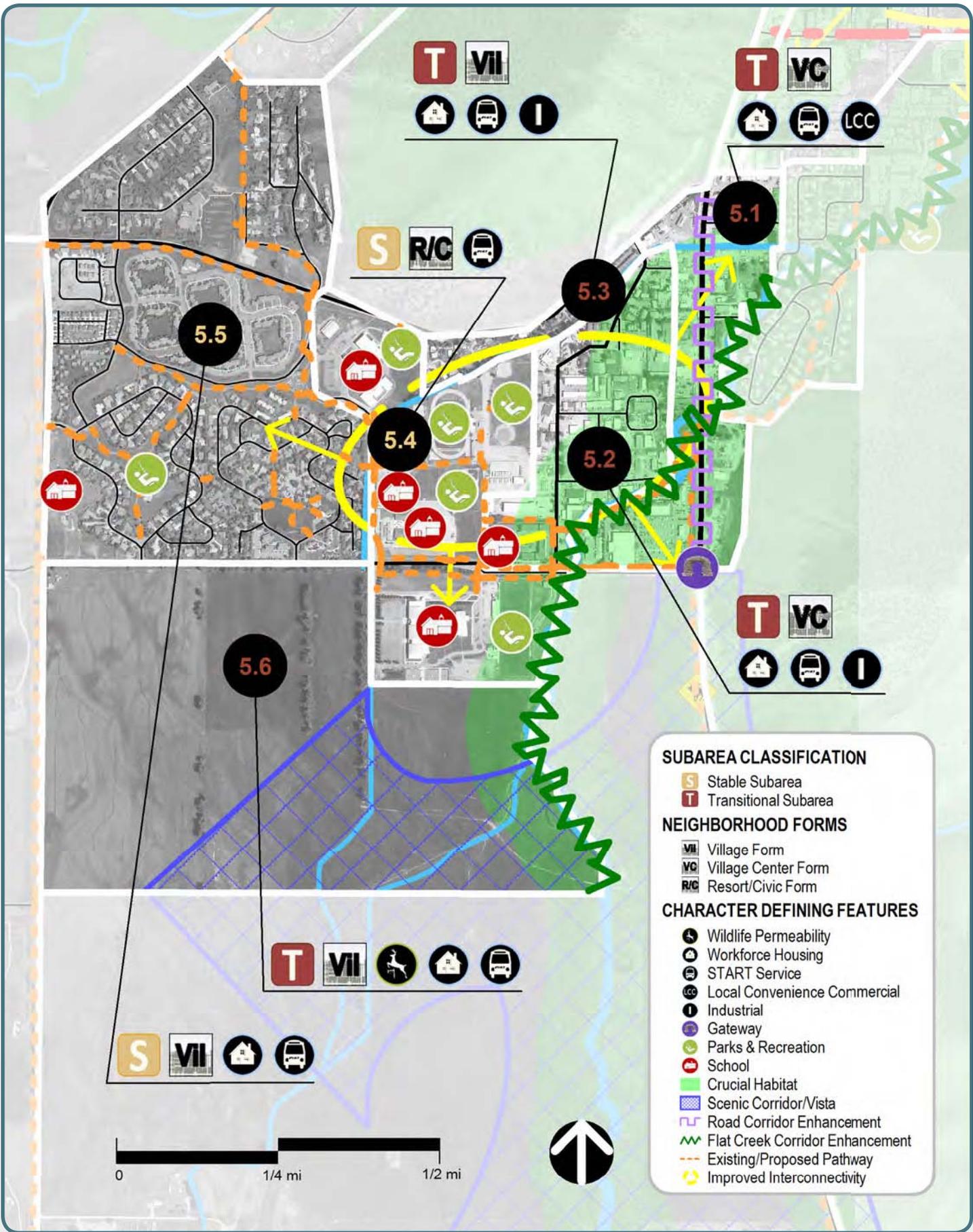
District 5: West Jackson



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	<input type="radio"/>	<input checked="" type="radio"/>	Variety of residential, non-residential and industrial buildings and land use patterns
	Public Utilities	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Water, sewer, storm sewer
	Quality Public Space	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Rangeview Park, school playgrounds and fields, pathways
	Variety of Housing Types	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Single family, duplex, condominiums, townhomes, apartments, multifamily, START, local convenience commercial, schools, parks, pathways
	Walkable Schools, Commercial + Recreation	<input checked="" type="radio"/>	<input checked="" type="radio"/>	
	Connection by Complete Streets	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Alternative transportation a priority
RURAL	Viable Wildlife Habitat + Connectivity	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Flat Creek enhancement
	Natural Scenic Vistas	<input type="radio"/>	<input type="radio"/>	
	Agricultural + Undeveloped Open Space	<input type="radio"/>	<input type="radio"/>	
	Abundance of Landscape over Built Form	<input type="radio"/>	<input type="radio"/>	
	Limited, Detached, Single family Res. Development	<input type="radio"/>	<input type="radio"/>	
	Minimal Nonresidential Development	<input type="radio"/>	<input type="radio"/>	

Legend: Generally Present; Partially Present; Generally absent



SUBAREA CLASSIFICATION

- S Stable Subarea
- T Transitional Subarea

NEIGHBORHOOD FORMS

- VII Village Form
- VC Village Center Form
- R/C Resort/Civic Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Workforce Housing
- START Service
- Local Convenience Commercial
- Industrial
- Gateway
- Parks & Recreation
- School
- Crucial Habitat
- Scenic Corridor/Vista
- Road Corridor Enhancement
- Flat Creek Corridor Enhancement
- Existing/Proposed Pathway
- Improved Interconnectivity

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.

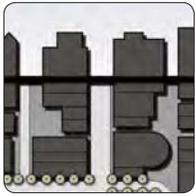
The future goal of the district will be to take advantage of the existing variety of land uses and Complete Neighborhood amenities and develop them into a more attractive and well connected district. The continuation of light industrial uses is necessary to support the local economy. The preservation 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>	<ul style="list-style-type: none"> 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: Create and develop transitional subareas 4.4.b Enhance Jackson Gateways
<i>Common Value 3: Quality of Life</i>	<ul style="list-style-type: none"> 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.c: Increase the capacity for use of alternative transportation modes 7.2.d Complete key transportation network projects to improve connectivity

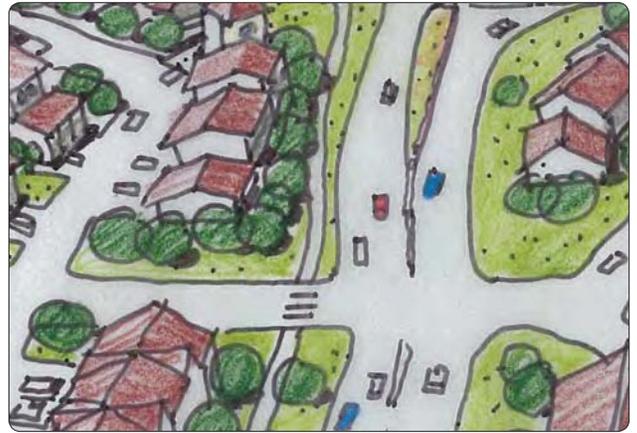
Character Defining Features

5.1: West Jackson Highway Corridor

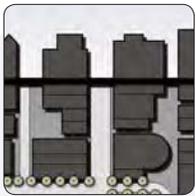


Village Center Form

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.

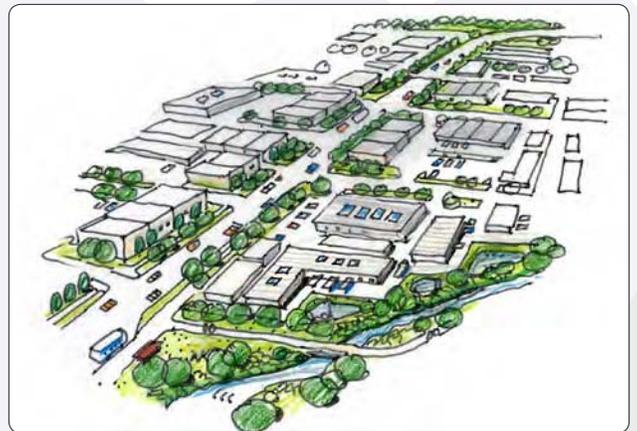


5.2: Gregory Lane Area

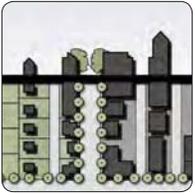


Village Center Form

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



Village Form

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



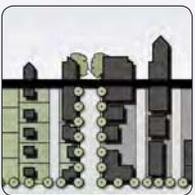
Resort/ Civic Form

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



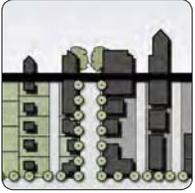
Village Form

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



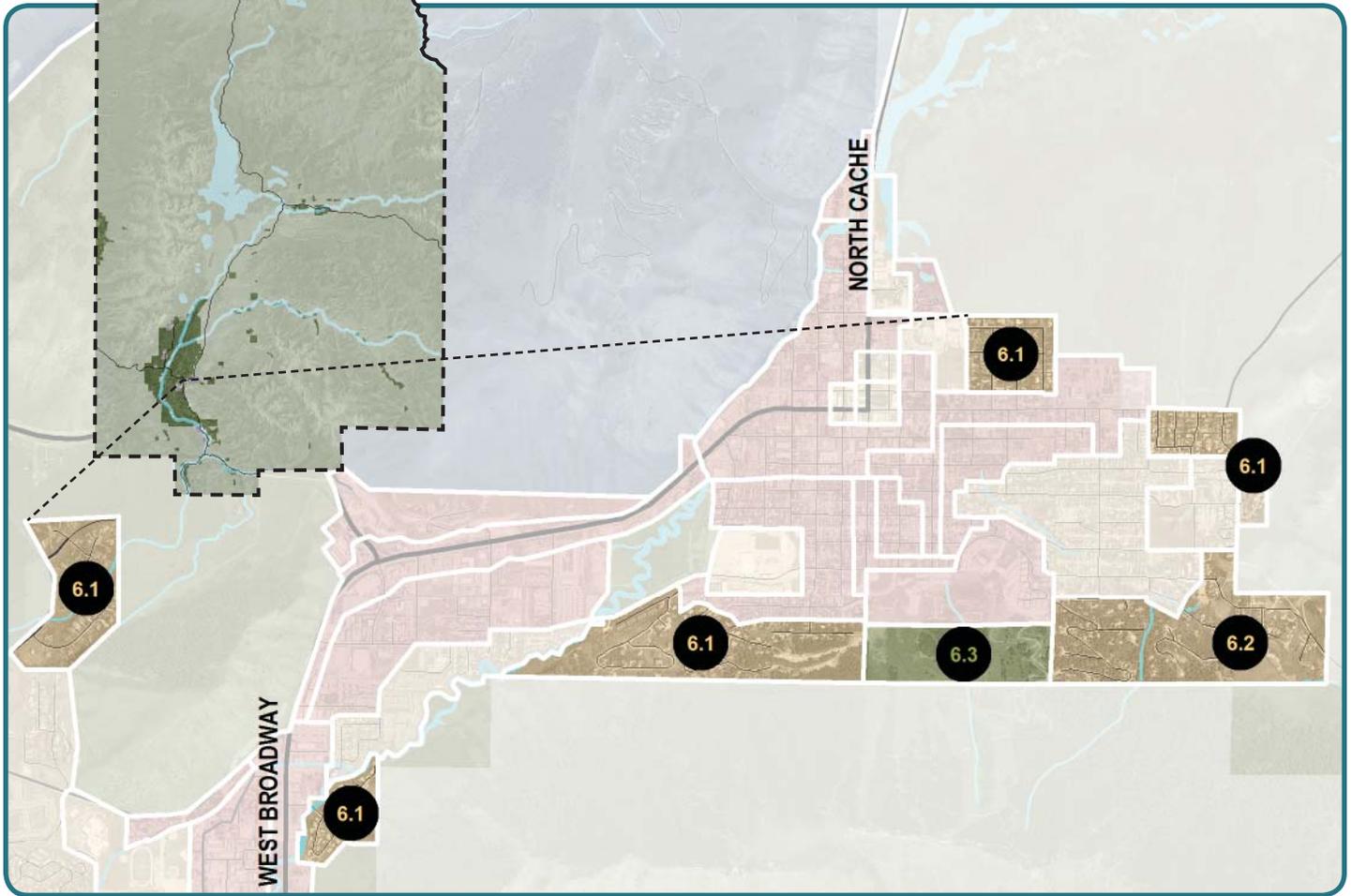
Village Form

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 a suitable location to

meet those goals due to its close proximity to many existing Complete Neighborhood amenities. The 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. 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.



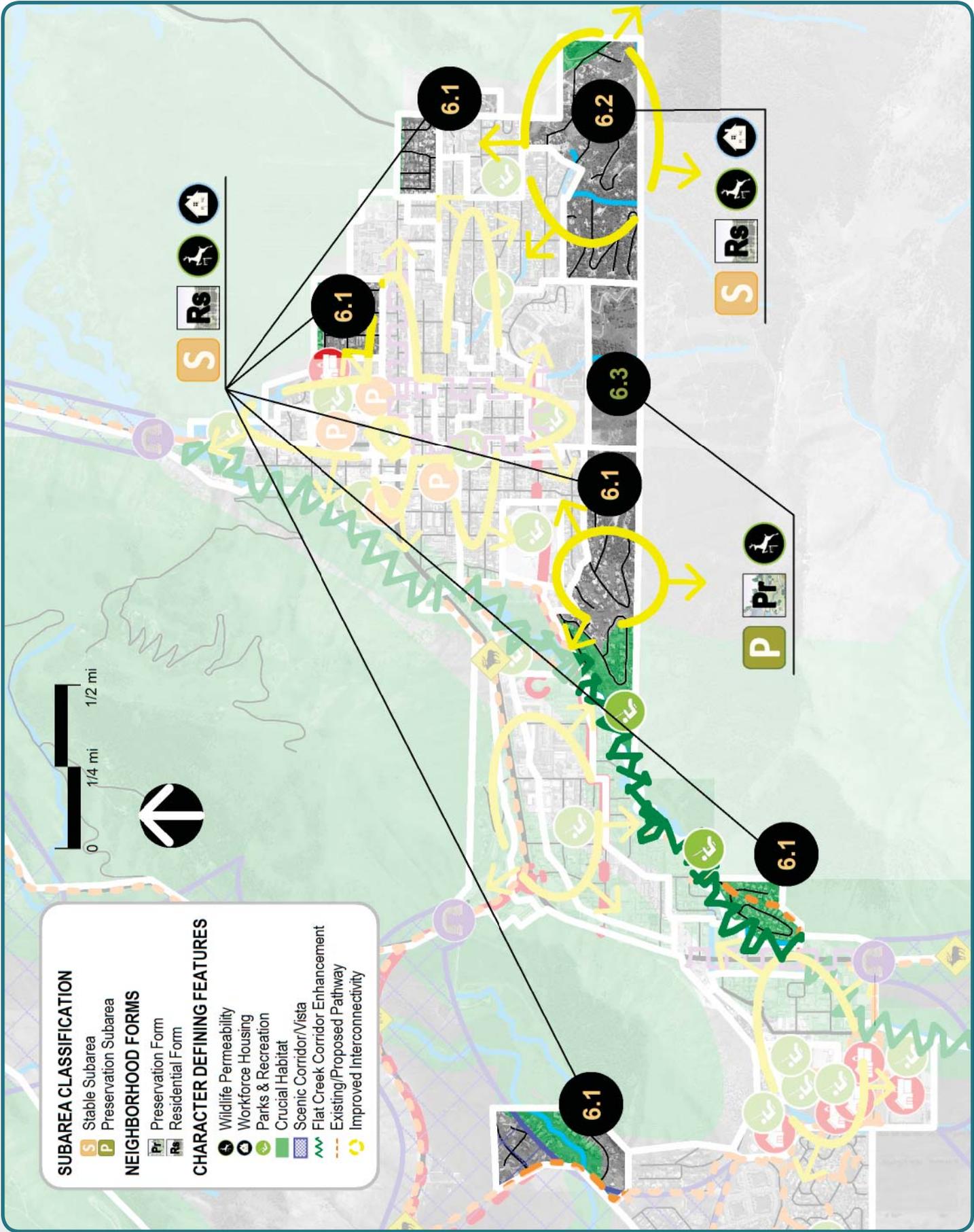
District 6: Town Periphery



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◐	Single family homes; interface between urban and rural
	Public Utilities	●	●	Water, sewer, storm sewer
	Quality Public Space	◐	◐	Public lands
	Variety of Housing Types	○	○	Single family detached
	Walkable Schools, Commercial + Recreation	○	○	START, schools, parks, pathways over typical ¼ to ½ mile
	Connection by Complete Streets	○	◐	Alternative transportation a priority on collector streets only
	RURAL	Viable Wildlife Habitat + Connectivity	◐	◐
Natural Scenic Vistas		○	◐	Forested hillsides
Agricultural + Undeveloped Open Space		◐	◐	Snow King hillside
Abundance of Landscape over Built Form		◐	◐	Maintain current character
Limited, Detached, Single family Res. Development		◐	●	
Minimal Nonresidential Development		●	●	

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent



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 it should be in keeping with existing character. The establishment of both minimum and maximum lot and house sizes should be developed to preserve the existing character. New buildings should match 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.

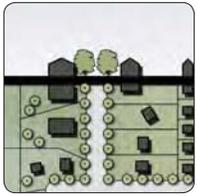
Policy Objectives

<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 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

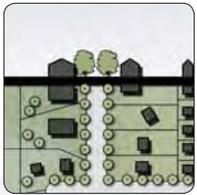


Residential Form

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 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

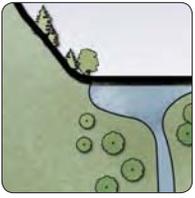


Residential Form

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 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 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



Preservation
Form

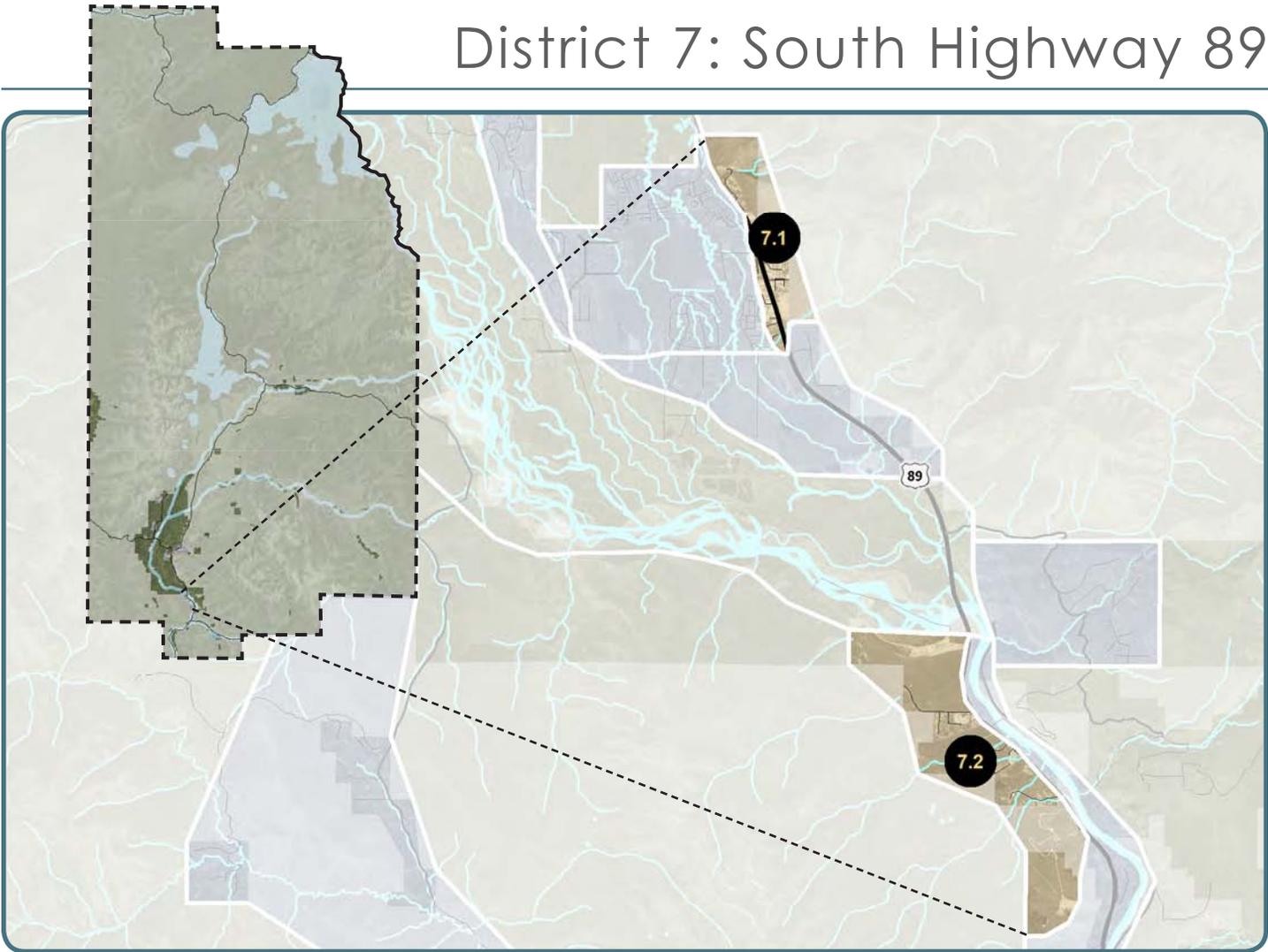
This PRESERVATION Subarea will continue to serve its role as the “Town Hill”, providing a variety of summer and winter recreational amenities to the community. In addition, the subarea has wildlife habitat and scenic values that will need to be balanced with recreational uses. Future development should 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.



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District 7: South Highway 89

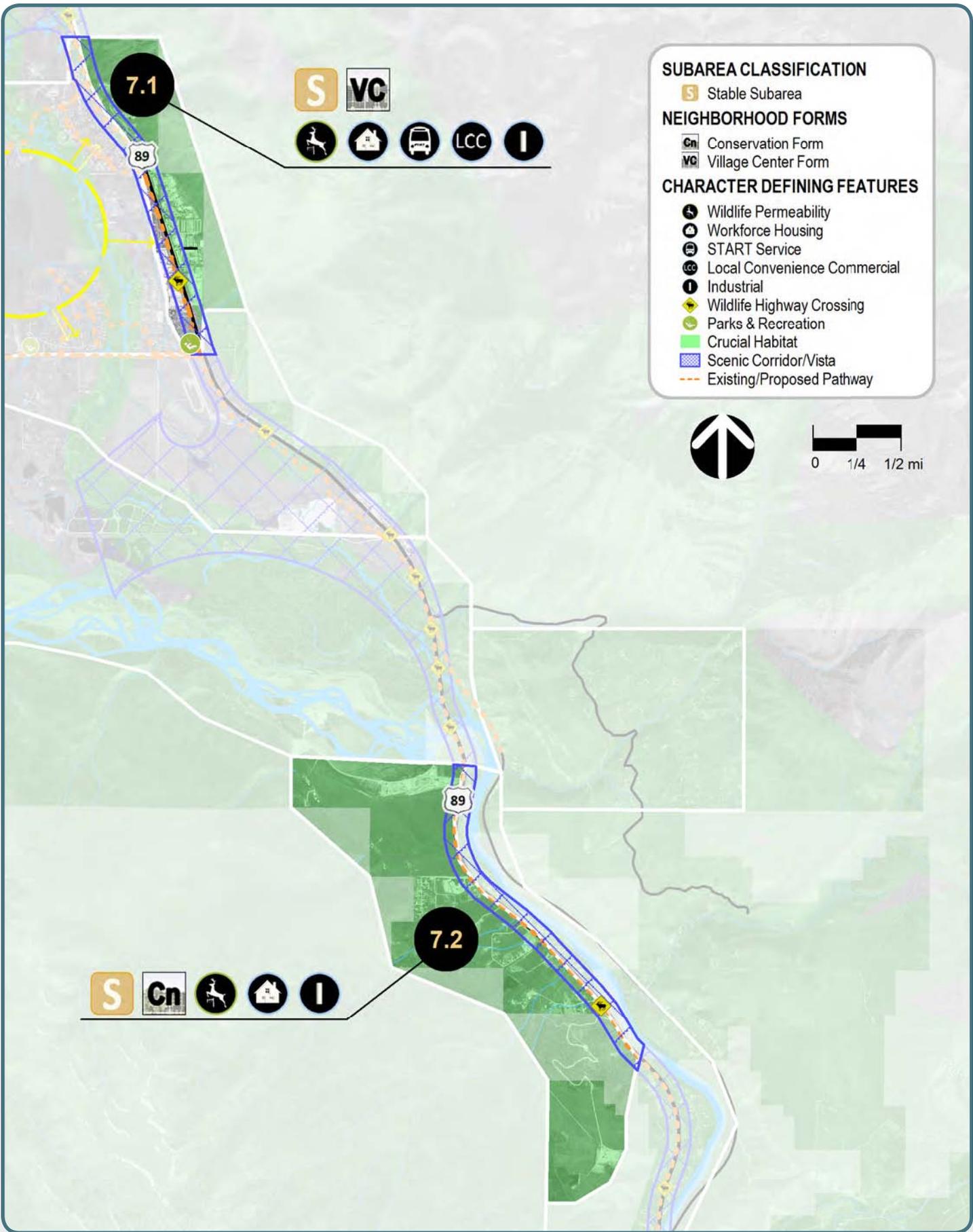


Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◐	Improve highway gateway treatment
	Public Utilities	◐	◐	Sewer in some areas
	Quality Public Space	○	◐	Improve livability of industrial areas
	Variety of Housing Types	◐	◐	Encourage ARUs with industrial
	Walkable Schools, Commercial + Recreation	○	○	Improve walkability in north
	Connection by Complete Streets	○	◐	Improve safety for all modes in industrial areas
RURAL	Viable Wildlife Habitat + Connectivity	●	●	Enhance wildlife permeability and protect habitat
	Natural Scenic Vistas	◐	◐	Enhance foreground and corridor as gateway
	Agricultural + Undeveloped Open Space	◐	◐	Maintain open space through clustered development
	Abundance of Landscape over Built Form	◐	◐	Maintain landscape abundance in south
	Limited, Detached, Single Family Res. Development	◐	◐	Predominately single family in south
	Minimal Nonresidential Development	○	○	Accessory nonresidential in south

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent





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

Common Value 1: Ecosystem Stewardship

- 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

Common Value 2: Growth Management

- 3.2.b: Locate nonresidential development to Complete Neighborhoods

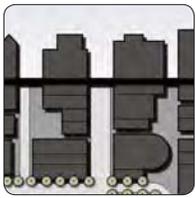
Common Value 3: Quality of Life

- 5.3.b: Preserve existing workforce housing stock
- 6.2.c: Encourage local entrepreneurial opportunities
- 6.2.d: Promote light industry
- 7.3.b: Reduce wildlife and natural and scenic resource transportation impacts



Character Defining Features

7.1: South Park Business Park



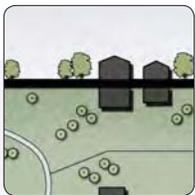
Village Center Form

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



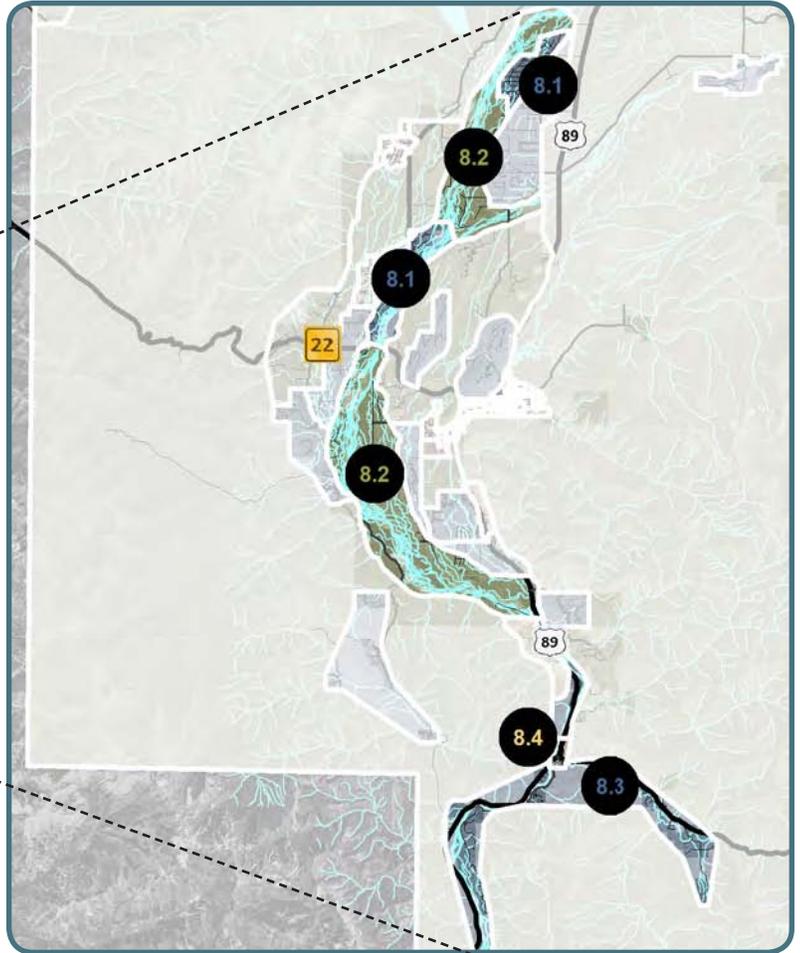
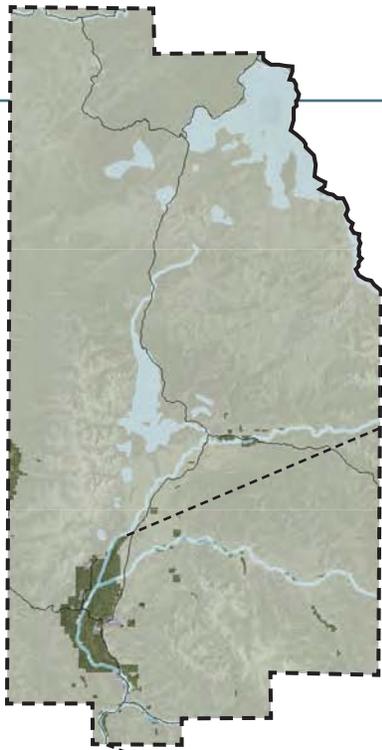
Conservation Form

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.



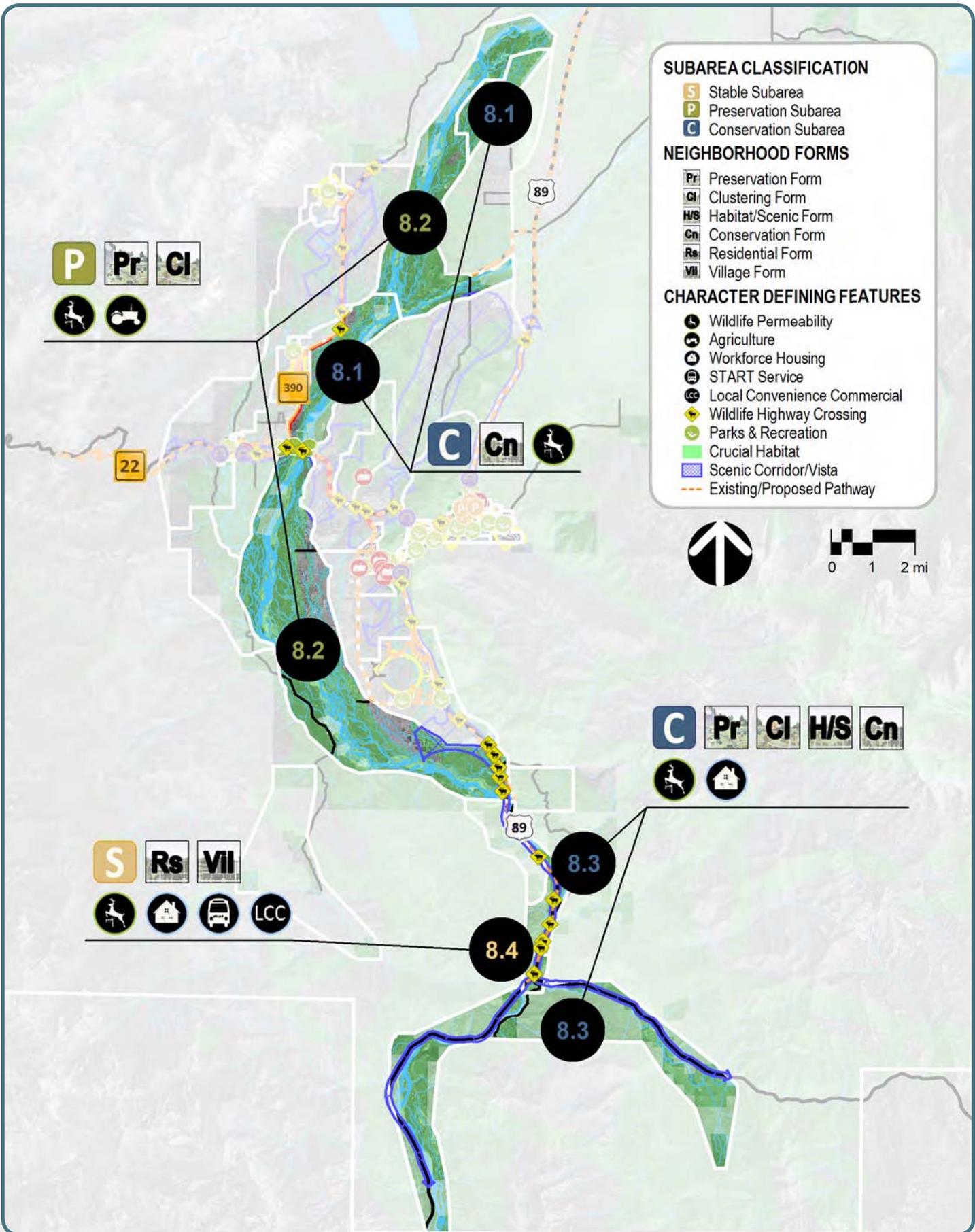
District 8: River Bottom



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	○	Implement wildlife friendly design best practices
	Public Utilities	◐	◐	Water and sewer in some areas
	Quality Public Space	◐	◐	Responsible public use of Snake River levees
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	◐	Pedestrian connectivity in Hoback
	Connection by Complete Streets	○	○	
RURAL	Viable Wildlife Habitat + Connectivity	●	●	Maintain and enhance crucial habitat/connectivity
	Natural Scenic Vistas	◐	◐	Enhance scenic treatment where highway parallels river
	Agricultural + Undeveloped Open Space	◐	●	Conserve existing open space
	Abundance of Landscape over Built Form	●	●	Increase clustering
	Limited, Detached, Single Family Res. Development	●	●	Detached single family
	Minimal Nonresidential Development	●	●	Concentrate nonresidential development in Hoback

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent



SUBAREA CLASSIFICATION

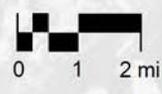
- S Stable Subarea
- P Preservation Subarea
- C Conservation Subarea

NEIGHBORHOOD FORMS

- Pr Preservation Form
- Cl Clustering Form
- H/S Habitat/Scenic Form
- Cn Conservation Form
- Rs Residential Form
- Vil Village Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Agriculture
- Workforce Housing
- START Service
- Local Convenience Commercial
- Wildlife Highway Crossing
- Parks & Recreation
- Crucial Habitat
- Scenic Corridor/Vista
- Existing/Proposed Pathway



P Pr Cl

C Cn

C Pr Cl H/S Cn

S Rs Vil

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.

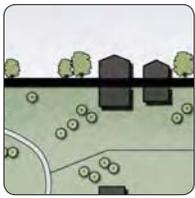
Policy Objectives

<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 responsible use of public lands
	1.2.a: Buffer 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
<i>Common Value 2: Growth Management</i>	1.4.c: Encourage rural development to include quality open space
	3.1.b: Direct development toward suitable Complete Neighborhoods subareas
<i>Common Value 3: Quality of Life</i>	3.1.c: Maintain rural character outside of Complete Neighborhoods
	6.1.b: Promote eco-tourism



Character Defining Features

8.1: Existing River Bottom Subdivisions



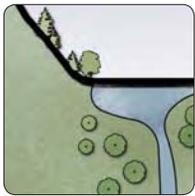
Conservation Form

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



Preservation Form



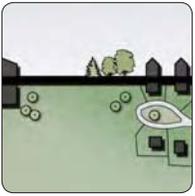
Clustering Form

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

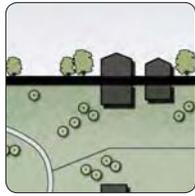
this subarea, but private property rights will be respected. Agriculture will continue to be encouraged and accessory uses that facilitate the viability of agriculture may be appropriate. Efforts and incentives should focus on directing development potential out of the subarea into Complete Neighborhoods. 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.



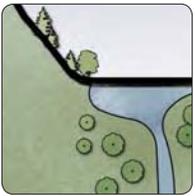
8.3: Canyon Corridor



Habitat/ Scenic Form



Conservation Form



Preservation Form



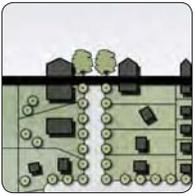
Clustering Form

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

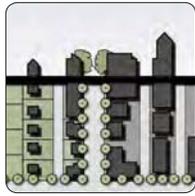
are not successful. New development should be located away from the river and screened from the highway, if non-development conservation cannot be accomplished. Measures to avoid or mitigate wildlife vehicle collisions should become a defining characteristic of the subarea, and development should be 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



Residential Form



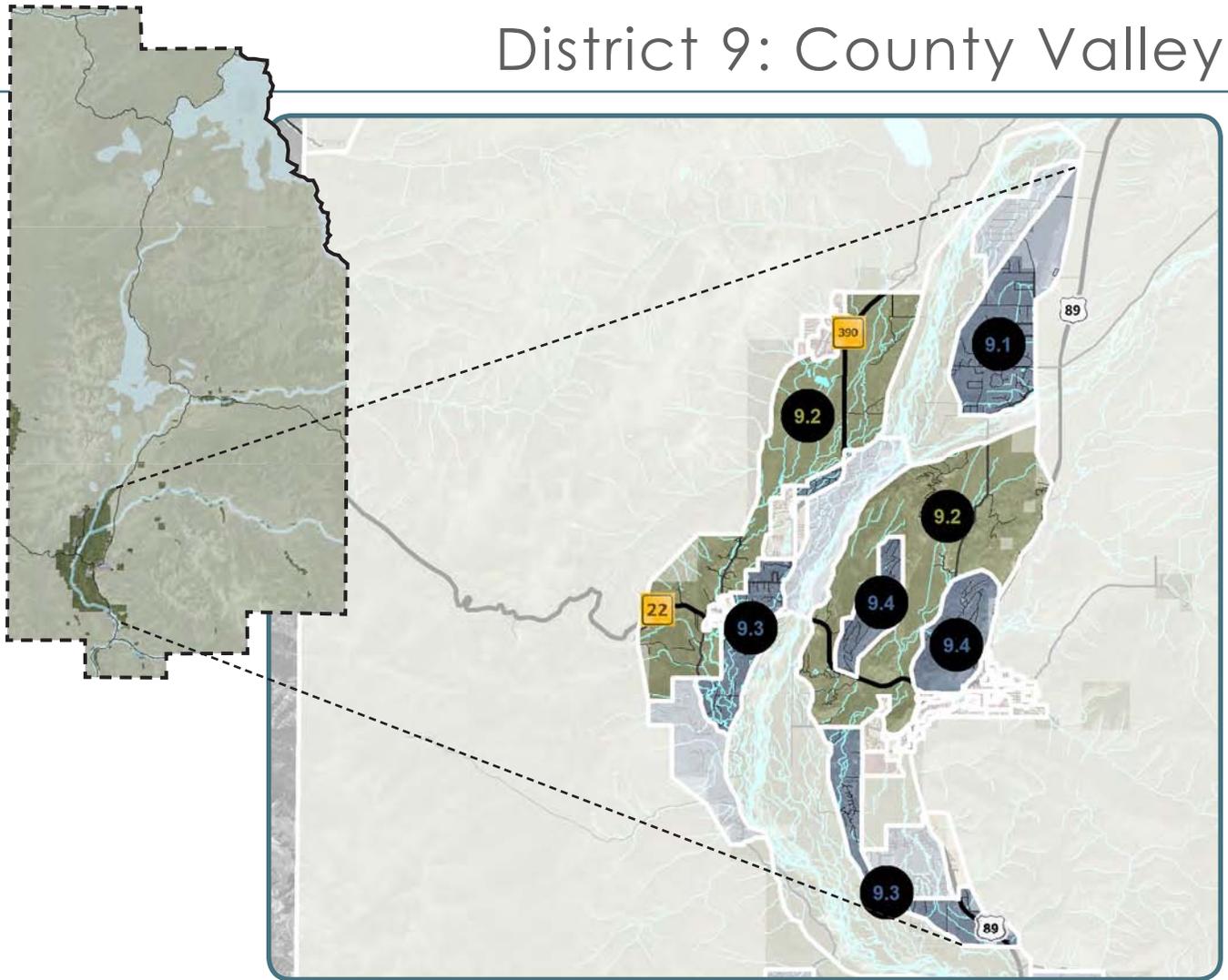
Village Form

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.



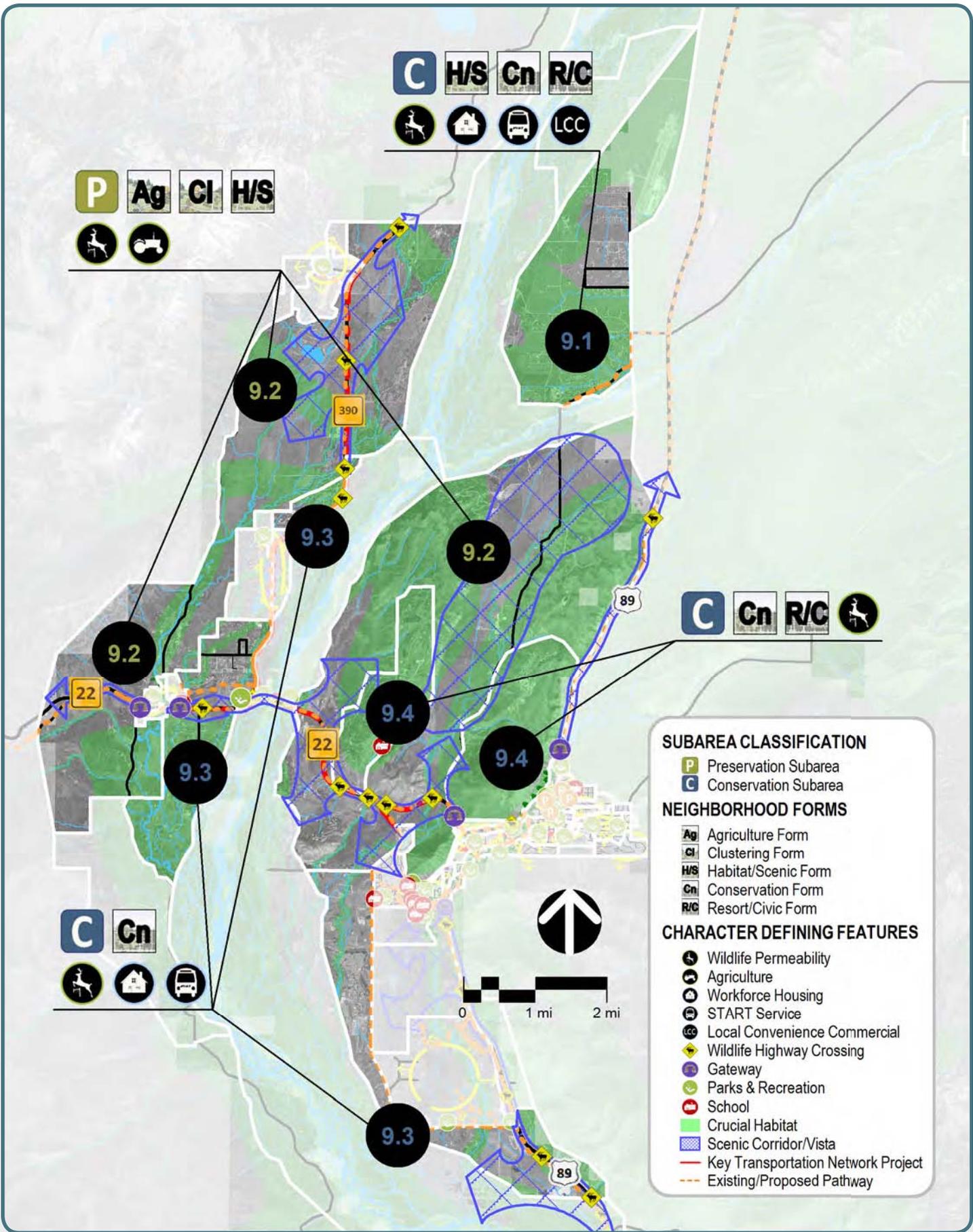
District 9: County Valley



Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	○	
	Public Utilities	◐	◐	Water/sewer in some areas
	Quality Public Space	○	○	
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	○	
	Connection by Complete Streets	○	◐	Design transportation network projects for all modes
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Protect existing habitat and connectivity
	Natural Scenic Vistas	●	●	Preserve iconic scenic vistas
	Agricultural + Undeveloped Open Space	●	●	Conserve agricultural open space
	Abundance of Landscape over Built Form	●	●	Cluster built form and preserve open space
	Limited, Detached, Single Family Res. Development	●	●	Detached single family
	Minimal Nonresidential Development	●	●	Additional commercial development inappropriate

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent



P **Ag** **Cl** **H/S**

C **H/S** **Cn** **R/C**

C **Cn** **R/C**

C **Cn**

SUBAREA CLASSIFICATION

- P** Preservation Subarea
- C** Conservation Subarea

NEIGHBORHOOD FORMS

- Ag** Agriculture Form
- Cl** Clustering Form
- H/S** Habitat/Scenic Form
- Cn** Conservation Form
- R/C** Resort/Civic Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Agriculture
- Workforce Housing
- START Service
- Local Convenience Commercial
- Wildlife Highway Crossing
- Gateway
- Parks & Recreation
- School
- Crucial Habitat
- Scenic Corridor/Vista
- Key Transportation Network Project
- Existing/Proposed Pathway



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.

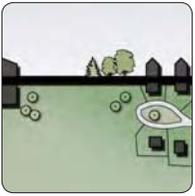
Policy Objectives

<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
	7.2.d: Complete key Transportation Network Projects to improve connectivity
	7.3.b: Reduce wildlife and natural and scenic resource transportation impacts

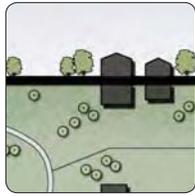


Character Defining Features

9.1: Jackson Hole Golf & Tennis



Habitat/ Scenic Form



Conservation Form



Resort/ Civic Form

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

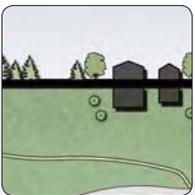
existing development is visually buffered from North Highway 89 by Grand Teton National Park, but is very important for wildlife movement between the two rivers.

The future character of this subarea should

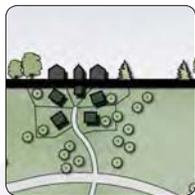
be more natural than it is today while respecting existing property rights. Redevelopment projects should be encouraged to restore natural landforms and vegetation and should be designed to increase wildlife permeability if incentives to reduce density are not successful. New development should implement 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



Agriculture Form



Clustering Form

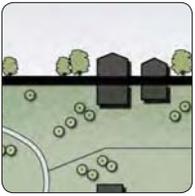
This PRESERVATION Subarea should remain characterized by agricultural open space. Agriculture and other non-development methods of preserving the existing open space, while respecting private property

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

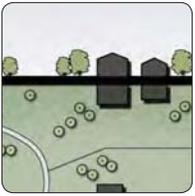


Conservation
Form

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



Conservation
Form



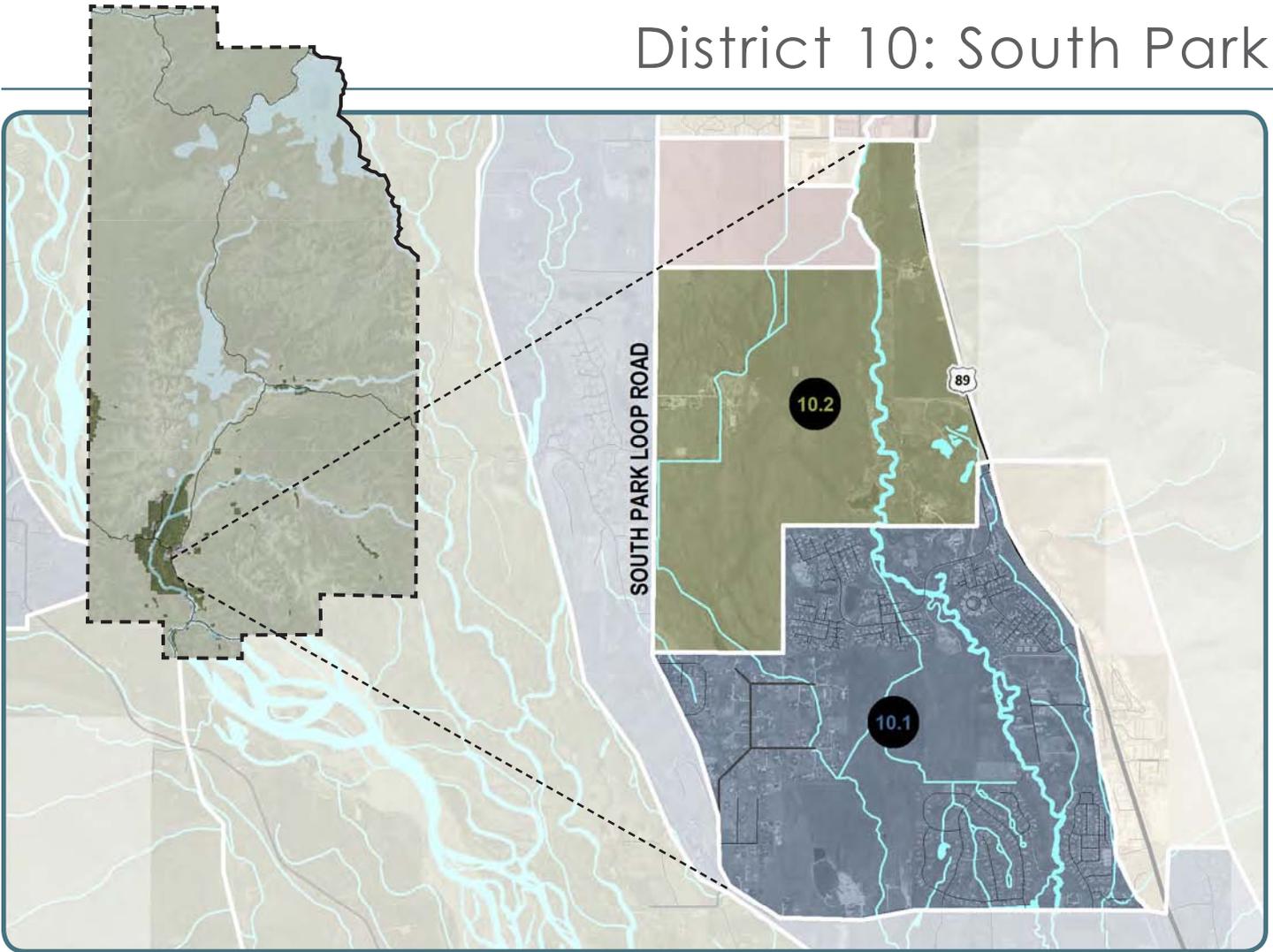
Resort/ Civic
Form

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.



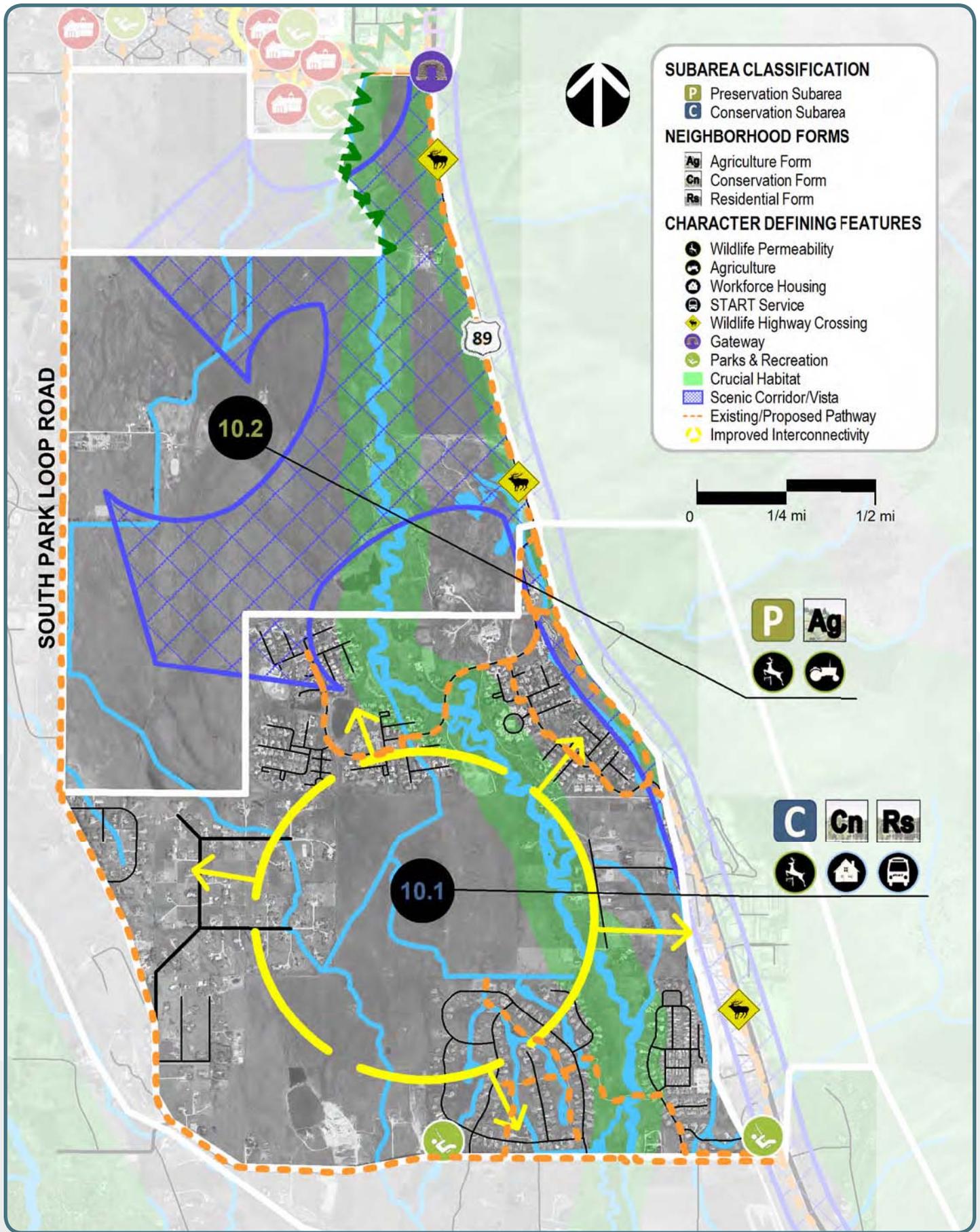
District 10: South Park



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	○	
	Public Utilities	●	●	Sewer and some water
	Quality Public Space	◐	◐	Neighborhood parks, pathways
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	◐	Potentially add a school and increase interconnectivity
	Connection by Complete Streets	○	○	
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Protect Flat Creek and open space
	Natural Scenic Vistas	●	●	Preserve agricultural foreground gateway
	Agricultural + Undeveloped Open Space	●	●	Conserve agricultural open space
	Abundance of Landscape over Built Form	◐	●	Improve clustering
	Limited, Detached, Single Family Res. Development	●	●	Predominately detached single family
	Minimal Nonresidential Development	●	●	Maintain existing

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent



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.

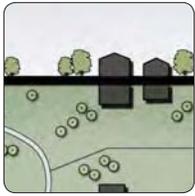
Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.2.a: Buffer 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.a: Develop a land use pattern based on transportation connectivity
	7.3.b: Reduce wildlife and natural and scenic resource transportation impacts

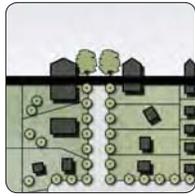


Character Defining Features

10.1: Southern South Park



Conservation Form



Residential Form

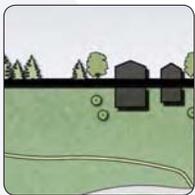
This CONSERVATION Subarea will continue to be defined by clustered housing including workforce housing that allows for wildlife movement. Preservation and enhancement of the wildlife habitat

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



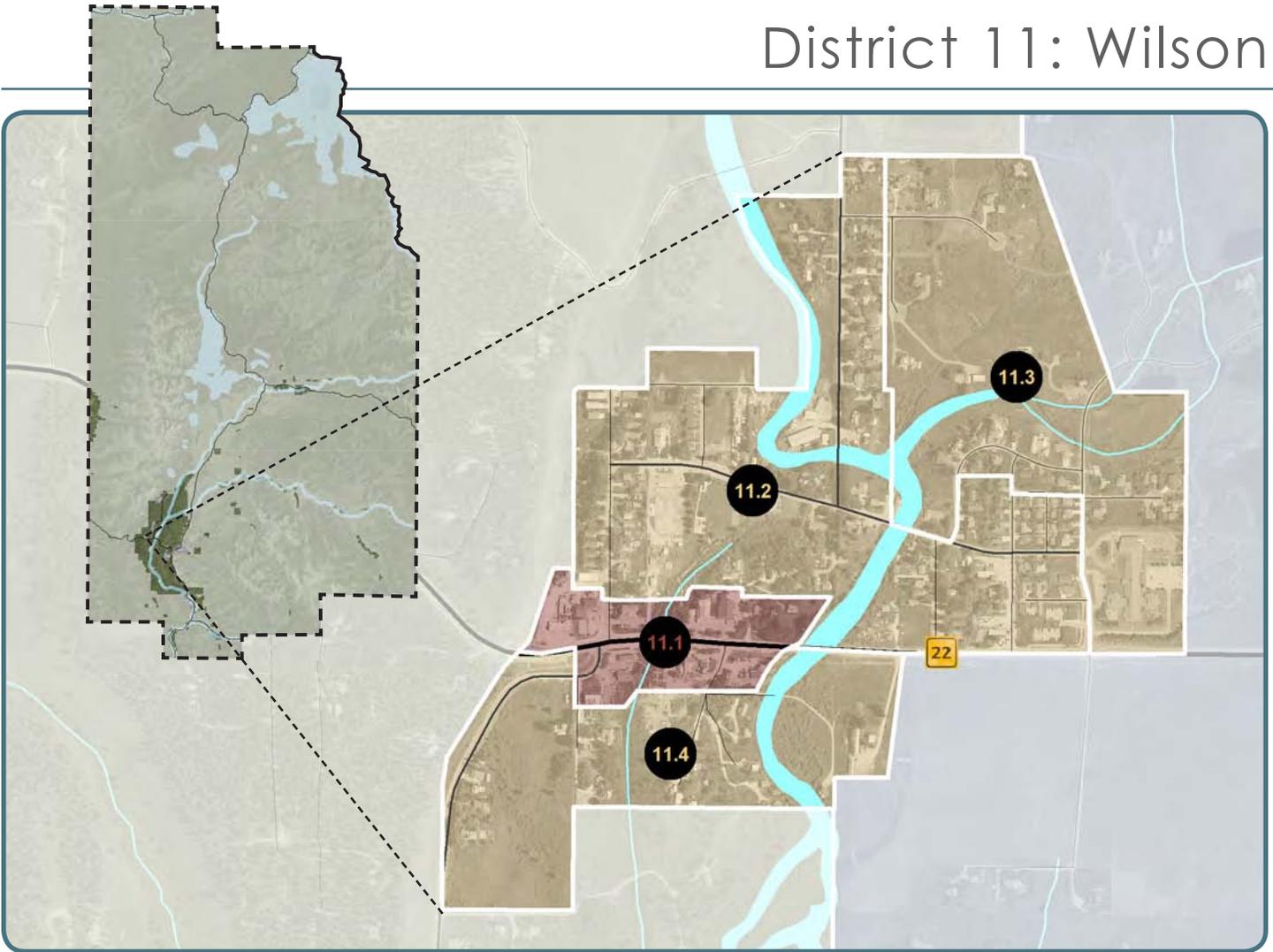
Agriculture Form

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.



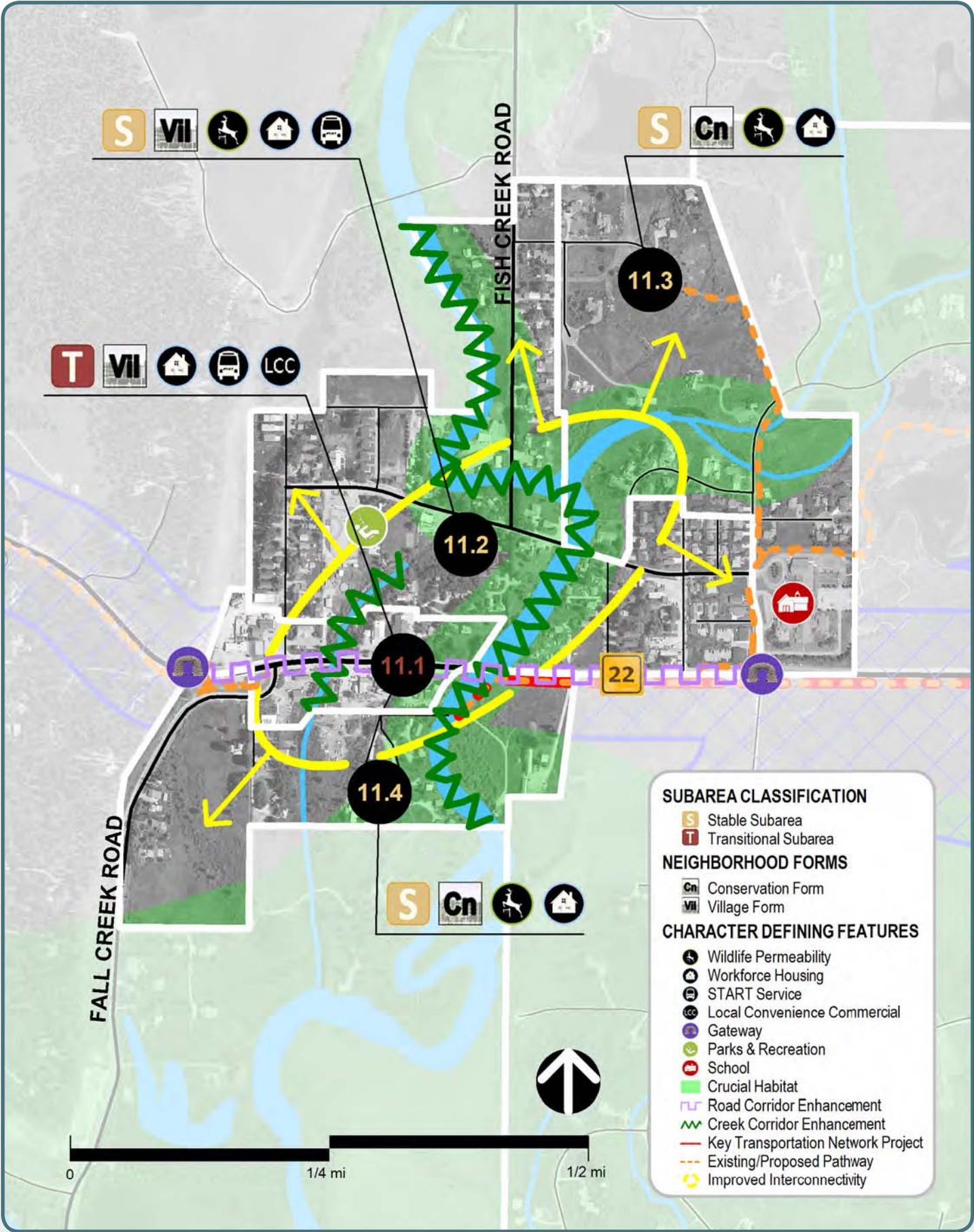
District 11: Wilson



Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	●	●	Defined character for subareas
	Public Utilities	●	●	Sewer
	Quality Public Space	●	●	Enhance parks, pathways, Fish Creek
	Variety of Housing Types	●	●	Single family with some ARU/duplex
	Walkable Schools, Commercial + Recreation	●	●	Maintain local oriented core and amenities
	Connection by Complete Streets	●	●	Improve pedestrian connectivity
RURAL	Viable Wildlife Habitat + Connectivity	●	●	Maintain/enhance permeability
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	○	○	
	Abundance of Landscape over Built Form	●	●	Maintain existing ratio
	Limited, Detached, Single Family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● Generally Present; ● Partially Present; ○ Generally absent



S
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SUBAREA CLASSIFICATION

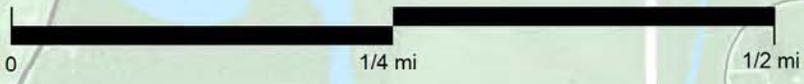
- S Stable Subarea
- T Transitional Subarea

NEIGHBORHOOD FORMS

- Cn Conservation Form
- VII Village Form

CHARACTER DEFINING FEATURES

- 🦌 Wildlife Permeability
- 🏠 Workforce Housing
- 🚌 START Service
- 🏪 Local Convenience Commercial
- 🚶 Gateway
- 🌳 Parks & Recreation
- 🎓 School
- Crucial Habitat
- Road Corridor Enhancement
- Creek Corridor Enhancement
- Key Transportation Network Project
- Existing/Proposed Pathway
- Improved Interconnectivity



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.

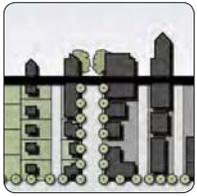
Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.2.a: Buffer water bodies, wetlands, and riparian areas from development
<i>Common Value 2: Growth Management</i>	3.2.b: Locate nonresidential development to Complete Neighborhoods
	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.c: Increase the capacity for use of alternative transportation modes



Character Defining Features

11.1: Wilson Commercial Core



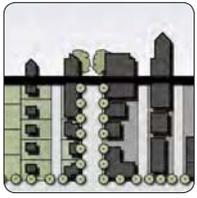
Village Form

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 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

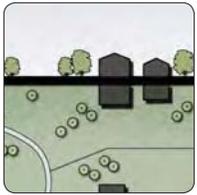


Village Form

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 existing 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

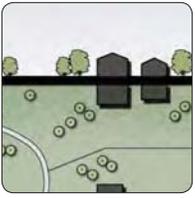


Conservation Form

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



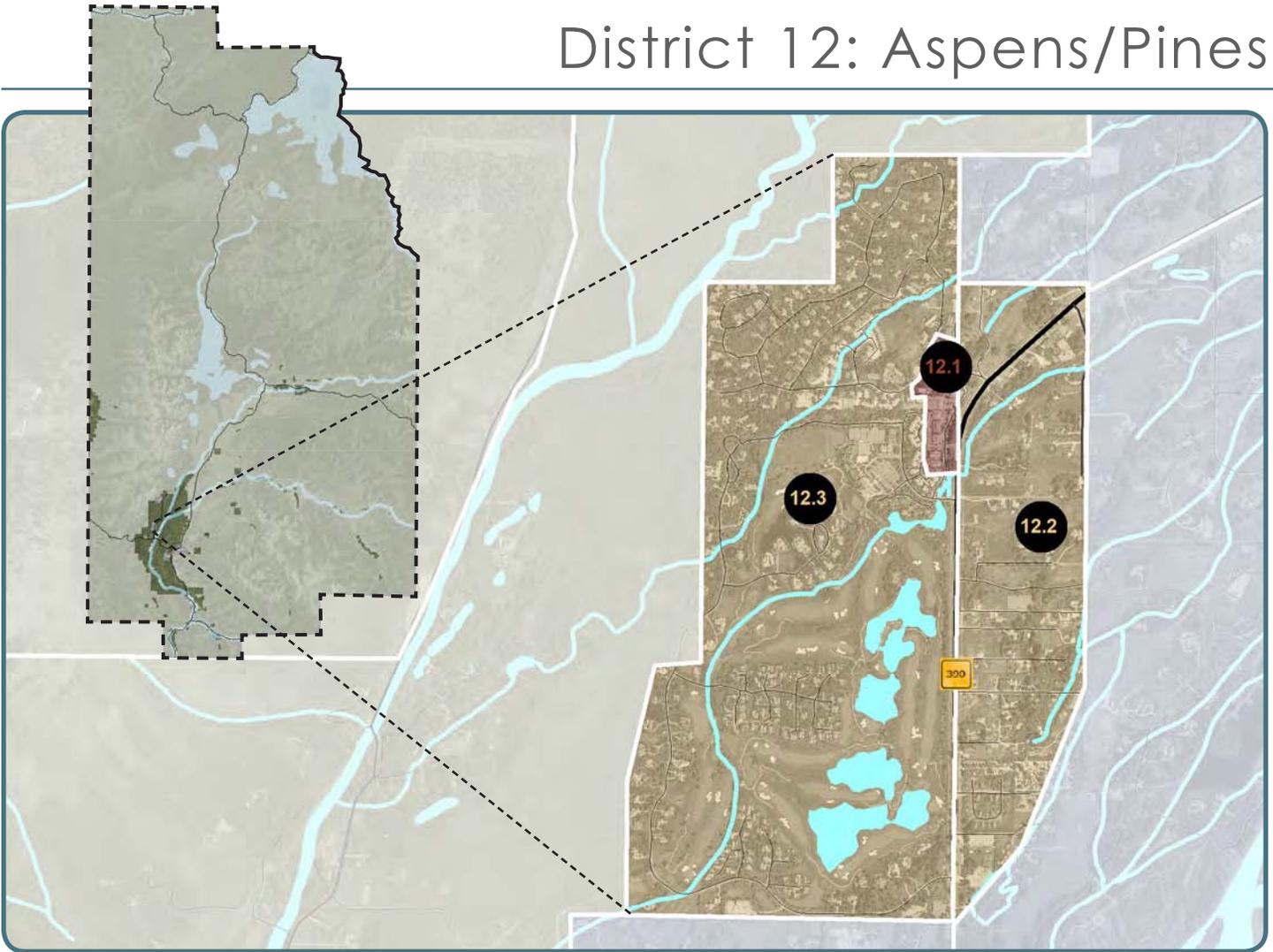
Conservation
Form

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, Edminston 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.



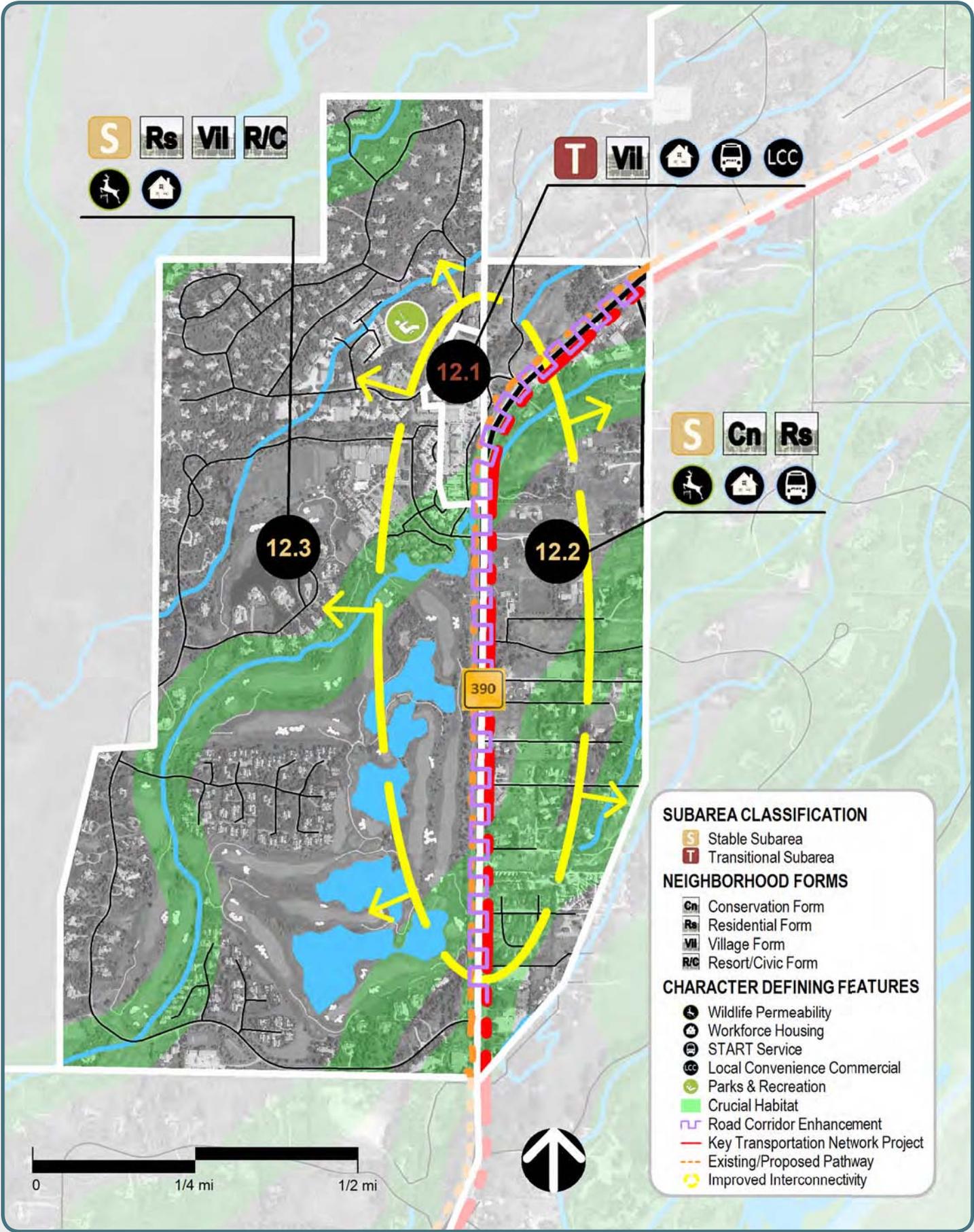
District 12: Aspens/Pines



Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	◐	●	Connect subareas
	Public Utilities	●	●	Water and sewer
	Quality Public Space	●	●	Improved access to quality public spaces
	Variety of Housing Types	◐	●	Maintain housing variety
	Walkable Schools, Commercial + Recreation	○	●	Improved pedestrian connection to existing amenities
	Connection by Complete Streets	○	○	Improved safety and connectivity for all modes
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Preserve riparian areas and permeability
	Natural Scenic Vistas	○	○	
	Agricultural + Undeveloped Open Space	◐	◐	Maintain ratio
	Abundance of Landscape over Built Form	◐	◐	
	Limited, Detached, Single Family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent



S **Rs** **VII** **R/C**

Wildlife Permeability, Workforce Housing

T **VII** Local Convenience Commercial, Parks & Recreation, Crucial Habitat

S **Cn** **Rs**

Wildlife Permeability, Workforce Housing, START Service

SUBAREA CLASSIFICATION

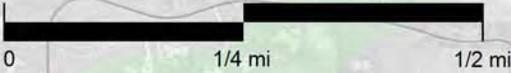
- S** Stable Subarea
- T** Transitional Subarea

NEIGHBORHOOD FORMS

- Cn** Conservation Form
- Rs** Residential Form
- VII** Village Form
- R/C** Resort/Civic Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Workforce Housing
- START Service
- Local Convenience Commercial
- Parks & Recreation
- Crucial Habitat
- Road Corridor Enhancement
- Key Transportation Network Project
- Existing/Proposed Pathway
- Improved Interconnectivity



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.

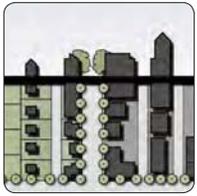
Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.2.a: Buffer water bodies, wetlands, and riparian areas from development
<i>Common Value 2: Growth Management</i>	3.2.b: Locate nonresidential development to 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.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.c: Support business located in the community because of our lifestyle
	7.1.c: Increase the capacity for use of alternative transportation modes
	7.2.d: Complete key Transportation Network Projects to improve connectivity
	7.3.b: Reduce wildlife and natural and scenic resource transportation impacts



Character Defining Features

12.1: *Aspens/Pines Commercial Core*



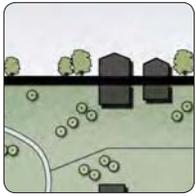
Village Form

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

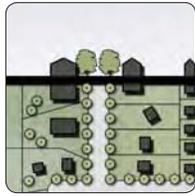
should be incorporated into the subarea without adding height to the existing two-story character. As redevelopment occurs it should become more oriented toward a complete “main street” parallel to the highway that may be a continuation of the existing frontage road. The “main street” should be developed 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



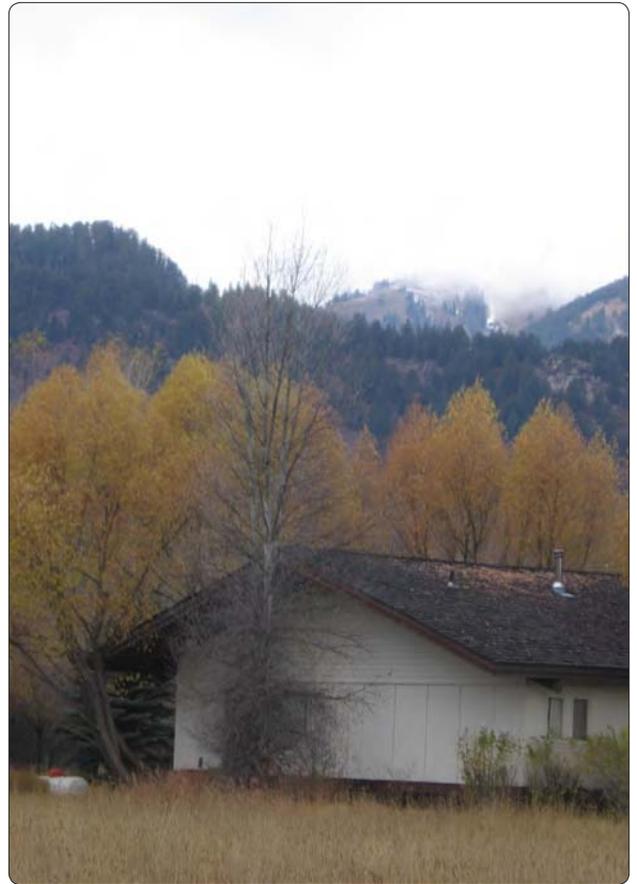
Conservation
Form



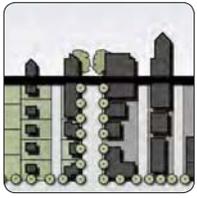
Residential
Form

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

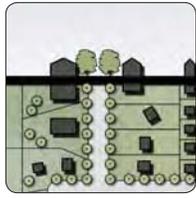
the southern portion of the subarea should be designed to better blend into this character. Existing non-residential development should be directed into the Aspens/Pines Commercial Core (Subarea 12.1) to the extent possible. Enhancements to the district should include increased wildlife permeability 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.



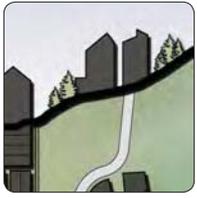
12.3: Aspens/Pines Residential



Village Form



Residential Form

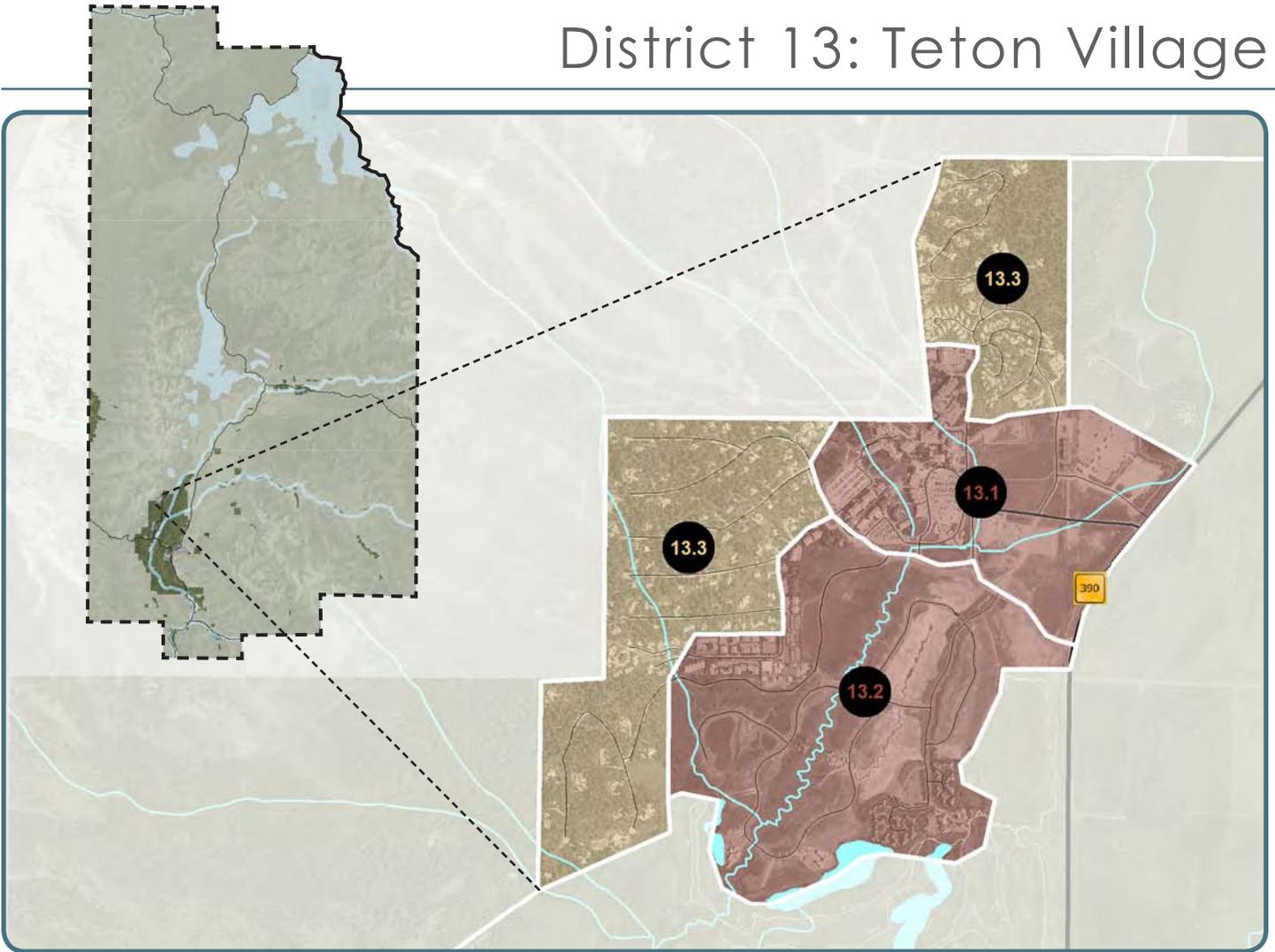


Resort/Civic Form

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



Complete Neighborhood + Rural Area Chart

	DEFINITION	EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	●	●	Bavarian/mountain modern resort community
	Public Utilities	●	●	Water and sewer
	Quality Public Space	●	●	Expand village commons as core expands
	Variety of Housing Types	●	●	Continue to develop a variety of housing types
	Walkable Schools, Commercial + Recreation	◐	●	Add amenities and pedestrian connectivity
	Connection by Complete Streets	○	●	Improve transportation network for all modes
RURAL	Viable Wildlife Habitat + Connectivity	○	○	
	Natural Scenic Vistas	●	●	Maintain scenic foreground
	Agricultural + Undeveloped Open Space	◐	○	
	Abundance of Landscape over Built Form	○	○	
	Limited, Detached, Single Family Res. Development	○	○	
	Minimal Nonresidential Development	○	○	

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent

SUBAREA CLASSIFICATION

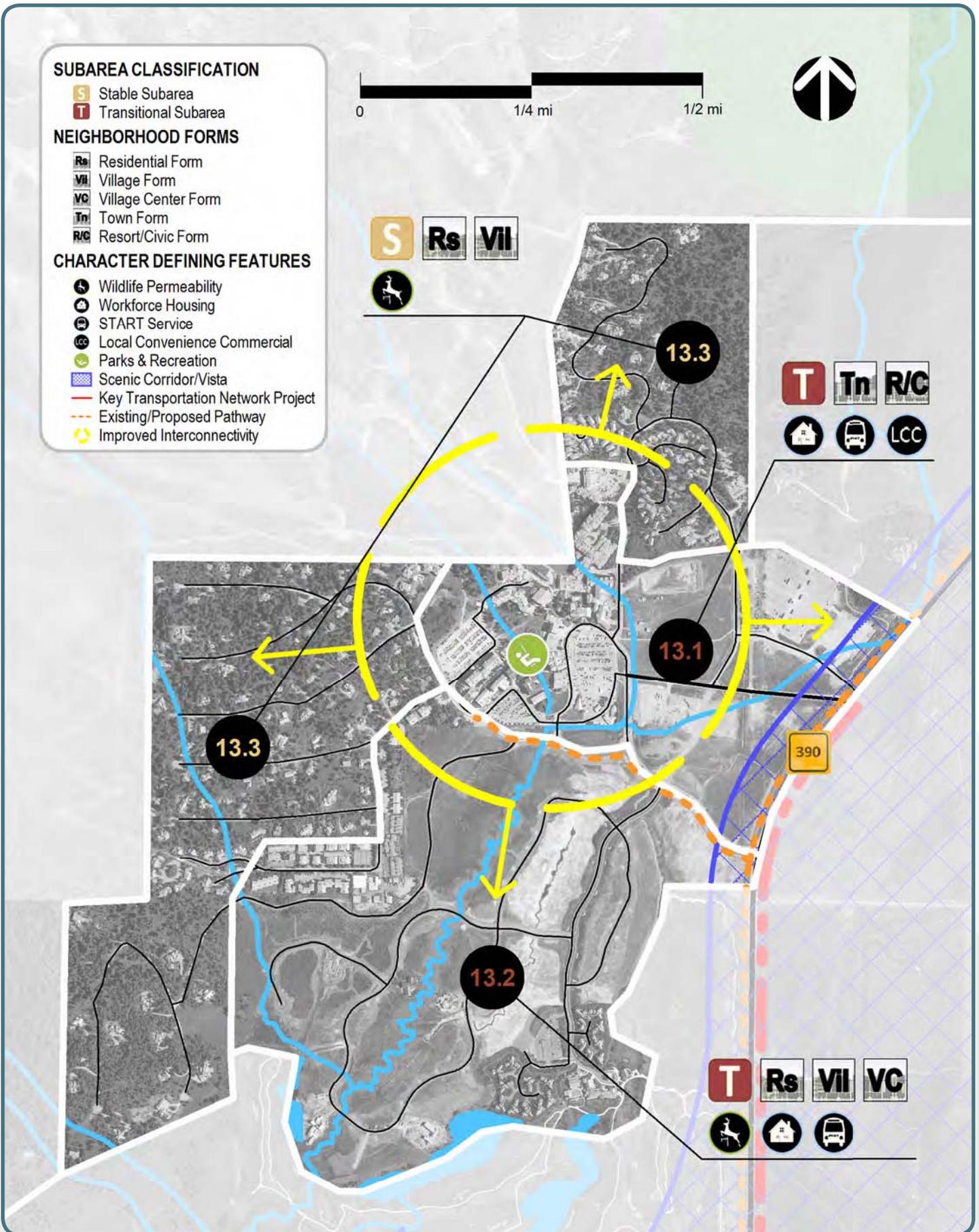
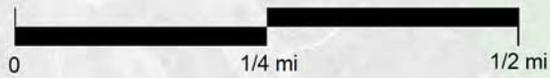
- S** Stable Subarea
- T** Transitional Subarea

NEIGHBORHOOD FORMS

- Rs** Residential Form
- VII** Village Form
- VC** Village Center Form
- Tn** Town Form
- R/C** Resort/Civic Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Workforce Housing
- START Service
- Local Convenience Commercial
- Parks & Recreation
- Scenic Corridor/Vista
- Key Transportation Network Project
- Existing/Proposed Pathway
- Improved Interconnectivity



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

*Common Value 1:
Ecosystem Stewardship*

1.3.b: Maintain expansive hillside and foreground vistas

*Common Value 2:
Growth Management*

- 3.2.a: Enhance the quality, desirability and integrity of Complete Neighborhoods
 - 3.2.b: Locate nonresidential development to 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
-

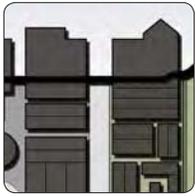
*Common Value 3:
Quality of Life*

- 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.c: Increase the capacity for the use of alternative transportation modes



Character Defining Features

13.1: Teton Village Commercial Core



Town Form

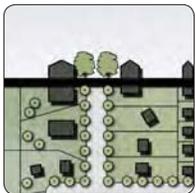


Resort/ Civic Form

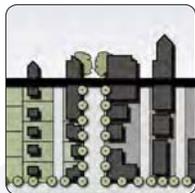
The future character of this TRANSITIONAL Subarea is a walkable, urban commercial core. Development of this subarea should occur from the existing Village core toward the highway between the access roads. The location of transit hubs and the layout of the interconnected complete streets will define circulation 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

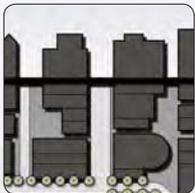


Residential Form



Village Form

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

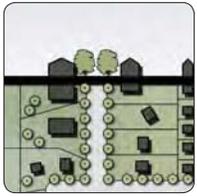


Village Center Form

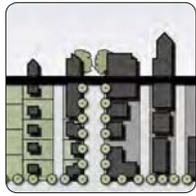
residential development. Farther south, density will decrease to large existing single family lots and be designed to be more permeable for wildlife. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation 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



Residential Form



Village Form

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.

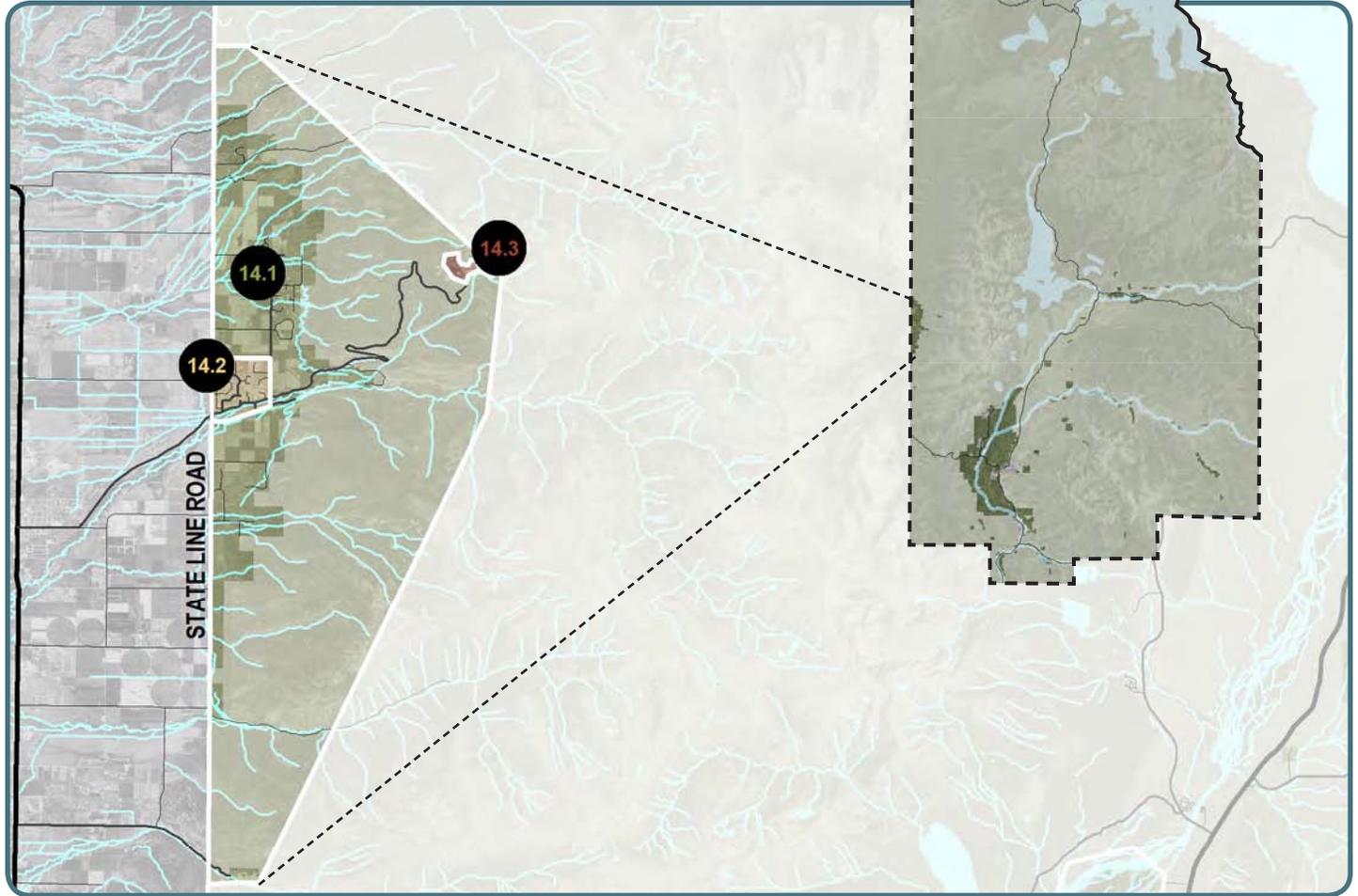
Development should work with the topography, rather than against it, with buildings constructed into the hillside to avoid significant grading and protect the forested hillside views. Houses should be designed to allow wildlife movement through the subarea. Additional residential potential may be directed 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.



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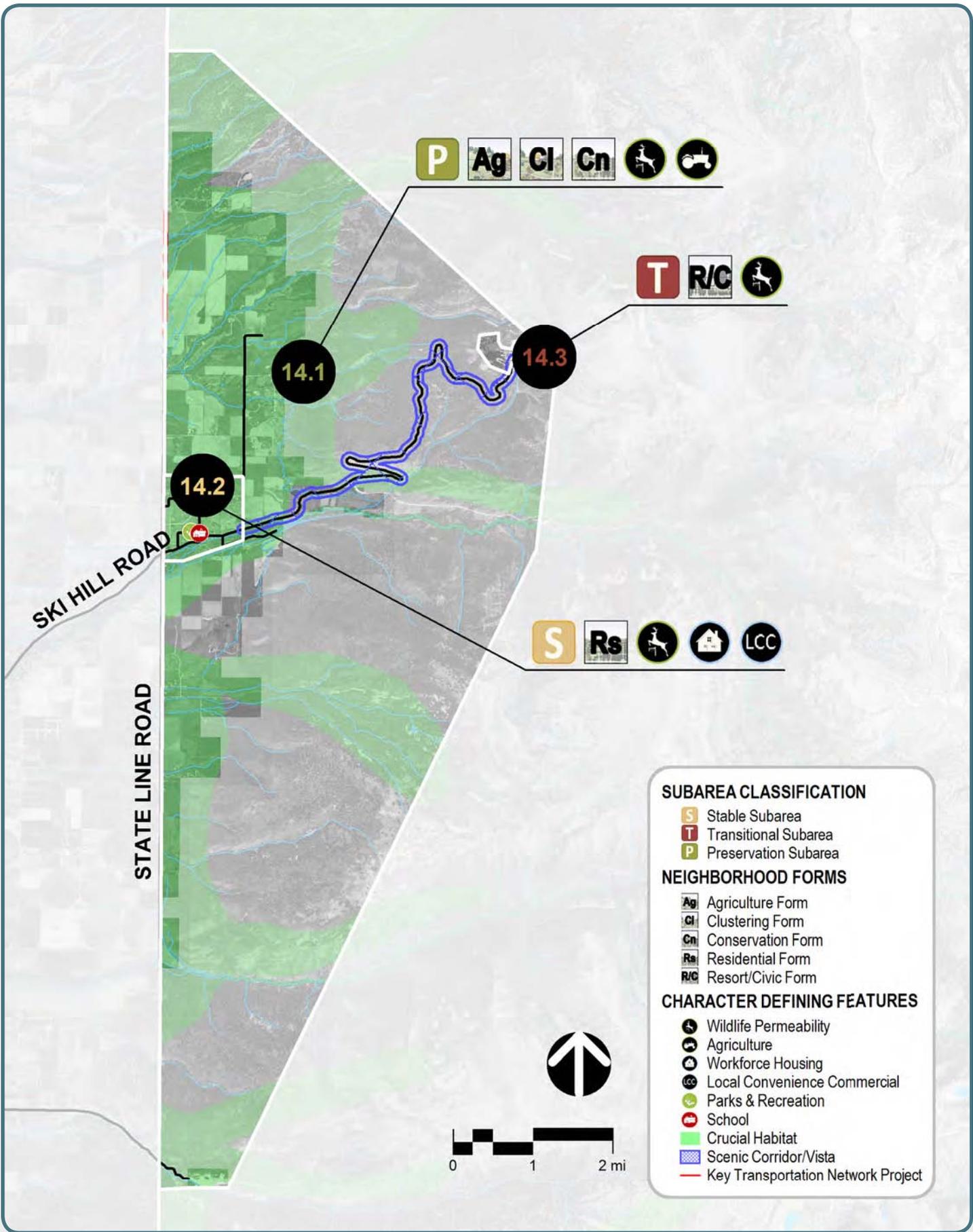
District 14: Alta



Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	○	◐	Targhee Town cluster character
	Public Utilities	○	○	
	Quality Public Space	◐	◐	Community park
	Variety of Housing Types	○	○	
	Walkable Schools, Commercial + Recreation	○	◐	Cluster development to be walkable to amenities
	Connection by Complete Streets	○	◐	Connect State Line Road
RURAL	Viable Wildlife Habitat + Connectivity	◐	◐	Maintain/enhance existing habitat/connectivity
	Natural Scenic Vistas	◐	◐	Maintain scenic agricultural foregrounds
	Agricultural + Undeveloped Open Space	●	●	Conserve agriculture and agricultural open space
	Abundance of Landscape over Built Form	●	●	Cluster development in the Alta core
	Limited, Detached, Single Family Res. Development	●	●	Detached single family
	Minimal Nonresidential Development	●	●	Revitalize existing nonresidential

Legend: ● Generally Present; ◐ Partially Present; ○ Generally absent



P **Ag** **Cl** **Cn**

T **R/C**

S **Rs**

SUBAREA CLASSIFICATION

- Stable Subarea
- Transitional Subarea
- Preservation Subarea

NEIGHBORHOOD FORMS

- Agriculture Form
- Clustering Form
- Conservation Form
- Residential Form
- Resort/Civic Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Agriculture
- Workforce Housing
- Local Convenience Commercial
- Parks & Recreation
- School
- Crucial Habitat
- Scenic Corridor/Vista
- Key Transportation Network Project



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.

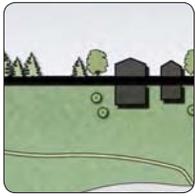
Policy Objectives

<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 water bodies, 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
<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
<i>Common Value 3: Quality of Life</i>	5.3.b: Preserve existing workforce housing stock
	7.1.c: Increase the capacity for use of alternative transportation modes
	7.3.a: Develop a land use pattern based on transportation connectivity



Character Defining Features

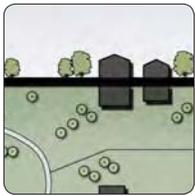
14.1: Alta Farmland



Agriculture Form



Clustering Form



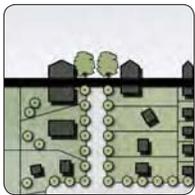
Conservation Form

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

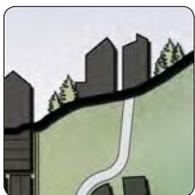


*Residential
Form*

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



*Resort/ Civic
Form*

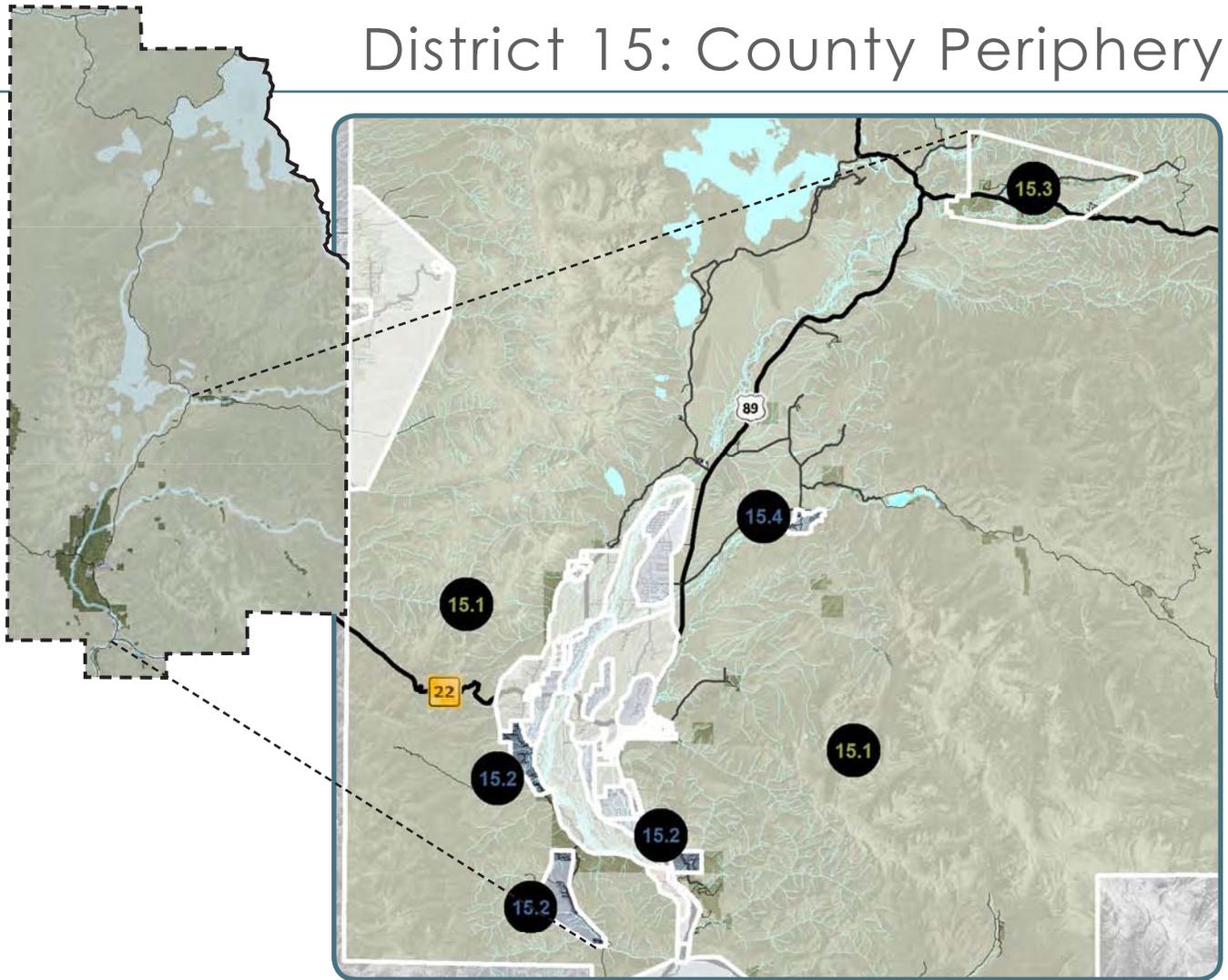
The focus of this TRANSITIONAL Subarea is to create a year-round, small scale resort community that is pedestrian-oriented. A primary objective is to enhance year-round visitation and to provide recreation and job opportunities for the local community. This subarea will develop in accordance with the 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.



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District 15: County Periphery



Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	<input type="radio"/>	<input type="radio"/>	
	Public Utilities	<input type="radio"/>	<input type="radio"/>	
	Quality Public Space	<input type="radio"/>	<input type="radio"/>	
	Variety of Housing Types	<input type="radio"/>	<input type="radio"/>	
	Walkable Schools, Commercial + Recreation	<input type="radio"/>	<input type="radio"/>	
	Connection by Complete Streets	<input type="radio"/>	<input type="radio"/>	
RURAL	Viable Wildlife Habitat + Connectivity	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Preserve habitat/connections at federal land interface
	Natural Scenic Vistas	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Protect agricultural foreground in Buffalo Valley
	Agricultural + Undeveloped Open Space	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Conservation of existing open space
	Abundance of Landscape over Built Form	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Continue to cluster and minimize development
	Limited, Detached, Single Family Res. Development	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Detached single family
	Minimal Nonresidential Development	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Enhance existing convenience commercial

Legend: Generally Present; Partially Present; Generally absent

SUBAREA CLASSIFICATION

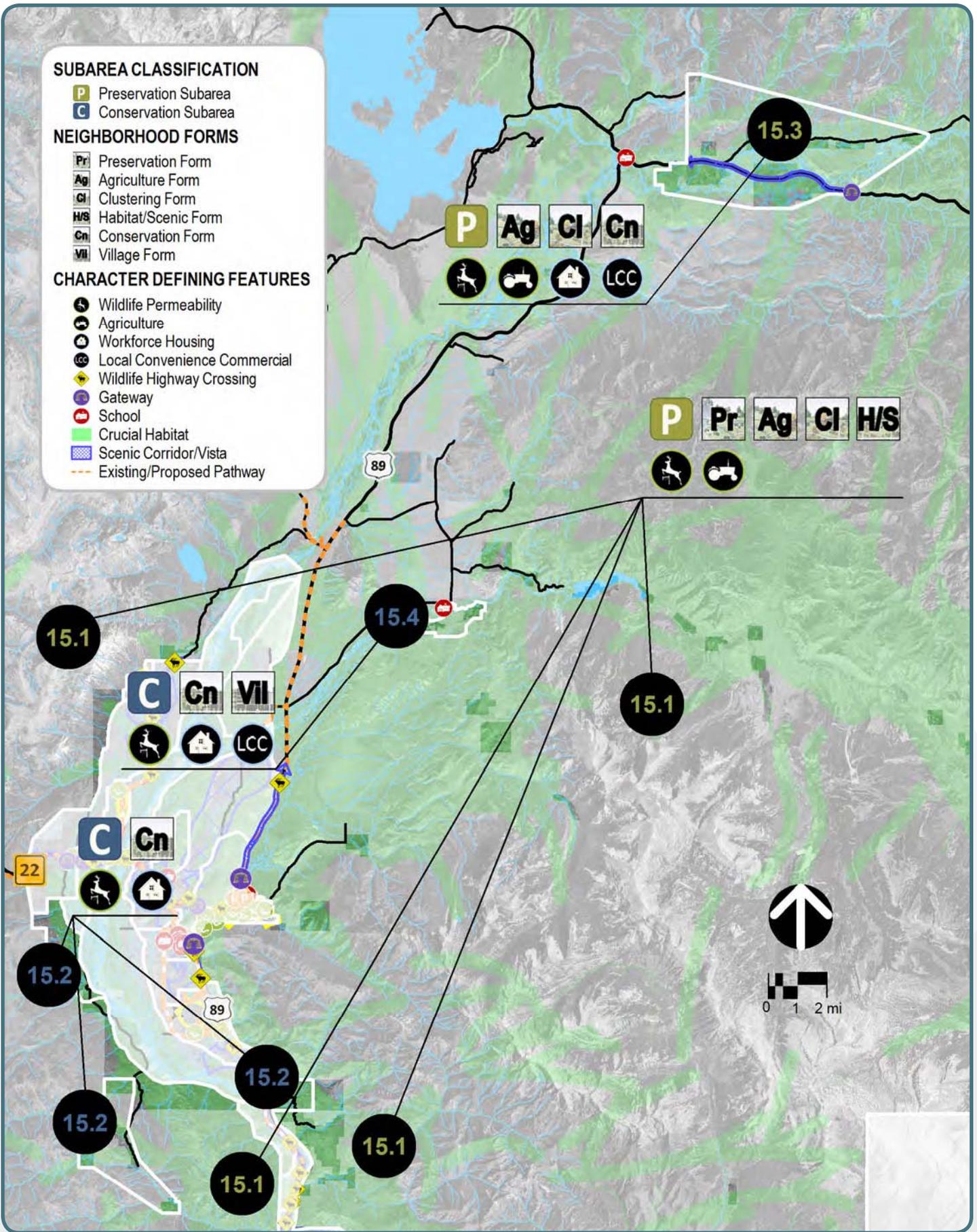
- P** Preservation Subarea
- C** Conservation Subarea

NEIGHBORHOOD FORMS

- Pr** Preservation Form
- Ag** Agriculture Form
- Cl** Clustering Form
- H/S** Habitat/Scenic Form
- Cn** Conservation Form
- Vil** Village Form

CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Agriculture
- Workforce Housing
- Local Convenience Commercial
- Wildlife Highway Crossing
- Gateway
- School
- Crucial Habitat
- Scenic Corridor/Vista
- Existing/Proposed Pathway

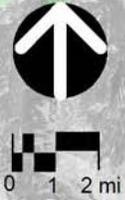


P **Ag** **Cl** **Cn**

P **Pr** **Ag** **Cl** **H/S**

C **Cn** **Vil**

C **Cn**



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. 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

Common Value 1:

Ecosystem Stewardship

- 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

Common Value 2:

Growth Management

- 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
- 3.5.b: Strive not to export impacts to other jurisdictions in the region

Common Value 3:

Quality of Life

- 7.3.b: Reduce wildlife and natural and scenic resource transportation impacts

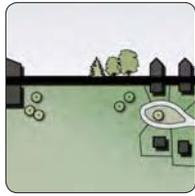


Character Defining Features

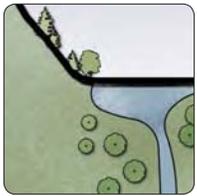
15.1: Large Outlying Parcels



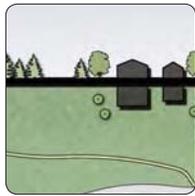
Clustering Form



Habitat/ Scenic Form



Preservation Form



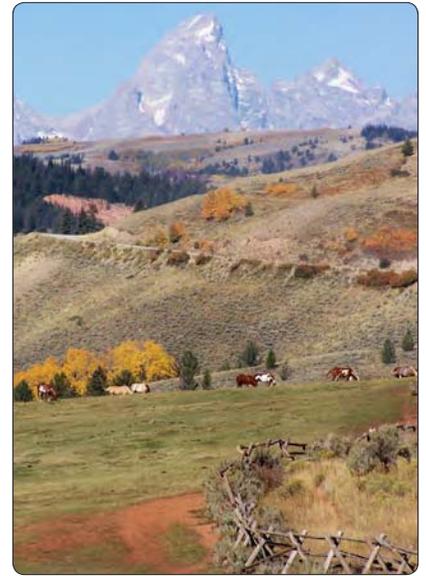
Agriculture Form

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.

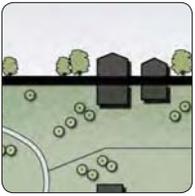
Conservation is a priority, with a focus on preserving wildlife habitat and connectivity, while respecting private property rights. Development potential should be directed away from these critical areas where possible.

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

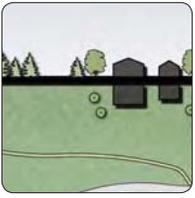


Conservation
Form

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 existing character. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.



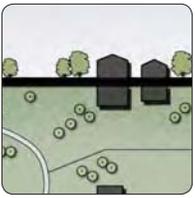
15.3: Buffalo Valley



Agriculture Form



Clustering Form



Conservation Form

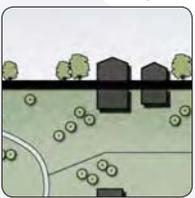
This PRESERVATION Subarea stretching from Moran to the base of Togwotee Pass is the scenic gateway to the National Parks and our community for drivers coming from the northeast. The focus of this subarea will be preserving

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

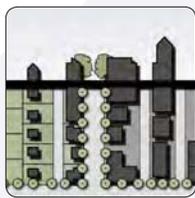
compounds of the community. Ideally, development will be occupied by year-round residents that will continue to support the convenience commercial and elementary school amenities that define Buffalo Valley as a community. Opportunities may exist to coordinate with adjacent federal land managers and concessioners 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



Conservation Form



Village Form

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.







Glossary

Appendix A

Accessory Residential Unit (ARU). An Accessory Residential Unit is a dwelling unit, which is clearly incidental and subordinate to the principal residential or nonresidential use of the property. An ARU meets the definition of a dwelling unit, which is a building or portion of a building containing one or more rooms, a separate bathroom and a single kitchen, designed for occupancy by one family for residential purposes.

Affordable (housing). Housing is affordable if the ratio of a household's income to its cost of housing does not cost burden the household.

Alternative Transportation. A transportation method such as transit, bicycling or walking that is an alternative to travel by single occupancy vehicle.

Best Management Practices. Methods and techniques found to be the most effective or practical for achieving an objective.

Capital Improvement Plan (CIP). A short-term plan that identifies capital projects and equipment purchases, provides a planning schedule, and identifies financing options.

Catalyst Site Plan. A conceptual site plan for an actual site that is representative of the desired and allowed development or redevelopment of the site.

Character District. An area with common natural, visual, cultural and physical attributes, shared values and social interaction.

Clustering. Grouping development on a portion of the development site for purposes of providing open space to protect wildlife habitat, wildlife movement, scenic resources, and/or agriculture.

Commercial Use. A subset of nonresidential uses, such as office, retail and services.

Common Values (Common Values of Community Character). The three mutually-supportive values shared by the community that fulfill our Vision and define our community character - Ecosystem Stewardship, Growth Management and Quality of Life. Each Common Value is composed of the principles and policies of the community.

Community Character. The combination of all three of our Common Values.

Complete Neighborhood. A Character District that provides: defined character and high quality design; access to public utilities such as 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.

Complete Street. Street 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.

Conservation Subarea. Subareas of existing development and platted neighborhoods with high wildlife values where development and redevelopment should focus on improved conservation, that would benefit from increase in open space, scenic resources and habitat enhancement, and where the goals include balancing existing development with improved wildlife permeability and scenic enhancements.

Context Sensitive Design. Roadway standards and development practices that are flexible and sensitive to community values, allowing transportation system design to better balance and support our Common Values.

Cumulative Impacts. The combined, incremental effects of development activity. Although the impact of any individual development activity may be insignificant, their combined impacts over time can be measureable and significant.

Deed-Restriction. A legal restriction in the form of a deed, lease, covenant or other means which is recorded against the property that restricts ownership rights such as occupancy, use, rental rates, transfer, etc.

Development Potential. The amount and type of future development allowed to occur in the future. Development Potential is generally determined by subtracting existing development from the maximum possible development on each parcel.

Eco-Tourism. Tourism that promotes energy efficient and low impact enjoyment of the ecosystem by profiting on the community's natural capital while promoting ecological conservation and stewardship.

Focal Species. A group of species that indicate the health of all native species and includes culturally and economically significant species.

Growth Management. Proactively planning for what we want – rural open spaces and high quality, desirable complete neighborhoods. If the most ecologically suitable places for development are also the most desirable places to live or ecosystem and community character will both benefit.

Guesthouse. An accessory residential unit occupied by guests of the residents of the principle dwelling free of charge. In some cases a guesthouse may also be rented long-term to a member of the local workforce.

Home Business. A business conducted outside a residential dwelling, but on the same lot and in conjunction with a residential dwelling, that is owned and operated by a person residing the dwelling.

Indirect Impacts. Impacts of a development activity that occur at a different time or place from the development activity itself. Indirect impacts are often considered a subset of cumulative impacts.

Infill. The process of developing or redeveloping vacant or underused parcels within existing developed areas or complete neighborhoods.

Level of Service (LOS). The quality and quantity of service provided to the community. In transportation, a qualitative measure that describes traffic conditions in terms of speed, travel time, freedom to maneuver, comfort, convenience, traffic interruptions and safety.

Live/Work. A building or spaces within a building used jointly for commercial and residential purposes where the residential use of the space is secondary or accessory to the primary use as a place of work.

Local Convenience Commercial. Nonresidential use that serves the year-round residents of the area in which it is located, such as markets or groceries, pharmacies, eateries, day cares and dry cleaning/laundry or banking services.

Lodging Overlay. An identification of the lands that are appropriate for lodging uses defined as rental for less than 30 days.

Market Housing. Housing that is not restricted.

Mitigation. The offsetting or reduction of the impacts of a development on a stated community goal.

Mixed Use. Residential, commercial and other nonresidential uses located in a single building or development.

Natural Capital. 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 in the future—those parts of the ecosystem critical to continued healthy ecosystem function.

Natural Resources Overlay (NRO). A zoning overlay that protects wildlife habitat and wildlife movement corridors.

Neighborhood Form. The general pattern and intensity of development representative of a certain character.

Nonresidential Use. Nonresidential use is a use other than residential, which includes agricultural; institutional; visitor and local retail, private, non-profit, and government offices; lodging; recreation/resort; industrial; and aeronautical uses as well as home and temporary uses.

Open Space. Undeveloped wildlife habitat and migration corridors; scenic vistas and natural skylines; natural waterbodies, floodplains and wetlands; agricultural land; and areas of active recreation that relieve recreation pressure in areas of greater ecological value.

Peak Effective Population. The peak population actually in the community during a season including year-round residents, present part-time residents, and visitors.

Planned Resort. A master planned area that encourages recreational activities that rely on natural attributes of the area, contributes to community character and economy, and provides quality visitor experiences. A Planned Resort contains a mix of land uses, both residential and nonresidential, is pedestrian-oriented and provides access to alternative modes of transportation.

Preservation Subarea. Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary, where additional amenities and infrastructure are inappropriate, but which may benefit from clustered residential development that improves preservation of open space.

Redundancy (transportation). The concept of a transportation network that encompasses multiple and alternate routes to prevent the overburdening of certain transportation routes and to ensure continued access should a road or bridge close due to a natural hazard or other event.

Restricted Housing. Housing that is price or rent restricted to be permanently affordable and/or occupancy restricted to ensure employment in Teton County.

Riparian Area. Ecosystems that occur along waterbodies, including stream or riverbanks, floodplains, lakeshores and wetlands.

Rural Area. A Character District that provides: 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; and minimal additional nonresidential development.

Scenic Resources Overlay (SRO). A zoning overlay intended to preserve and maintain the County's most frequently viewed scenic resources that are important to both its character and economy. In Scenic Areas within the SRO, the location, design and landscaping of development is regulated so that the development preserves, maintains or compliments the County's important scenic resources.

Service Level. The quality and quantity of service provided to the community.

Single Occupancy Vehicle (SOV). A motor vehicle occupied only by the driver.

Skyline. The visual line at which the earth or vegetation and the sky appear to meet. The skyline is typically viewed as the top of a ridge, hillside or butte.

Stable Subarea. Subareas in which no change to the existing character is necessary and any new development will be infill that maintains the existing identity or vitality of the area, but which may benefit from strategic infill or development of non-existing Complete Neighborhood amenities.

Stewardship. The careful and responsible management of something entrusted to one's care.

Subsidized Housing. Housing that is price or rent restricted to be permanently affordable and occupancy restricted to ensure employment in Teton County.

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

Suitable Location (for development). Stable and Transitional Subareas.

Transitional Subarea. Subareas where most of the community would agree that development and redevelopment or a change in character would be beneficial. These subareas would benefit from reinvestment and revitalization, with the goals for development including improving access to jobs, housing and services and reducing reliance on single-occupancy trips.

Transect. A continuum of Neighborhood Forms that make up our community and shows the relationship between the various development patterns and intensities that define our character.

Transportation Demand Management (TDM). A strategy that changes how, when and/or where people travel by providing incentives and disincentives to influence travelers to change their travel behavior.

Viewshed. The area from which a fixed point, often of particular scenic value, is visible. Protected viewsheds are often roadways or other public areas.

(our, community) Vision. The basis for the Comprehensive Plan that informs the policies that describe our Common Values. Our Vision is to, "Preserve and protect the area's ecosystem in order to ensure a healthy environment, community, and economy for current and future generations."

Wildlife Friendly Fencing. Fencing designed to be permeable to wildlife movement, typically by limiting the height of the fence and making use of certain materials and spacing of wires and posts.

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

Appendix B Current Conditions Analysis





Current Conditions Analysis

Appendix B

Introduction

This report presents the information on the socio-economic, land use, and transportation conditions and trends of Jackson/Teton County, Wyoming that were considered as the Comprehensive Plan was updated.

1994 Comprehensive Plan Themes

Jackson and Teton County adopted the core of the Comprehensive Plan in 1994, at the same time the Land Development Regulations (LDR) were adopted. The initial adoption occurred with the recognition that several key topics still needed completion, and the town and county adopted additional chapters, and the relevant LDR, in subsequent years, as follows:

- Chapter 5, Affordable Housing: The analysis of affordable housing was performed in 1994, and the county and town adopted Chapter 5, Affordable Housing in early 1995.
- Chapter 8, Transportation: The chapter was prepared during 1998 and 1999 and adopted in January, 2000.
- The town and county also considered, but did not adopt, impact fees in 1996.

The 1994 Plan replaced a comprehensive plan and LDR that had been in place since 1978. A major stimulus for the 1994 Plan was a series of traffic projections and the resultant roadway improvements they foretold. The community realized that a significant amount of growth was occurring and feared that the character of the town and county were about to change.

As result, the town and county launched a joint planning effort designed to produce a single comprehensive plan and LDR for both jurisdictions. Central to the effort was the objective to direct growth away from a blanket of three and six acre lots that the county's plan and LDR at the time allowed. The town and county hired a consulting firm to prepare a community character based Comprehensive Plan and LDR. The consultants completed their work and the town and county planning commissions further developed the plan to its completion.

Evaluating the effectiveness of the 1994 Plan can take various forms, largely because the plan is highly qualitative in its goals and objectives and lends itself to variable interpretations. But this review attempts to focus on measurable items that relate to several major themes of the 1994 Plan and the recurring topics in local planning discussions.

This Analysis report reviews several fundamental elements of development and growth, recognizing that overlap exists across the various elements. More specifically this review considers:

- The location and pattern of development;
- Type and character of development, that has occurred since 1994 -- reviewed for consistency with the plan goals;

- Accomplishments toward open space and natural resource protection;
- Affordable housing;
- Transportation; and,
- The balance between resort development and community development.

The 1994 Plan stresses maintaining the character of the community and establishes qualitative goals to guide development. While this character approach defines the community’s values, it deemphasizes quantitative goals and only generally describes the vision in geographic terms. However, the 1994 Plan describes “Community Issues Maps” and a “Futures Map” that outline areas for open space preservation, development, and affordable housing centers. The progress toward pursuing the outline of the plan’s key themes and community vision is reviewed below.

Community Character

The 1994 Plan describes a pattern of residential development for the county that differs from the pattern that had evolved during prior years. Cluster subdivisions with associated open space are promoted as a way to allow development to continue while protecting the community’s character.

Cluster Subdivisions – Preservation of Open Space

The cluster subdivisions work moderately well in preserving open space. The cluster subdivision lots average 2.7 acres in size with an average of 4.3 acres of open space. However, the cluster model has been used only 33 times since 1994, creating 337 residential lots. In the unincorporated county 1,555 building permits have been issued during the same time period, indicating that most of the residential development occurred on prior subdivided land or on large unsubdivided tracts.

Cluster Subdivisions – Scattered

While clustering and open space preservation occur within these developments, cluster subdivisions are widely scattered throughout the county and only the subdivisions adjacent to Wilson are located near a node of existing development.

Town Redevelopment

The 1994 Plan provides insufficient analysis and guidance on the town’s impending redevelopment phase.

Preservation of Natural, Scenic, Agricultural Resources

Scenic Corridors

Protection of the scenic corridors has been very well established along most major roadways.

Preserved Open Space – Acres

Over 9,000 acres of open space has been preserved by conservation easements in the natural resource area (26% of the sensitive lands). Since 1994, 175 new building sites have been approved in the natural resource area on 773 acres. These sites have 1,775 acres of required open space.

Wildlife Habitat

While many acres of open space have been created in the natural resource overlay area, the scattered nature of development raises concerns about the fragmentation of wildlife habitats. A broader approach to protecting wildlife sensitive areas may be needed than the open space requirements that are applied on individual developments.

Development Pattern

Chapter 1, Community Vision, of the 1994 Plan establishes a vision statement to guide land development applications and public investments. This chapter presents a geographical description of planning issues and opportunities as the link between the vision statement and the goals of the 1994 Plan. The geographical description is referred to as the “Community Issues Maps” and the “Futures Map.” This review assesses the progress toward achieving the community vision by using the geographical description in Chapter 1 to analyze the location of land developments and the pro-active initiatives of the community.

Unincorporated Teton County

The Futures Map for the unincorporated county is described in the 1994 Plan as consisting of the following objectives:

1. Preservation of open space (hay meadows in South Park, Spring Gulch, ranchlands along Teton Village Road, Buffalo Valley and Alta);
2. Maintaining neighborhood conservation areas in previously developed areas;
3. Anticipated growth at Teton Village and Grand Targhee, and limited commercial growth near the Aspens, Wilson and Hoback Junction;
4. Affordable housing centers in the northwest corner of South Park on the south side of High School Road and in Wilson and Hoback Junction.
5. The development location in the unincorporated county has followed this visual outline very well, as described below. However, it is important to note that not all of the properties of the areas listed have been permanently protected.

Open Space Preservation

Maintaining open space and scenic corridors along the major roadways, and in Alta and Buffalo Valley, has been very well accomplished to date. Essentially the entire length of the Highway 22 corridor has been preserved by open space easements with a single 50 acre parcel of land remaining unprotected just west the Highway 22 / Highway 390 intersection.

South Park/Hog Island: Large tracts of open spaces remain along the Highway 189/191 corridor through South Park and Hog Island, however, three large parcels remain available for development. The largest parcel, the Hereford Ranch immediately south of town, presents significant planning questions for the community as this property continues to provide open space and scenic views while lying in the path of development and providing opportunities to meet some of the community’s development needs. The other key parcels along this corridor are on Hog Island south of the Evans gravel processing site and south of the Wyoming Department of Transportation facility.

Alta and Buffalo Valley: Alta and Buffalo Valley have experienced the least amount of development changes since 1994 and continue in a rural character, but offer significant planning questions for the future.

Approximately 1,000 acres of land in Alta is actively ranched, but the long-term viability of this activity is in question. The future use of this land will have a large impact on the character of Alta. The Hatchet Ranch in Buffalo Valley has been preserved as open space, but additional land along the highway corridor remains available for development.

Teton Village Road: A portion of the ranch lands along the northern end of Highway 390 have been developed by the recent expansion of Teton Village, while the remainder of the road corridor in this vicinity has been protected by open space easements.

Spring Gulch: Finally, preserving Spring Gulch has been an emphasis of the land owners in the area, and the Spring Gulch Preserve and the area remains largely open space.

Areas Suitable for Development

Commercial Development: The 1994 Plan has successfully limited commercial development in the unincorporated county to the designated areas, thereby avoiding additional commercial sprawl. However, the proposed development plans at Teton Village, including the Snake River Associates land, and Grand Targhee Resort are very large scale and long-range plans. The 1994 Plan does not provide sufficient guidance for the community to evaluate these plans and relate them to the community's vision.

Wilson: While Wilson is identified as an area appropriate for development, the 1994 Plan is not explicit in how this village should be developed. Projects that have occurred in Wilson, such as Wilson Meadows and the Housing Authority's project on the old Wilson School site have been very controversial due to differing perspectives on the 1994 Plan for the area.

Outside of 1994 Plan Locations: Furthermore, the 1994 Plan does not address how much and where development should occur outside of the few locations targeted in the 1994 Plan. The projected population growth in the 1994 Plan far exceeds the capacity of the locations that are identified as appropriate for growth, but the 1994 Plan does not establish clear direction for managing this additional development.

Affordable Housing Centers

NW Corner of South Park, Wilson and Hoback Junction: The 1994 Plan successfully steered affordable housing to Wilson in the form of Wilson Meadows and the Housing Authority's development on the old Wilson School site. No affordable housing has been develop in Hoback Junction or the northwest corner of South Park.

Other Locations not in 1994 Plan: The demand for affordable housing outstrips the capacities of the identified housing centers. The 1994 Plan fails to identify an ample number of areas for affordable housing, much as it insufficiently plans for the projected overall population growth. Additional significant affordable housing developments exist along Highway 390 (Millward) and in South Park (Sage Meadows,) where land and infrastructure are available.

Town Development

The Futures Map for the Town of Jackson is summarized in the 1994 Plan as follows:

1. Preserve steep hillsides around town;
2. Preserve jurisdictional wetlands along Flat Creek in the Karns Meadow and immediately north of High School Road;
3. Provide higher density in West Jackson;

4. Provide visitor commercial in the town core and Snow King and provide community services along West Broadway;
5. Provide a park-n-ride at the intersection of highways 189 and 22;
6. Provide a pedestrian network around the Town Square; and,
7. Provide design improvements along West Broadway in terms of internal circulation, signage, landscaping and other techniques to improve the visual entrance.

Redevelopment

Town development generally has been consistent with the 1994 Plan Vision Statement, however, the plan and vision for town do not address the full range of issues. Most significantly, the 1994 Plan does not address redevelopment issues as the town enters a significant redevelopment phase. The general goal of preserving community character has not been reconciled with the desire for, and inevitability of redevelopment.

Affordable Housing

The two housing goals in the 1994 Plan (and subsequent housing section updates) are to:

1. provide a variety of quality affordable housing for Teton County's socially and economically diverse population; and,
2. establish a balanced program of incentives, requirements, and public and private actions to provide affordable housing.

Amount of Affordable Housing Since 1995

The amount of affordable and employee housing that has been developed since 1995 is impressive and appropriate to meet the community's quantitative goals. However, while the quantitative goals established in 1995 are being reasonably met, the housing problem is getting worse and the 1995 goals do not reflect the region's current needs.

Location of Affordable Housing

While the locations of the affordable housing developments generally match the locational criteria in the comprehensive plan, there are a few inconsistencies. Pioneer Homestead is a multi-family housing development for the senior population in East Jackson, but is logically located adjacent to the existing senior housing development. The Millward housing development and the proposed Osprey Creek development on Highway 390 raise questions about the appropriateness of their locations. This highway corridor is not called out in the 1994 Plan as a location for affordable housing. And finally, Old West Cabins and the affordable units in the Hog Island subdivision are located in areas not listed for affordable units.

Affordable Housing Provided a Variety of Ways

The inventory of affordable and employee housing units has been produced in a variety of ways that include developer requirements and incentives and direct public initiatives.

Transportation

Chapter 8, Transportation, the most recently adopted chapter of the 1994 Plan, was prepared through 1998-99 and adopted in January, 2000. It is the most detailed Plan chapter and establishes goals designed to slow the

normal growth in traffic through a series of approaches. Key to these mitigation approaches are alterations to the land use pattern to reduce the dependency on the automobile and the enhancement of alternative modes of travel. Transportation goals fall into five basic categories:

1. Land use;
2. Alternative modes of travel;
3. Roads and streets;
4. Funding; and
5. Administration.

Daily Traffic Volume

Daily traffic volume has been growing about 3% per year on the major roadways outside of the Town of Jackson. This rate of growth exceeds the 1994 Plan projections by 15% to 200%. Traffic growth on major roads in the town are reasonably consistent with the Plan goals.

Mixed-Use Development Policies

The land use policies in the comprehensive plan designed to redirect development and slow traffic growth have not been fully embraced. Increased density at Teton Village and recent legislative changes in town begin to implement the policies, but the land use policies in the 1994 Plan have not had the intended effect on traffic growth.

Alternative Modes

The creation of opportunities for alternative modes of travel has been achieved through the accomplishments of the transit system and pathway program, and the transit ridership has grown significantly in recent years. Despite the growth in transit ridership, traffic growth continues to exceed Plan goals.

Resort/Community Balance

A goal of the 1994 Plan is to remain a community first and a resort second. The 1994 Plan also contains discussion about maintaining a balance between resort development and the community; however, it does not provide guidelines to define the balance. This review analyzes the ratio of visitor accommodations to the total community development.

2020 Projections for Balance

Projecting current trends in residential development to 2020 and assuming full build out of the resort master plans indicate that resort accommodations will be a smaller proportion of the total community development. However, the region has seen significant shifts in resort development, away from tourism based and increasingly towards lifestyle residential-based. Skyrocketing housing prices have also led to impacts on the town's workforce population, of which an increasing percentage now lives elsewhere and commutes, leading to a less socially-diverse community than 10 years ago.

Themes Not Addressed in 1994 Plan

The 1994 Plan does not address several contemporary issues that the community is concerned with today, including:

- Sustainability and climate change (energy and resource use),
- Shifting economy (from tourism to professional and service-based) and
- Detailed design principles and guidance for Downtown Jackson.
- Other themes may emerge during this update process. The plan update will address these topics and others.

Analysis of Current Conditions

Any number of reports and studies were complete during the Comprehensive Plan update process. All reports created as part of the process are contained in the documentation of the process and can be found online at www.jacksontetonplan.com. This report does not aim to incorporate all of the information available, but instead provides a brief overview of the key information that helped inform the Comprehensive Plan update. It is organized into the same themes used to analyze the 1994 Comprehensive Plan.

Community Character

Population and Households

The most recent population figures available are from the 2010 Decennial Census. It estimated the full-time population of Teton County to be 21,294 people in 8,973 households. As indicated in Table 1, below, from 1990 to 2000 the community as a whole grew by 7,078 people and 3,120 households (5% annually). While from 2000 to 2010 the community grew less than half as much, by only 3,043 people and 1,285 households (1.6% annually). The Town of Jackson absorbed more than half of the growth from 1990 to 2000 (3,939 people and 1,747 households), while the unincorporated County absorbed over two-thirds of the growth from 2000 to 2010 (3,043 people and 952 households).

Table 1: Population and Household Trends, 1990-2010

Geography	1990	2000	Growth	Rate(yr)	2010	Growth	Rate(yr)
Population							
Town	4,708	8,647	3,939	6.3%	9,577	930	1.0%
County	6,465	9,604	3,139	4.0%	11,717	2,113	2.0%
Community	11,173	18,251	7,078	5.0%	21,294	3,043	1.6%
Households							
Town	1,884	3,631	1,747	6.8%	3,964	333	0.9%
County	2,684	4,057	1,373	4.2%	5,009	952	2.1%
Community	4,568	7,688	3,120	5.3%	8,973	1,285	1.6%

Source: US Census, 2010

Geography	1990	2000	Growth	Rate(yr)	2009	Growth	Rate(yr)
Housing Units							
Town	1,901	3,457	1,556	6.2%	3,898	441	1.3%
County	3,039	4,068	1,029	3.0%	6,053	1,985	4.5%
Community	4,940	7,525	2,585	4.3%	9,951	2,426	3.2%

Source: Buildout Taskforce, 2009; Building Permits 2000-2009; 1990 estimate

Population and Households – Projections

The demographic and housing information in Table 1 provides the information on the population and housing units for the years 1990-2010. The Housing Needs Assessment report (2007) also includes population and household forecasts through the year 2020, which are included in Table 2 below. The Wyoming Department of Administration forecasts almost 7,000 new people in Teton County and the Town of Jackson between 2005 and 2020.

Assuming a continued trend of 45% of the population in the Town of Jackson and 55% in the unincorporated county, this means that of the 7,000 new people, the County could have approximately 3,850 new residents and Jackson could have approximately 3,150 new residents

Table 2: Population and Household Forecast 2020

	Past Growth (US Census)			Forecasted Growth			
	1990	2000	2010	2005	2010	2015	2020
Population							
Town	4,708	8,647	9,577				
County	6,465	9,604	11,717				
Community	11,173	18,251	21,294	19,705	22,352	24,703	26,671
Households							
Town	1,884	3,631	3,964				
County	2,684	4,057	5,009				
Community	4,568	7,688	8,973	8,300	9,415	10,406	11,235

Source: US Census; Housing Needs Assessment (2007)

Seasonal Population Fluctuations

Because of the enormous attraction of the national parks and public lands in the Jackson Valley, it is important to recognize the great variation of population in the valley from season to season—both visitors and seasonal workers. This seasonal fluctuation has implications for services and facilities of the town and county and private providers, such as the hospital. It is difficult to pinpoint exact numbers of visitors and seasonal workers. The Housing Needs Assessment report contains some of the data, including employee turnover by season, and unfilled jobs by season and type. In addition, Sustaining Jackson Hole reports contain detailed information on the summer, winter, and shoulder season recreational activities and visitors.

Community Diversity

The ethnic diversity within the community is changing. One notable trend is the steady increase in the Latino population as a component of residents and the workforce. At the beginning of the Comprehensive Plan update, the Teton County Public Health Department estimated the countywide Latino population in 2006 at 2,700 people. Latinos represent 15 percent of the population of Teton County. Since 1995, the population has increased about 600 percent. Table 2 below also shows the steady increase of the Hispanic population since the 1970s, with an increase of 650 percent from 1990 to 2000 and another 170 percent from 2000 to 2010 (according to the U.S. Census).

Table 3: Change in Hispanic Population in Teton County

	1970	1980	1990	Δ	2000	Δ	2010	Δ
Community		132	158	20%	1,185	650%	3,191	169%
Town of Jackson			81		1,024	1,164%	2,607	155%
Unincorp. County			77		161	109%	584	363%

Source: US Census, 2010

Another notable trend is the rising numbers of Eastern Europeans who reside in the community as seasonal workers for the national parks and summer tourism industry. However, no quantitative data is readily available to support this observation.

Age

The Teton County population is aging. The median age has steadily grown over the past 40 years from about 28 in 197 to 35 in 2010. As of 2010, the largest age groups in Teton County are the 30 to 39 years and 20 to 29 years groups (17.4 and 17.2 percent of the population respectively). Fifty-five percent of the population is under the age of 40. The 40 to 49 and 50 to 59 each make up about 14.5 percent of the population. The population older than 59 drops, with 60- to 69-year olds making up 9.8 percent of the population, while people 70 years or older account for just 6 percent.

Preservation of Natural, Scenic, Agricultural Resources

Open Space

Open space is commonly preserved by conservation easements in Teton County. The Jackson Hole Land Trust, Teton County Scenic Preserve Trust and the Nature Conservancy have been the leaders in securing easements. As of February, 2011, approximately 22,140 acres have been protected by conservation easements, or fee ownership by the Jackson Hole Land Trust. This represents about 28% of the 78,000 acres of private land in the county.

Table 4: Land Under Conservation Easement in Teton County, 2011

	Private Land (acres)	Under Conservation Easement (acres)	percent
Community	78,030	22,140	28%
NRO & SRO	11,650	4,130	35%
NRO	23,240	6,720	29%
SRO	12,530	5,790	46%
No Overlay	30,610	5,500	18%

Source: Teton County, February 2011

Active agriculture also preserves opens space. Based on Teton County Assessor and Teton County Planning Department definitions of agriculture about 36,000 acres of agricultural open space existed in February 2011 and 32% of that was under conservation easement.

Table 5: Agricultural Open Space in Teton County, 2011

	Private Land (acres)	Under Conservation Easement (acres)	percent
Community	78,030	22,140	28%
Active Agriculture	36,000	11,360	32%

Source: Teton County, February 2011

Resource Protection

Additional development regulations apply in parts of Jackson/Teton County that are located within the natural resource and scenic resource overlay districts. These overlay districts cover large portions of the county and a very small portion of the town is in the NRO. They generally do not diminish the overall density and development potential on lands but do affect the location of structures within parcels.

Natural Resource Overlay(NRO)

The purpose of the NRO is to provide protection to the most important and sensitive natural areas throughout the county that provide critical winter habitat and migration routes essential for survival of elk, mule deer, and moose, as well as nesting habitat and trout spawning areas. Development is restricted from migration routes and, from within 300 feet of a trumpeter swan nest, or within 150 feet of cutthroat trout spawning areas or within 400 meters of a bald eagle nest (an amendment to this standard is pending). (Note: This list is not all inclusive; check Section 3270 of County LDRs.)

Approximately 45% of the private land in Teton County or 34,900 acres is mapped as Natural Resource Overlay (NRO) in the Land Development Regulations. Since 1994, 38 residential developments have been approved in the NRO. These developments resulted in 175 residential lots on 773 acres of development area, or building envelope, and 1,775 acres in required open space easements. 345 dwelling units have been constructed in the NRO since 1994, representing 22% of the 1,555 units that were permitted in the unincorporated county. Approximately 31% of the dwelling units (290 units) permitted during 1978 to 1994 were located in areas that were later mapped as NRO.

Scenic Resource Overlay (SRO)

The purpose of the SRO is to preserve and maintain the County's most frequently viewed scenic resources. It establishes foreground development standards and skyline development standards.

Designated scenic areas make up 24,185 acres. (Some open space acreage is in both the NRO and SRO.) Since the 1994 adoption of the SRO, 16 residential developments were approved in scenic areas. These developments created 243 new building sites on 492 acres of development area. Open space easements were recorded for 1,608 acres of land in these developments.

Natural Features Protection

Jackson and Teton County have development standards in place to protect environmental quality. The rivers, streams, wetlands, and slopes are all shown on the Natural Features map.

Rivers, Streams, and Wetlands

Development is prohibited within wetlands and water bodies. The LDRs also required setbacks for wetlands and water bodies as follows:

- Rivers: 150-foot setback.
- Riparian vegetation: County setback not less than 50 feet and not more than 150. Town setbacks are 20, 25, and 50-foot, depending on the specific stream.
- Wetlands: 30-foot setback.

Slopes

Development is prohibited on slopes steeper than 25 percent and only 50 percent of land area steeper than 25 percent counted in computing permissible density. According to GIS information, about 19,520 acres of private land are covered by slopes that are 25 percent or greater.

Development pattern

This section provides a summary of current land use and development patterns in Teton County and the Town of Jackson.

General Land Ownership

The federal government owns 97 percent of the land in Teton County. Of the federal land, the National Park Service owns about 45 percent of the land, the Elk Refuge accounts for one percent, and the Forest Service owns and manages almost 51 percent. A number of other state and local agencies and trusts own land throughout the Town of Jackson and unincorporated county, leaving approximately 74,640 acres (2.8 percent) in private ownership, as shown in Table 6.

Most of the private land is located in Jackson Hole (approximately 60,000 acres). 1,182 acres of private land are within the Town of Jackson. The outlying communities of Alta and Buffalo Valley have 6,890 acres and 4,030 acres of private land respectively. (See Framework Maps and Table 6)

Table 6: Countywide Ownership

	County (ac)	Town (ac)	Community (ac)	%
Community	2,695,696	1,594	2,697,290	100%
Private Land	74,848	1,286	76,134	2.8%
Federal	2,613,108	30	2,613,138	97%
Park Service	1,219,919		1,219,919	45.2%
Forest Service	1,365,835	21	1,365,857	50.6%
Fish and Wildlife	24,698	8	24,706	0.9%
BLM	2,652		2,652	0.1%
State	7,326	39	7,365	0.3%
Game and Fish	2,510		2,510	0.1%
WyDOT	40		40	0%
Land & Investments	4,777		4,777	0.2%
Local Government	413	239	652	0%
Teton County	192	20	212	0%
St. Johns Hospital		18	18	0%
School District	77	29	106	0%
Town of Jackson	144	172	316	0%

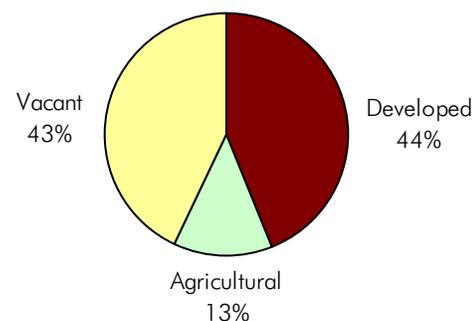
Source: Teton County, 2007

Land Development Status

Countywide

Map data in 2007 indicated that of the private land in the county, 30,939 acres were developed for residential and non-residential uses (44 percent of the private lands). 10,003 acres were agricultural (13 percent of private lands) and 31,257 acres were vacant (i.e., these may be agricultural but without a structure). (Note: Of these vacant and agricultural lands, 11,025 acres were restricted

Private Land Uses



from development by conservation easements, and 30,234 acres still have potential for development.)

In addition, 1,431 acres of vacant land in the unincorporated county had building permit applications that were either closed or pending.

Town of Jackson

Within the Town of Jackson corporate limits, most parcels of land in the town contain development structures, but significant additional potential is permitted under current regulations. In 2007, the town had 458 acres of public land (including parks, schools, libraries, hospitals, and other civic uses). Of the private lands, 1,001 acres were developed and 135 acres were vacant on 145 lots of varying sizes (i.e., only 12% of land is vacant). The only location where the town can physically expand is to the south—toward South Park because of steep terrain and public lands limiting expansion in other directions. Also, because so little vacant land exists, development pressure is currently occurring for redevelopment, especially close to the town square and downtown.

Table 7: Development Status (for County and Town)

	County (ac)	Town (ac)	Community (ac)	% of private
Community	2,695,696	1,594	2,697,290	
Public	2,613,108	30	2,613,138	
Private	74,848	1,286	76,134	
Agricultural/Vacant	10,003		10,003	13.1%
Developed	33,587	1,151	34,738	45.6%
Vacant	31,258	135	31,393	41.2%

Source: Teton County, October 2007.

(Note: Of the vacant and agricultural lands listed in Table 9, 11,025 acres are restricted from development by conservation easements)

Existing Development

In 2009 the Joint Planning Commissions asked a Buildout Taskforce comprised of Town and County Staff and interested citizens to determine the amount of existing and potential development. As of July, 2009, 9,951 residential units and 8 million square feet of nonresidential floor area existed in the community. Of the existing development about 57 percent of nonresidential floor area and 39 percent residential units were located in the Town of Jackson.

Table 8: Existing Development (for County and Town)

	County	% of total	Town	% of total	Community
Nonresidential (sf)	3,476,829	43.2%	4,576,840	56.8%	8,050,669
Residential	6,053	60.8%	3,898	39.2%	9,951
Dwelling Units	4,693				
ARU/Employee Units	75				
Short-Term Rentable Units	1,285				

Source: Buildout Taskforce 2009, Teton County

Potential Development

The Buildout Taskforce also reviewed the current Land Development Regulations and applied a number of assumptions to determine the additional future potential. Based on those assumptions 11,100 additional units could be added in the community with 77 percent (8,575 units) to be added in the unincorporated County. An

additional 6.6 million square feet of commercial could also be added to the community with about half of the development happening in the Town and half in the unincorporated County.

Table 9: Additional Future Potential Development (for County and Town)

	County	% of total	Town	% of total	Community
Nonresidential (sf)	3,179,295	48.1%	3,436,498	51.9%	6,616,093
Residential	8,575	77.2%	2,534	22.8%	11,109
Base Dwelling Units	3,556		1,130		
PRD Dwelling Units	3,630		266		
ARU/Employee Units	1,234		1,138		
Short-Term Rentable Units	155				

Source: Buildout Taskforce 2009, Teton County

Development Pattern

One way to evaluate development patterns is to identify the number of subdivisions developed via the community character approach of cluster subdivisions (PRDs) introduced in the 1994 Plan, and the number of times the character of an area was altered. As of 2007, 33 cluster subdivisions (PRDs) had been approved that created 337 residential lots. These developments occupy 2,340 total acres and resulted in 1,436 acres of open space, or 61% of the land area of the subdivisions. The development area from these subdivisions total 904 acres. On average, the cluster subdivisions generate residential lots with 2.7 acres of development area and 4.3 acres of open space.

The cluster subdivisions are widely scattered throughout the county and very few of them are located adjacent to existing nodes of development. While a degree of clustering is achieved on the individual development parcels, a dispersed pattern of development continues to occur.

The following developments resulted in zoning changes that altered the character of their respective sites:

- Hog Island subdivision (rezoned from rural to suburban);
- Old West Cabins redevelopment;
- Three Creek golf course development (grand fathered master plan);
- Wilson Meadows (rezoned from rural to suburban);
- Snake River Associates expansion to Teton Village (rezoned from rural to resort); and
- WyDOT facility on Hog Island.

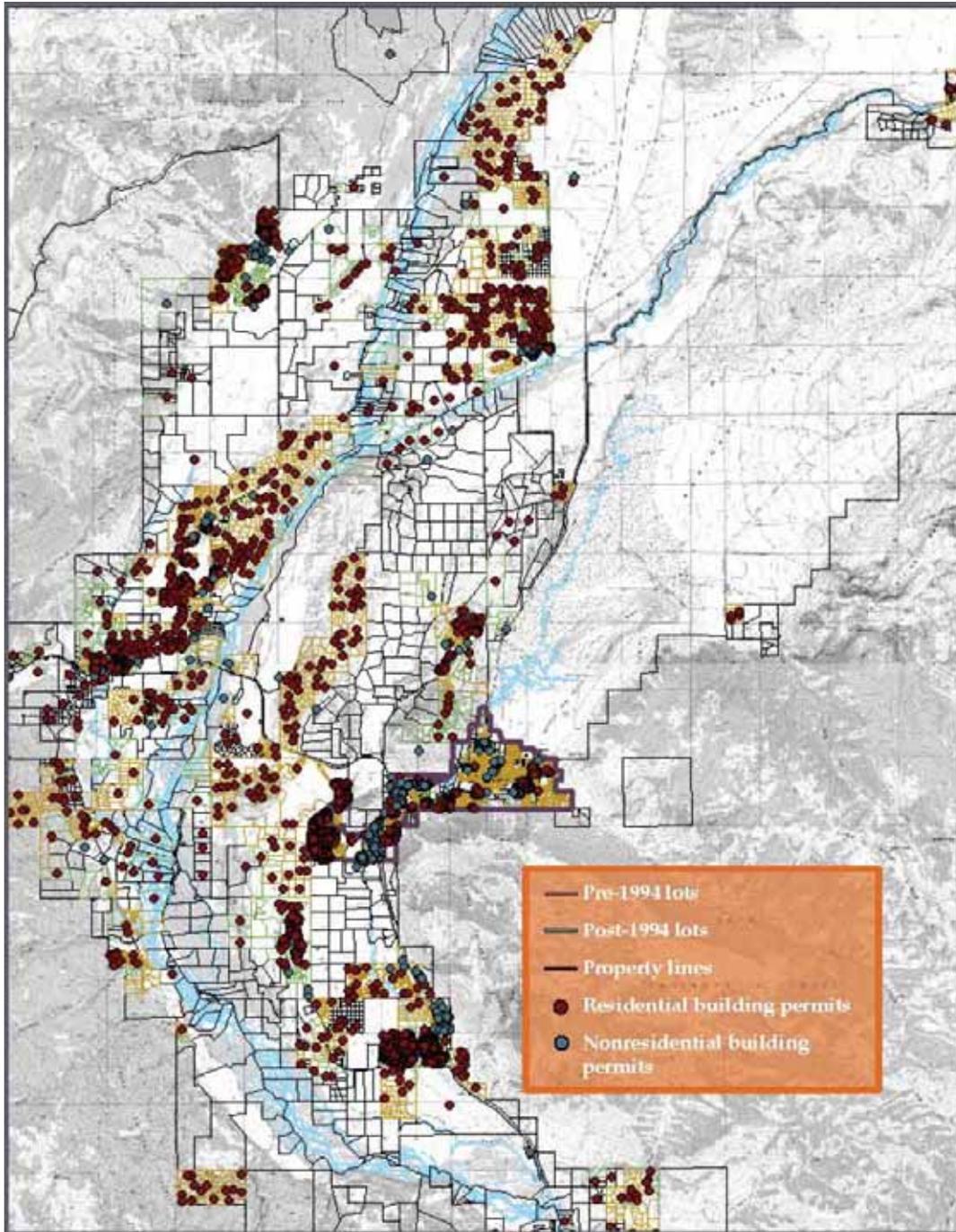
Looking at net change in potential allows for a quantification of the success of community efforts to conserve open space and not alter character. From 1994 conservation easements and zoning district changes resulted in a net decrease of nearly 600 potential units.

Table 10: Net Change in Development Potential 1994-2007

	County	Town	Community
Conservation Easements			-906
Approved Zoning District Changes	217	108	325
Net Change in Development Potential			-581

Source: Teton County, June 2007

Another way to evaluate development patterns is to look at where units were built. From 1994 to 2007 the majority of the units built in the County were developed on lots platted between 1978 and 1994.



Infrastructure and Service Districts

Water

The Town of Jackson obtains all of its water from groundwater and serves the incorporated town limits as well as a number of subdivisions up Spring Gulch Road to Spring Creek Resort, including:

- Saddle Butte,
- Three Creeks, and

- Teton Science School.

The town currently operates seven wells that draw roughly 8,670 gallons/minute (7.3 mg/d) – significantly below their permitted water rights of 11,100 gallons/minute (9.5 mg/d). The town’s abundance of water is due in part to its planning a supply that meets state standards for production based on peak summer demand. The large tourism fluctuation in the summer more than doubles water demand that the town must meet—from a winter peak demand of 3 mg/d to a summer peak demand of 7.3 mg/d.

Recently approved developments will close this gap slightly; they are anticipated to increase the committed production from 7.3 mg/d to 8.2 mg/d. If future development necessitates the addition of an eighth well, the town already has purchased the site for the future well. In addition, the town has 2.8 mg of water storage capacity.

In addition, Wilson Meadows is in the Aspen/Pines sewer district but has its own water district. Rafter J and Melody Ranch have their own water districts but receive sewer from the town (as indicated below). Aspen Pines and Teton Village have their own districts for both water and sewer. The county contains several other small water districts (see the Framework Map for Common Value 3).

Sewer

The Town of Jackson operates an aerated lagoon sewage treatment system with the capacity to treat 5 mg/d, but currently uses only half of that capacity (2.5 mg/d peak). If future development necessitates additional capacity, the current treatment facility can be upgraded to provide an additional 1 mg/d of capacity.

In addition to its incorporated limits, the town provides sewer service to locations in the county, including:

- Three Creeks,
- Wilson Sewer District (but not Wilson Meadows)
- Melody Ranch
- Rafter J
- Valley View Sewer Co
- Teton Science School
- Ranches at Jackson Hole
- Spring Gulch
- Spring Creek Ranch Subdivision
- Jackson Hole Golf and Tennis
- Gros Ventre Utility

In addition, in the unincorporated county Teton Village and Aspens/Teton Pines providing sewer.

Schools

All schools in the county are within a single school district, Teton County School District #1. The district includes six elementary schools, one middle school, and two high schools and had a 2007-2008 enrollment of 2,320 students. The Framework Map for Common Value 3 illustrates the location of each school. Table 18 below shows changes in enrollment by school since the 2000-2001 school year.

Table 11: Teton County School District Enrollment Trends 2000-2008

School	00-01	07-08	% change
Elementary	943	1,090	15.6%
Alta	53	50	-5.7%
Colter	263	344	30.8%
Jackson	342	420	22.8%
Kelly	47	37	-21.3%
Moran	20	12	-40.0%
Wilson	218	227	4.1%
Middle	561	494	-11.9%
Jackson Hole	561	494	-11.9%
High	737	736	-0.1%
Jackson Hole	688	686	-0.3%
Summit	49	50	2.0%

Like the county itself, the student population is predominantly (75.9%) white, with a second largest racial population of Hispanic (21.8%). Over 85% of the diversity is concentrated in four of the 16 geographic areas defined and used by the school district in its enrollment tracking: Town of Jackson ((39.1%), West Jackson (36.7%), Hog Island /Hoback (5.7%), and Melody (4.2%).

Table 12: Teton County School District Student Demographic Composition

Race	Total	% Total
Asian	34	1.5%
Black	6	0.3%
Hispanic	496	21.8%
American Indian	12	0.5%
White	1,724	75.9%
Total	2,272	100.0%

Fire Stations

Fire stations are located in Town, Hoback, Adams Canyon in South Park, Highway 390, Teton Village, Moran, and Alta(See Framework Map for Common Value 3). Currently the region has only three river crossings, although only one is in a convenient location on Highway 22. In addition to the fire station locations, EMT services are less widely distributed.

Affordable Housing

Housing Units

The number of housing units, housing prices, and home values has been increasing steadily in Teton County. Between 1990 and 2000, about 2,600 new housing units were built. Over 2,400 more have been added between 2000 and 2009. Because a significant amount of the 3 percent of privately owned land in Teton County has largely been developed, conserved, or is zoned for rural densities, constraints on the market have increased average housing prices substantially.

Prices and Affordability

The 2007 Teton County Housing Needs Assessment provides a great deal of current information about the prices and affordability of housing in Teton County, which we have not replicated here. In sum, while the

community has made headway in providing affordable housing in recent years, most local workers are priced out of free-market homes. In 1986 the median home price was 350 percent of the median income. By 1993 it had risen to 650 percent, and by 2007 to 1,800 percent of median income. Even with the nationwide drop in home values, the median selling price for a home in 2010 was 1,400% of median income.

Second Homes

In the past, many Teton County homes were used as “second” homes owned by non-residents for seasonal and vacation use. This has become less true in recent years. According to HUD data, the percent of Teton County homes used as a primary home increased from 65 percent in 1990 to 80 percent in 2007 (echoing a trend found in many resort communities during this decade). (Sustaining Jackson Hole, 2005). During this time, many formerly second homes in Teton County were occupied as primary residences, which allowed the county population to grow faster than total housing stock (as indicated in Table 1).

Within Teton County, the percentage of homes that are second homes varies greatly by place, from 54 percent in Teton Village at the base of the ski resort to five percent in the Town of Jackson, as shown in Table 4, below. The Census data shows nominal change in that figure from 1990 (20.6 percent) to 2000 (20.7 percent) and a slight increase in 2010 (22.1 percent). (Note: The figures for second home ownership from the Sustaining Jackson Hole report and the Census are not the same.)

Table 13: Housing Units and Second Homes in Teton County, 2010

	Housing Units	Percent Second homes
All Teton County	12,813	22%
Jackson	4,736	5%
Alta	232	31%
Wilson	931	23%
Teton Village	554	54%
South Park	803	13%
Rafter J Ranch	443	5%
Moose Wilson Road	1,371	34%
Hoback	567	12%

Source: US Census, 2010 (note: Census count of housing units differs from Town and County count)

Employee Generation

Both residential and nonresidential development generates demand for employees. In December 2009 a taskforce of Town and County staff and interested members of the public projected the employee generation that would occur from the potential development allowed by the regulations to understand how employee generation might affect housing needs in the community.

In the community as a whole nearly every potential future unit would have to be occupied by the workforce if 100% of the workforce were to live locally. The location of the jobs created and the housing units demanded under the current regulations does not align. While about 43% of the employee generation is as a result of development in Town, only about 23% of potential new units are in Town. This would tend to promote inter and intra community commuting as future units in the County will likely be less affordable than units in Town.

Table 14: Employee Generation from Potential Future Development, 2009

	Town	County	Community
Residential	1,043	5,881	6,924
Operations/Maintenance	398	2,527	2,926
Construction	645	3,353	3,998
Commercial	6,436	3,899	10,335
Public	972	1,271	2,243
Employees Generated by Growth	8,451	11,051	19,501
Employees per Household	1.8	1.8	1.8
Units Demanded	4,695	6,139	10,834
Potential Development	2,534	8,382	10,916

Source: *Employee Generation Taskforce, 2009*

Livable Wages & Income Levels

Wages are decreasing as a proportion of total income in Teton County, however, many residents get most of their income from wages and salaries. Teton County average annual wage or salary per job in 2010 was just under \$40,000 - slightly less than the Wyoming state average (US Bureau of Economic Analysis).

While the percentage of Teton County residents below the poverty line is quite low (about 2 percent in 2000), the high cost of living in Teton County leaves some working people struggling to make ends meet. The cost of living in Teton County, due to factors including the cost of housing, is quite high. (More than 21 percent of Teton County residents spent more than 35 percent of their household income on rent in 2000.) Table 5 indicates the hourly wages (after tax income and gross annual income) needed to meet basic expenses in Teton County.

Table 15: Baseline Livable Income Required in Teton County, Wyoming, 2012

	One Adult	One Adult, One Child	Two Adults	Two Adults, One Child	Two Adults, Two Children
Hourly Wage	\$8.90	\$16.07	\$12.78	\$19.96	\$25.23
Monthly After-Tax Income	\$1,531	\$2,770	\$2,196	\$3,435	\$4,347
Annual After-Tax Income	\$18,372	\$33,240	\$26,352	\$41,220	\$52,159
Annual Gross Income	\$18,503	\$33,429	\$26,572	\$41,513	\$52,474

Source: *Poverty in America Living Wage Calculator, March 2012*

Table 6 shows the typical hourly wage for a variety of types of jobs in Teton County. Note that most job types in Teton County, including many essential services jobs, pay lower hourly wages than the livable hourly wage rate for the area (shown in Table 5, above).

Table 16: Typical Hourly Wages by Occupational Area, Teton County, 2012

Occupational Area	Hourly Wage
Management	\$31.98
Computer & Mathematical	\$23.75
Architecture & Engineering	\$16.47
Legal	\$24.86
Business & Financial	\$23.32
Healthcare Practitioners & Technical	\$27.87
Life, Physical, & Social Science	\$21.83
Education, Training, & Library	\$18.04
Arts, Design, Entertainment, Sports, & Media	\$13.81
Installation, Maintenance, & Repair	\$19.25
Community & Social Services	\$15.95
Construction & Extraction	\$18.70
Protective Service	\$16.50
Production	\$17.72
Office & Administrative Support	\$12.55
Transportation & Material Moving	\$14.54
Farming, Fishing, & Forestry	\$14.04
Healthcare Support	\$15.95
Sales & Related	\$12.17
Building & Grounds Cleaning & Maintenance	\$10.31
Personal Care & Service	\$9.98
Food Preparation & Service-Related	\$8.35

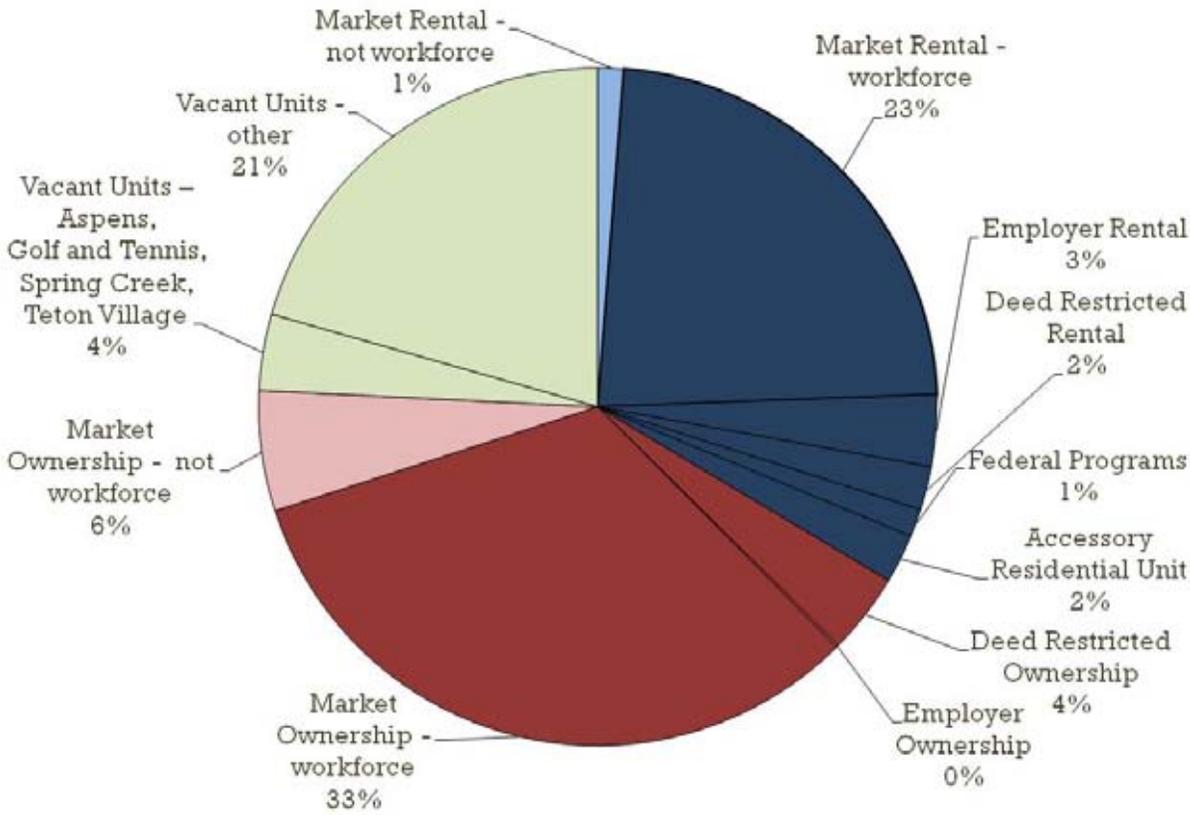
Source: *Poverty in America Living Wage Calculator, March 2012*

Commuting

A sign of the impact of high cost of housing in Teton County is the increasing trend in the region of numbers of commuting workers. The Teton County Housing Needs Assessment states that the resident work force is declining 3 percent every five years, replaced by commuters. In 2005, an estimated 33 percent of people who worked in Teton County commuted from outside the County—residing in places with lower cost housing such as Victor and Driggs, ID and Alpine and Star Valley, WY. (Teton County Housing Needs Assessment, 2007). The Wyoming Workforce Development Council estimates a high net inflow of workers to Teton County, and a negative outflow of workers from Teton County to other areas, compared to other counties in the state. (Wyoming Workers Commuting Patterns Study, 2006).

Workforce Housing Stock

The Housing Need Assessment, 2007 discusses the importance of retaining a resident workforce and preserving and creating workforce housing stock. As of 2011, the Teton County Housing Authority estimates that 68 percent of all housing in the community is occupied by members of the workforce. 7 percent of the total housing stock is public supported housing. The graphic below (source: TCHA, 2011) shows a detailed breakdown of the existing housing stock. 24 percent of the housing stock is vacant, while 34 percent is rental product and 42 percent is ownership product. 55 percent of all housing in the community is market workforce housing, these market units make up 81 percent of all workforce housing.



Transportation

Traffic Growth

A key transportation goal in the 1994 Comprehensive Plan is to decrease the growth in traffic through alternative modes of travel and changes in the land use pattern. Chapter 8 contains 1996 traffic counts for several key roadway segments and establishes targeted traffic counts for 2020 that reflect the plan's implementation strategies. The Plan established targeted traffic growth rates ranging from 1% to 3% for several roadways. The Wyoming Department of Transportation provided traffic counts in 2002 that are compared to the Plan goals. Table 17 (Goals and Traffic Counts) below shows the 2020 goal, and the 1996 and 2002 traffic counts. The table also compares the interim traffic goal to the actual traffic counts.

The traffic volumes for 2002 exceed the interim targets for the road segments in the county and for the segment of Broadway south of the "Y" intersection. The South Highway at Rafter J experienced traffic growth 15% above the interim goals in the Plan. Traffic growth on Highway 22 at the Snake River bridge exceeded the targeted goal by 47%. Highway 390 at Nethercott and north of the Aspens saw traffic growth 51% and 205%, respectively above the targeted goals.

However, the 2002 traffic volumes for the in-town segments are below the targeted goals. The town shuttle operated by START experienced a significant increase in ridership beginning in 2001 and 2002, perhaps creating a positive impact of traffic growth. The town shuttle carried 5,000 passengers in July, 2002.

Table 17: Goals and Traffic Counts

	S. Hwy 89 @ Rafter J	WY 22 @ Snake River	WY 390 @ Nethercott	WY 390 N. of Aspens	Broadway @ Maple Way	Broadway @ Flat Creek	Broadway @ Town Sq	Millward TRK Route	Pearl Ave
1996 Count	16,800	17,700	12,600	5,200	30,000	40,300	21,000	9,000	12,500
2020 Goal	29,000	31,000	20,000	9,000	43,000	56,000	24,000	13,000	14,000
Acceptable Traffic Growth	12,200	13,300	7,400	3,800	13,000	15,700	3,000	4,000	1,500
Acceptable Annual Growth	508	554	308	158	542	654	125	167	63
Acceptable Annual Growth	3%	3%	2%	3%	2%	2%	1%	2%	1%
2002 Count	20,300	22,600	15,400	8,100	35,100	39,500	19,400	7,800	9,900
6 Year Growth Allowance	3,050	3,325	1,850	950	3,250	3,925	750	1,000	375
Actual 6 Year Traffic Growth	3,500	4,900	2,800	2,900	5,100	-800	-1,600	-1,200	-2,600
Difference	450	1,575	950	1,950	1,850	-4,725	-2,350	-2,200	-2,975
% Difference	15%	47%	51%	205%	57%	-120%	-313%	-220%	-793%

Source: 2000 Transportation Plan and Wyoming Department of Transportation

Transit

Chapter 8 establishes the goal of capturing 5% of the total summer daily trips by transit by 2020. Ridership on the Southern Teton Area Rapid Transit (START) has grown significantly in recent years and the majority of the annual increases have been in local riders as shown in the following table.

Table 18: START Ridership

	Town - Teton Village	Town Shuttle
2000 Ridership	136,000	144,000
2006 Ridership	302,743	305,608
Annual Growth in Total Riders	15%	14%
Annual Growth in Local Riders	23%	15%

Source: START, 2007

Bike/Pedestrian Opportunities

The shared use pathway program has made substantial progress since its inception in 1996 in expanding the network of pathways. By the end of 2010, about 41 miles of pathways had been constructed, with additional pathways construction north to Grand Teton National Park occurring in 2011. Usage counts are difficult to obtain and the Pathways Department continues to test and perfect an accurate counting method.

Non-construction objectives also have been accomplished. A local pathways group, Friends of Pathways, has formed and is very active in promoting pathways. A new 5-year Pathway Plan has been completed and adopted by the town and county, and voters have supported pathways with their approval in the Special Purpose Excise Tax election.

Road Projects

Chapter 8 identifies several road construction projects, most of them are on state highways and under the jurisdiction of the Wyoming Department of Transportation. To date, none of the streets and roadway projects have been implemented with the exception of the double left-turn lane at High School Road and the south highway.

Resort/Community Balance

The national parks and public lands are an enormous draw for visitors and locals. Through 2004, Grand Teton National Park averaged about 2.7 million visitors per year and Yellowstone averaged about 3 million visitors a

year. Total visits in 2005 were 5,299,093. Visits to Bridger-Teton National forest are increasing, with total visitors in 2000 at just over 3 million visitors. (U.S. National Park Service).

Downhill skiing drives the winter tourism economy. The three ski areas combined had annual skier days of approximately 455,400 in 2005. (HNA, 2007).

Hotel and lodging accommodations are also difficult to pinpoint exactly. According to the Jackson/Teton County planning departments, the Average Peak Occupancy (APO) units approved for the resorts in the county and town were 8,732 in 2005. By 2005, just over 4,000 of the approved resort units were built. The Town of Jackson has 5,200 hotel rooms (Wyoming Business Council, 2007).

Income

Per Capita Income

Per capita income in Teton County has increased dramatically in recent decades, from approximately \$20,000 in 1985, when it was slightly above the U.S. national average, to over \$89,000 in 2005—more than two and a half times the national average. The total personal income of Teton County residents has increased by slightly more than \$600 million (in current dollars) between 1985 and 2005.

Income by Place

Significant differences in per capita and median household income exist within Teton County. Table 3 shows differences in household income and income per capita by place in Teton County in the year 2000.

Table 19: Population, Households, Per Capita and Household Income by Place, Teton County, 2000.

	Population	Households	Per Capita Income	Median Household Income
All Teton County	18,251	7,688	38,260	54,614
Town of Jackson	8,647	3,631	25,004	47,757
Alta	400	141	40,680	56,750
Wilson	1,294	563	65,489	93,354
Teton Village	175	88	66,928	80,000
South Park	864	350	32,458	63,864
Rafter J Ranch	1,138	432	28,078	63,199
Moose Wilson Rd	1,439	625	71,291	56,842
Hoback	1,453	577	32,753	64,679

Source: State of Wyoming Department of Administration and Information, Economic Analysis Division.

Sources of Income

Between 1993 and 2006, sources of income have shifted as well. More of the total income of all Teton County residents now comes from investments (non-labor sources such as dividends, interest and rent (approximately 50 percent), than from wages (approximately 48 percent). Just two percent comes from transfer payments such as social security or unemployment benefits. This shift has occurred over time, but is very different from the balance of income sources in Teton County during the 1970s, when nearly 70 percent of income was from wages. By comparison, nationally in 2005, wages account for about seventy-five percent of all income, and investments bring in less than 20 percent of all income.

Jobs

Teton County has added approximately 22,000 jobs since 1970, with the most rapid increases beginning in 1985. The County had less than 5,000 total jobs in 1970, approximately 10,000 in 1985, and nearly 27,000 jobs in 2009. Wage and salary jobs account for about 67 percent of those jobs, down from 80 percent in 1970.

Types of jobs have also changed. An increasing number of Teton County's residents are self-employed. The percentage of jobs that are non-farm proprietors has increased since 1970, particularly in recent years, to over 30 percent. Farm jobs have decreased to below one percent as available land has been converted from agricultural to other uses—notably residential development.

The trend of jobs per capita suggests that many Teton County jobs are filled by workers living outside the county, because the County has a ratio of jobs to population of 1.26. (Source: Bureau of Economic Analysis, Claritas, EPS, 2004 figures) In 1986 less than 10 percent of workers commuted from outside of the community; in 2007 about 33 percent of workers commuted. This means that some of the wages paid for jobs in Teton County are not part of the total income for County residents. These wages are reported as income in other locations.

Table 20: Employment by Industry in Percentages, 2001-2009.

	2001	2009
Total	100	100
Construction	14	10
Retail	11	8
Finance	4	7
Real Estate	8	12
Prof. & Tech. Services	15	15
Arts & Recreation	7	4
Lodging & Food Services	20	23
Government	9	9
Other	13	13

Source: *Jackson Hole Compass*, 2011

Themes Not Addressed in 1994 Plan

An inventory of the energy usage and emissions in Jackson Hole in 2008 revealed that

Table 21: Jackson Hole Green House Gas Emissions by Source, 2008.

	Tons CO ₂ e	Percent
Total	410,228	100
Electricity (buildings)	21,896	5.3
Natural Gas & Propane (buildings)	48,464	11.8
Ground Transportation	254,638	62.1
Air Travel & Aviation	70,546	17.2
Miscellaneous Fuel Uses	4,282	1.0
Landfill	8,119	2.0
Nitrous Oxide	182	0.0
HFCs and Refrigerants	2,101	0.5

Source: *Jackson Hole Energy and Emission Inventory for 2008, 2009*

Sources:

- Charture Institute. Sustaining Jackson Hole. Land Use & Housing Socio-Economic Overview. July 31, 2007.
- Charture Institute, Jackson Hole Chamber of Commerce, The Northern Rockies Conservation Cooperative. Sustaining Jackson Hole: A Community Exploration, 2005
- Charture Institute. Jackson Hole News & Guide. "Jackson Hole Compass, 2011 Edition"
- Heede, Richard. "Jackson Hole Energy and Emissions Inventor for 2008" September 2, 2009.
- Holmes, F. Patrick. "Creative Occupation Patterns". 2005 State of the Rockies Report Card. Colorado College, 2005. http://www.coloradocollege.edu/stateoftherockies/05ReportCard/Creative_Occupations_Patterns.pdf
- U.S. Bureau of Economic Analysis <http://www.bea.gov/bea/regional>
- Pennsylvania State University. Poverty in America Living Wage Calculator, 2007. <http://www.livingwage.geog.psu.edu/results.php?location=3188>
- State of Wyoming Department of Administration and Information, Economic Analysis Division. http://eadiv.state.wy.us/demog_data/pop2000/ProfilePDFsWY/C2K-Profiles.html
- Economic and Planning Systems. Teton County Housing Needs Assessment. January 2007.
- Teton County School District #1 www.tcsd.org/
- Buildout Taskforce, 2009
- Employee Generation Taskforce, 2009

Framework Maps:

Common Value 1: Ecosystem Stewardship

Teton County Core

Alta Buffalo Valley, Hoback and Snake River Canyons

Zoom: Town of Jackson, Aspens/Pines, Teton Village, Wilson

Common Value 2: Growth Management

Teton County Core

Alta Buffalo Valley, Hoback and Snake River Canyons

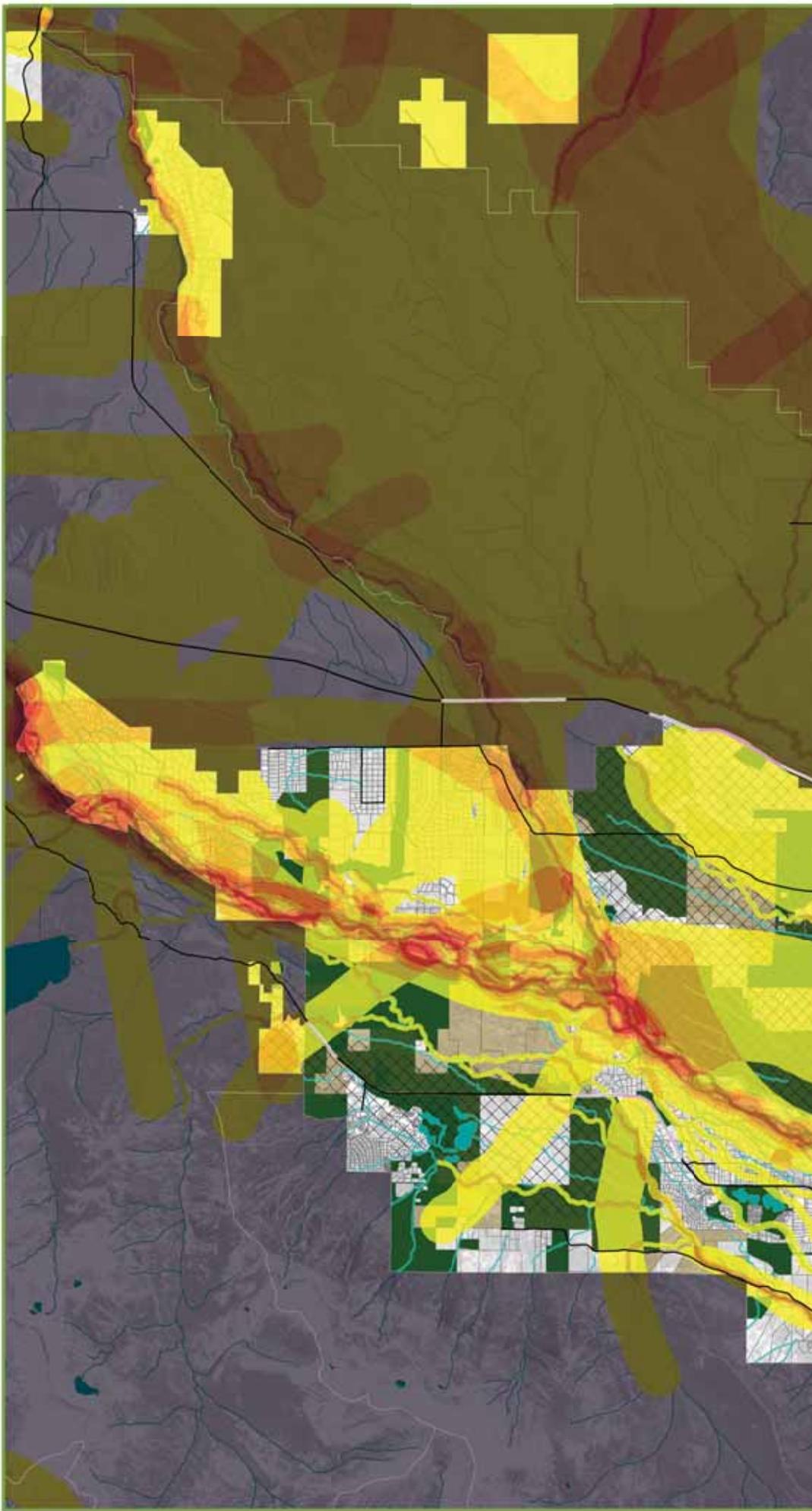
Zoom: Town of Jackson, Aspens/Pines, Teton Village, Wilson

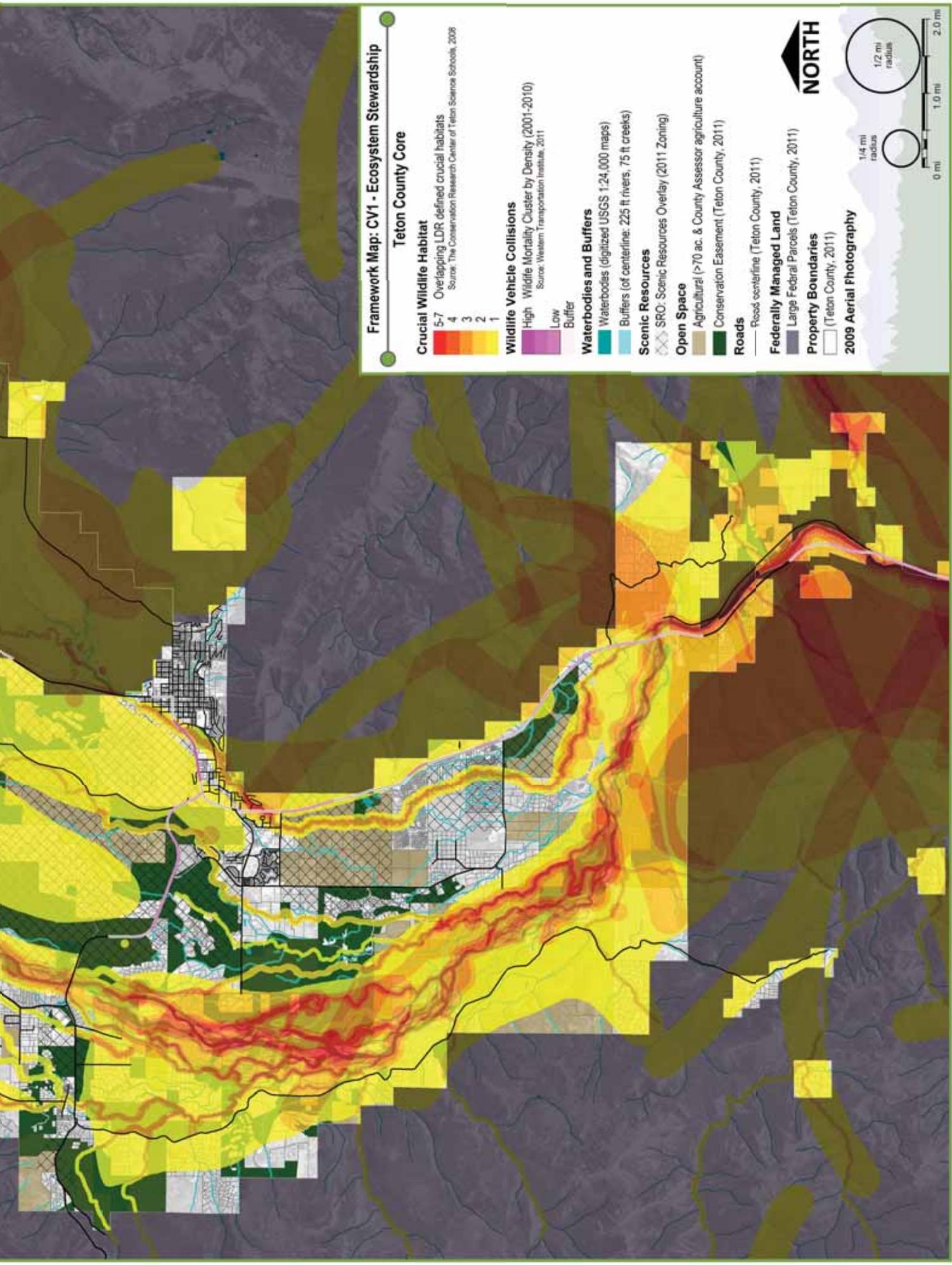
Common Value 3: Quality of Life

Teton County Core

Alta Buffalo Valley, Hoback and Snake River Canyons

Zoom: Town of Jackson, Aspens/Pines, Teton Village, Wilson





Framework Map: CV1 - Ecosystem Stewardship

Teton County Core

Crucial Wildlife Habitat

- 5-7 Overlapping LDR defined crucial habitats
- 4
- 3
- 2
- 1

Source: The Conservation Research Center of Teton Science Schools, 2008

Wildlife Vehicle Collisions

- High Wildlife Mortality Cluster by Density (2001-2010)
- LOW
- Buffer

Source: Western Transportation Institute, 2011

Waterbodies and Buffers

- Waterbodies (digitized USGS 1:24,000 maps)
- Buffers (off centerline: 225 ft rivers, 75 ft creeks)

Scenic Resources

- SRQ: Scenic Resources Overlay (2011 Zoning)

Open Space

- Agricultural (>70 ac. & County Assessor agriculture account)
- Conservation Easement (Teton County, 2011)

Roads

- Roads centerline (Teton County, 2011)

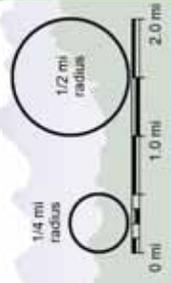
Federally Managed Land

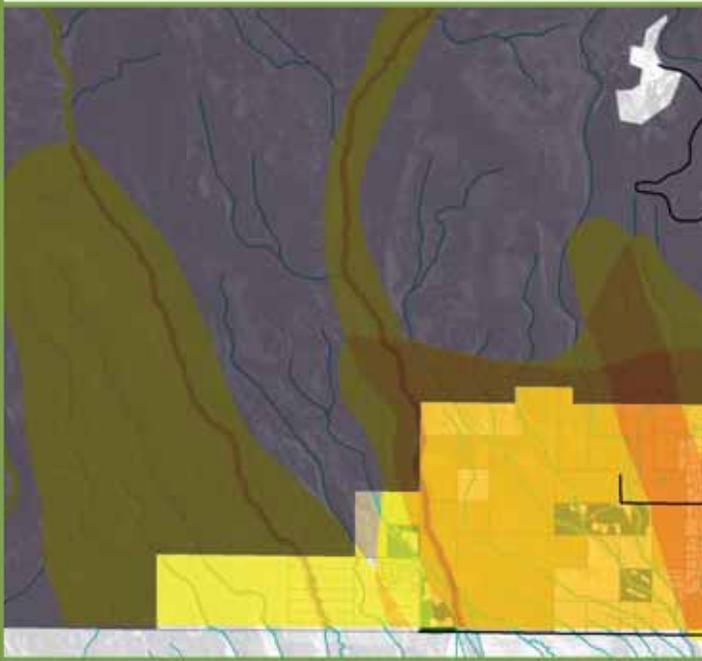
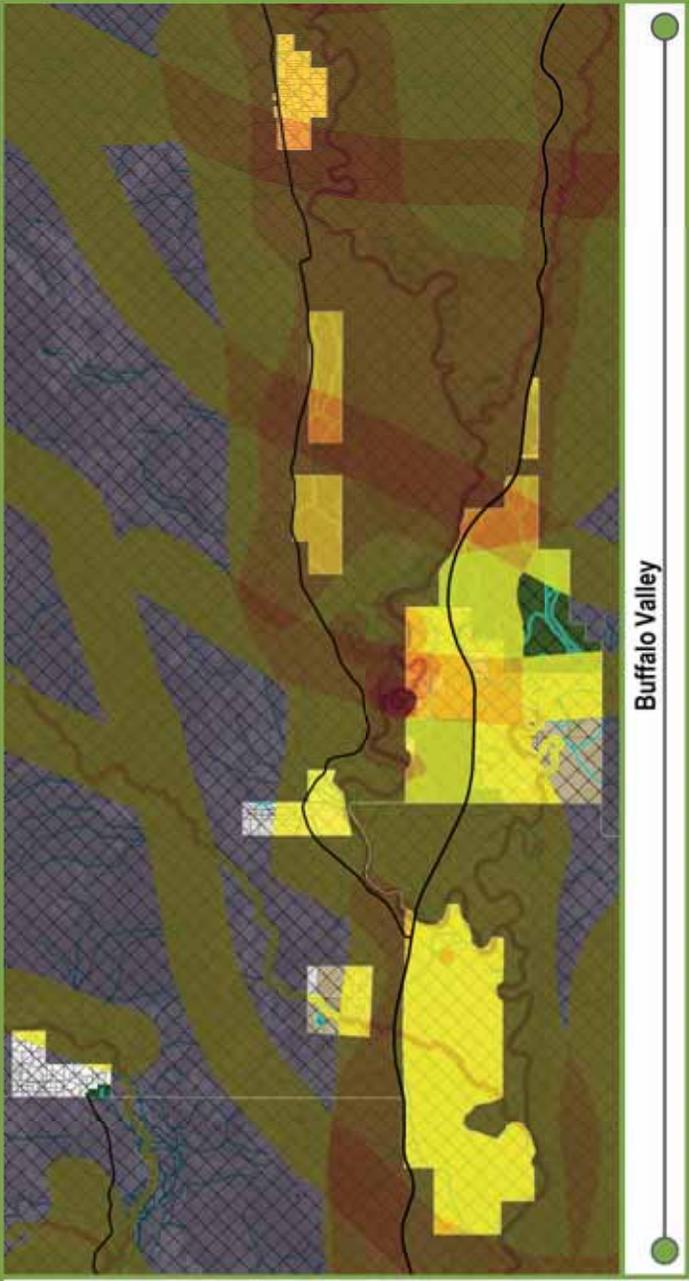
- Large Federal Parcels (Teton County, 2011)

Property Boundaries

- (Teton County, 2011)

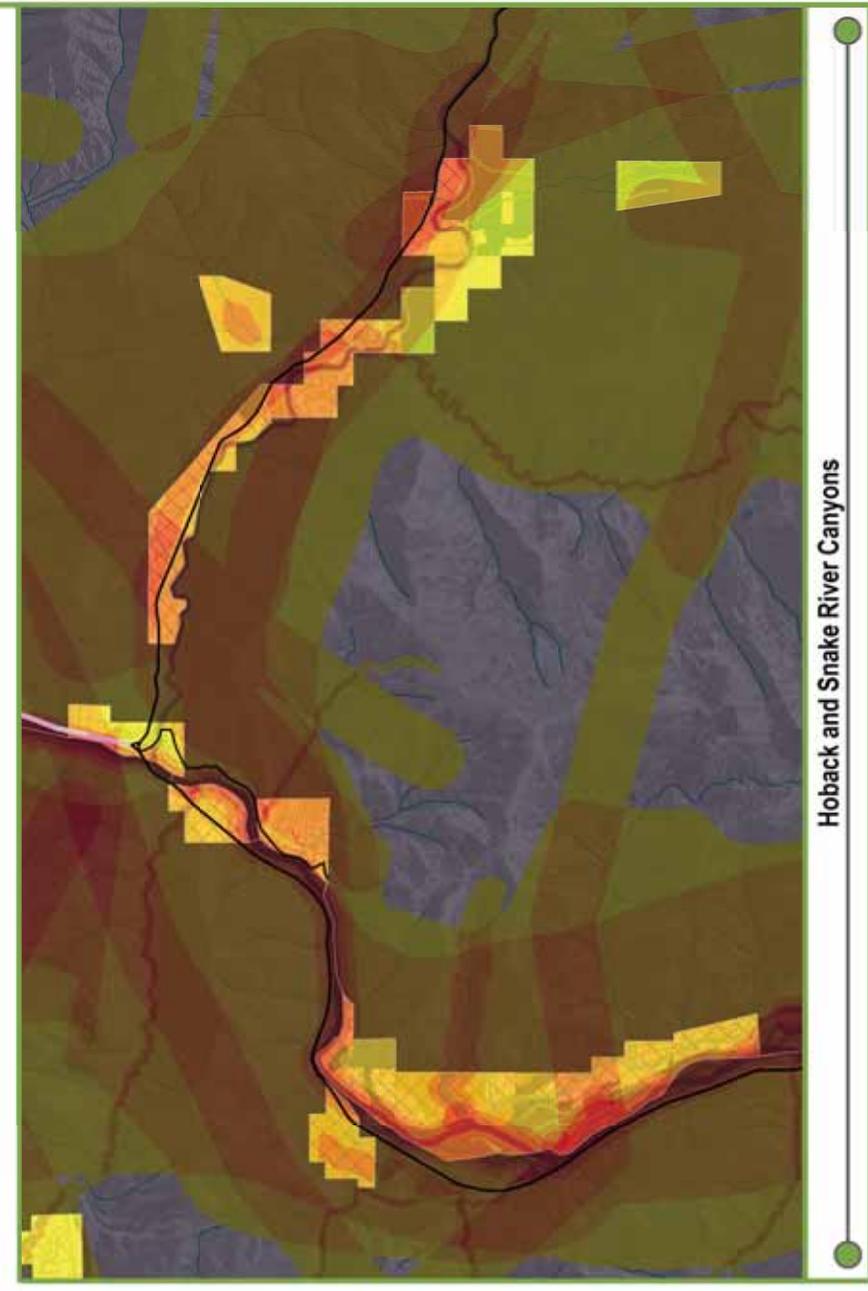
2009 Aerial Photography







Alta



Hoback and Snake River Canyons

Framework Map: CV1 - Ecosystem Stewardship
Alta, Buffalo Valley, Hoback and Snake River Canyons

Crucial Wildlife Habitat
 5-7 Overlapping LDR defined crucial habitats
Source: The Conservation Research Center of Teton Science Schools, 2008

Wildlife Vehicle Collisions
 High Wildlife Mortality Cluster by Density ('00-'10)
Source: Western Transportation Institute, 2011

Waterbodies and Buffers
 Waterbodies (digitized USGS 1:24,000 maps)
 Buffers (off centerline: 225 ft rivers, 75 ft creeks)

Scenic Resources
 SRO: Scenic Resources Overlay (2011 Zoning)

Open Space
 Agricultural (>70 ac. & County Assessor ag. account)
 Conservation Easement (Teton County, 2011)

Roads
 Road centerline (Teton County, 2011)

Federally Managed Land
 Large Federal Parcels (Teton County, 2011)

Property Boundaries
 (Teton County, 2011)

2009 Aerial Photography

Scale: 0 mi, 1.0 mi, 2.0 mi

Radius: 1/4 mile radius, 1/2 mile radius

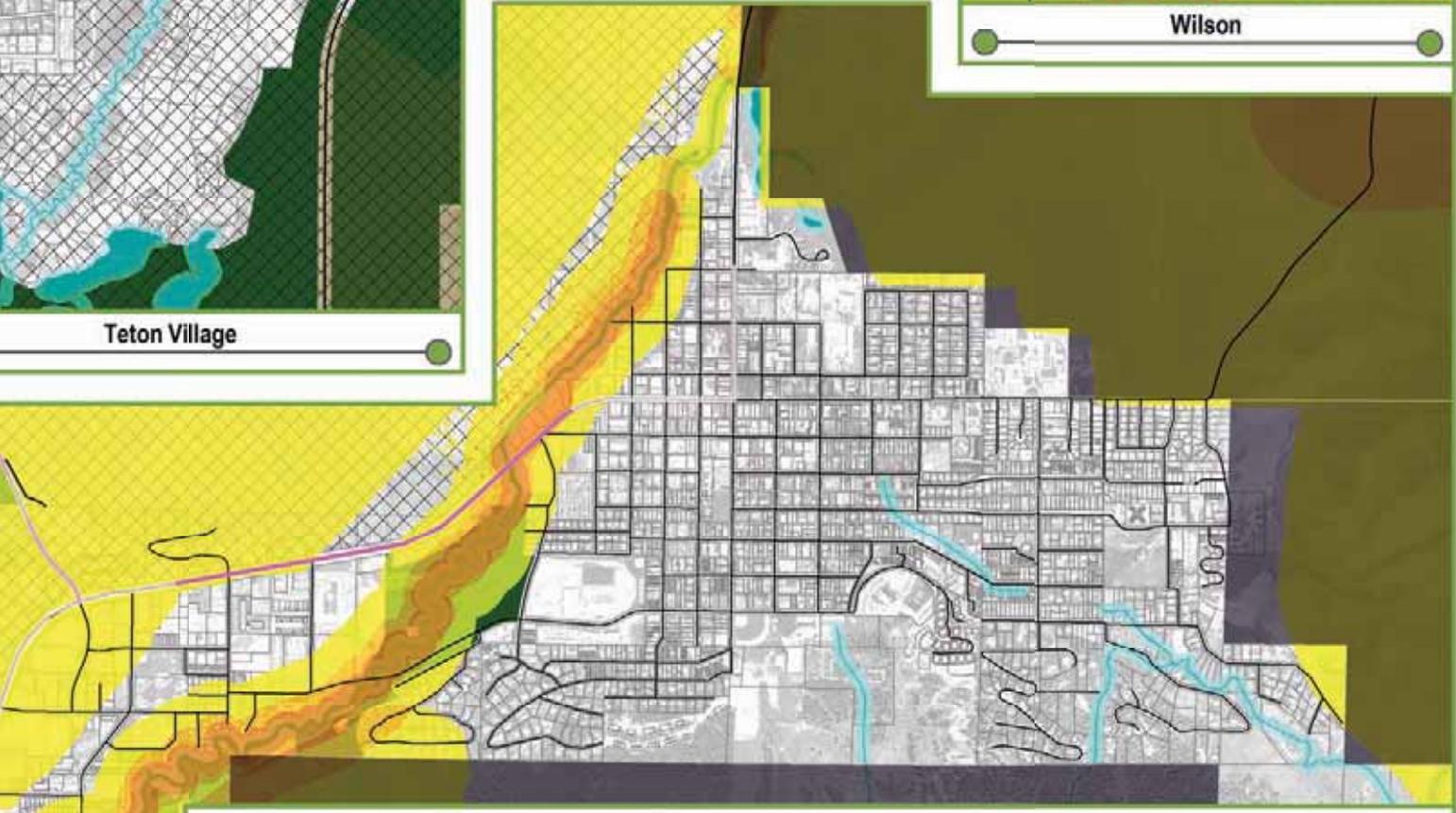
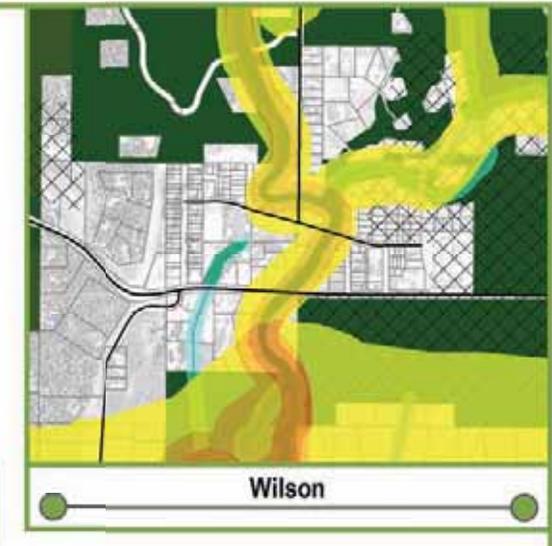
North Arrow: NORTH



Aspens/Pines

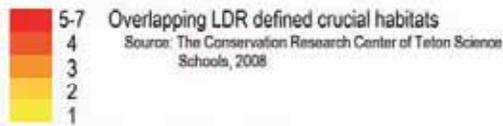


Town of Jackson

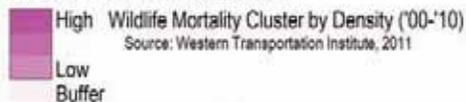


Framework Map: CV1 - Ecosystem Stewardship: Zoom
Town of Jackson, Aspen/Pines, Teton Village, Wilson

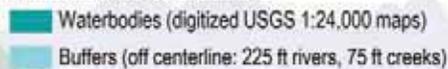
Crucial Wildlife Habitat



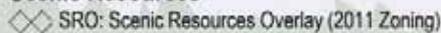
Wildlife Vehicle Collisions



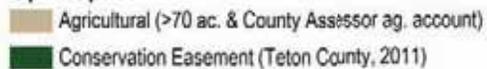
Waterbodies and Buffers



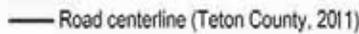
Scenic Resources



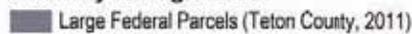
Open Space



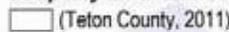
Roads



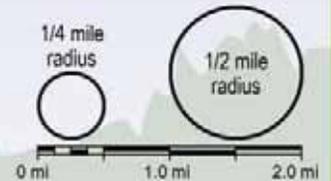
Federally Managed Land

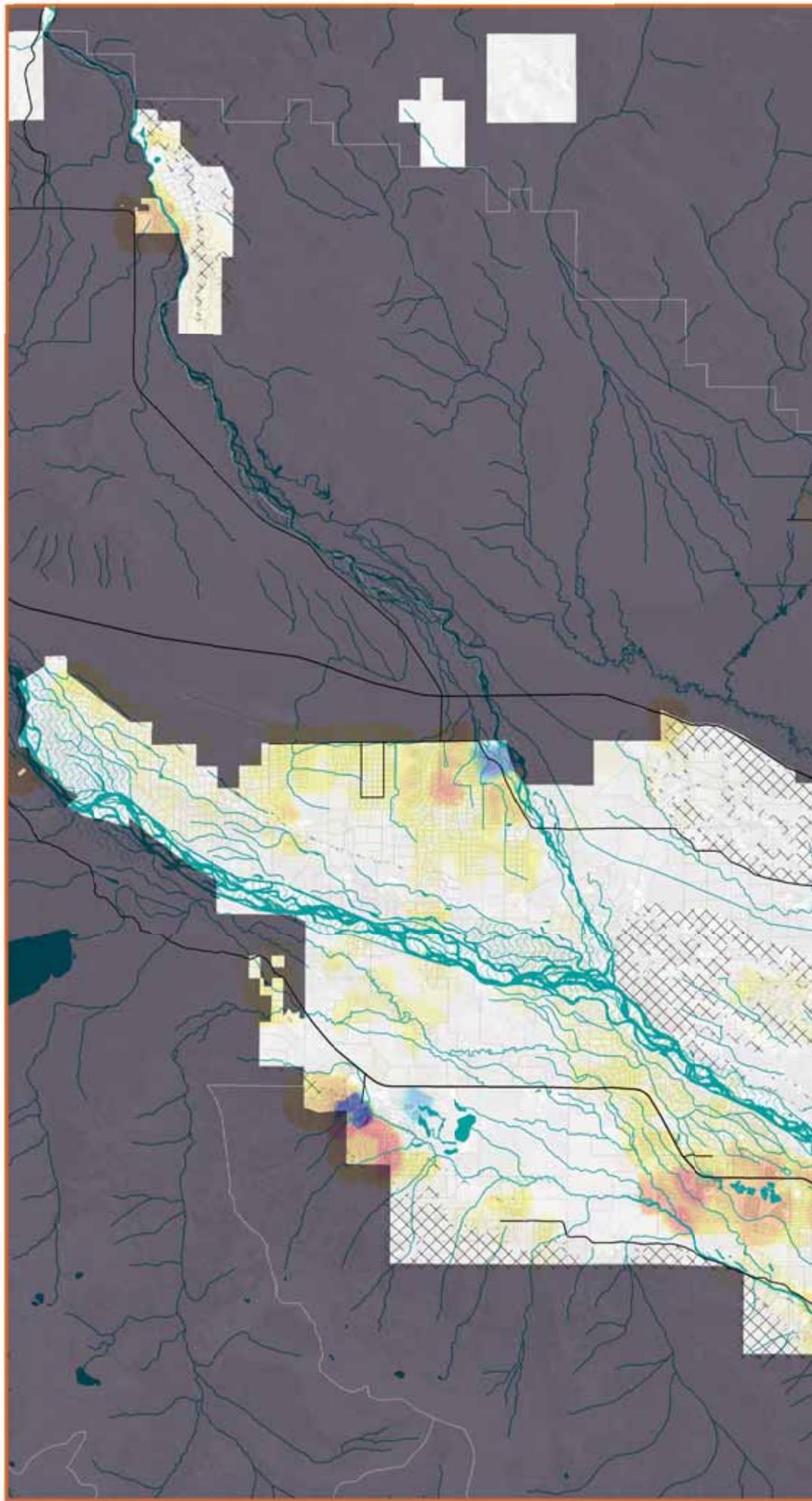


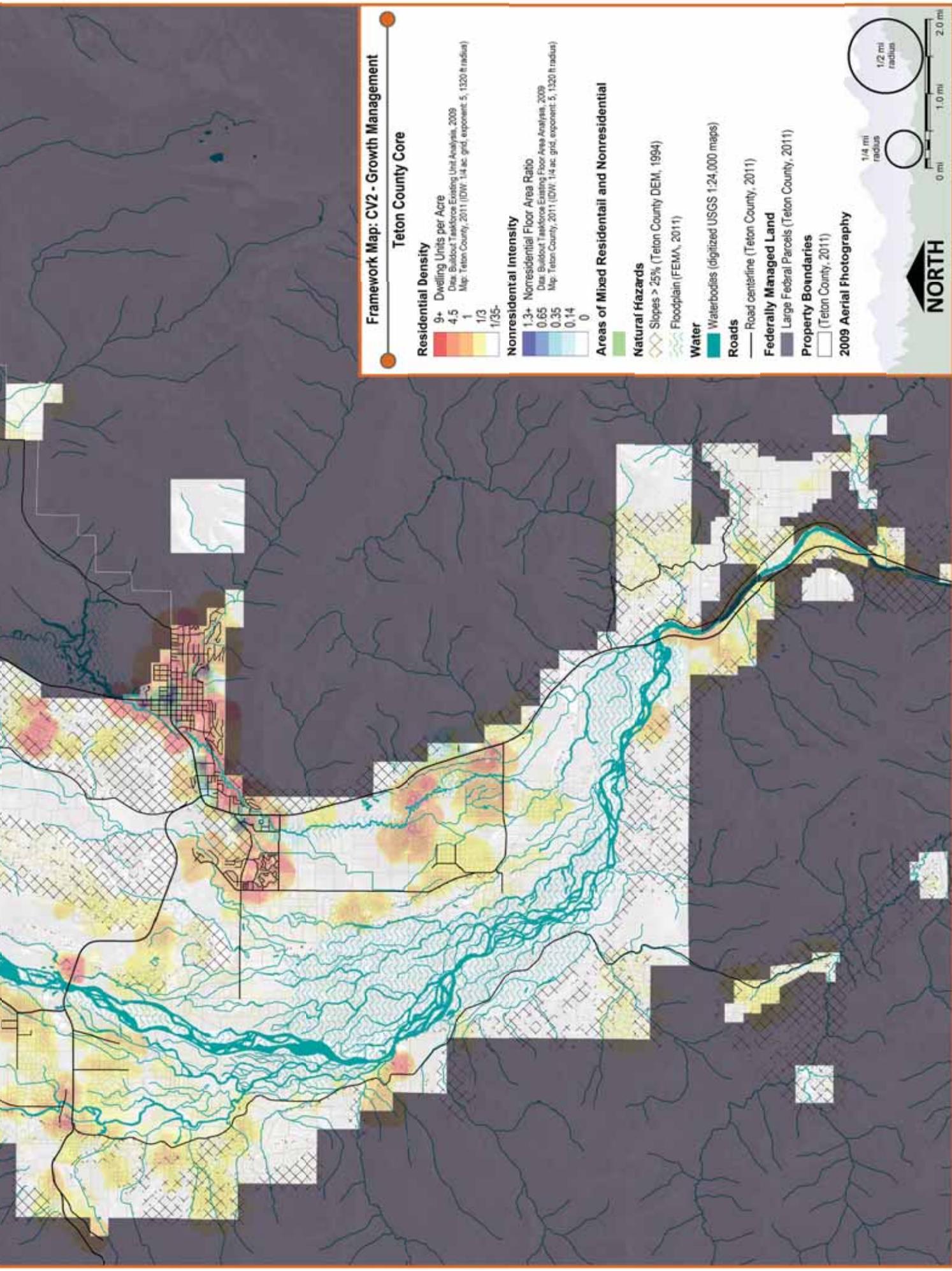
Property Boundaries



2009 Aerial Photography



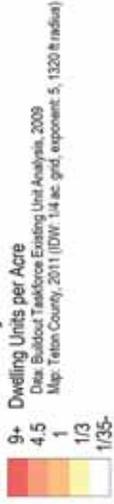




Framework Map: CV2 - Growth Management

Teton County Core

Residential Density

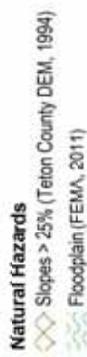


Nonresidential Intensity



Areas of Mixed Residential and Nonresidential

Natural Hazards



Water



Roads



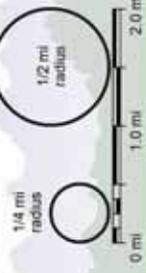
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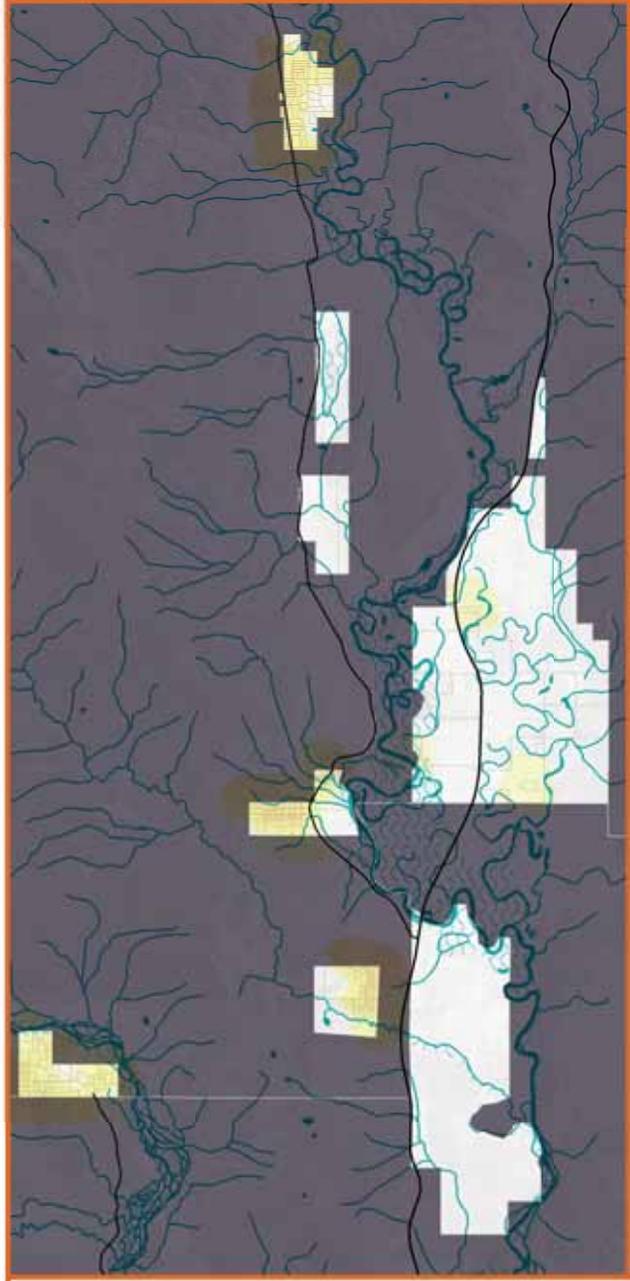


Property Boundaries



2009 Aerial Photography





Buffalo Valley

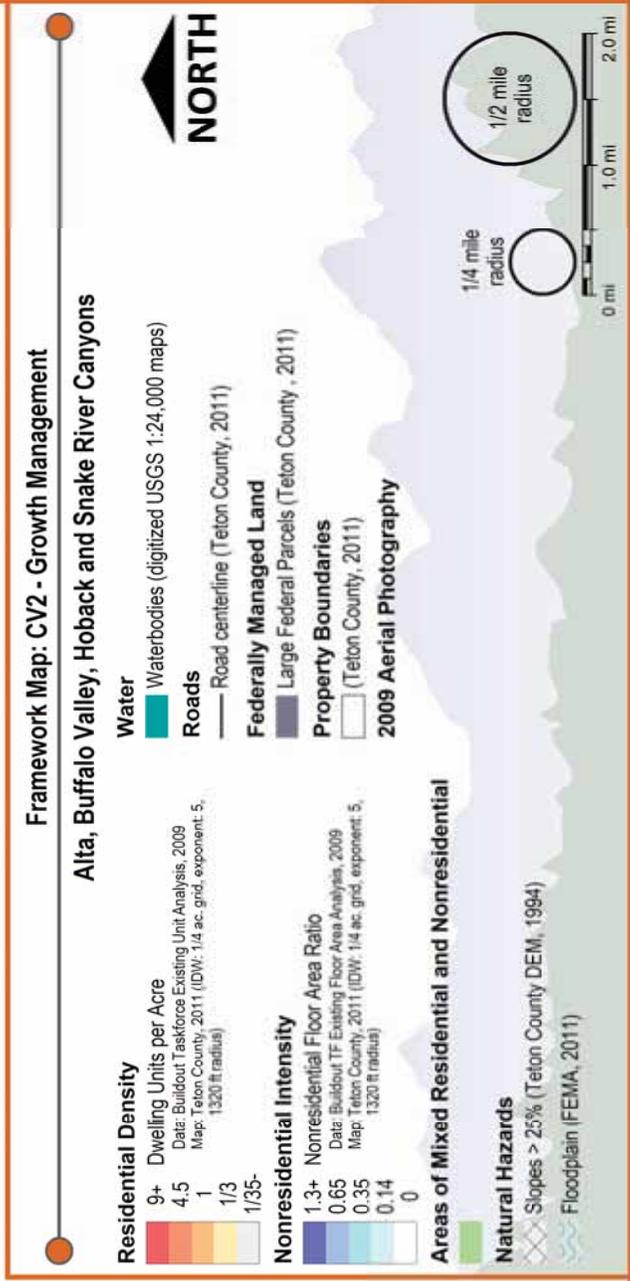




Alta

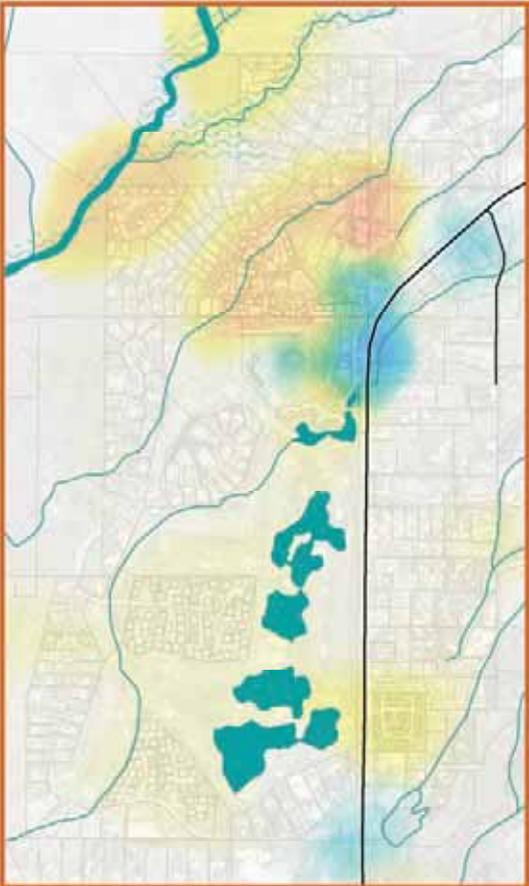


Hoback and Snake River Canyons

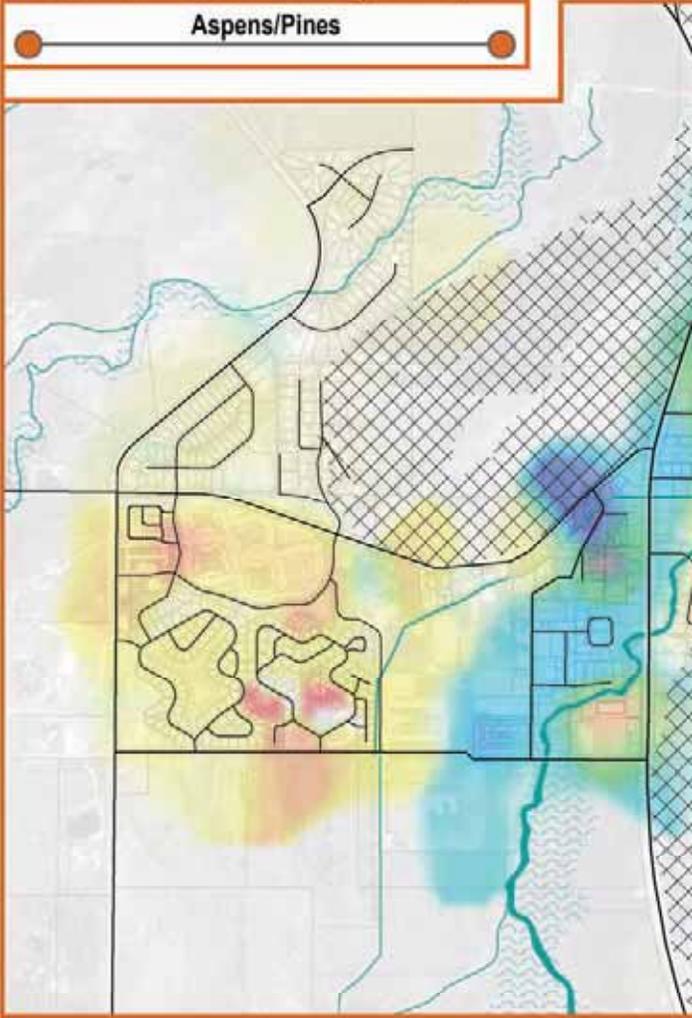


Framework Map: CV2 - Growth Management

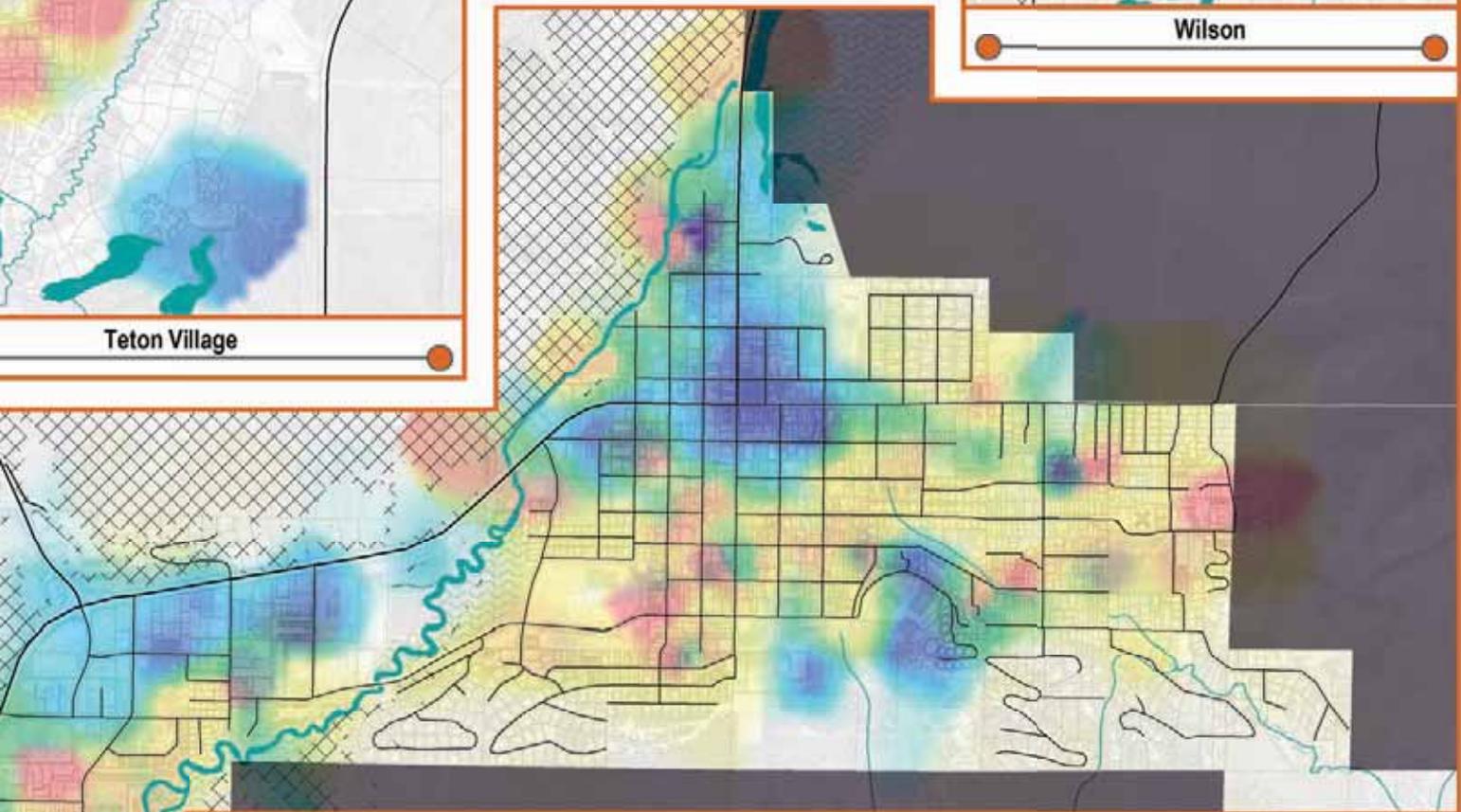
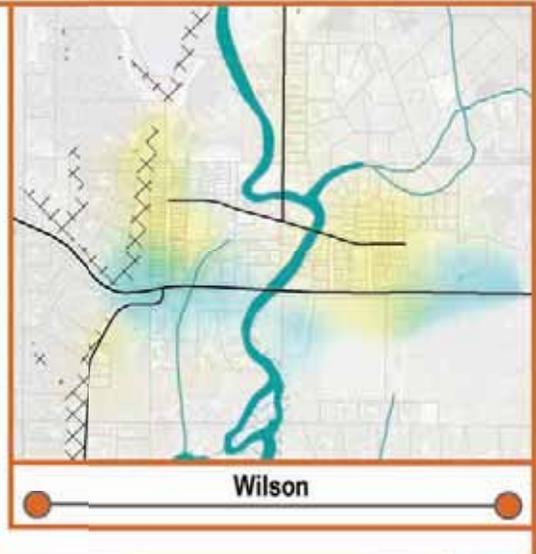
Alta, Buffalo Valley, Hoback and Snake River Canyons



Aspens/Pines



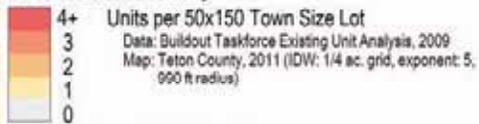
Town of Jackson



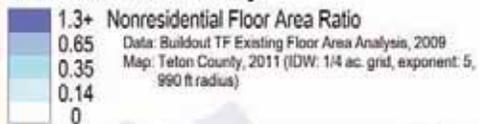
Framework Map: CV2 - Growth Management: Zoom

Town of Jackson, Aspen/Pines, Teton Village, Wilson

Residential Density



Nonresidential Intensity



Areas of Mixed Residential and Nonresidential

Natural Hazards

- ▨ Slopes > 25% (Teton County DEM, 1994)
- ▨ Floodplain (FEMA, 2011)

Water

- ▨ Waterbodies (digitized USGS 1:24,000 maps)

Roads

- Road centerline (Teton County, 2011)

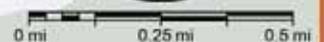
Federally Managed Land

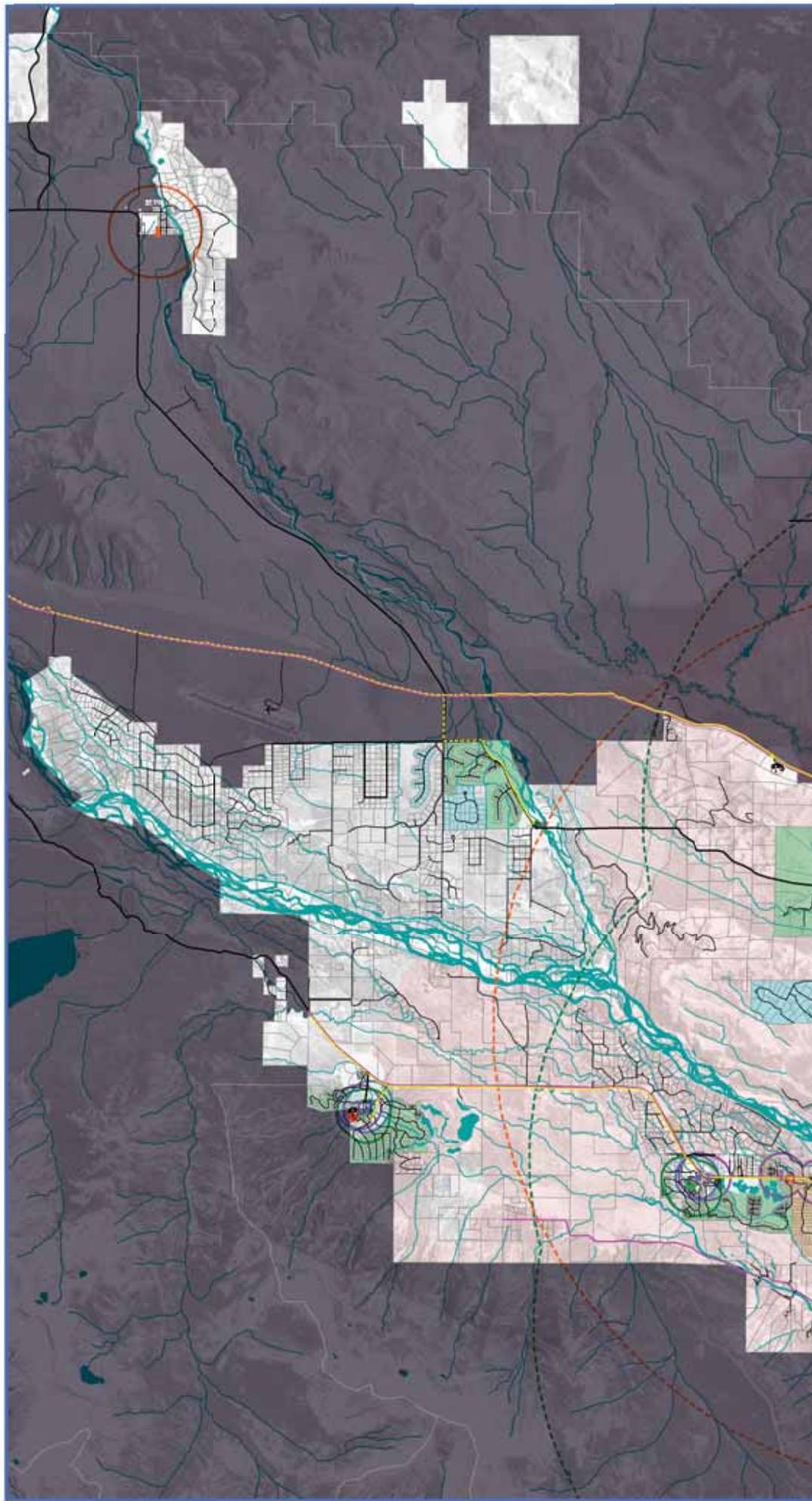
- ▨ Large Federal Parcels (Teton County, 2011)

Property Boundaries

- ▨ (Teton County, 2011)

2009 Aerial Photography





Framework Map: CV3 - Quality of Life

Teton County Core

Transportation Infrastructure

- Complete Streets/Roads (Teton County, 2011)
- Street/Route centerline (Teton County, 2011)
- Existing Pathways (Teton County, 2011)
- Proposed Pathways (Pathways Master Plan, 2007)

Service Areas

- 1/2 mile to an elementary school (TCSD #1, 2011)
- 1/4 mile to a neighborhood park (TCP&R, 2011)
- 1/4 mile to Convenience Commercial (Teton County, 2011)
- 1/4 mile to a START stop (START, 2011)
- 5 miles to a middle or high school (TCSD #1, 2011)
- 4 miles to a community park (TCP&R 2011)
- Public Water (Teton County, 2011)
- Public Sewer (Teton County, 2011)

Emergency Response Time

- 3 - fire insurance (ISO) Rating (JH Fire/EMS, 2011)
- 10

Other Facilities

- 8 - Child Care, Medical, Recycling etc. facilities within 0.4 mile
- 4 - Data: WYDPS, TCSDWR, TC Public Health, JH Cultural Council, 2011
- 1 - Map: Teton County, 2011

Facilities

- Park (TCP&R, 2011)
- School (TCSD #1, 2011)
- Local Convenience Commercial
- START Bus stop (START, 2011)
- Fire/EMS Station (JH Fire/EMS, 2011)
- Medical (TC Public Health, 2011)
- Childcare (WYDFS, 2011)
- Arts and Culture (JH Cultural Council, 2011)
- Recycling (TCISWR, 2011)
- Library
- Post Office

Waterbodies

- Waterbodies (digitized USGS 1:24,000 maps)

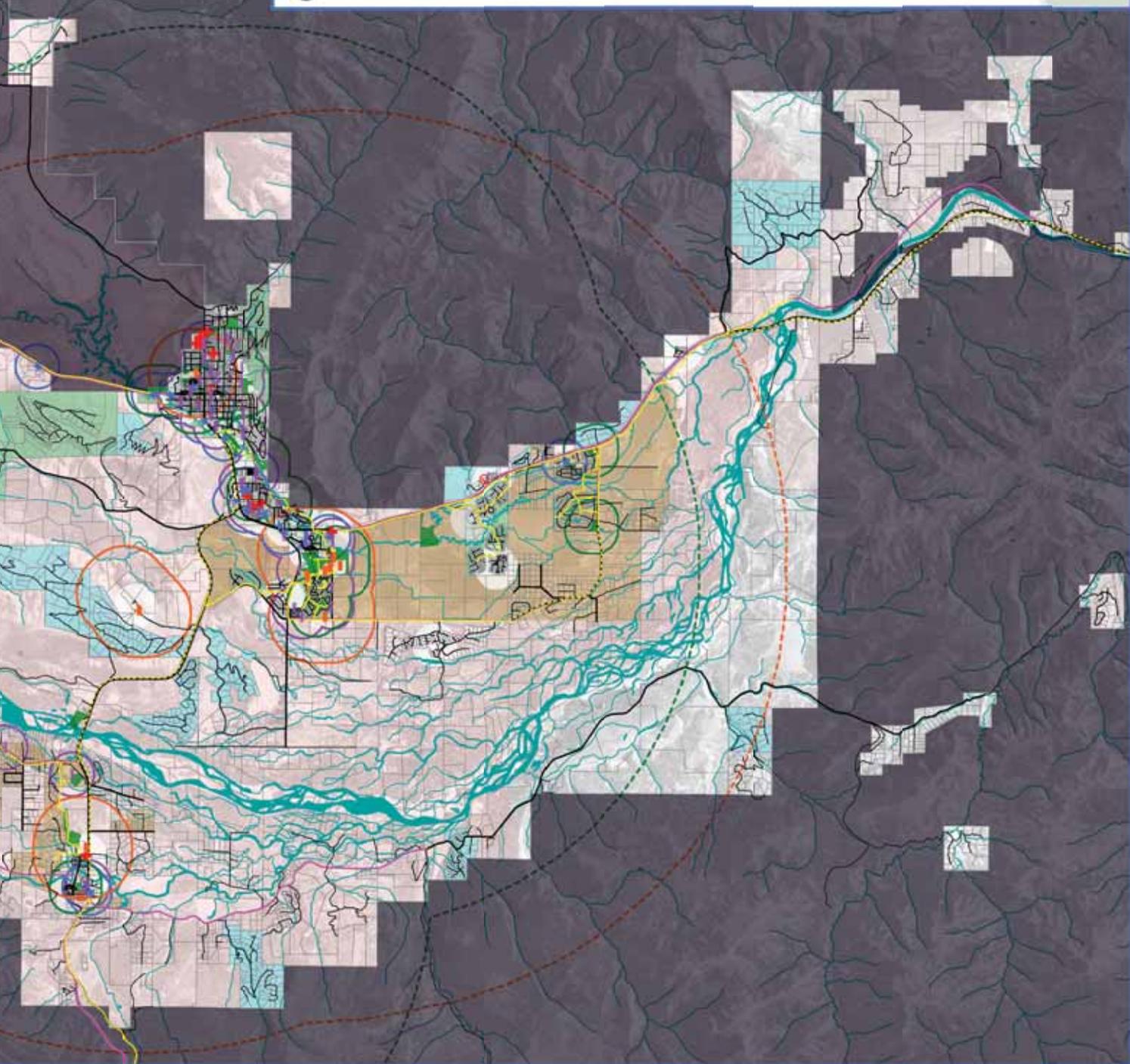
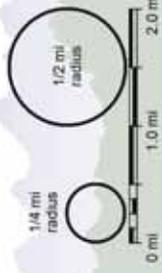
Federally Managed Land

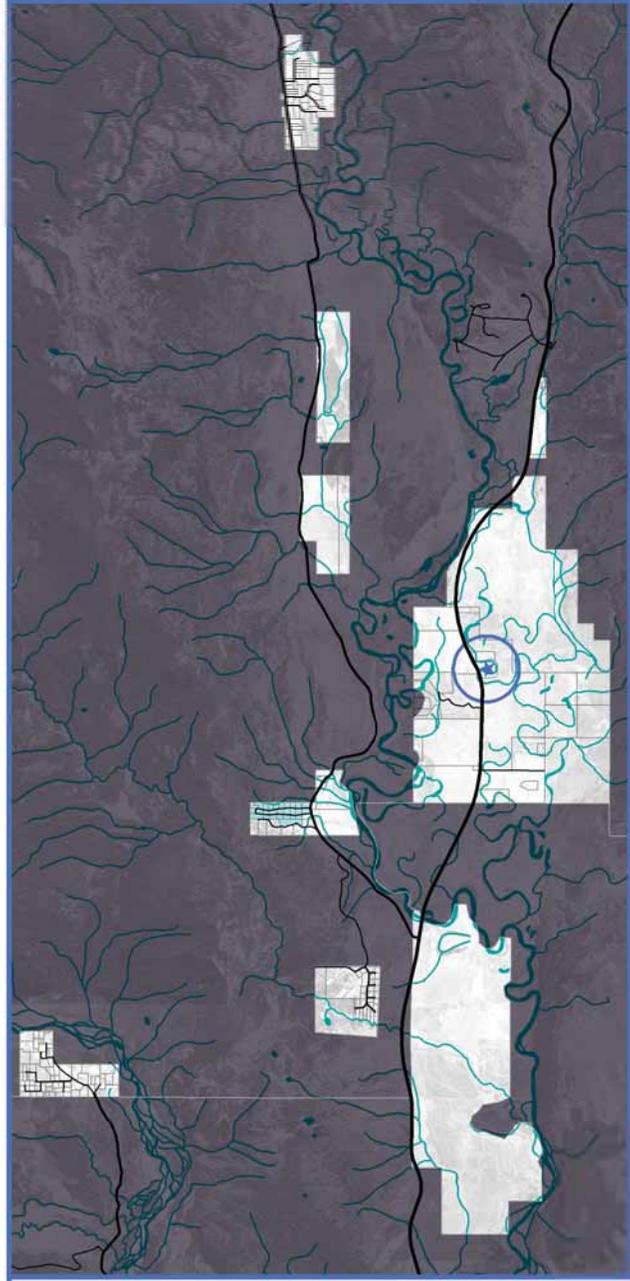
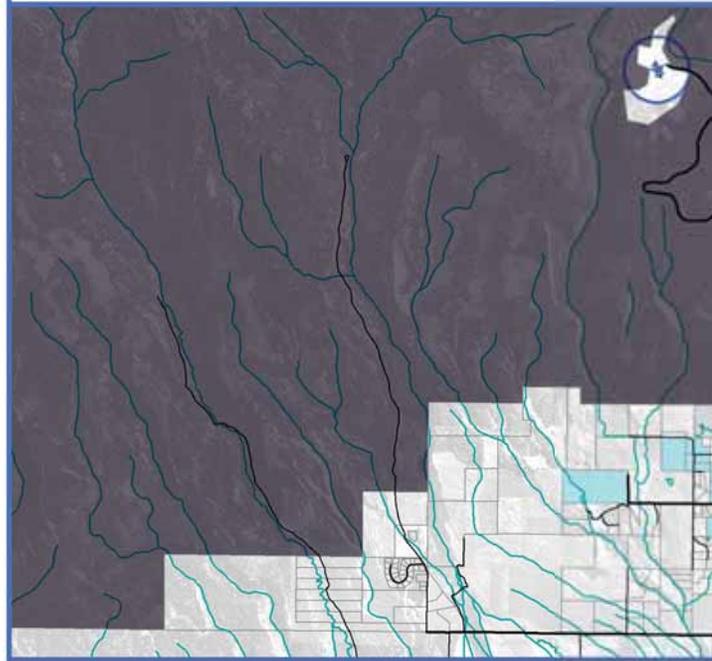
- Large Federal Parcels (Teton County, 2011)

Property Boundaries

- Teton County, 2011

2009 Aerial Photography

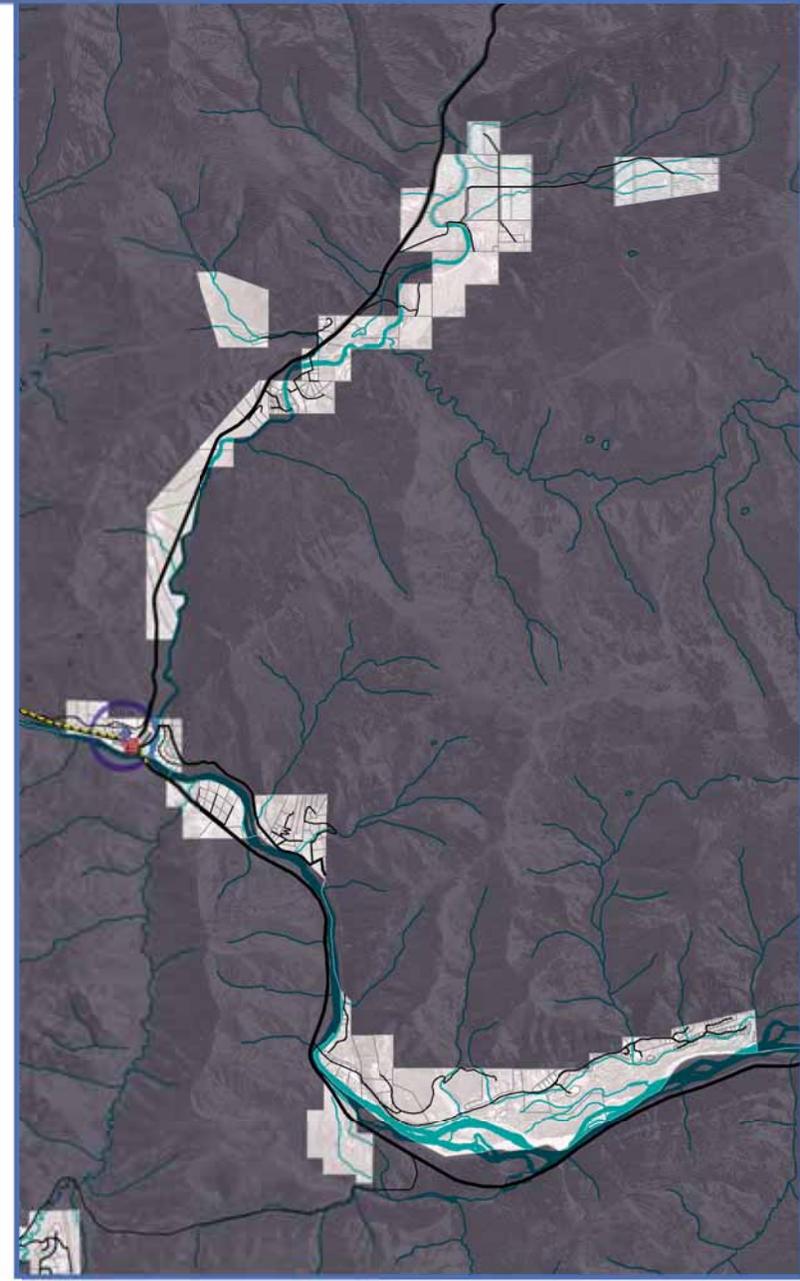




Buffalo Valley



Alta



Hoback and Snake River Canyons

Framework Map: CV3 - Quality of Life

Alta, Buffalo Valley, Hoback and Snake River Canyons

Transportation Infrastructure

- Complete Streets/Roads (Teton County, 2011)
- Street/Road centerline (Teton County, 2011)
- Existing Pathways (Teton County, 2011)
- Proposed Pathways (Pathways Master Plan, 2007)

Service Areas

- 1/2 mile to an elementary school (TCSD #1, 2011)
- 1/4 mile to a neighborhood park (TCP&R, 2011)
- 1/4 mile to Convenience Commercial (Teton County, 2011)
- 1/4 mile to a START stop (START, 2011)
- 5 miles to a middle or high school (TCSD #1, 2011)
- 4 miles to a community park (TCP&R 2011)
- Public Water (Teton County, 2011)
- Public Sewer (Teton County, 2011)
- Public Water and Sewer
- Emergency Response Time

Facilities

- Park (TCP&R, 2011)
- School (TCSD #1, 2011)
- Local Convenience Commercial
- START Bus stop (START, 2011)
- Fire/EMS Station (JH Fire/EMS, 2011)
- Medical (TC Public Health, 2011)
- Childcare (WyDFS, 2011)
- Arts and Culture (JH Cultural Council, 2011)
- Recycling (TCISWR, 2011)
- Library
- Post Office

Waterbodies

- Waterbodies (digitized USGS 1:24,000 maps)

Federally Managed Land

- Large Federal Parcels (Teton County, 2011)

Property Boundaries

- Teton County, 2011

2009 Aerial Photography

NORTH

0 mi 1.0 mi 2.0 mi

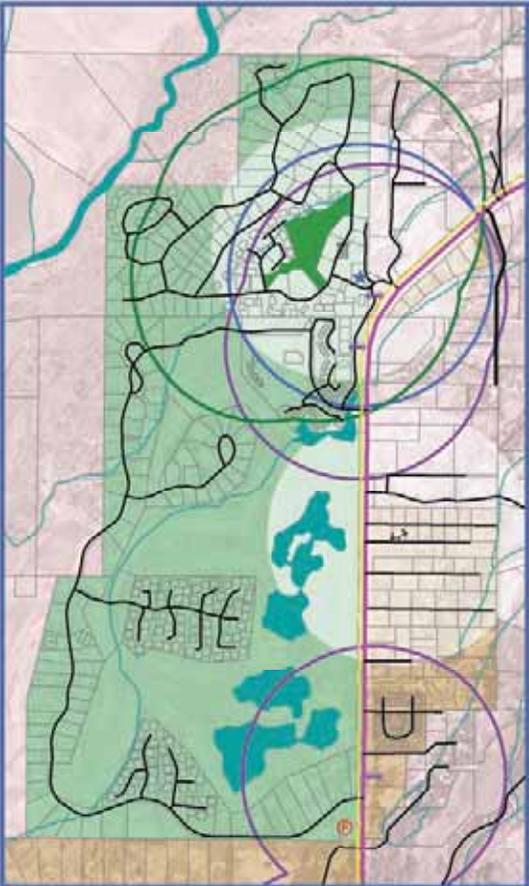
1/4 mile radius
1/2 mile radius

3 Fire Insurance (ISO) Rating (JH Fire/EMS, 2011)

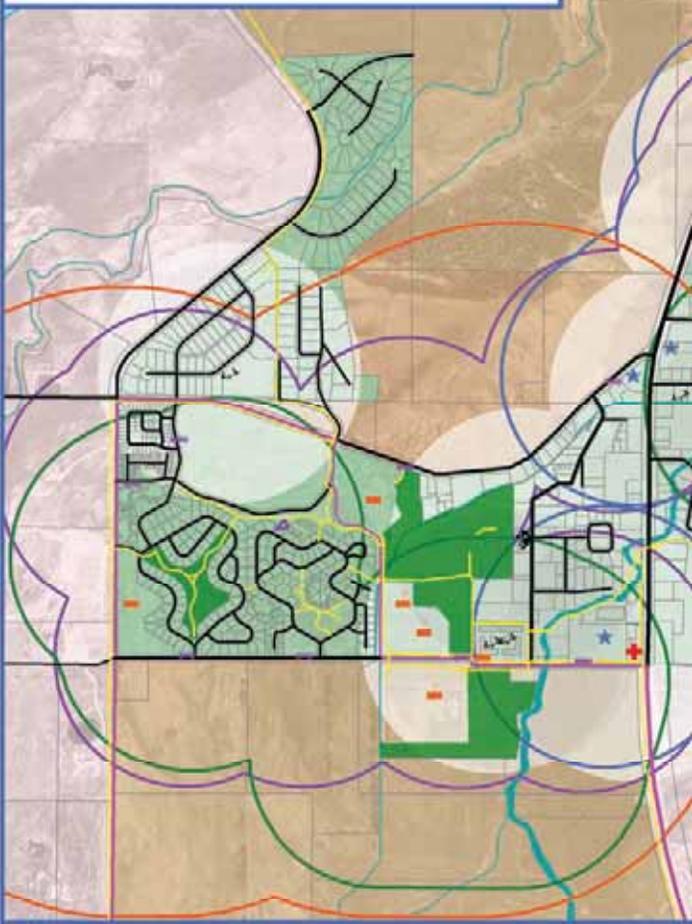
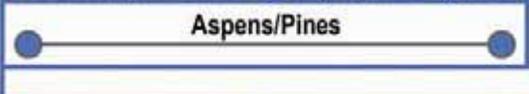
9
8
4
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Other Facilities

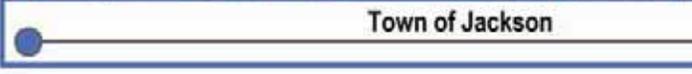
- Chil Care, Medical, Recycling etc. facilities within 1/4 mile
- Data: WyDFS, TCISWR, TC Public Health, JH Cultural Council, 2011
- Map: Teton County, 2011

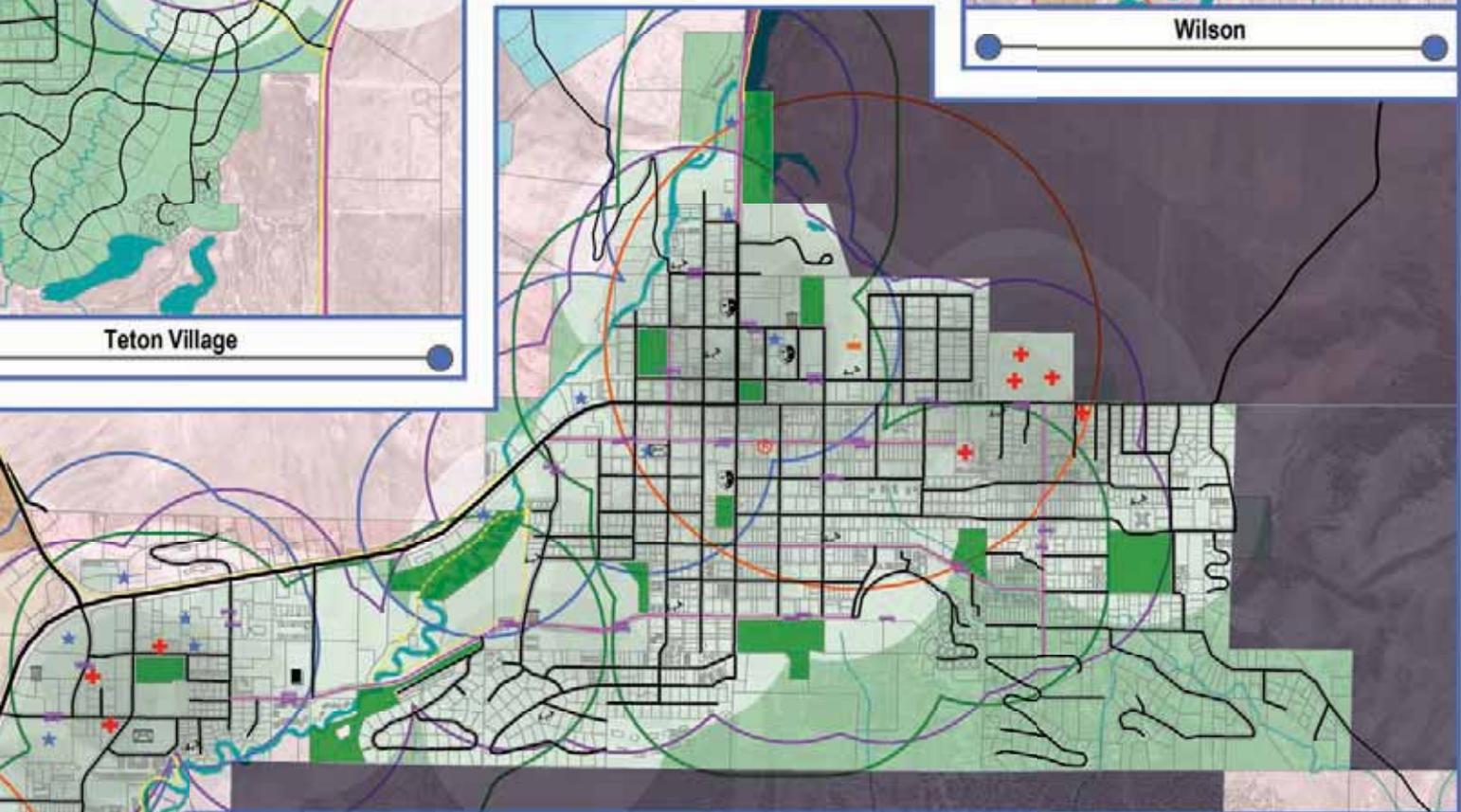
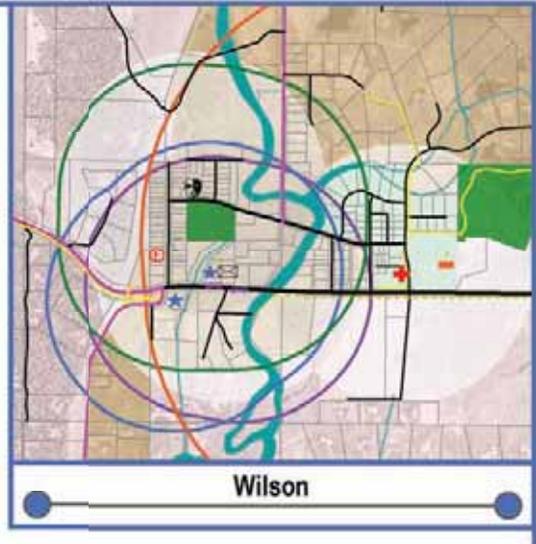


Aspens/Pines



Town of Jackson





Framework Map: CV3 - Quality of Life: Zoom

Town of Jackson, Aspen/Pines, Teton Village, Wilson

Transportation Infrastructure

- Complete Streets/Roads (Teton County, 2011)
- Street/Road centerline (Teton County, 2011)
- Existing Pathways (Teton County, 2011)
- Proposed Pathways (Pathways Master Plan, 2007)

Service Areas

- 1/2 mile to an elementary school (TCSD #1, 2011)
- 1/4 mile to a neighborhood park (TCP&R, 2011)
- 1/4 mile to Convenience Commercial (Teton County, 2011)
- 1/4 mile to a START stop (START, 2011)
- 5 miles to a middle or high school (TCSD #1, 2011)
- 4 miles to a community park (TCP&R 2011)
- Public Water (Teton County, 2011)
- Public Sewer (Teton County, 2011)
- Public Water and Sewer

Emergency Response Time

- 3 Fire Insurance (ISO) Rating (JH Fire/EMS, 2011)
- 10

Other Facilities

- 8 Child Care, Medical, Recycling etc. facilities within 1/4 mile
- 4 Data: WYDFS, TCISWR, TC Public Health, JH Cultural Council, 2011
- 1 Map: Teton County, 2011

Facilities

- Park (TCP&R, 2011)
- School (TCSD #1, 2011)
- Local Convenience Commercial
- START Bus stop (START, 2011)
- Fire/EMS Station (JH Fire/EMS, 2011)
- Medical (TC Public Health, 2011)
- Childcare (WyDFS, 2011)
- Arts and Culture (JH Cultural Council, 2011)
- Recycling (TCISWR, 2011)
- Library
- Post Office

Waterbodies

- Waterbodies (digitized USGS 1:24,000 maps)

Federally Managed Land

- Large Federal Parcels (Teton County, 2011)

Property Boundaries

- Teton County, 2011

2009 Aerial Photography

NORTH



Appendix C Public Process Summary





Public Process Summary

Appendix C

In July of 2007, the Town of Jackson and Teton County began what became a five year public process to update the Jackson/Teton County Comprehensive Plan. Over the course of five years, many reports and analyses were completed, hundreds of staff reports and presentations were released, thousands of comments were received, and nine drafts of the Plan were published. Not all of these materials are contained in this appendix. Full documentation of all of the products produced and comment received is available by request from the Town or County Planning Department.

Broad-based community participation is essential to ensure public understanding of and political support for the Comprehensive Plan. One of the primary objectives throughout this process was to engage citizens, stakeholders, technical advisors, and elected and appointed officials in order to ensure that the document accurately reflects the community vision. Many different types of events and information gathering were conducted, including:

- Town Council, Teton County Commissioners joint and individual workshops and meetings;
- Town and County Planning Commission joint and individual workshops and meetings;
- A Stakeholder Advisory Group;
- A Technical Advisory Group;
- Meetings and workshops for the general public held throughout the town and county at a variety of times during the day and night;
- Non-meeting approaches such as website, project promotional materials, and piggybacking on to community events;
- Community surveys; and
- Media press release and articles.

Over the course of five years the process went through six phases:

1. Clarion (July 2007 – July 2008)
2. Staff Draft (August 2008 – May 2009)
3. PC Policy Review (June 2009 – September 2010)
4. JIM Policy Review (October 2010 – June 2011)
5. Character District Development (July 2011 – March 2012)
6. Adoption (April – May 2012)

Clarion (July 2007 – July 2008)

Task #1: Start-Up/Public Participation Strategy

In July of 2007, the Town of Jackson and Teton County contracted with Clarion Associates to assist with the Comprehensive Plan update and help facilitate public outreach and participation. A key strategy of the initial Planning Team was to provide numerous opportunities for public participation throughout the planning process. The public participation strategy ensured diverse representation and meaningful involvement throughout the Comprehensive Plan Update. The following objectives were considered:

- Broad-Based Support: Build broad-based and diverse support for plan directions by providing information and seeking input;
- Cost-Effectiveness: Use techniques that are cost effective to provide opportunities for people to share their ideas;
- Informational/Educational: Provide information and educate the community to aid in decision-making;
- Technical Accuracy: Seek specific technical input from other departments, agencies, professionals;
- Community Capacity: Build community-capacity or on-going support to implement the plan and participate in on-going planning and volunteerism; and
- Legal Requirements: Meet statutory and local requirements.

Materials Produced

- Plan and Policy Summary

Meetings Held

- Old Bill's Fun Run Kick Off Event

Task #2: Issues and Inventory

The purpose of Clarion Task #2 was, first, to establish a clear baseline understanding of conditions and trends in the community today and what was working or not in the 1994 Plan. This “snapshot” describes the current town/county conditions, where trends are taking the region, and trends and previous accomplishments that have contributed to and will continue to influence the town and county's future. This phase also involved identifying a targeted list of issues to address during the plan update. At the first Community Workshop, participants worked to develop a “Working Vision” to guide future work.

Materials Produced

- 1994 Comprehensive Plan Analysis
- Existing Condition Snapshot

Meetings Held

- Initial Interviews with Community Leaders

- Community Open House and Workshop #1
- Stakeholder Advisory Group #1
- Technical Advisory Group #1
- Joint Information Meeting
- Joint Planning Commission Meeting

Task #3: Community Vision, Goals and Policies

The purpose of Task #3 was to test and update the community vision and goals of the 1994 Plan. This phase defined preferred directions for the plan that would guide implementation. A second community workshop was held; citizens participated in a mapping and visual preference exercise to expand upon the “Working Vision.” The mapping exercise allowed participants to comment on community character, land use and buildout numbers. Meetings held during this phase focused on reviewing the outcome of these exercises.

Materials Produced

- Meeting materials and agendas

Meetings Held

- Community Open House and Workshop #2
- Outlying Community Workshops in Moran, Alta, and Hoback
- Stakeholder Advisory Group #2
- Joint Information Meeting
- Joint Planning Commission Meeting

Task #4: Prepare Growth Scenarios, Choices and Future Land Use Plan

The purpose of this task was to prepare scenarios and choices to lead to a future Land Use Plan and to define the “Heart of the Valley” concept for the Town of Jackson. An updated version of the Existing Condition Snapshot was released, along with a working draft of the Community Vision and Goals. A third round of community workshops were held to review these documents and allow citizens to participate in an interactive polling exercise to answer questions about four proposed scenarios:

1. **Scenario A: Wildlife / Conservation Focus.** This scenario maximizes wildlife protection and resource conservation over other values using the most current wildlife maps and NRO mapping available from Conservation Alliance and the Science School. It limits growth in resource areas and transfers density from these areas into the Town of Jackson.

2. **Scenario B: Compact Centers and Housing Focus.** This scenario will establish new or enhance existing centers around the county and in the Town of Jackson for workforce housing and geographically-based community services in a compact development pattern (to create “places” with a social aspect including schools, shopping, and community facilities). The goal is managed growth that limits sprawl in rural areas and enhances open space and conservation outside centers.
3. **Scenario C: Jackson “Town as Heart” Focus.** This scenario focuses on Town of Jackson as heart of the valley with less focus on other county centers. In town, targeted redevelopment and focused preservation could occur, and new centers, such as the area surrounding the “Y” intersection, could emerge as new mixed-use areas of town.
4. **Scenario D: Limited Growth Focus.** This scenario limits growth in the region to that which is legally achievable. For example all zoning options in the county are eliminated and zoning is restricted to 1/35 in rural areas. In town, bonus zoning options are eliminated to reduce potential buildout.

Approximately 200 people participated in this successful exercise. To gain further insight on the opinions of the community, two additional surveys were conducted. First, an online questionnaire was published on the comprehensive plan website. Approximately 900 people responded to the questions that were similar to the keypad polling exercise. The second survey used a scientifically random sample. The survey was administered by the Wyoming Survey and Analysis Center. Five hundred eighty-four (584) responses were collected by phone and mail. The complete results are compiled in WYSAC Technical Report No. SRC-805.

Materials Produced

- Community Vision and Guiding Principles
- Existing Conditions Snapshot Update

Meetings Held

- Public Workshop #3—Presentation of Scenarios and Key Pad Polling Exercise
- Stakeholder Advisory Group #3
- Technical Advisory Group #2
- Joint Information Meeting

Task #5: Implementation Strategies and Action Plan

The Planning Team conducted the next round of meetings in May 2008. The Town sponsored a Planning and Design Charette to discuss neighborhood character. The County conducted a similar workshop to review a preliminary draft of the County Land Use Map and Preferred Land Use Plan. Following the meetings, the Planning Team met with the STAG, TAG, and elected officials to share information that was gained from the two workshops. In June 2008, the first draft of the Themes and Policies was released to the public. Also, the Traffic Demand Model was made available (*Appendix F*). An extensive outreach program was undertaken by the Planning Team during the summer of 2008. County planners conducted six meetings in Alta, Buffalo Valley, Hoback, South Park, North of Town, and Westbank. Town planners presented at four neighborhood

meetings at the Senior Center, Center for the Arts, Fair Building, and the Middle School. The Town also held several open houses before work and during the lunch hour for the public to drop in to discuss the Plan update.

Materials Produced

- Travel Demand Modeling (Appendix F)
- Themes and Policies (2008 Draft)
- Preferred Future Land Use Plan Description
- Future Land Use Plan
- Jackson Valley Future Land Use Plan
- Town Subarea Issues and Opportunities Worksheets
- Themes and Policies Outline
- Outline for full Jackson/Teton County Comprehensive Plan
- Map—Focus Areas
- Map—Stable Areas

Meetings Held

- Public Meeting Town Focus
- Public Meeting Countywide Focus
- Town of Jackson neighborhood meetings
 - Senior Center
 - Center for the Arts
 - Fair Building
 - Middle School
- County neighborhood meetings
 - Hoback
 - South Park
 - North of Town
 - Westbank
 - Alta
 - Moran
- Joint Information Meeting
- Stakeholder Advisory Group #5

Staff Draft (August 2008-May 2009)

Review of Summer 2008 Public Comment

At the conclusion of a 90 day public comment period over the summer of 2008, nearly 100 responses were collected. These responses were shared with the elected officials at a Joint Information Meeting in September 2008.

During the Fall of 2008, two joint Town Council/ Planning Commission meetings were held to discuss the drafting of a future land use map for the Town of Jackson. The County Planning Commission and Board of County Commissioners met several times to discuss the preferred land use pattern for unincorporated parts of the county. The Stakeholder Advisory Group also met to review the public comment received on the Draft Plan. Information from these meetings was synthesized by the Planning Team to assist with revising the Themes and Polices and preparing the Future Land Use Plan.

Following work completed in the Summer and Fall of 2008, Planning Staff synthesized information and Clarion draft documents into a draft of the plan for adoption. During the incorporation of the input and drafting of the Plan, Staff met one on one with members of the Technical Advisory Group, allowing them to review the draft.

Materials Produced

- Joint Information Meeting Staff Report
- August 11, 2008 Memo

Meetings Held

- Joint Town Council and Planning Commission Meetings
- Joint Board of County Commissioners and Planning Commission Meetings
- Joint Information Meeting
- Stakeholder Advisory Group #6—Ocotber 2008
- One on One TAG Direction Meetings

April 2009 Draft Plan

The first draft of the updated Jackson/Teton County Comprehensive Plan Update was released on April 13, 2009. Through April and May 2009, Staff made numerous rollout presentations to present an overview of the community process and the current draft Plan document. Staff also reached out for comment and input to interested agencies and organizations in the region including Friends of Pathways, WY Game and Fish, Chamber of Commerce, Jackson Hole Conservation Alliance, Jackson Hole Community Housing Trust, and any other organizations with interest.

During May of 2009, the Stakeholder Advisory Group (STAG) met to review the draft plan document. STAG meetings were held on May 7th, 14th, and 28th and June 3rd. STAG provided a written summary of their

comments on the Themes and Policies and the Future Land Use Plan portions of the document. This summary provided a list of recommendations/discussion points for Joint Planning Commission consideration.

Materials Produced

- April 2009 Draft
- STAG Recommendation Memo

Meetings Held

- April 2009 Draft Rollout Presentations
 - Joint Information Meeting
 - Joint Planning Commission
 - Stakeholder Advisory Group
 - Latino Outreach
 - High School Outreach
 - Alta
 - Library
 - South Park
 - Senior Center
 - North of Town
 - Center for the Arts
 - St. John's Episcopal Church
 - Teton Village
 - Wilson
- Stakeholder Advisory Group #7
 - May 7, 2008
 - May 14, 2008
 - May 28, 2008
 - June 3, 2008

PC Policy Review (June 2009 – Sept. 2010)

Between June 2009 and July of 2010, the Joint Planning Commissions held forty-one (41) meetings to discuss the updated plan. During this time Staff also gave numerous presentations and reached out to any members of the community or groups that were interested.

Initial Review

The Joint Town and County Planning Commissions began their official review of the draft updated Comprehensive Plan in June of 2009. An initial joint meeting was held on June 11, 2009 to receive verbal comment on the entire draft. At that meeting the County Planning Commission asked that the Plan be remanded to staff prior to further review. The Town did not approve a similar motion. During the remainder of the month of June 2009 the Town and County Planning Commissions each met separately to discuss the draft Plan and a process for review. This included a round table meeting on June 23, 2009 between County Planning Commissioners and members of the public invited to the panel. At their regular meeting on June 29, 2009 the County Planning Commission reconsidered their motion to remand the draft, discussed the draft, and approved a list of recommended changes to the Plan.

Materials Produced

- June 29, 2009 County Planning Commission Recommendations

Meetings Held

- June 11, 2009: Joint Planning Commissions
 - Presentation of Plan and Vision
- June 17, 2009: Town Planning Commission
 - Review Process
- June 22, 2009: Board of County Commissioners and County Planning Commission
 - Review Process
- June 23, 2009: County Planning Commission
 - Community Roundtable
- June 24, 2009: Town Planning Commission
 - Review Process
- June 29, 2009: County Planning Commission
 - Recommendations on Plan

Joint Review and PC Certified Draft

On July 9th, the Joint Commissioners determined their preferred joint review process and ground rules for review. At each meeting topics were brought to a straw poll. Each poll was recorded and it was determined whether the poll passed jointly, one jurisdiction, or neither. Prior to each meeting, Planning Commissioners were provided with an agenda and a staff report. These items were also made available to the public. The staff report provided guidance on questions or issues to be addressed at each meeting. Staff also made a presentation at each meeting, addressing the issue or topic to be discussed and providing additional

background information. Each meeting included a time for public comment as well. A full list of these meeting dates and topics discussed is below.

As the Joint Planning Commissions moved through their review process, Staff presented revised drafts of some parts of the Plan. A draft of Theme 1 was released on October 30, 2009. A draft of Theme 2 was released on January 22, 2010. Staff also released a revised preliminary draft of the Plan on May 7, 2010. On July 1, 2010 the Joint Planning Commission approved a resolution to certify the Themes and Policies portion of the Plan to the elected officials. On September 17, 2010, staff released the PC Certified Draft with edits as directed by the approved certification resolution.

At the July 1, 2010 meeting, each of the Planning Commissioners had the opportunity to make final comments on the Plan as individuals and identify any inconsistencies in the PC Draft that they deemed irreconcilable. These irreconcilable inconsistencies were presented to the elected officials as potential issues for review. Early in their review process the Joint Planning Commissions decided to separate Future Land Use Plan review from Themes and Policies review. As part of their resolution the Planning Commissioners requested that the elected not approve the Themes and Policies, but wait to adopt them until the Planning Commission had certified a Future Land Use Plan as well.

Materials Produced

- Staff Report and Presentation for each Meeting
- October 2009 Draft Rewrite of Theme 1
- January 2010 Draft Rewrite of Theme 2
- May 2010 Preliminary PC Draft Themes and Policies
- Resolution 10-001 Certifying the Themes and Policies
- Composite List of Irreconcilable Inconsistencies
- September 2010 PC Certified Themes and Policies

Meetings Held

- July 9, 2009
 - Consideration of Alternative Review Process
- July 30, 2009
 - Review of approved process and ground rules
 - Overall structure of the Plan
 - 2009 Jackson/Teton County Community Vision
 - Discuss additional data/committee requests
- August 13, 2009
 - Jonathan Schechter presentation

- Overall structure and vision
- August 20, 2009
 - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- August 27, 2009
 - Overall structure and vision
 - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- September 3, 2009
 - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- September 10, 2009
 - Theme 1—Promote Stewardship of Wildlife and Natural Resources
- September 24, 2009
 - Buildout Task Force Presentation
 - Theme 2—Manage Growth Responsibly
- October 1, 2009
 - Theme 2—Manage Growth Responsibly
- October 8, 2009
 - Theme 1—Promote Stewardship of Wildlife and Natural Resources
 - Theme 2—Manage Growth Responsibly
- October 15, 2009
 - Theme 2—Manage Growth Responsibly
- October 22, 2009
 - Theme 2—Manage Growth Responsibly
- October 29, 2009
 - Theme 2—Manage Growth Responsibly
- November 5, 2009
 - Theme 2—Manage Growth Responsibly
- November 12, 2009
 - Theme 2—Manage Growth Responsibly
- November 19, 2009
 - Review redline draft of Theme 1
- December 3, 2009

- Review redline draft of Theme 1
- December 9, 2009
 - Theme 3—Uphold Jackson as “Heart of the Region”
- December 10, 2009
 - Theme 3—Uphold Jackson as “Heart of the Region”
- December 17, 2009
 - Employee Generation Task Force Presentation
 - Theme 3—Uphold Jackson as “Heart of the Region”
- January 7, 2010
 - Joint Comprehensive Plan Meeting Chairpersons
 - Theme 3—Uphold Jackson as “Heart of the Region”
 - Theme 4—Meet Our Community’s Housing Needs
- January 14, 2010
 - Teton County Housing Authority presentation
 - Theme 4—Meet Our Community’s Housing Needs
- January 28, 2010
 - Theme 4—Meet Our Community’s Housing Needs
- February 4, 2010
 - Theme 4—Meet Our Community’s Housing Needs
- February 11, 2010
 - Theme 4—Meet Our Community’s Housing Needs
- February 18, 2010
 - Review redline draft of Theme 2—Manage Growth Responsibly
- March 4, 2010
 - Theme 5—Provide for a Diverse and Balanced Economy
- March 11, 2010
 - Theme 5—Provide for a Diverse and Balanced Economy
 - Theme 7—Provide Quality Community Facilities, Services and Infrastructure
- March 18, 2010
 - Theme 7—Provide Quality Community Facilities, Services and Infrastructure
- March 23, 2010

- Presentation from Carlos Hernandez, Feer & Peers
- Summary of recommendations and comment from Transportation Advisory Committee Chairman
- Theme 6—Develop a Multi-Modal Transportation Strategy
- April 1, 2010
 - Theme 6—Develop a Multi-Modal Transportation Strategy
- April 8, 2010
 - Theme 6—Develop a Multi-Modal Transportation Strategy
 - Discussion of process for completion of theme review
- June 10, 2010
 - Overview of process, document revisions and question and answer
 - Meeting process—agenda setting, meeting dates
 - Identify experts that should be contacted for future meetings (Theme 8 and Administration)
- June 17, 2010
 - Theme 8—Energy Conservation
- July 1, 2010
 - Plan Administration
 - Certification

Taskforce Work

Early in the Planning Commission Review process, they asked that Staff convene a Buildout Taskforce to establish base zoning buildout under current regulations. The base zoning buildout calculation was to exclude Planned Residential Development (PRD), Planned Unit Development—Affordable Housing (PUD-AH), Planned Mixed-Use Development (PMD), or Planned Unit Development (PUD); however, Accessory Residential Units (ARUs) were included. At the September 24th meeting, the Buildout Taskforce made a presentation to the Joint Planning Commissions. In their presentation, they explained their work, assumptions and methodology. They also provided handouts to meeting attendees that contained definitions and a table summarizing their results.

The Planning Commission also asked that Staff convene an Employee Generation Taskforce to work from the estimated buildout under current regulations prepared by the Buildout Taskforce, in order to project employee generation from buildout under current regulations. During the December 17th meeting, attendees and Commissioners heard a presentation by the Employee Generation Taskforce. The presentation covered methodology and assumptions, and presented a total number of employees expected at buildout and their required housing.

Materials Produced

- Buildout Taskforce September 24, 2009 Presentation
- Employee Generation Taskforce December 16, 2009 Memo

JIM Policy Review (Oct. 2010 – June 2011):

Following certification of the draft Plan by the Joint Planning Commissions, the PC Certified Draft moved to the Joint Elected Officials for review.

Facilitator Selection

At the September 13, 2010 Joint Information Meeting (JIM), Staff recommended that the elected officials explore the idea of retaining an external facilitator to assist with the elected officials review process. Staff suggested that contracting with an external facilitator would permit staff to participate more effectively as a staff resource instead of having to juggle the roles of both staff resource and facilitator. Staff also found that the design and scheduling of the elected official Plan review process would be crucial in allowing constructive dialogue and discussion of the proposed Plan and that bringing in an expert to assist in this area would be beneficial. Upon Staff's recommendation, a committee consisting of Town and County planning staff and two elected officials from each jurisdiction was formed to explore options for contracting with an external facilitator and develop a Request for Qualifications (RFQ).

The RFQ was released on November 1, 2010 and addressed the need for three services: facilitation of the elected officials' review of the 2010 draft of the Joint Comprehensive Plan; provision of communications services to assist with the dissemination of relevant Comprehensive Plan information to the public; and provision of professional writing/editing services to assist staff with the production of the final draft of the Plan. The goal of the RFQ was to allow the committee to review potential candidate's qualifications and experience against the three services sought and to make a recommendation to the JIM on how to proceed. There were twelve responses to the RFQ, with some responding to all three services and some only to a specific service. Upon review of all responses on November 18, 2010, the committee recommended focusing on the facilitation service only. The committee reviewed the facilitation responses for prior experience in similar situations and demonstrated ability to bring the project to a desirable conclusion. Based on this review, the committee reduced the potential firms for recommendation to four and provided each firm with five supplementary questions. Responses were reviewed on November 24 and interviews were conducted on December 7, 2010. The committee recommended AECOM and project manager Bruce Meighen for consideration and Staff worked with Mr. Meighen to develop a contract, scope of work and reimbursement schedule. The JIM officially moved to contract with AECOM for facilitation services on January 4, 2011.

Materials Produced

- Request for Qualifications
- Facilitator Finalist Supplementary Questions

- Scope of Work

Meetings Held

- September 13, 2010 Regular JIM
- November 1, 2010 Regular Board of County Commissioners Meeting
- November 1, 2010 Regular Town Council Meeting
- November 1, 2010 Regular Town Council Meeting
- December 6, 2010 Regular JIM
- December 20, 2010 Regular Town Council Meeting
- December 21, 2010 Regular Board of County Commissioners Meeting
- January 4, 2010 Regular JIM

Stakeholder Interviews

In order to better understand the key concerns of specific groups, and to obtain elected officials' and key stakeholders ownership in the Plan process, the AECOM team held a series of one-on-one interviews with elected officials and identified stakeholders. Stakeholders included groups identified by Staff and those that requested a personal meeting. The meetings focused on identifying goals, strategies and opportunities for the Plan and identifying roadblocks that might hinder opportunities. The consultant team met with 53 individuals on February 1, 2011. Interviewees were provided with a handout and some key discussion questions.

Materials Produced

- Interview Handout
- Summary of Interviews

Review Process and Schedule

The first three JIM meetings for review of the Plan focused on establishing a process and schedule for review. At the first meeting, held on February 15, 2011, roles and responsibilities for the process were established. There was also opportunity for public comment on the process. Elected officials completed an exercise to agree upon principles to guide future meetings, and established a decision making and communications process.

At the second and third JIM meetings, held March 7th and 8th, the elected officials heard a presentation from Staff analyzing the 1994 Plan and the community's efforts to implement it, as well as a statement of our current situation. Staff also presented an analysis of all of the public comment received since the release of the first full draft of the Plan in April 2009. Through a series of discussions and exercises the elected officials identified 24 discussion topics that populated the agenda for the bulk of the review process. Public comment was received at JIM #3.

Materials Produced

- Meeting Principles
- Schedule and Agenda for JIM #4- JIM #8

Meetings Held

- JIM #1 2/15/2011
- JIM #2 3/7/2011
- JIM #3 3/8/2011

Topic Discussion

JIMs #4-#8 focused on the discussion topics identified and outlined during JIMs #2 and #3. Prior to each meeting, elected officials were provided with an agenda and supporting materials, including a review exercise to complete and return to Staff prior to the meeting. Staff also completed searches in the comment database to identify past public comment related to the discussion topics in order to assist elected officials in their preparation for the meetings. At each meeting, the elected officials discussed needed revisions and improvements to identified policies and topics. The topics discussed at each meeting are outlined below. Following each meeting, Staff prepared a Common Direction summary, highlighting the topics and subtopics discussed and providing guidance for Staff on changes to be made to the Plan moving forward.

Materials Produced

- Common Direction from JIMs #4-#8
- Table of Directed Refinements from JIMs #2-#8 to the PC Certified Draft

Meetings Held

- JIM #4—March 24, 2011
 - Topic 1A: Regionalism and Ecosystem Responsibility
 - Topic 1B: Protecting habitat, Scenery, and other Open Space
- JIM #5—March 25, 2011
 - Topic 1C: Shifting Development Out of the Rural County
 - Topic 2A: Allowing Increased Density Through Infill and Mixed-Use
 - Topic 2B: Appropriate Locations for Increased Density
 - Topic 2C: Adaptive Management for Targeted Human Population
- JIM #6—April 20, 2011
 - Topic 3A: Protecting Community and Neighborhood Character
 - Topic 3B: Balance and Location of Civic, Commercial, and Housing

- Topic 3C: Walkability, Transit, and Compete Streets
- JIM #7—April 22, 2011
 - Topic 4A: Housing 65% of the Workforce Locally and Other Housing Goals
 - Topic 4B: Mix of Housing Types
 - Topic 4C: Tools to Provide Workforce Housing
 - Growth Management Program
- JIM #8 Part I—April 27, 2011
 - Topic 2D: Addressing the Cost of Growth
 - Topic 5A: Defining Our Desired Economy
 - Topic 5B: Reality Check – Funding and Implementation
 - Topic 5C: Revised Plan Outline
 - Topic 5D: Energy Conservation and Sustainability
- JIM #8 Part II—April 27 and 28, 2011
 - Public Comment (2 ½ Hours)
 - Final Direction and Redirection
 - Buildout Redirection
 - Growth Management Program Redirection
 - Adoption Process and Other Redirection

Policy Approval

On May 20, 2011, a revised draft of the Comprehensive Plan based on direction given by the joint elected officials over the course of the previous eight JIM meetings was released along with a memo outlining the items included in the draft, a table tracking changes made during the elected officials’ review of the PC Certified Draft, and notice of the opportunities for public comment on the draft.

JIM #9 was held on June 7, 2011. The majority of the meeting was dedicated to revising the May 20, 2011 Draft Vision, Common Values, and Achieving Our Vision chapters of the Comprehensive Plan. A staff presentation of the revisions to the plan was followed by public comment on enhancements to the revised plan to reinforce the Common Direction established in JIMs #4-#8. These presentations informed elected official discussion and direction on refinements to the May 20, 2011 Draft. During the last portion of the meeting staff presented a proposal including a process and schedule for completing the Character Districts portion of the plan.

On June 22, 2011, staff released another draft of the Plan reflecting direction given at JIM #9. A Table of Changes to the May 20, 2011 Draft based on JIM #9 direction was also prepared to track changes to the document.

The purpose of JIM #10, held on June 29, 2011 was threefold: to finalize the Vision, Common Values and Achieving Our Vision chapters of the Plan, to consider the Vision, Common Values and Achieving Our Vision Chapters for approval, and to consider a scope of work for AECOM facilitation and planning services for the Illustration of Our Vision (Character Districts) chapter of the Plan. Staff presented on each of the topics and the elected officials heard public comment on the topics. The Town Council and Board of County Commissioners voted unanimously to approve the Vision, Common Values and Achieving Our Vision chapters of the Comprehensive Plan subject to two changes directed at the meeting, legal review, and incorporation of appendices.

Materials Produced

- May 20, 2011 Draft Vision, Common Values, Achieving Our Vision
- Table of Directed Refinements from JIMs #9 to the May 20, 2011 Draft
- June, 2011 Vision, Common Values, Achieving Our Vision

Meetings Held

- JIM #9—June 7, 2011
- JIM #10—June 29, 2011

Character District Development (July 2011 – March 2012):

Process Development

The purpose of the Illustration of Our Vision chapter (Character Districts) is to depict where and how the approved Comprehensive Plan policies will be put into action on the ground. The Character Districts will inform land development regulations and zoning district boundaries. At the JIM meeting held on July 11, 2011, the joint elected officials voted to amend the scope of work and the Town and County's contract with AECOM to provide professional services for the Character Districts section of the Plan.

The JIM met on August 1, 2011 to review a preliminary list of data and data sources for the Framework Maps portion of the Character District development and a list of plans and studies included in the approved Common Values chapter that could be initiated prior to completion of the Character Districts. Later in August AECOM met with staff in Jackson to tour the community and refine the scope of work for development of the Character Districts.

The first Character District JIM was held on September 17th. The purpose of the meeting was for Staff to review with the elected officials items related to the Character District process, including ground rules, process, and Character District boundaries and data.

Materials Produced

- Framework Maps

- Preliminary Character District Maps

Meetings Held

- July 11, 2011 Regular JIM
- August 1, 2011 Regular JIM
- Character District JIM#1—September 13, 2011

Character District Development Phase I

The purpose of Phase I of Character District Development was to describe the existing character of each district, to determine districts suitable for a variety of housing types and services (Complete Neighborhoods), determine districts suitable as habitat, habitat connection and open space (Rural Areas), and to identify opportunities for preservation, neighborhood enhancement and implementing community policies. Phase I of the process consisted of two days worth of public workshops on September 28 and 29, 2011. Workshop attendees were provided with a workshop agenda explaining the goals of the workshop and the exercise to be completed. Handouts were also available outlining the characteristics of Complete Neighborhoods and Rural Areas. Workshop attendees were given an orientation by staff to the Framework Maps and Preliminary Character District Maps. Attendees then worked in groups to provide input on existing character, district boundaries, and opportunities for enhancement and implementing community policies. Attendees were also asked to classify each district as either a Complete Neighborhood or Rural Area. Following the workshops, a summary was prepared to capture the comments made about each district.

Materials Produced

- Phase I Workshop Agenda
- Complete Neighborhoods/Rural Area Worksheet
- Preliminary Character District Matrix: Common Values
- Phase I Workshop Summary

Meetings Held

- Character Districts Phase I Workshop—September 28 and 29, 2011

Character District Development Phase II

Phase II of Character District development focused on defining the future character of each district. Multiple Phase II Workshops were held at locations throughout the County; a full list of those meeting dates and locations is included below. Additionally, the planning team staffed a central “hub” location throughout all five days of community workshops, providing a single location where the public could drop in to complete the exercise and make comments at their convenience. Attendees were asked to come to the workshops with pictures or examples of character around the community that they either liked or disliked. At each workshop, attendees were given an orientation to the Approved Plan and Character District Development Process. Attendees then completed facilitated exercises to refine the descriptions of existing character and identify areas

of Stability, Transition, Preservation and Conservation. Materials from the Phase I workshops were made available for reference during the exercise as well. Following the workshops, a summary compiling the input received at all workshop locations was prepared.

Materials Produced

- Preliminary Maps of Areas of Stability, Transition, Preservation and Conservation
- Character District Descriptions
- Phase II Workshop Agenda
- Definitions of Areas of Stability, Transition, Preservation and Conservation
- Image Catalog of Possible Character Types
- Phase II Workshop Summary

Meetings Held

- “Hub” Workshop—9 am- 4pm, Oct. 27, 28, 29, 31 and Nov. 1
- Oct. 27, 11am-2pm—Nick Wilson’s (Teton Village)
- Oct. 27, 5-8pm—Senior Center, 830 E Hansen Ave
- Oct. 27, 6-8pm—Alta Library, 50 Alta School Rd
- Oct. 28, 7-10am—Bar BC Ranch House, 4745 N Spring Gulch Rd
- Oct. 28, 5-8pm—Café Boheme, 1110 Maple Way
- Oct. 29, 10am-1pm—Rafter J Childcare Center, 3105 W Big Trail Dr
- Oct. 29, 2-5pm—Old Wilson Schoolhouse, 5655 W Main St
- Oct. 31, 3-6pm—Teton Pines Clubhouse, 3450 Clubhouse Dr.
- Nov. 1, 12-3pm—Snow King Grand Ballroom, 400 E Snow King Ave

Character District Development Phase III

A full draft of the Illustration of Our Vision was released on December 5, 2011. On December 7, 2011, the planning team held an open house at the Snow King Grand Ballroom to present the draft Character Districts. Attendees were asked to review the draft districts and provide comment on parts that were good and should not be changed and parts that needed editing to better implement the approved Comprehensive Plan policies. Open House attendees were given an agenda and a brief orientation presentation and then were able to browse boards of each district. Comment sheets were provided to record input; attendees could also enter comments directly into the comment database using online terminals.

Materials Produced

- Draft Illustration of Our Vision
- Open House Character District Boards

- Open House Agenda

Meetings Held

- December 7, 2011 – Open House

Character District Development Phase IV

The purpose of Phase IV was to provide for review of the draft Illustration of Our Vision by the joint Planning Commissions and elected officials. A joint elected official/planning commission workshop was held on January 11th for the Town and January 12th for the County. The workshops focused on recommending changes to the draft Character Districts that would better implement the Comprehensive Plan policies approved on June 29, 2011.

The workshops produced a list of changes to the draft Character Districts for the Joint Planning Commissions to discuss and certify on January 26, 2012. This list was discussed both on January 26th and at a second Joint Planning Commission meeting on February 8th. Individual Planning Commissioners identified items to add, subtract or modify. The Joint Planning Commission then discussed and came to consensus on each identified item. Public comment on the draft Character Districts was received at both Planning Commission meetings. At the February 8th meeting the Joint Planning Commissions passed a resolution certifying the Illustration of Our Vision as part of the Comprehensive Plan subject to a list of modifications and legal review. Staff revised the draft based on the Joint Planning Commission certified modifications, and released the PC Certified Character Districts for review by the Joint Elected Officials on February 24, 2011.

The elected officials met on March 14th to discuss final comments on the Illustration of Our Vision chapter, receive and consider public comment on the chapter and to recommend final refinements to the chapter for inclusion in the Comprehensive Plan. Staff prepared and presented a table reflecting which PC changes to the December 5, 2011 had not yet been discussed by the elected officials. Similar to the Planning Commissions, the elected officials each identified possible modifications to the PC Certified Character Districts and then discussed and gave consensus direction on which modifications Staff should make. The March 14th JIM was continued to allow the elected officials to review the approved modifications. At the continued meeting, held March 19th, the elected officials voted unanimously to approve the Illustration of Our Vision chapter dated February 24, 2012 subject to the modifications approved on March 14th and 19th, legal review, and housekeeping edits made by Staff.

Materials Produced

- Draft Character Districts Numbers Analysis
- Implementation of Approved Policies in the draft Character Districts
- Elected, PC, Staff Proposed Changes to Draft (Pre 1/11, 1/12 workshops)
- January 11th/12th Workshops Summary
- Draft PC Modifications to draft Character Districts (pre 1/26 meeting)
- January 26th Joint PC Hearing Summary

- February 8th Joint PC Hearing Summary
- Joint PC Resolution 12-001 Certifying the Character Districts
- PC Certified Illustration of Our Vision, February 24, 2012
- March 14th JIM Summary
- March 19th JIM Summary

Meetings Held

- December 5, 2011 – Regular JIM to set schedule for Phase IV
- January 11, 2012 Town Council/Town Planning Commission Workshop
- January 12, 2012 Board of County Commissioners/County Planning Commission Workshop
- January 26, 2012 Joint Planning Commission Hearing
- February 8, 2012 Continued Joint Planning Commission Hearing
- March 14, 2012 Joint Information Meeting
- March 19, 2012 Continued Joint Information Meeting

Adoption (March 2012 – May 2012)

Approved Jackson/Teton County Comprehensive Plan Production

Based on the unanimous approval of the Vision, Common Values, and Achieving Our Vision on June 29, 2011 and the unanimous approval of the Illustration of Our Vision on March 19, 2012, Staff produced the approved Jackson/Teton County Comprehensive Plan on April 6, 2012. Staff made edits to the Plan based on direction given by the elected officials in their approval motions, legal review, and identified grammatical or consistency errors.

Materials Produced

- Approval Jackson/Teton County Comprehensive Plan, April 6, 2012
- Table of Edits to Produce the Approved Plan
- Draft First Annual Implementation Work Plan

Consideration of Adoption

Discussion to be updated following adoption.

Meetings Held

- May 8, 2012 – JIM Adoption Hearing

Appendix D 1994 Affordable Housing Needs Assessment





1994 Housing Needs Assessment

Appendix D

CHAPTER 5 Appendix A

AFFORDABLE HOUSING NEEDS ASSESSMENT

A. GENERAL INTRODUCTION

The community of Jackson/Teton County has been experiencing rapid development. The official population grew from 9,355 in 1980 to 11,172 in 1990 and this trend has continued after 1990. These data, however, reflect only the permanent population and do not show the full impact of the growth. The more dominant component of the growth has been in seasonal and nonresident population. For this reason employment is a better measure of the growth than population. The 1980 employment was 4,325 while the 1990 employment was 13,326. Employment grew seven percent per year while population grew two percent per year, eventually leading to the 1990 condition in which there were more jobs in Teton County than permanent residents. This indicates two significant events: (1) that permanent population growth is not the driving force in the local economy; and (2) that labor is imported.

This growth in Jackson and Teton County has resulted in significant economic opportunity together with rising property values. Both are generally considered desirable, however, there are negative sides to these results that must be addressed. The rapid pace of economic development has resulted in labor shortages and the rising property values have compounded the labor problem by increasing housing prices, making difficult the importation of a labor force. The rising housing costs have reached a point where, not only the importation of labor is difficult, but the resident labor force is unable to maintain housing in Jackson and Teton County unless they bought housing before the prices began to increase. The result is a trend in which the labor force is moving out of the county, creating the problems of long commutes, traffic congestion and high rates of absenteeism. The highly seasonal nature of the local economy compounds these problems.

These characteristics are shared by a number of areas within the country. Relatively isolated places with high amenities, especially natural amenities, all experience these problems. Tourists and second home purchasers discover these places and, in so doing, bring both opportunity and challenges. Colorado resort communities, several of the Florida and Hawaii communities, and areas such as Hilton Head, SC, all share these problems and have explored some means of alleviating these situations. The primary concern of Jackson/Teton County, together with all similar communities, is to address these problems in such a way that the basic reason for the community's success is not threatened.

There have been numerous examples of areas that either ignored the situation or proposed inappropriate solutions. Atlantic City, NJ, and Miami Beach, FL, are two well known examples. Both were popular

tourist areas that attracted a large number of seasonal residents along with tourists. These communities did not address the accompanying problems and eventually lost their attraction to the seasonal residents and tourists. Atlantic City turned to casino gambling in an attempt to reverse this situation and Miami Beach used its proximity to the Miami metropolitan area as a base for redevelopment. Atlantic City's success with casino gambling has been less than anticipated, although it certainly has brought back the tourists. But the large number of tourists visiting the Boardwalk casinos has not led to the renovation of the community (see George Sternlieb, *The Atlantic City Experience*, Rutgers.) Miami Beach enjoyed more success than Atlantic City but it is in the unique situation of being a prime ocean front community within a metropolitan area of over 2,000,000 population. Both of these experiences, along with many others, have taught the lesson that the best cure is prevention (see Fred Bosselman, *In the Wake of the Tourist*, Washington: Conservation Foundation, 1976).

Jackson and Teton County are approaching the same situation. Within the context of meeting legitimate community needs, it must preserve the essential attraction that was the basis for development to date. If this economic base is not protected, the Jackson/Teton County community will enjoy a brief moment in the sun, followed by the tattered remains that may readily be seen in once popular areas.

The need to protect and preserve Jackson Hole is obvious. But within this context, the community must meet the legitimate needs of the local economy and its citizens. One of the most fundamental needs of all individuals, together with the economy, is shelter. A successful economy requires an abundant supply of housing at prices consistent with prevailing wages. Individuals require affordable housing in order to attain any quality of life. This then is one of the fundamental goals of Jackson and Teton County: to provide an adequate supply of affordable housing in order to meet the legitimate needs of its citizens and to meet the needs of the local economy.

B. PROBLEM DESCRIPTION

Housing Costs

Between 1986 and 1993, as shown in Table 1, the median price of a residential lot increased from \$64,000 to \$180,000, an annual appreciation rate of 15.92 percent. The median price of a single-family house rose from \$90,000 to \$235,000, a 14.70 percent annual increase, for the same time period.

TABLE 1 MEDIAN HOUSING AND RESIDENTIAL LOT COSTS JACKSON/TETON COUNTY, 1986-1993						
Year	Single-Family Homes		Condos & Townhomes		Residential Lots	
	Median Sale Price	# Sold	Median Sale Price	# Sold	Median Sale Price	# Sold
1986	\$ 90,000	178	\$100,500	119	\$ 64,000	156
1987	\$120,000	197	\$ 95,200	138	\$ 75,000	145
1988	\$106,000	239	\$ 95,000	208	\$ 70,000	265
1989	\$150,000	234	\$109,000	276	\$107,000	515
1990	\$155,000	214	\$144,700	188	\$ 85,000	384
1991	\$157,500	209	\$152,700	189	\$110,000	274
1992	\$200,000	234	\$140,000	277	\$175,000	298
1993	\$235,000	230	\$126,000	230	\$180,000	335
Change from 1986 to 1993	161.11%		25.37%		181.25%	
Average Annual Change	14.70%		3.28%		15.92%	
Source: Multiple Listing Service, Jackson/Teton County, Wyoming 1993						
NOTES:						
¹ MLS data is supplemented by research into deeds at the Teton County Clerk's Office.						
² Residential lots consist of land that cannot be further subdivided.						

Data from the Multiple Listing Service further show that the number of homes sold for less than \$100,000 has been steadily dropping since 1988. One hundred homes sold for less than this price in the second half of 1988, but during the second half of 1991, only 18 single-family homes sold for less than \$100,000 (see Summit Management Consulting, *An Updated Study of the Affordable Housing Situation in Teton County, Wyoming, 1992*).

Between 1986 and 1990, approximately 1,100 residential units were built in Teton County, roughly a 21 percent increase in the housing stock compared to a 19 percent population increase for the entire decade. Despite this increase in the housing stock, the median price of a single-family house rose 72 percent from \$90,000 to \$155,000. The median price of townhouses and condominiums increased from \$100,500 to \$144,700, a jump of 44 percent.

Land Costs Drive Housing Cost

The comparison of the price increase of lots and single-family homes reveals that the increase in land value is the driving factor in the cost of housing in Teton County. The construction cost of building a house has increased at a more normal rate. Table 2 compares the median sale prices of single-family homes and residential lots between 1986 and 1993. When the median lot price is subtracted from the median house price, the lot price grew by 15.7 percent per year between 1987 and 1993, while the remaining unit value

(housing cost minus land cost) appreciated 3.4 percent per year. Figure 1 illustrates that of these two components of housing cost, the increase in land cost has driven the cost of housing in Teton County.

If land cost had grown at the same annual rate as the unit value, illustrated in Figure 2, the median sales price in 1993 would have been approximately \$130,000, easily affordable to families earning the County's median income.

**TABLE 2
COMPARISON OF MEDIAN HOUSING AND LOT COSTS
JACKSON/TETON COUNTY, 1986-1993**

Year	Median House & Lot Cost (Total Cost)	Median Lot Cost	Unit Value (Total Cost - Lot Cost)
1986	\$ 90,000	\$ 64,000	\$26,000
1987	\$120,000	\$ 75,000	\$45,000
1988	\$106,000	\$ 70,000	\$36,000
1989	\$150,000	\$107,000	\$43,000
1990	\$155,000	\$ 85,000	\$70,000
1991	\$157,500	\$110,000	\$47,000
1992	\$200,000	\$175,000	\$25,000
1993	\$235,000	\$180,000	\$55,000
Change from 1986 to 1993	95.8%	140.0%	22.2%
Average Annual Change	11.9%	15.7%	3.4%

NOTE:

¹ Base year for percentages is 1987.

FIGURE 1

HOUSING PRICES AND COMPONENTS TETON COUNTY

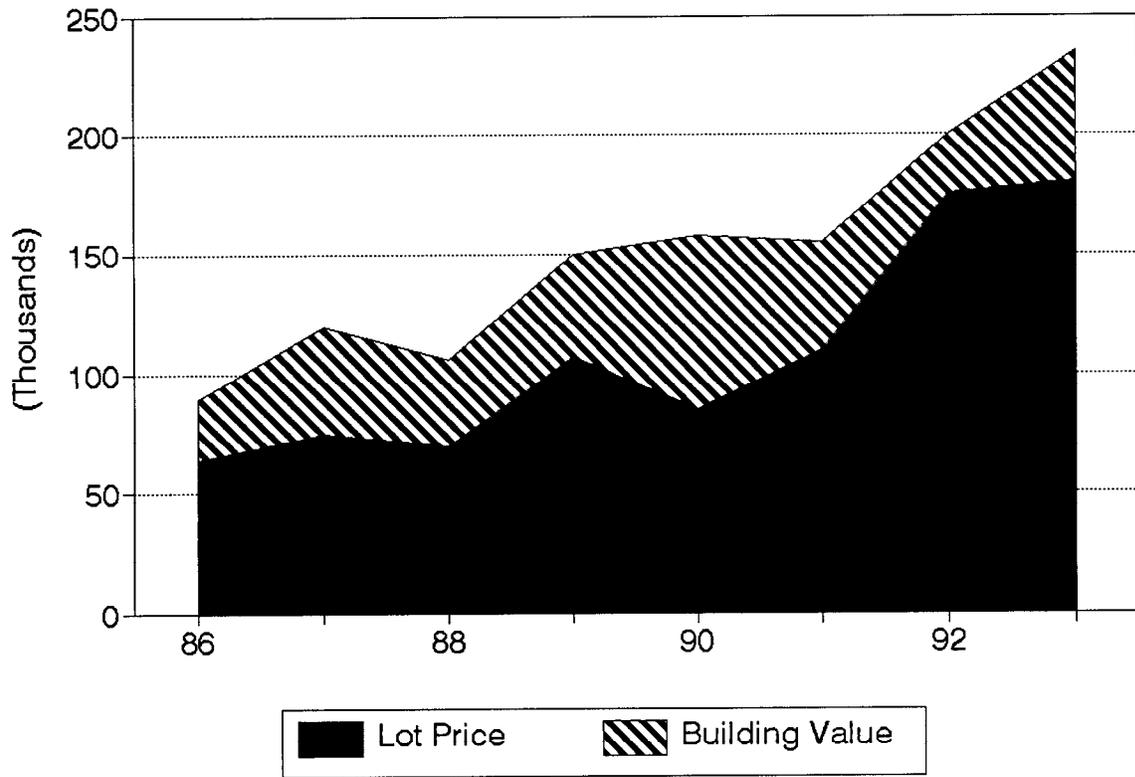
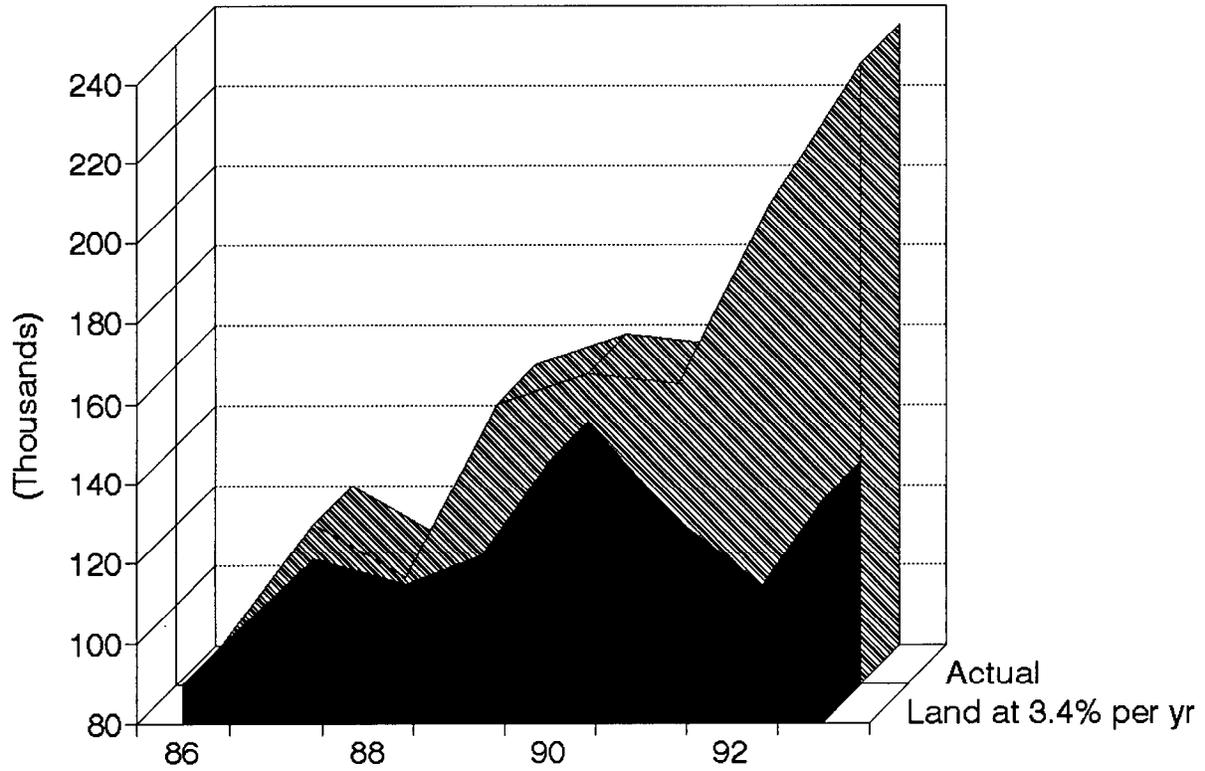


FIGURE 2

HOUSING PRICES

TETON COUNTY



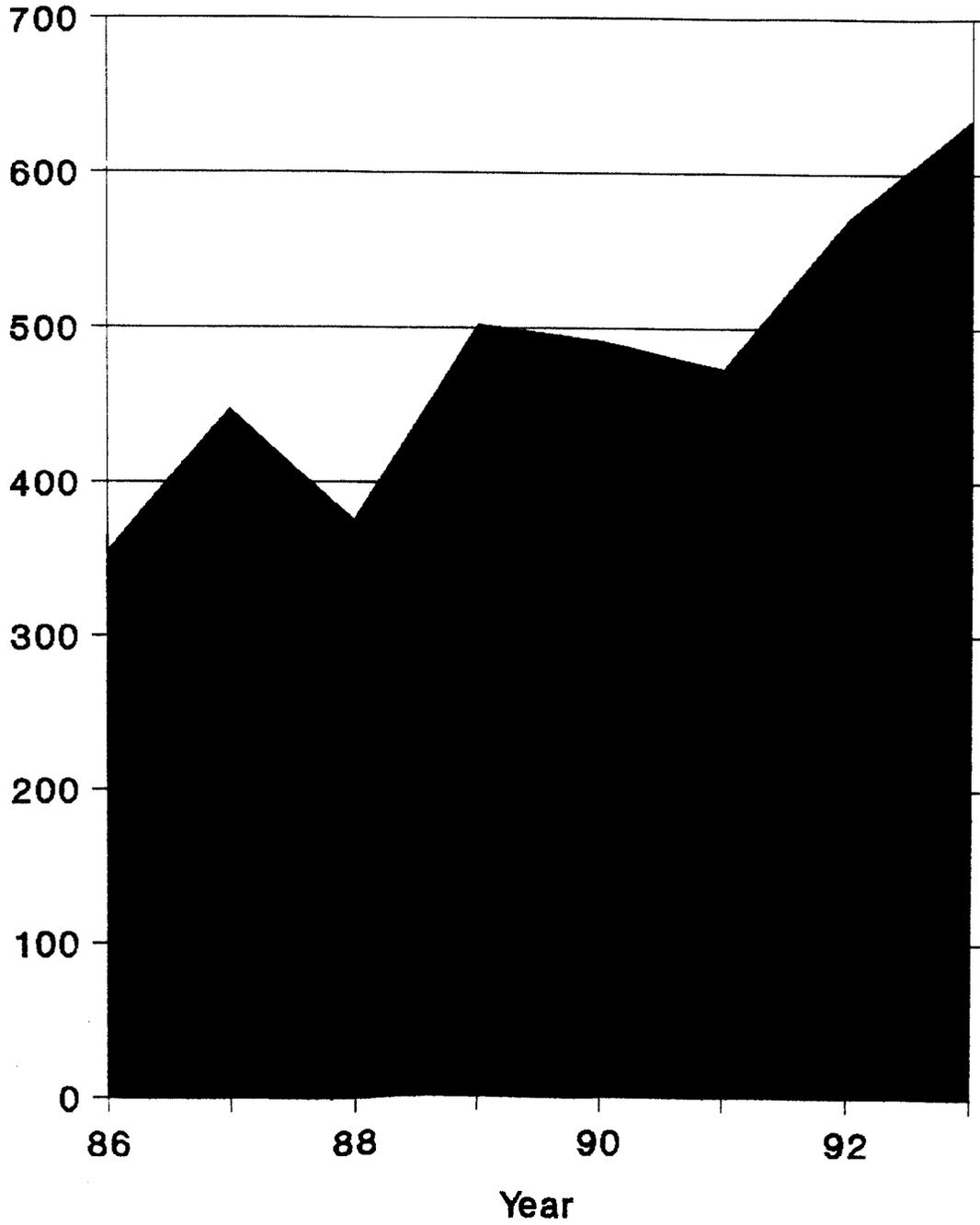
Housing Costs Outstrip Income Growth

Table 3 shows that the median income in Teton County grew at an annual rate of 5.51 percent during the same period in which the median housing cost grew at a rate of 14.7 percent per year. A general rule of thumb over the years has been that a household can afford housing valued at approximately 250 percent of the household income. Applying this rule, housing was clearly unaffordable in Teton County in 1986. But the most striking fact from Table 3 is the rate at which the growth of the median housing cost has outstripped the growth of the median income, demonstrating the rate at which housing is becoming increasingly unaffordable. Figure 3 depicts the trend of median housing price growing faster than the median income as the median house price reached 635 percent of the median income in 1993.

TABLE 3 MEDIAN SALES PRICES OF NEW SINGLE FAMILY HOMES AND MEDIAN HOUSEHOLD INCOME JACKSON/TETON COUNTY, 1986-1993			
Year	Median Single-Family Home Price	Median Household Income	Median Price as Proportion of Income
1986	\$ 90,000	\$25,417	354.09%
1987	\$120,000	\$26,818	447.46%
1988	\$106,000	\$28,296	374.61%
1989	\$150,000	\$29,855	502.43%
1990	\$155,000	\$31,500	492.06%
1991	\$157,500	\$33,236	473.88%
1992	\$200,000	\$35,067	570.34%
1993	\$235,000	\$36,999	635.15%
Average Annual Change	14.70%	5.51%	
Source: 1980 and 1990 Census of the Population.			
NOTE:			
¹ Household income data were available only for 1980 and 1990. All other years are interpolated or extrapolated from these points.			

FIGURE 3

HOUSING PRICE AS A % OF FAMILY INCOME TETON COUNTY



Teton County Incomes Are In Line with National Incomes While Local Housing Costs Exceed National Costs

The problem of unaffordable housing could be a result of unusually low incomes or uncommonly high housing prices. Looking first at income, the Teton County median income is comparable to the national median income. Table 4 depicts that the local median income was very close to that of the nation in the beginning of the 1980's and grew slightly faster through 1993. Teton County incomes are not out of line with the national incomes and are not the cause of the local housing problem.

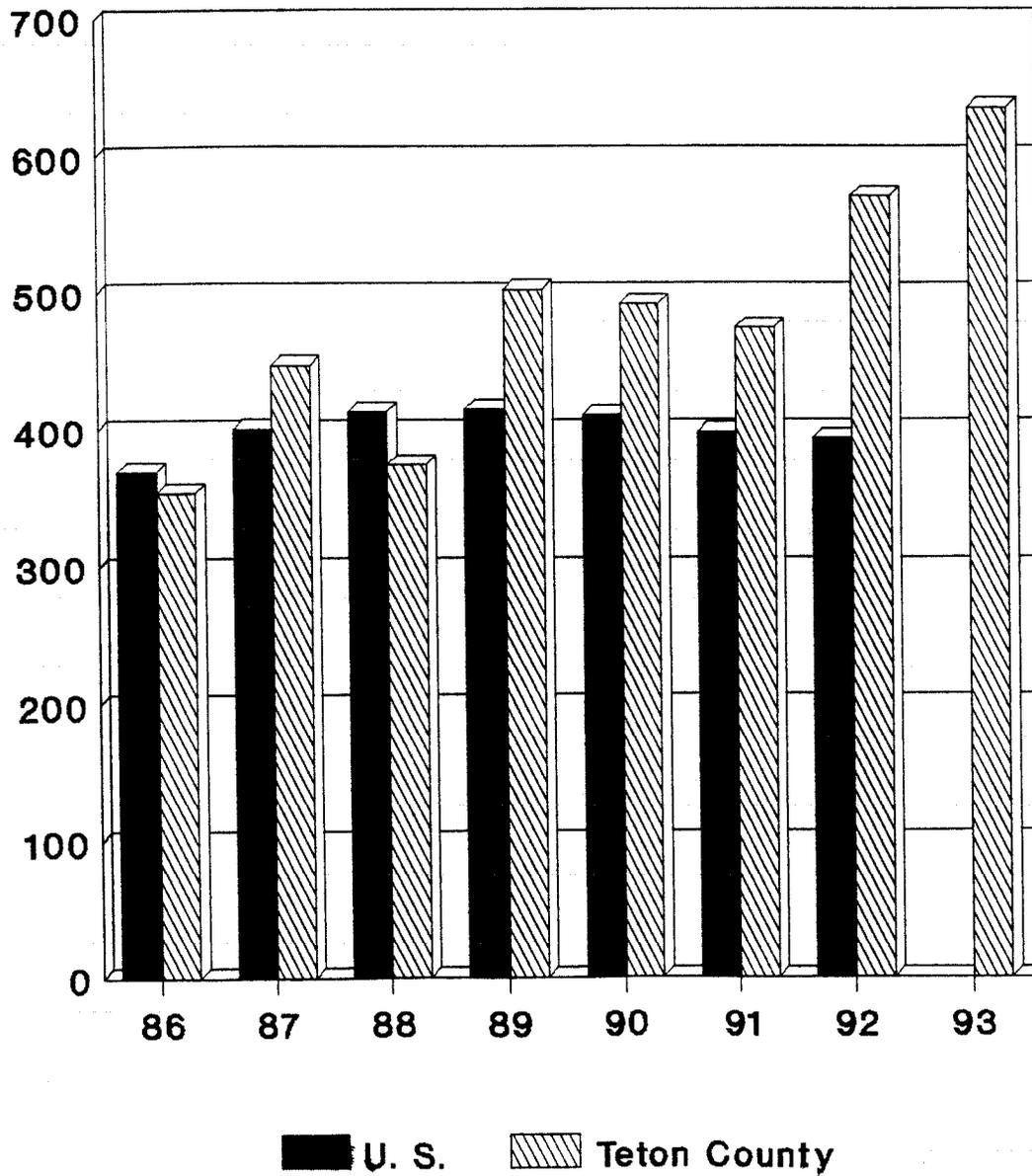
TABLE 4 MEDIAN INCOME FOR US AND JACKSON/TETON COUNTY 1980-1993		
Year	US Median Income	Teton County Median Income
1980	\$17,710	\$18,423
1981	\$19,074	\$19,438
1982	\$20,171	\$20,509
1983	\$21,018	\$21,639
1984	\$22,415	\$22,832
1985	\$23,618	\$24,090
1986	\$24,897	\$25,417
1987	\$26,061	\$26,818
1988	\$27,225	\$28,296
1989	\$28,906	\$29,855
1990	\$29,943	\$31,500
1991	\$30,126	\$33,236
1992	\$30,871	\$35,067
1993	N/A	\$36,999
Average Annual Change	4.95%	5.51%
Sources: National data are from Statistical Abstract of the US, 1993, page 720. County data are from 1980 and 1990 Census of the Population, with other years interpolated or extrapolated from these two points.		
NOTE: ¹ 1992 National income is estimated.		

While local incomes are comparable to national incomes, housing prices in Teton County have become significantly higher than in the nation as a whole. Table 5 states that the 1986 median housing price was \$90,000 in Teton County and \$92,000 in the US. However, the Teton County median cost for a new house grew 14.7 percent per year between 1986 and 1993, compared to 4.56 percent in the US, resulting in far more expensive housing in Teton County. The comparison of the median housing price to the median income reveals a problem of affordable housing in the entire nation, but the problem is growing much faster and much worse in Teton County where the median house price is 635 percent of the median income. Figure 4 illustrates, however, that the median house price as a percentage of median income has begun decreasing for the nation as a whole, but is significantly increasing in Teton County.

TABLE 5 MEDIAN HOUSING PRICES FOR THE US AND JACKSON/TETON COUNTY 1986-1993		
Year	US Median Housing Price	Teton County Median Housing Price
1986	\$ 92,000	\$ 90,000
1987	\$104,500	\$120,000
1988	\$112,500	\$106,000
1989	\$120,000	\$150,000
1990	\$122,900	\$155,000
1991	\$120,000	\$157,500
1992	\$121,500	\$200,000
1993	N/A	\$235,000
Average Annual Change	4.56%	14.70%
Sources: National data from the Statistical Abstract of the US, 1993, pages 720 and 712. County data are from Multiple Listing Service, Jackson/Teton County, Wyoming, 1993.		

FIGURE 4

HOUSING PRICE AS % OF FAMILY INCOME TETON COUNTY & USA

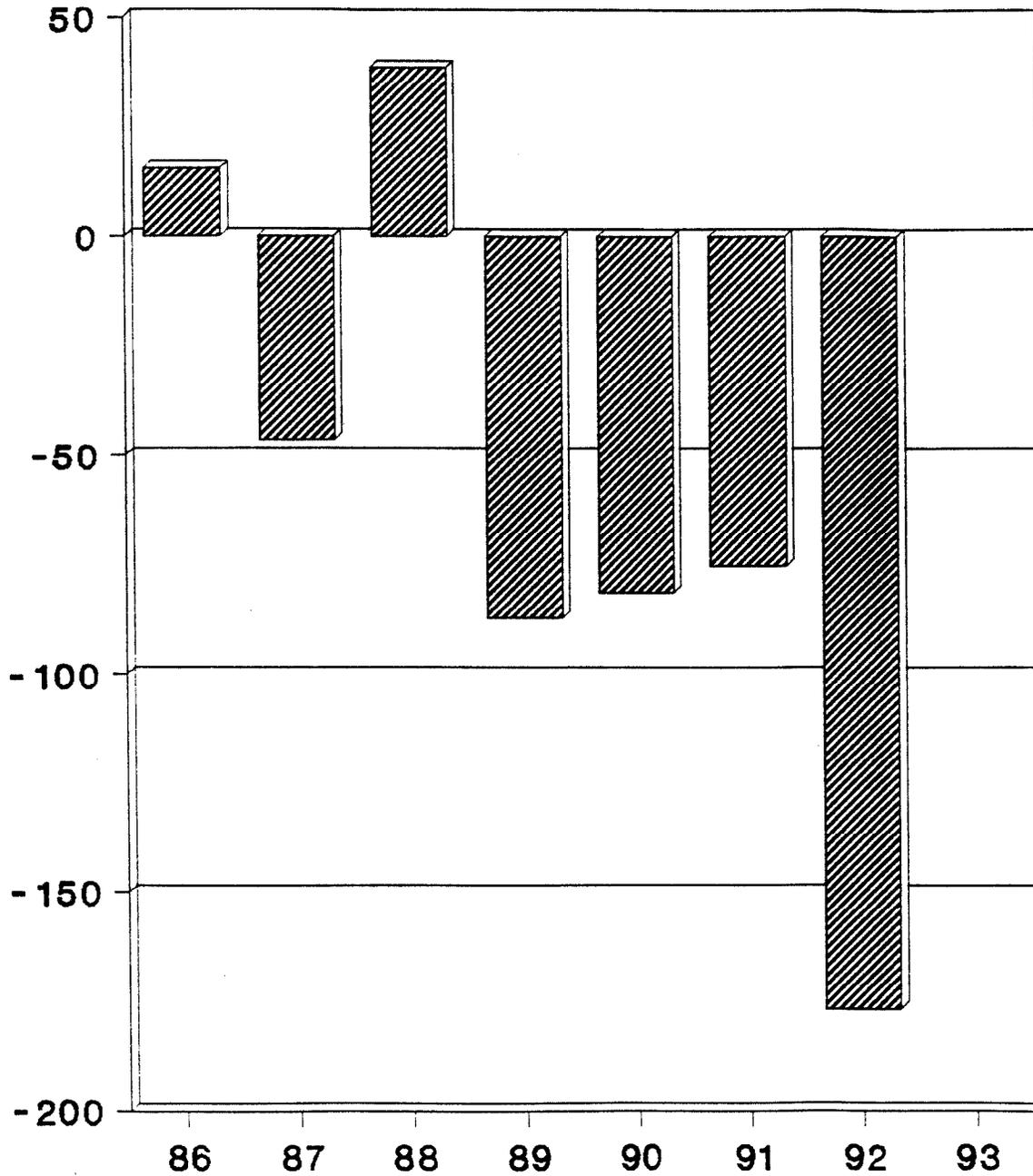


To further compare housing affordability of the nation to that of Teton County, Table 6 creates a comparative measure by subtracting the Teton County percentage from the national. In other words, subtracting the County affordability measure (median price as percentage of median income) from the national affordability measure shows a growing divergence from 1986 to 1992. Figure 5 depicts the trend graphically.

TABLE 6 HOUSING AFFORDABILITY JACKSON/TETON COUNTY, 1986-1992			
Year	US Median Housing Price as Proportion of Median Income	Teton County Median Housing Price as Proportion of Median Income	Teton County Affordability Difference
1986	369.52%	354.09%	15.43
1987	400.98%	447.46%	-46.48
1988	413.22%	374.61%	38.61
1989	415.14%	502.43%	-87.29
1990	410.45%	492.06%	-81.61
1991	398.33%	473.88%	-75.55
1992	393.57%	570.34%	-176.77
1993	N/A	635.15%	N/A

FIGURE 5

TETON COUNTY HOUSING AFFORDABILITY BASED ON NATIONAL NORM



Why the Affordable Housing Problem?

One possible reason is that the local industry mix has changed and created a different population distribution across income, and therefore altering the match between the ability to pay by local households and the cost of housing. However, Table 7 shows a high degree of stability in the industry mix of the County. Construction has increased its role in total employment but this is the only significant shift. Teton County was an economy highly dependent on trade and services, which is typical of tourist areas, in 1969 and the same mix existed in 1990. These data suggest stability in the composition of the work force and it would follow then that the housing situation in Teton County does not result from changes in the industrial character of the area.

TABLE 7 EMPLOYMENT BY INDUSTRY IN JACKSON/TETON COUNTY 1969, 1980, AND 1990						
Industry	1969		1980		1990	
	Jobs	Sector Proportion	Jobs	Sector Proportion	Jobs	Sector Proportion
Service	1,331	41.36%	1,561	36.09%	5,279	39.61%
Retail Trade	602	18.71%	1,277	29.53%	3,090	23.19%
Construction	237	7.36%	509	11.77%	1,633	12.25%
Finance, Insurance, Real Estate	81	2.52%	208	4.81%	842	6.32%
State/Local Government	299	9.29%	N/A	N/A	951	7.14%
Transportation, Public Utilities	63	1.96%	189	4.37%	326	2.45%
Manufacturing	90	2.80%	374	8.65%	310	2.33%
Wholesale Trade	30	0.93%	111	2.57%	185	1.39%
Federal Government	232	7.21%	N/A	N/A	382	2.87%
Agricultural Services	25	0.78%	15	0.35%	133	1.00%
Agriculture	198	6.15%	N/A	N/A	192	1.44%
Mining	30	0.93%	N/A	N/A	3	0.02%
Total	3,218	100%	4,325	100%	13,326	100%

Source: *An Economic Profile of Teton County, Wyoming: Diversity, Dependency, and Growth*, prepared for the Teton County Commissioners by David T. Taylor, Jean Skidgel and Robert R. Fletcher, 1993.

TABLE 8 JACKSON/TETON COUNTY EMPLOYMENT GROWTH BY INDUSTRY, 1969-1990			
Industry	Growth Amount	Percent Change	Average Annual Change
Service	3,948	296.62	6.78%
Retail Trade	2,488	413.29	8.10%
Construction	1,396	589.03	9.63%
Finance, Insurance, Real Estate	761	939.51	11.79%
State/Local Government	652	218.06	5.66%
Transportation, Public Utilities	263	417.46	8.14%
Manufacturing	220	244.44	6.07%
Wholesale Trade	155	516.67	9.05%
Federal Government	150	64.66	2.40%
Agricultural Services	108	432.00	8.28%
Agriculture	-6	-3.03	-0.15%
Mining	-27	-90.00	-10.38%
Total	10,108	314.11	7.00%
Source: <i>An Economic Profile of Teton County, Wyoming: Diversity, Dependency, and Growth</i> , prepared for the Teton County Commissioners by David T. Taylor, Jean Skidgel and Robert R. Fletcher, 1993.			

It should be noted, however, that employment growth in Teton County has been dominated by services, retail trade and construction. Collectively these industries constitute 78 percent of all employment growth in the County. The 7.00 percent annual economic growth is considered to be very rapid and compares to the national growth rate of 2.1 percent per year for the same time period (Statistical Abstract of the US, 1990, p. 378).

Two problems result from what would be an otherwise happy trend of economic development. First, the majority of new employment opportunities are in low wage industries and, the pace of growth is so rapid that it is unlikely that social and community infrastructure can keep pace.

Second Home Market

A second possible reason is the burgeoning second home market in the County. During the 1980's the number of new homes built to accommodate Teton County household growth was 1,076 while a total of 1,836 residential units were constructed (see Table 9). This shows a second home demand of 760 units; approximately 69 per year, or 41 percent of all new dwelling units during this period were for second home or vacationing nonresidents. The data reveal a ratio of 1.7 new dwelling units per new household.

This was a dramatic change in the housing trends in Teton County. It is the second home and vacation home market that has been the primary factor in the rising land and housing prices in the County by adding demand.

**TABLE 9
NEW RESIDENTIAL DWELLING UNITS AND NEW HOUSEHOLDS
JACKSON/TETON COUNTY, 1980-1990**

Year	Dwelling Units Permitted	Resident Population	Total Population	Total Households
1980	162	9,355	10,411	4,045
1981	156	9,900	10,982	4,288
1982	122	10,500	11,609	4,556
1983	139	10,700	11,837	4,668
1984	89	10,600	11,765	4,664
1985	78	10,100	11,294	4,500
1986	87	10,200	11,424	4,575
1987	101	10,500	11,755	4,732
1988	176	10,800	12,086	4,890
1989	378	11,000	12,318	5,010
1990	348	11,172	12,523	5,120
Total Increase from 1980 to 1990	1,836	1,817	2,112	1,076
Proportional Change from 1980 to 1990	N/A	19.42%	20.29%	26.60%
Average Annual Change	167	182	211	108

Sources: 1980 and 1990 Census of the Population; National League of Cities, 1985 estimates of population and households; Wyoming department of Administration, Division of Economic Analysis, for interim years population estimates between 1981 and 1989.

The 1990 Census of Housing confirms this by reporting 1,774 dwelling units occupied by nonresidents. This is up from 723 in 1980, meaning an increase of 1,051 dwelling units occupied by nonresidents. Given the fact that nonresident households grew by 1,051 while nonresident dwelling units grew by 760, 291 year-round households were squeezed out of the local housing market by nonresident households. This rapid increase in the number of second and vacation homes resulted in an increase of the "non-local" homes from 15 percent of the 1980 housing stock to 30 percent of the 1990 housing stock, while the percentage of the homes occupied by permanent residents dropped from 85 percent to 70 percent.

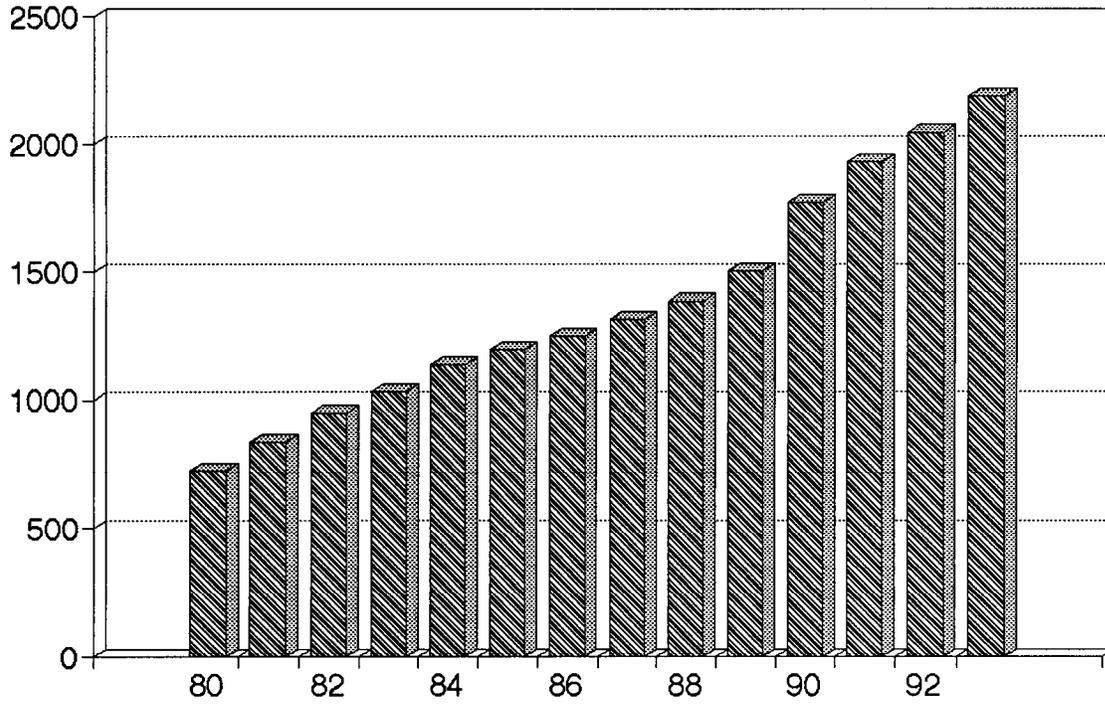
Figure 6 illustrates the steady growth of the external demand for housing represented by the increase in the number of households occupied by seasonal and short-term residents and residents who have their second home in Teton County. Table 10 shows the increase in total housing units and the growth of housing units that are fulfilling the external demand. Between 1980 and 1993, housing units for the external demand constituted 57.9 percent of the housing growth.

**TABLE 10
RESIDENTIAL BUILDING PERMITS, DWELLING UNITS
AND EXTERNAL HOUSING DEMAND
JACKSON/TETON COUNTY, 1980-1993**

Year	Building Permits	Total Dwelling Units	External Demand
1980	162	4,895	723
1981	156	5,057	837
1982	122	5,213	948
1983	139	5,335	1,034
1984	89	5,474	1,132
1985	78	5,563	1,195
1986	87	5,641	1,250
1987	101	5,728	1,311
1988	176	5,829	1,383
1989	378	6,005	1,507
1990	348	6,383	1,774
1991	265	6,731	1,932
1992	194	6,996	2,047
1993	235	7,190	2,187

FIGURE 6

EXTERNAL HOUSING UNITS TETON COUNTY



The Aspens development in the county presents an example of this trend. There are several hundred condominium units at the Aspens and for many years these were a repository for hundreds of seasonal workers. It is now more lucrative for landlords to rent their units to short-term vacationers. The experience of the Jackson Hole Racquet Club in the Aspens demonstrates this: while essentially as many units were under management in 1991 as in 1984, the mix of occupants has dramatically changed. In 1984, 55 percent of the units were rented on a long-term basis while 45 percent were rented short-term. In 1991, only 13 percent of the units were rented on a long-term basis and 87 percent were short-term rented. The result is that nearly 60 units that used to house permanent residents are no longer available for such individuals (see Summit Management Consulting, *An Updated Study of the Affordable Housing Situation in Teton County, Wyoming*, 1992.)

Further demonstrating the shift in the housing market from serving the demand of the permanent residents to serving the second and vacation home market is the fact that long-term rentals for occupancy by local residents increased by only 11 percent during the 1980's, barely more than one-half of the 19 percent population growth (see Summit Management Consulting, *An Updated Study of the Affordable Housing Situation in Teton County, Wyoming*, 1992.)

The portion of the Teton County population that occupies second homes is further illustrated by the 9,245 registered voters that may be contrasted with a 1990 census count of 11,172 permanent residents and a 1994 estimate of 13,321. It is not possible to have over 9,000 registered voters out of a total population of 13,000. This simply means that there is a group of individuals who count Teton County as their home but are not so counted by the definitions employed by the census. From the perspective of the housing market, however, these households would appear as permanent residents regardless of their census definition.

The data in this assessment clearly show that there is a substantial vacation and second home market in Teton County and that the dominant force in the housing market is the construction of vacation and second homes for this portion of the local population. This activity is primarily an adjunct of the tourist industry. Typically, individuals visit areas such as Jackson Hole as tourists and because of their enjoyment of the area select it as a place for a second or vacation home.

Reasons for the Growth of the External Demand

Several factors likely contributed to the growth of the second home market during the 1980's and continue to affect it now. The Federal Aviation Administration issued authority for commercial airlines to provide jet service into the Jackson Hole Airport in 1983. Prior to the commercial air service, Teton County was very remote and inaccessible. The nearest airports were in Billings, MT, Salt Lake City, UT and Denver, Co. Once commercial air service became available in Jackson Hole, the county became greatly more accessible and attractive to people across the country. The increase in airport activity prompted a terminal expansion in 1988.

In the late 1980's, two high end developments, Teton Pines and Spring Creek Ranch, began marketing to potential buyers of second and vacation homes. These marketing campaigns significantly increased the visibility of Teton County to people with the means to live in Jackson Hole on a part-time basis.

The national economic climate also contributed to the growth of the external housing demand. The economic prosperity enjoyed by many across the nation and the changes of the income taxing structure in the 1980's created the opportunity for many to look to Teton County as a second home or vacation area.

Second Home Buyers Have More Purchasing Power Than First Time Buyers

Second home buyers not only increase the demand for house lots in the local housing market, they bring greater purchasing power to the market. There is no direct data on point, but national data report that the median purchase price paid by first time home buyers is \$122,400 and \$158,000 by repeat buyers (Statistical Abstract of the US, 1993, page 734). This second home demand will cause the market to

serve it rather than the housing demand of permanent residents simply because second home buyers have greater means.

C. EXISTING INTERNAL HOUSING DEMAND

The Jackson Hole Chamber of Commerce and the Teton County Housing Authority conducted a survey designed to quantify the existing need for affordable housing units in Teton County. The existing need for affordable housing, as contrasted with the external need defined above, is the demand for housing created by the local work force.

The survey was distributed to local employees through all of the Chamber of Commerce membership and represents the local work force as of October, 1993. The respondents consisted of people who defined themselves as local, year-round, full-time employees. They may reside in the County or outside of the County but wish to live in Teton County because of their place of local employment.

The 1,699 responses were extrapolated to the total work force to produce the survey results. The October, 1992, work force was 10,602 based on data from the Wyoming Department of Employment and growing at an annual rate of 4 percent. Therefore the 1,699 responses were extrapolated to a work force of $10,602(1.04)$, or 11,026.

The survey revealed an internal demand for 172 owner-occupied housing units, as shown in Table 11 and 228 rental units, as described in Table 12. These results of ownership demand are based on the standard that the household can afford a mortgage of approximately three times the annual income and afford a 10 percent down payment. Note should be taken that if Teton County housing costs were roughly equivalent to the national norms, there would be no net need for affordable housing within the county.

TABLE 11 INTERNAL NEED FOR OWNERSHIP HOUSING UNITS JACKSON/TETON COUNTY, 1993			
Monthly Household Income Range	Maximum Mortgage Affordable	Maximum Sale Price Affordable	Internal Need
\$1,600 - \$1,999	\$ 71,000	\$ 78,000	14
\$2,000 - \$2,399	\$ 86,000	\$ 94,000	29
\$2,400 - \$2,799	\$102,000	\$112,200	32
\$2,800 - \$3,199	\$118,000	\$129,800	26
\$3,200 - \$3,599	\$133,000	\$146,300	22
\$3,600 - \$3,999	\$149,000	\$163,900	14
\$4,000 - \$6,000	\$189,000	\$207,900	35
Total Internal Need			172
Source: <i>Affordable Housing Needs Study</i> , Jackson Hole Chamber of Commerce and Teton County Housing Authority, 1993.			

Table 12 details the internal demand for rental housing based on the Chamber/Housing Authority survey. For purposes of this assessment, it was assumed that households had two incomes. A capitalization rate of 10 percent was used to determine the value equivalent for rental housing and the maximum affordable rent was 30 percent of the household income.

TABLE 12 INTERNAL NEED FOR RENTAL UNITS JACKSON/TETON COUNTY, 1993			
Monthly Household Income	Maximum Rent Affordable	Equivalent Dwelling Unit Value	Internal Need
Under \$1,800	\$ 540	\$ 64,800	18
\$1,800 - \$2,199	\$ 660	\$ 79,200	39
\$2,200 - \$2,599	\$ 780	\$ 93,600	42
\$2,600 - \$2,999	\$ 900	\$108,000	34
\$3,000 - \$3,399	\$1,020	\$122,400	30
\$3,400 - \$3,799	\$1,140	\$136,800	18
\$3,800 - \$4,999	\$1,500	\$180,000	47
Total Internal Need			228
Source: <i>Affordable Housing Needs Study</i> , Jackson Hole Chamber of Commerce and Teton County Housing Authority, 1993.			

The Chamber/Housing Authority study shows that the local housing market is not meeting the needs of resident households with annual incomes of less than \$72,000. This is significant in that \$72,000 is approximately twice the national and Teton County median household incomes.

The Chamber/Housing Authority survey may understate the problem. Given the employment growth of approximately 4,700 between 1980 and 1990 (WY Dept. of Employment) and the growth of external housing demand of 1,051 dwelling units for the same time period, contrasted with 1,826 residential units permitted for the 10 year period, one would expect a greater existing need than 400 housing units. Some of the housing demand may be fulfilled by local employees who commute from outside of the County and wish to continue living elsewhere. Other demand may be met by local employees who arrived in the County and secured housing early in the 1980's when housing was more affordable. Nonetheless, the Chamber/Housing Authority survey is used in this analysis because it is a recent and locally administered survey of housing need.

D. PROJECTED AFFORDABLE HOUSING NEED

Growth of Affordable Housing Need in Teton County

Teton County housing prices have been growing at a much faster pace than the ability to pay by Teton County residents. Given the growth rates described above it is possible to estimate when the problem of affordable housing began. Table 13 presents the median cost of a single-family house as a percentage of the median income for Teton County from 1983 to 1993. It is generally recognized that housing is affordable at 250 percent of annual income. The figure of 300 percent of income is frequently used as well. Table 13 demonstrates that the trend over the past ten years is growing unaffordability. In Teton County, median housing prices equaled 635 percent of median income in 1993. Working backwards, it appears that the general housing affordability problem in Teton County began in the early 1980's; in 1983 median housing prices equaled 260 percent of median income, by 1985 and after, the ratio never drops below 300 percent. This is not to say that individuals in Teton County did not suffer from affordability problems prior to the 1983, rather that housing affordability problems became a community problem in

the early 1980's and began to evolve as a matter of public concern. Between 1983 and 1993, affordable housing grew from not being a community problem to one needing 172 ownership units and 228 rental units.

TABLE 13 TREND IN AFFORDABLE HOUSING NEED JACKSON/TETON COUNTY, 1983-1993			
Year	Median Housing Price	Median Household Income	Median Housing Price as Proportion of Median Household Income
1983	\$ 56,210	\$21,639	259.76%
1984	\$ 65,893	\$22,832	288.60%
1985	\$ 77,245	\$24,090	320.65%
1986	\$ 90,000	\$25,417	354.09%
1987	\$120,000	\$26,818	447.46%
1988	\$106,000	\$28,296	374.61%
1989	\$150,000	\$29,855	502.43%
1990	\$155,000	\$31,500	492.06%
1991	\$157,500	\$33,236	473.88%
1992	\$200,000	\$35,067	570.34%
1993	\$235,000	\$36,999	635.15%

This analysis shows that the need for affordable housing began to amass slowly and increased as time passed. Thus, the annual increase in need did not grow at a steady pace as shown in Table 14. The need began slowly and has been rapidly increasing as the gap between housing prices and incomes has grown. This growth has not been at a steady or linear rate, but at a logarithmic or annually compounded rate.

However, projecting need into the future requires a different method. For future projected need a linear rate was used. During the recent past (1990-1993), the need for affordable housing grew at an approximate pace of 40 units per year for rental and owner-occupied units, as shown in Table 14. This recent trend was projected into the future as the base trend for projecting need. Additionally, this base trend was increased each year at the rate of growth of the general population.

For purposes of the projection, the use of the recent trend was thought to be preferable to the use of the historic compound growth rate. Compound growth rates are only practicable for short periods of time. Projecting needs for 10 years in the future at a compound growth rate would tend to over project the need for affordable housing. Thus, the recent linear trend is the most appropriate and reasonable way of projecting the future need because it is based on the most recent experience of Teton County and it avoids the possibility of over projection.

The population projections for Teton County to 2002 provide a basis to differentiate between total dwelling unit need and the affordable unit need. Population is projected to increase approximately 3,600 in the next 10 years. The number of resident households will increase by approximately 1,400. Therefore the total need for dwelling units will be 1,400 for resident households plus an additional 1,600 dwelling units for nonresident households or external demand, for a total dwelling unit need of 3,100. The total

affordable housing units needed, based upon the trend of need shown in Table 15, equals 800 units. This is approximately 25 percent of the total housing production.

TABLE 14 CHANGE OF AFFORDABLE HOUSING NEED JACKSON/TETON COUNTY, 1983-2002						
Year	New Dwelling Units	Affordable Units Needed				Need as Percent Dwelling Units
		Ownership		Rental		
		Total	New	Total	New	
1983	139	0	0	0	0	N/A
1984	89	5	5	12	12	11.34%
1985	78	7	2	17	5	10.97%
1986	87	11	4	23	6	5.90%
1987	101	16	5	32	9	13.76%
1988	176	24	8	44	12	11.46%
1989	378	35	12	62	17	7.11%
1990	348	52	17	85	24	9.17%
1991	265	78	25	119	33	22.09%
1992	194	116	38	164	46	43.14%
1993	235	172	56	228	64	50.98%
1994	242	212	40	268	40	33.06%
1995	249	253	41	309	41	32.93%
1996	257	295	42	351	42	32.70%
1997	264	338	43	394	43	32.63%
1998	272	382	44	438	44	32.47%
1999	280	428	45	484	45	32.33%
2000	289	474	46	530	46	32.10%
2001	297	521	48	577	48	32.02%
2002	306	570	49	626	49	31.85%

The projections for Teton County show a need of 88 affordable housing units, 44 ownership and 44 rental units (see Table 15). This projected need is in addition to the existing need of 400 units identified in the Chamber/Housing Authority study.

**TABLE 15
PROJECTIONS OF POPULATION, RESIDENT HOUSEHOLDS,
DWELLING UNITS AND AFFORDABLE HOUSING NEED
JACKSON/TETON COUNTY, 1993-2002**

Year	Population	Resident Households	Total Dwelling Units	Affordable Housing Need
1993	14,460	5,829	7,966	400
1994	14,821	5,975	8,269	480
1995	15,192	6,125	8,584	562
1996	15,572	6,278	8,911	646
1997	15,961	6,435	9,250	732
1998	16,360	6,596	9,602	821
1999	16,769	6,761	9,968	911
2000	17,188	6,930	10,347	1,004
2001	17,618	7,103	10,709	1,099
2002	18,058	7,280	11,082	1,196
Change from 1993 to 2002	3,598	1,451	3,116	796
Average Annual Change	400	161	346	88
Ratio of affordable units to total units: 25.43 percent				

E. ALLOCATING AFFORDABLE HOUSING OBLIGATIONS

On the basis that the ratio of affordable housing need to total housing need is approximately 25 percent, one quarter of all future residential developments need to be priced within the affordable price range if the County is going to accomplish its objective of ensuring housing is affordable to the local work-force. These units should be priced within three price ranges to more evenly address households with different levels of ability to pay for housing.

Furthermore, proposed developments that include housing priced below the median priced housing in the County, impact the affordable housing problem less than developments with higher priced housing. For this reason a sliding scale is established to reduce the affordable housing obligation assigned to a development. The reduction is proportional to the prices of the proposed housing. As the prices drop below the County median housing price, the affordable housing obligation reduces until it becomes zero for housing units that are priced to be affordable for households earning 120 percent of the County median income. Housing that is priced to be affordable for households earning less than 120 percent of the County median income shall be exempt for the affordable housing obligation.

Maximum Sales Prices and Monthly Rents for Affordable Housing

The affordable housing units shall be priced so as to be affordable for three income levels. The three levels correspond with incomes equal to 120 percent of county median family income or \$50,000, 100 percent of median family income or \$41,000, and 80 percent of median family income which is approximately \$32,000. The maximum sales prices of owner-occupied units, which are adjusted downward for unit sizes, are based upon the income capacity for a mortgage and reflect variables such as down payment and interest rate. Table 16 contains the restricted sales prices for the anticipated unit types in each income category. Table 17 presents the maximum allowed rents for the likely unit types based on the standard that a family can afford 25 percent of its income for housing.

TABLE 16 MAXIMUM SALES PRICES FOR AFFORDABLE DWELLING UNITS			
Housing Unit Type	Household Income Category		
	Low	Moderate	Middle
Studio	\$ 67,243	\$ 71,543	\$115,090
One Bedroom	\$ 77,329	\$ 83,985	\$124,422
Two Bedrooms	\$ 87,416	\$ 99,537	\$133,753
Three Bedrooms	\$ 97,502	\$115,090	\$146,196
Single-Family Detached	\$107,589	\$130,643	\$155,527

NOTES:
¹ Low income = \$32,000 or less annual income
 Moderate income = \$32,001 - \$41,000 annual income
 Middle income = \$41,001 - \$50,000 annual income
² Households are classified into low, moderate, and middle income categories based upon both the total household income and household size.

TABLE 17 MAXIMUM RENTS FOR AFFORDABLE DWELLING UNITS			
Housing Unit Type	Maximum Monthly Rent by Household Income		
	Low Income	Moderate Income	Middle Income
Studio	\$417	\$479	\$ 771
One Bedroom	\$479	\$563	\$ 833
Two Bedrooms	\$542	\$667	\$ 896
Three Bedrooms	\$604	\$771	\$ 979
Single-Family Detached	\$667	\$875	\$1,042
NOTES: ¹ Low income = \$32,000 or less annual income Moderate income = \$32,001 - \$41,000 annual income Middle income = \$41,001 - \$50,000 annual income ² Households are classified into low, moderate, and middle income categories based upon both the total household income and household size.			

Payment-in-lieu Schedule

In some instances a payment-in-lieu may be preferable to the construction of residential units. For these occasions a payment schedule was calculated to equal the amount of subsidy, or the difference between the market price and the restricted sales price, for one, two and three bedroom units. The market price for each of the unit types covered by this option is based on Multiple Listing Service data and is shown in the "market cost" column in Table 18. The restricted sales price is from Table 16 above and the subsidy represents the difference between the two figures.

Each unit type is credited in the Teton County Affordable Housing Guidelines with a number of persons per dwelling unit. For example, a two bedroom unit is credited with providing affordable housing for 2.25 persons. The subsidy per person is computed by dividing the subsidy for each unit type by the credited number of persons. The three subsidy/person amounts for each category are averaged to produce the payment-in-lieu amount for each of the three income categories. As shown in Table 18, the payment-in-lieu for a category three unit, for example, is the average of the subsidy amounts for 1BDRM CAT3, 2BDRM CAT3 and 3BDRM CAT3, or \$2,437.

TABLE 18 PAYMENT IN LIEU SCHEDULE					
Housing Unit & Income Category	Market Price	Restricted Price	Subsidy	Persons per Unit	Subsidy per Person
1BDRM CAT1	\$100,000	\$ 77,500	\$22,500	1.75	\$12,857
1BDRM CAT2	\$100,000	\$ 84,000	\$16,000	1.75	\$ 9,143
1BDRM CAT3	\$100,000	\$124,500	(\$24,500)	1.75	(\$14,000)
2BDRM CAT1	\$148,000	\$ 87,400	\$60,600	2.25	\$26,933
2BDRM CAT2	\$148,000	\$ 99,500	\$48,500	2.25	\$21,556
2BDRM CAT3	\$148,000	\$133,800	\$14,200	2.25	\$ 6,311
3BDRM CAT1	\$191,000	\$ 97,500	\$93,500	3.00	\$31,167
3BDRM CAT2	\$191,000	\$115,000	\$76,000	3.00	\$25,333
3BDRM CAT3	\$191,000	\$146,000	\$45,000	3.00	\$15,000
Payment in lieu:	Category 1 = \$23,652 Category 2 = \$18,677 Category 3 = \$ 2,437				

Sliding Scale for Housing Priced Below the County Median Price

Affordable housing is defined as housing affordable to a Teton County family earning 120 percent of the median income. The median income is approximately \$40,000 and an affordable house is set to equal 300 percent of the family income. Thus, 120 percent of \$40,000 at 300 percent equals a house priced at \$144,000.

Teton County MLS data show the 1993 median price of a single family unit is \$235,000. Housing proposed at this price or higher shall have an affordable housing requirement of 25 percent. Between \$144,000 and \$235,000, the requirement is determined by the following sliding scale:

$$P - AP * 25 \text{ percent}$$

$$MH - AP$$

P = Price of Individual Unit

AP = 3 * (1.2 * Median Income)

MH = Median Housing Cost

CHAPTER 5

Appendix B

SEASONAL EMPLOYEE HOUSING NEEDS ASSESSMENT

Teton County's economy is primarily based on tourism. Nearly 3 million tourists come to Teton County during the peak tourist season of June, July and August. The pattern of taxable sales and lodging tax revenues indicates the magnitude of the local economy's reliance on these tourists. Employment during this summer peak grows by more than 4,500 jobs. While some of these seasonal employees are year round residents and high school or college students whose families live in the valley, many of these employees come to the valley for just these three months. These seasonal employees may be necessary to support the lucrative tourist based businesses, however, they also have considerable impacts on the community.

In terms of housing, seasonal employees impact Teton County whether they enter the local housing market or not. Some employees enter the rental market, impacting the already strained housing market in Teton County. The housing market in Teton County is already falling short of providing adequate housing for permanent residents. This market is simply not meeting the needs created by an influx of seasonal employees. In view of this, some employees attempt to find housing without entering this market, choosing options such as camping, introducing sanitation and other problems of environmental degradation. The seasonal employee housing requirement or fee-in-lieu is designed to help the Teton County community address the impacts caused by these seasonal employees.

A. SEASONAL NATURE OF TETON COUNTY'S ECONOMY

Tourists come to Teton County to take advantage of the natural amenities in the area. While there are three ski areas in Teton County and many tourists come to the area in the winter for both downhill and cross country skiing, by far the great majority of tourists come to Jackson and Teton County during the summer to take advantage of the two National Parks, National Forests and numerous Wilderness Areas.

In 1993 over 2.5 million people visited Grand Teton National Park, two-thirds of those during June, July and August. Estimates of annual visitation to Yellowstone National Park are over 3 million, again with two-thirds of those arriving during the summer months (Jackson Hole Chamber of Commerce). Visitors to Teton County also come to take advantage of other wilderness and natural amenities as well as the two National Parks. There are the Targhee and Bridger-Teton National Forests as well as the Teton, Gros Ventre and Jedediah Smith Wilderness Areas, all of which provide camping and hiking opportunities. The Snake River is another tourist attraction during the summer months. There are 19 float companies listed in the Jackson phone directory. The Chamber of Commerce reported that permits were issued for more than 130,000 people to float the Snake during 1993. These companies operate almost exclusively during the summer months of June, July and August. Teton County and the Snake River are also important fly fishing destinations. The Jackson Hole Chamber of Commerce estimates overall visitation to Teton County to be about 2 million during the three month peak period, or just greater than visitation to Grand Teton National Park.

Offering recreational services to tourists, as well as providing other services which these tourists demand, such as lodging, restaurants and retail stores, means that many more employees are necessary during the summer than during the remainder of the year.

Magnitude of Summer Peak

The commercial activity is dramatically higher during the summer months than during the remainder of the year. This summer peak requires a significant increase in the number of employees. The local economy

does not or cannot sustain this number of employees on a year round basis, resulting in the large number of employees entering the County for a short period of time. These employees have been largely unaccommodated by the housing market, yet they arrive every year.

To give an indication of the magnitude of the summer peak, over half of Teton County's lodging business occurs in the months of June, July and August, as shown by the revenues from lodging tax. The average monthly revenues from these taxes in the summer months are over three times greater than the average revenues for the remaining nine months, which include the winter tourist season as well as the "shoulder" season months. Table 1 shows average lodging tax revenues for the last 3 years, for each month of the year.

Table 1			
Average Monthly Lodging Tax Collected for 1991 through 1993			
Estimated Month of Collection	3 Year Average Monthly Revenue	Percentage of Total Yearly Revenues	
October	\$48,439	4.1%	
November	\$33,430	2.8%	
December	\$48,572	4.1%	
January	\$84,470	7.1%	
February	\$84,751	7.1%	
March	\$51,032	4.3%	
April	\$24,857	2.1%	
May	\$62,512	5.3%	
June	\$191,736	16.1%	51.4%
July	\$205,347	17.3%	
August	\$214,608	18.0%	
September	\$140,619	11.8%	
Total	\$1,190,373	100.1%	
Source: Jackson Hole Chamber of Commerce			

Retail activity during these summer months are similarly higher than the remaining nine months of the year. During the last three years, taxable sales for the nine months outside of the peak season averaged just over 29 million dollars per month. For the same years, taxable sales during the peak months of June, July and August, averaged twice that, or \$58 million per month. Table 2 shows the average monthly taxable sales for the years 1991 through 1993.

These data show that summer is by far the busiest period of year in Teton County. During this peak period of the summer essentially every lodging unit and campsite is filled. Seasonal residents or second home owners return to the area during this time as well. During this period of the year the customers whom these employees have been hired to serve are using nearly all of the available housing units. With the exception of seasonal employees who already reside in or near the County, employees hired during the summer season must locate housing in this saturated market.

Table 2		
Estimated Monthly Taxable Sales for 1991 Through 1993		
Estimated Month of Sale	3 Years Monthly Average	Percentage of Total Taxable Sales
November	\$23,364,337	5.33%
December	\$27,206,706	6.21%
January	\$32,860,418	7.50%
February	\$25,992,642	5.93%
March	\$26,455,427	6.04%
April	\$23,396,661	5.34%
May	\$32,457,547	7.41%
June	\$49,365,131	11.27%
July	\$60,886,789	13.90%
August	\$65,175,617	14.88%
September	\$42,247,767	9.64%
October	\$28,618,824	6.53%
Total	\$438,027,866	99.98%
Source: Jackson Hole Chamber of Commerce		

B. SUMMER SEASONAL EMPLOYEES

Commercial businesses in Teton County do a large portion of their business in the summer months and accordingly, must hire extra employees to meet this demand. Different businesses, of course, cater to this summer peak to varying degrees and will need to hire differing numbers of seasonal employees. Table 3 shows the number of employees per month broken down by Standard Industrial Classification Division. These figures show all employees in Teton County in each division for the three month peak period, for the remaining nine months of the year and, finally, show the difference between these two numbers.

Table 3 shows both that a large portion of Teton County's employees are seasonal and that the number of seasonal employees varies by type of business. Standard Industrial Classification Divisions do not necessarily correspond with Teton County's definitions of land use categories, however, and it is more useful to analyze the number of seasonal employees with regards to Teton County's own use categories.

Table 4 shows the number of summer season employees for the various land use categories defined in the Jackson and Teton County Land Development Regulations. These numbers were obtained by using data provided by the Wyoming Department of Employment which further disaggregated the SIC Divisions to the point where each land use type could be separated out to match the Jackson and Teton County land use categories.

Table 3			
Average Number of Employees for June through August versus September through May For Standard Industrial Classification Divisions			
	Number of Employees		
	Average June-August	Average September-May	Difference
Agriculture	158	79	79
Mining	3	3	0
Construction	1,552	1,349	203
Manufacturing	327	318	9
TCPU	401	390	11
Wholesale Trade	137	121	16
Retail Trade	4,114	2,858	1,256
FIRE	462	448	14
Services	6,976	4,037	2,939
Total	14,130	9,603	4,527
Source: Wyoming Department of Employment, Employment Resources Division, Research and Planning Section			

The highest percentage of seasonal employees is found in the 'Other Lodging' category with 154 percent of employees during the summer peak being seasonal employees. This category consists of bed and breakfasts, dude ranches, short term rental and campgrounds. Although the total number of employees is small, the land use with the next highest proportion of seasonal employees is Nurseries, at 138 percent. The third highest proportion and the greatest actual number (2,285) of summer season employees are hired in the Hotel and Motel Lodging field. Ninety-four percent of the annual average number of employees in this field are summer season only. Retail establishments, restaurants and bars employ the next highest percentage of seasonal employees, with seasonal employees comprising 42 percent, of the annual average work force per month. The remaining land use types show percentages of seasonal employees during the summer months covering a range from a low of 4 percent for Aeronautical uses, to 22 percent for Heavy Retail and Service.

Wages of Employees

Seasonal employees are generally not paid enough to enter Teton County's rental housing market without being cost burdened or overcrowded. Their difficulty in finding housing is exacerbated by the fact that they are often looking for housing for only a three month period. The majority of seasonal employees are employed in the sectors with the lowest wages. Figures are not available for the actual wages of summer employees, however the assumption was made that summer employees earn average wages for the sector in which they are employed. A general measure of housing affordability is that no more than 30 percent of income should be spent on housing.

Table 4					
Seasonal Proportion of Average Number of Summer Employees Jackson/Teton County Land Use Categories, 1993					
Land Use	Average Employees per Month, Jun-Aug	Average Employees per Month, Sep-May	Summer Season Employees	Annual Average Employees per Month	Proportion of Summer Employees to Annual Average
Hotels/Motels	4,156	1,871	2,285	2,442	94%
Other Lodging	373	106	267	173	154%
Restaurant/Bar	1,905	1,300	605	1,451	42%
Retail	1,866	1,272	594	1,421	42%
Commercial Amusement and Indoor/Outdoor Recreation	921	760	161	800	20%
Office	1,159	1,060	99	1,084	9%
Heavy Retail/Service	490	396	94	420	22%
Service	465	401	64	418	15%
Industry	2,122	1,886	236	1,945	12%
Nursery	49	16	33	24	138%
Aeronautical	117	112	5	113	4%
Other (Ag, Utilities, Institutional, Public/Semipublic)	507	423	84	444	19%
Totals	14,130	9,603	4,527	10,735	
Source: Wyoming Department of Employment, Employment Resources Division, Research and Planning Section					

Table 5 shows the average yearly income for each land use category and the amount an employee could afford monthly for housing with the average wage in that sector. The employment data demonstrates that 70 percent of summer seasonal employees work in sectors where the average wage is less than \$14,000 per year or \$1,167 per month. It is likely that many seasonal employees earn less than the average wage in each sector; however, with out concrete data to support this, the average wage is used to estimate what these employees can afford to pay for housing. In general, if seasonal employees enter the housing market, they will be in the rental market (as opposed to the buyers market,) due to both their low incomes and the short period of time they will be in the community.

Table 5			
Average Income and Maximum Monthly Housing Costs by Land Use Category			
Land Use	Seasonal Employees	Average Annual Income	Maximum Monthly Housing Cost
Hotels/Motels	2,285	\$12,688	\$317.20
Other Lodging	267	\$13,416	\$335.40
Restaurant/Bar	605	\$11,388	\$284.70
Retail	594	\$15,652	\$391.30
Commercial Amusement and Indoor/Outdoor Recreation ¹	161	See Footnote	
Office	99	\$25,523	\$638.07
Heavy Retail/Service	94	\$21,245	\$531.13
Service	64	\$15,566	\$389.15
Industry	236	\$26,100	\$652.50
Nursery	33	\$14,092	\$352.30
Aeronautical	5	\$20,124	\$503.10
Source: Wyoming Department of Employment, Employment Resources Division, Research and Planning Section and Teton County			

As the majority of seasonal employees earn less than \$1,167 per month, they can afford to pay a rent of \$350 per month or less. A household of two wage earners could afford \$700 per month for rent. The Teton County Housing Authority (TCHA) supports these findings, estimating that seasonal employees can afford to pay \$312 per month, each. TCHA calculated this figure by assuming an average wage of \$6.00 per hour, estimating average monthly income and assuming these employees can pay 30 percent of their income on rent. These rental amounts fall into the category of housing which is already at a deficit in Teton County (see Table 6.)

Although average wages in some of the land use categories are higher than the \$1,167 per month figures, the majority of even these higher paying land use categories still fall into income ranges needing affordable housing assistance. There is currently an estimated year round deficit of 228 units in the \$1,500 per month and below rental range in Teton County. Employees earning greater than \$2,500 per month can afford housing costs of \$750 per month, or \$1,500 per month for a two wage earning household, which is above this “deficit range”. However, as Table 5 demonstrates, there are no land uses in which the average wage is this high.

¹Available income data does not separate income for Commercial Amusements, and Indoor and Outdoor Recreations as defined in the Jackson/ Teton County LDRs from income earned by Teton County residents outside of Teton County in employment such as movie acting or producing. Because the County has a number of residents in that area of employment, this data does not give an accurate representation of salaries in the Commercial Amusement and Indoor and Outdoor Recreation categories. The wage factor for this type of land use may be determined by independent calculation (see Table 8).

Table 6		
Internal Need for Rental Units, Teton County, 1993		
Monthly Income	Maximum Rent	Needed Units
Under 1,800	\$540	18
1,800 - 2,199	\$660	39
2,200 - 2,599	\$780	42
2,600 - 2,999	\$900	34
3,000 - 3,399	\$1,020	30
3,400 - 3,799	\$1,140	18
3,800 - 4,999	\$1,500	47
Total Need		228
Source: <i>Employee Housing Needs Survey</i> , Jackson Hole Chamber of Commerce and Teton County Housing Authority		

C. HOUSING MARKET

The problem of housing for County employees has been growing worse. The official population grew from 9,355 in 1980 to 11,172 in 1990 and this trend has continued after 1990 (1980 and 1990 Census of the Population). These data, however, reflect only the permanent population and do not show the full impact of the growth. The more dominant component of the growth has been in seasonal and nonresident population. For this reason employment is a better measure of the growth than official population. The 1980 average annual employment was 5,742 while the 1990 average annual employment was 10,326 (State of Wyoming, Department of Employment)². Employment grew 80 percent during the 80's (six percent per year) while population grew 19 percent or two percent per year. This indicates two significant events: (1) that permanent population is not the driving force in the local economy; and (2) that labor is imported. The first point emphasizes the importance of the tourist to the local economy. The second point illustrates that seasonal employees as well as other imported employees are holding an increasing portion of jobs in Teton County.

The demand for housing these employees comes at the time of year when Teton County's housing market is stretched to its very thinnest. Furthermore, this demand also falls into the affordable category where Teton County is experiencing a year round shortage. According to the *Employee Housing Needs Survey*, in 1993 there was a year round deficit of 228 rental units which would be considered affordable. Table 6 shows the deficit of rental units in the affordable range to adequately house Teton County's permanent residents. The needed units are further split up over income categories whose needs are not being met. Summer seasonal employees would generally fall into the lower half of the income and rent categories.

In spite of their low incomes, not all summer seasonal employees are in need of housing. It is estimated that 34 percent of summer employees have housing. This number includes high school and college students

²The Department of Employment figures for 1980 do not include Federal Employment, there for the number was adjusted by adding the estimated number of Federal Employees in 1980 from "An Economic Profile of Teton County, Wyoming: Diversity, Dependency and Growth." Prepared for the Teton County Commissioners by David T. Taylor, Jean Skidgel and Robert R. Fletcher, 1993. The Department of Employment figures for 1990 include Federal Government Employment.

whose families are from the County and other year round residents. The number of year round residents, aside from local students, was estimated by dividing the number of seasonal employees by the average number of jobs per employee in Teton County. According to the study completed by the Chamber of Commerce and the Teton County Housing Authority, there are approximately 1.2 jobs per employee in Teton County. Dividing by this number accounts for year round residents who, take on second jobs in the summer and seasonal employees who have more than one seasonal job and would otherwise be double counted. As for high school students, high school administrators estimate that 88 percent of high school students, or a total of 440, are employed in nonfarm jobs during the summer. The number of employees from local families who work during the summer, but not throughout the year, such as college students, is estimated to be an additional 220 employees. This totals 660 employees. These calculations indicate that 3,113 or 69 percent of 4,527 total seasonal employees are in need of housing. This demand is in addition to the year round deficit of 228 affordable rental units identified by the study completed by the Chamber of Commerce and the Teton County Housing Authority.

There are a number of reasons for the affordable housing shortage in Teton County. The main reason is that tourists and seasonal residents (owners of vacation homes) generally have more purchasing power than permanent residents and employees, both permanent and seasonal. The housing market is affected in terms of both rental and for purchase housing. Over 40 percent of all new dwelling units constructed in the 1980's were purchased for second home use. The second home and vacation home market has been the primary factor in the rising land and housing prices by adding demand and causing resources to be shifted to the higher paying high-end housing market. The effect this has on seasonal employees is indirect in that they are not purchasing housing. However, as this situation prevents permanent employees and residents from purchasing housing and forces them to compete in the rental market, it does affect seasonal employees indirectly.

More directly affecting seasonal employees is the fact that the rental market is also catering to the tourist. It is now more lucrative for landlords to rent their units to short-term vacationers than to longer term occupants, be they permanent or seasonal employees. The experience of the Jackson Hole Racquet Club in the Aspens demonstrates this: while essentially as many units were under management in 1991 as in 1984, the mix of occupants has dramatically changed. In 1984, 55 percent of the units were rented on a long-term basis while 45 percent were rented short term (less than thirty days). In 1991, only 13 percent of the units were rented on a long-term basis and 87 percent were rented short term.

Further demonstrating the shift in the housing market from serving the demand of the permanent residents and employees, both seasonal and permanent is the fact that long-term rentals for occupancy by local residents increased by only 11 percent during the 80's, barely more than one-half of the 19 percent population growth (and 80 percent employment growth.)

D. IMPACTS TO TETON COUNTY

There are a variety of ways seasonal employees cope with the housing situation. As mentioned earlier, many camp out in National Forests or camp illegally in other places. The United States Forest Service estimates that there are between 300 and 500 people living for extended periods of time in undesignated areas of the Bridger Teton National Forest during the peak season. This does not include people camping for recreational purposes, but comprises mostly people working in Jackson and a small number of transients. The Forest Service cites concerns with resource damage, water quality problems resulting from the lack of sanitary facilities and finally law enforcement problems. The maximum permitted stay in one site in the National Forest is 16 days, meaning that these campers must move their camps every two weeks unless they wish to camp illegally. In addition to those living in the forest, some people are camping in areas where camping is illegal altogether, such as close to town on Cache Creek. Others end up living unofficially with friends or relatives who already have a home in the valley. Some summer employees end up with 6 or 8 people renting one housing unit. This situation is often arranged by the employer and, even though each person pays a fairly low rent, the combined rent they can afford is quite high. Units which might otherwise

be rented for a price affordable to local residents are rented out at inflated prices to seasonal employees. Finally, still others choose to live in Orville's Mission, which is Teton County's homeless shelter. Conversation with the Mission representatives revealed that, they have never turned anyone away, as long as people were willing to sleep in whatever space was available, however, they actually had more people than official sleeping spaces on many occasions this summer.

Addressing these Impacts

This huge number of people needing housing during the period of time when none is available has several impacts on the community. First of all, the increased demand competes with demand generated by the permanent population. The housing market is failing to meet the needs of permanent residents, not to mention seasonal employees. This serves to further constrict the rental market in Teton County, and inflates rental rates. People who do not enter the rental market, but instead choose to camp out for the summer have serious environmental impacts to natural areas they utilize, as discussed above. The seasonal employee housing requirement is designed to address the additional need created during the peak period by requiring the businesses that utilize seasonal employees to provide housing or the funds to provide affordable housing.

The seasonal employee housing requirement is designed to address the impacts caused by seasonal employees. The housing needs analysis has determined that the permanent housing shortage is largely a result of the second home and vacation market. Housing for permanent employees is therefore being addressed through the residential housing requirement.

Sixty-nine percent of a business' seasonal employees are estimated to be in need of housing. Table 7 shows the year round deficit of units in each price category, as well as the deficit introduced by seasonal employees, assuming two employees per unit. As discussed earlier, there is already a shortage of rental housing in Teton County costing less than \$1,500 per month. Two people living together, each earning \$2,500 per month can afford housing costs of \$750 per month each, or a total of \$1,500. Accordingly, employers in land uses where the average wage is more than \$2,500 should not be required to provide employee housing. Additionally, in the range of salaries below that threshold, employers in higher paying land use categories should be required to provide proportionally less employee housing.

Table 7 Year Round and Peak Season Rental Housing Deficit				
Maximum Rent	Per Person Maximum Rent	Existing Year Round Deficit	Additional Units required by Seasonal Employees	Total Peak Season Deficit
\$540	\$270	18		
\$660	\$330	39	1,084	1,102
\$780	\$390	42	136	178
\$900	\$450	34	225	259
\$1,020	\$510	30	2	32
\$1,140	\$570	18	35	53
\$1,500	\$750	47	128	175

The following sliding scale formula can be used to calculate a reduction in an employer's seasonal housing obligation (69 percent of seasonal employees) based upon the average wage paid. For land uses in which the average wage is \$2,500 per month or more, the formula reduces the obligation to zero since the wage is high enough for the employee to obtain housing above the \$1,500 per month rent mark, assuming two wage earners per household.

$$1 - \frac{0.30 * \text{Average Monthly Salary}}{750} = \text{Average Wage Factor}$$

750

Table 8 shows the resulting number of employees for whom seasonal housing should be provided. The entire calculation involves taking the total number of full-time equivalent employees, multiplied by the seasonal employee percentage, multiplied by 69 percent (seasonal employees assumed to be in need of housing,) multiplied by the average wage factor (resulting from the above equation,) equals the number of employees for whom seasonal housing must be provided.

There are four basic options open to nonresidential developers in terms of providing the required employee housing. The first three options involve the developer providing the housing. The fourth option would be a payment or fee-in-lieu of actually providing the units. The County would provide housing by pooling the funds gained by this payment.

Table 8 Required Employee Housing for Jackson Teton County Land Use Categories				
Land Use Category	Full Time Equivalent Employees Generated	Seasonal Employee Percentage	Average Wage Factor	Employees to be Provided with Seasonal Housing
Hotels & Motels	.45 per bedroom	94%	.58	0.17 per bedroom
Other Lodging		154%	.55	
Short Term Rental	1 per 3 bedrooms			0.58 per 3 bedrooms
Dude Ranch	1.4 per guest			0.82 per guest
Campgrounds	1 per 1000 sf + 3/acre			0.58 per 1000 sf + 1.75 per acre
Restaurant/ Bar	7.5 per 1000 sf	42%	.62	1.35 per 1000 sf
Retail	4 per 1000 sf	42%	.48	0.56 per 1000 sf
Commercial Amusement and Indoor/Outdoor Recreation	2 per 1000 sf	20%		To be determined by independent calculation.
Office	5 per 1000 sf	9%	.15	0.05 per 1000 sf
Heavy Retail/Service	1.3 per 1000 sf	22%	.29	0.06 per 1000 sf
Service	4 per 1000 sf	15%	.48	0.20 per 1000 sf
Industry	3 per 1000 sf	12%	.13	0.03 per 1000 sf
Nursery	.5 per 1000 sf + 3 per acre	138%	.53	0.37 per 1000 sf + 1.51 per acre
Aeronautical	To be determined by independent calculation	4%	.33	To be determined by independent calculation
Resort	To be determined by independent calculation			To be determined by independent calculation

Option 1: Accessory Residential Housing Units. These units would be provided on the same site as the new nonresidential development and would meet all standards applying to accessory residential units. These standards include a maximum floor area of 500 square feet. Additional standards apply depending on the land use district.

Option 2: Conventional Year Round Housing. A developer may provide, or cause to be provided, housing which would be suitable for year-round employees. This housing may be provided off-site. This could be conventional single family housing or multifamily housing. This housing would have to be reserved for

seasonal employees. If rented, the rate must be affordable to the seasonal employees during the summer months. During the remainder of the year the units may be rented at market rate.

Option 3: Campgrounds. Campgrounds provided with suitable sanitation and bathing facilities for the number of employees and situated to minimize environmental impact are a suitable option.

Option 4: Fee-In-Lieu. In the event that a fractional unit of housing is required or extenuating circumstances prevent the developer from utilizing one of the first three options. The developer may have the option of paying a fee-in-lieu to the County. The County will use this money to provide the seasonal housing. This money will be returned to the employer if the County has not used the money to implement affordable housing programs within 7 years. The payment required will be \$16,864 per employee required to be provided with seasonal housing. This number represents:

Total cost of housing per employee (\$35,000) - Present value of future rental payments (\$18,136)

The "total cost of housing per employee" is calculated assuming:

1. 350 square feet minimum living area per employee
2. \$65 per square foot structure cost
3. \$150,000 per acre land cost, at 20 units per acre, plus \$5,000 development cost per unit

The "present value of future rental payments" is calculated assuming:

1. 15 year depreciation of housing
2. Rental income for three months at maximum rental rate in "deficit range," (currently \$750)
3. Discount rate of 9 percent

Appendix E Applicable Portions of the 2000 Transportation Plan





TO TETON VILLAGE

Public Transportation

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STARTS

Applicable Portions of the 2000 Transportation Plan

Appendix E

Editors Note:

A modified version of the 1994 Comprehensive Plan Chapter 8 Transportation has been included below to serve as a basis for transportation planning until such time that a Countywide Integrated Transportation Plan is completed. Much of the transportation planning background, data, recommendations and land use information have been removed as it was too dated to be of further use or it was inconsistent with or updated by the 2012 Jackson/Teton County Comprehensive Plan and/or 2008 Travel Demand Modeling (see Appendix F). In any instance where the 2012 Comprehensive Plan or the 2008 Travel Demand Modeling conflict with this appendix those documents take precedent.

1994 COMPREHENSIVE PLAN CHAPTER 8 TRANSPORTATION - *MODIFIED*

A. ISSUES

Introduction

Teton County's land use patterns, as with many mountain communities in the western United States, evolved in part due to the availability and convenience of the automobile. As a result, the primary transportation facilities supporting residential, commercial, and industrial areas are roadways. The traffic generated by present populations of residents and visitors on these roadways is exceeding the capacity of the existing roadway network. Future traffic volumes anticipated from continuing auto-dominated travel behavior and dispersed development patterns will far exceed the available roadway capacity. Mobility in Teton County will be severely diminished.

The purpose of this chapter is to serve as a framework for managing anticipated traffic growth in Teton. It is intended to serve as a guide from which this community can make policy decisions on issues as they relate to transportation.

The traditional approach to managing traffic growth is to increase roadway supply to meet increasing demand. As the 21st Century approaches, however, the roadway facilities required to satisfy projected traffic demand in Teton County are changing from rural in character to urban. Through the Comprehensive Plan, this community has expressed the specific goal of retaining its rural character. The rural character and natural environment of Teton County plays a key role in attracting visitors and tourists to Wyoming, which has a direct benefit to Wyoming's economy. Expansions of roadway facilities can run counter to this goal.

This chapter recognizes the need to provide for the mobility of residents and visitors. It also recognizes a need to provide this mobility within the context of community goals. To achieve this end, this chapter examines methods of managing traffic growth by shifting auto-dependence. Transit, pathway, and sidewalk system improvements with complementary land use patterns are identified in this chapter as appropriate means for shifting trips from the automobile to transit,

walking, and bicycling. To accomplish this result, the Town of Jackson, Teton County, and Wyoming Department of Transportation (WYDOT) must lead in developing and supporting the facilities necessary for these shifts.

Finally, this chapter recognizes that the convenience, affordability, and availability of the automobile in today's western society limit the vehicular traffic reductions that can be achieved by these shifts. As a result, roadway expansions will still be required in some cases.

Transportation Issues

Several transportation issues exist within our current system that contribute to vehicular dependence and congestion. These issues must be considered as the community plans to address its transportation problems. This section describes these issues.

Roadway Network Issues

- The main roadway network is limited by topography and land use, resulting in limited alternative route choices to destinations.
- Many locations on the main roadway network presently experience congestion at peak times of day. This congestion is anticipated to reach unacceptable levels if no corrective steps are taken.
- Roadway widening projects can run counter to community goals and character.

Transportation Modes Issues

- The single occupant vehicle is anticipated to continue as the dominant mode of transportation.
- The current public transit structure (funding, administration, etc.) does not allow for proactive transit planning.
- The public and private transit systems primarily provide skier shuttle services and do not adequately serve residents and summer tourists.
- Residents do not make significant use of the limited transit service that is currently provided.
- The walking and biking infrastructure and environment are incomplete.

Administration Issues

- The administration of the overall transportation system, as presently structured, is not well coordinated.
- Departments are not consistent in establishing processes for planning and implementing capital improvement projects.

Administration

The transportation system in Teton County considered in this chapter falls under the jurisdiction of three public agencies – the Town of Jackson, Teton County, and WYDOT. The paragraphs below give a general overview of how the transportation system components are presently administered.

START falls under the jurisdiction of the Town of Jackson. It is overseen by the ten member START Advisory Board, seven voting members appointed by the Town Council and Board of County Commissioners, two County Commissioners, and one Town Council member. The START budget is established annually, with funding coming from the Town and County through the annual budget process, WYDOT, and the Federal Transit Authority (FTA).

The Town of Jackson Public Works Department oversees the Town streets and sidewalks. The Town prepares a Five-Year Capital Improvement Program (CIP) that identifies capital improvement projects to be included in each year's municipal budget. The CIP includes a variety of street projects ranging from full street reconstruction projects to intersection realignments. In 1997, the Town put in place a continuing Pavement Management Program for street surface maintenance, but does not currently have a similar program for sidewalk management. The Parks and Recreation Department provides some snow removal and sidewalk maintenance within the Town.

Teton County's roadway system is overseen by the County Engineer and maintenance is administered by the County Road and Levee Department. The County has an ongoing program for grading gravel roads and seal coating paved roadways on an annual, rotational basis. The County does not currently maintain a roadway improvement program.

Jackson Hole Community Pathways is a joint Town and County department managed by the Pathways Director. The Town and County first adopted a Pathways Plan in 1994, and a Non-Motorized Transportation Improvement Program (TIP) is prepared annually listing projects to be initiated each year. The Non-Motorized TIP is forwarded annually to WYDOT as the community's request for consideration in WYDOT's State Transportation Improvement Program (STIP).

WYDOT develops a Ten-Year State Transportation Improvement Program (STIP). The STIP represents the annual WYDOT Construction Programs, with more detail included for projects within the first three years. WYDOT meets three times per year to review and refine the STIP. Projects are identified based on highway needs assessments that consider capacity, maintenance, and reconstruction needs.

Each of these agencies has mechanisms for planning and funding the systems that fall within its oversight. However, the administration of the overall transportation system (START, streets and roadways, sidewalks, and pathways) as presently structured, is not well coordinated and occurs somewhat autonomously. Additionally, while this community has developed a variety of transportation plans, the plans have not been well implemented.

B. PLAN GOALS AND OBJECTIVES

Basis

The goals and objectives of this chapter are based on developing a transportation system that meets the mobility and accessibility needs of residents and visitors in ways consistent with the character of this community as expressed in the Comprehensive Plan. Each goal is supported by objectives, which are specific and measurable ends that can be achieved by implementing this chapter. Strategies that include action plans for progressing toward the stated goals and objectives are discussed in Section C - Implementation. The goals and objectives will serve as guides for Town and County officials in making decisions and taking actions on issues relating to transportation. The goals and objectives address the following five elements affecting Teton County's transportation system:

1. **Alternative Modes and Programs.** Another important theme of this chapter is the fact that the "alternative modes" – walking, bicycling and public transit – are underrepresented in the community today and should receive emphasis in the future. By shifting automobile dependence toward the other modes, the Town, County, and WYDOT will be able to:
 - improve mobility choices for residents and visitors;
 - minimize negative community character, environmental and quality of life impacts of roadway system expansion; and,
 - ensure a sustainable transportation future for the region.
2. **Roads and Streets.** Although this Transportation Element has strong alternative modes and demand management elements, there will be a need to add capacity to the Teton County roads and streets network. An important aspect of this chapter is the identification of, and recommendations for, additions and expansions to roadways that include consideration of alternative modes.
3. **Funding.** This Transportation Element is intended to be a financially-feasible plan. By adopting it, the Town, County, and WYDOT are indicating an intent to seek funding of the elements of this chapter. This will require financial resources that are currently not available for transportation. It is anticipated that funding resources will come from various sources (e.g. Town, County, WYDOT, Federal Government, and public and private partnerships).
4. **Administration.** The administration of all elements of the transportation system in Teton County will play a key role in facilitating the achievement of the goals and objectives. Coordinating the administration of all elements will ensure that projects are undertaken that are consistent with this chapter and achieve the desired modal shifts. In recognition of the need to plan for visitor and recreationalist services, collaboration between Grand Teton National Park (GTNP,) Yellowstone National Park and Bridger-Teton National Forest should be pursued to address the transportation issues associated with these lands, particularly for the high volume summer months.

It is important to realize the potential impacts of not implementing this chapter. Roadway volumes on the primary network are generally at or near threshold volumes that require roadway expansions. The projected rate of traffic growth will require significant roadway expansions if no means of intervention are developed. By not beginning to develop the foundation for other modes of travel, in terms of both alternative mode facilities and land use development patterns, reduced mobility and accessibility will diminish the attractiveness and quality of life in this community.

C. IMPLEMENTATION

Introduction

This section describes the strategies and actions necessary to achieve the goals and objectives in Section B. This section is broken into the following five areas:

1. Alternative Modes and Programs Strategies
2. Street and Roadway Strategies
3. Funding Strategies
4. Administrative Strategies
5. Reserve Section
 - Teton Pass—Safety Features
 - Linking Transit Opportunities to other entities such as Grand Teton National Park, Yellowstone National Park, Driggs and Victor, Idaho.
 - Jackson Hole Airport
 - ✦ Supporting continued service at the airport while minimizing environmental and traffic impacts.
 - ✦ Management and coordination of ground transportation.
 - Alta, Kelly, Moose, and Moran

A timeline including recommended steps and schedules for implementing the strategies in this section is included as Attachment 1 at the end of this section.

Alternative Modes and Programs Implementation Strategies

It is the strategy of the Town, County, and WYDOT to place significant emphasis on the development of “alternative modes” – public transit, walking, bicycling – over the next twenty years.

Public Transit

The expansion of transit service to reduce the rate of traffic growth is a critical element of this chapter. In order to achieve the objective of a five-percent summer transit mode share, a significant change in the structure of the public transit system will be required.

As discussed in Section A – Issues, START is presently structured to serve the winter ski season, and provide on-call pickup services for the elderly and disabled. In addition to continuing these services, the restructured public transit system will be required to serve resident year-round commuting and recreational needs, and visitor and tourist year-round needs if the desired mode share is to be achieved.

While this chapter calls for the systematic expansion of the public transit system in Teton County (currently operated as the START system), it also intends that the private sector will play an active role in service delivery. Those services, which the private sector wishes to provide as market-driven, for-profit services, will not be supplanted by public transit. Those services that the private sector can offer more efficiently or effectively than a public transit provider, but which would not be offered as market-driven private services, will be considered for possible contracting through a competitive procurement system. Those services, which are best provided by the public, will be incorporated into the future Teton County public transit system.

To achieve the desired mode share, this chapter calls for public transit in Teton County to be operated as a year-round service. The system should be designed around spine service on US 26, 89, 191, WY 22 (including to Wilson), WY 390 and on local streets in Town. Services that should be considered in the design of a new system are:

- A circulator (short loop on high frequency) service operating within the Town of Jackson;
- Express commuter service to Jackson Hole from over Teton Pass and from Alpine;
- Express skier and summer tourist service to the Jackson Hole Mountain Resort;
- Transit service to popular Grand Teton National Park sites, and provisions for integrating with future GTNP transit systems; and
- Use of the proposed Multi-Agency Campus (MAC) site as a regional transit node and for additional parking opportunities in North Jackson.

Comprehensive improvements to the access system (bus stops, turnouts, and transit centers) should be considered. Where appropriate, as transit services increase, locations should be identified for transfers between routes. Adequate shelter and traveler accommodations should be provided at those locations. New development should contribute appropriately to these improvements.

Locations should be identified for remote park ‘n ride lots for the express commuter system, and parking lots for a peripheral parking system supporting the spine routes and town circulator. The Stilson site near the intersection of WY 22 and WY 390 has been designated as an intercept parking facility for skiers, ski resort employees and other Teton Village employees in the Teton Village Resort Master Plan. This parking site and facility will be provided and served by the Jackson Hole Ski Resort. Other parking areas on the west and north sides of the Town of Jackson should be identified and developed as peripheral intercept parking locations linked to the core area by the Town circulator.

The private sector should be encouraged to implement employee and visitor pass systems to encourage transit ridership. This should include a program of aggressive marketing to tourists and visitors so that people arrive in Teton County planning to utilize the transit system and possessing passes provided as part of the reservation process.

The public transit system should utilize a variety of vehicles suitable for each purpose including community transit vehicles for spine routes and specialty vehicles for the town circulator. Alternative fuels power should be gradually adopted as evolving technology allows. As the public fleet is expanded and replaced over time, emphasis will be placed on procurement of transit vehicles that are of a scale, appearance and power technology appropriate to the small, western, rural, mountain community character of Teton County.

The public transit system cannot grow and meet the mobility needs of residents, commuters and visitors in Teton County if funding is provided on an annually-appropriated basis with no provision for long-term predictability and stability. The public would be poorly served if transit services are introduced and then retracted in a later year for reasons of financial uncertainty. While the system should be subject to continual performance review and assessment, with adjustments as warranted, changes to service levels due to short term funding policy changes are not in the best interests of the community. The private sector, which will play a role in transit funding, will be unwilling to invest in transit if future service levels are subject to unanticipated fluctuations due to short-term local government financial considerations. The Town and County will work together with the private sector – including the resorts and the commercial business community – to create an equitable, permanent funding mechanism for long term sustainability of a regional public transit system.

Transit Strategy Statement:

Develop a transit system that is a viable alternative for trip making by providing comprehensive year-round service for residents and visitors through public and private partnerships.

The implementation of the public transit system described in this chapter will consist of the following actions:

1. A five-year strategic transit system development program and transit development plan (TDP) will be prepared cooperatively by the Town, County, START, WYDOT and other stakeholder agencies in 1999 to guide transit system development in the initial five-year period of this transportation plan (2000 and 2004). The TDP will take into account the goals and objectives of this chapter, and the guidelines set forth in this section. The TDP will meet the requirements of the Federal Transit Authority for federal funding eligibility in order to take advantage of recently legislated TEA-21 funding.
2. Following completion of the strategic transit program and TDP, the Town and County will work with START to reassess the current organizational structure and funding basis for public transit in Teton County based on recommendations from the TDP.
3. The Town and County will jointly develop a full time, dedicated transit coordinator position whose responsibility will be the implementation of the Transit Development Plan, and managing the transit operation. The position will be filled by a person with experience in developing and operating a complete transit system.
4. Beginning in 1999, both the Town and the County will work to identify potential locations for park 'n ride facilities and peripheral intercept parking facilities. Measures will be taken to ensure preservation of these sites, and inclusion of these facilities in projects already in the planning process. The strategic transit program and TDP will guide timing for development of the sites into parking facilities. The proposed Multi-Agency Campus (MAC) site, which will provide additional parking for the downtown, will be considered as a regional transit node for North Jackson. Parking as it relates to the downtown core will be coordinated with the Downtown Core Study discussed later in this section.

Pedestrian and Bicycle Facilities

All round-trips include a pedestrian element, whether for the entire trip, or simply walking from the car to a local destination (e.g., shopping, transit stop, etc.). Providing for pedestrian and bicycle travel is a key element to achieving the desired pedestrian mode share. Many of the strategies in this chapter, including Town as Heart of Region and mixed-use villages, have been designed to provide a more hospitable walking and biking environment.

This chapter includes the enhancement of the pedestrian and bicycle environment to achieve modal shares of 13 percent and 10 percent respectively, as well as to reduce pedestrian and non-motorized vehicle accidents by 10 percent. This represents an 8 percent increase in total mode share.

All three jurisdictions will need to consider the needs of pedestrians in the planning and design of street and highway reconstruction projects. Provisions for continuous, barrier-free sidewalks to most destinations are required to improve the walking environment within the Town and all mixed-use villages. It is important for pedestrians to continue to be legal and anticipated users of the street and roadway system throughout the Town and County. The Town, County, and WYDOT street and roadway systems will be designed to safely accommodate pedestrians as an important mode of travel. Modern pedestrian facility design standards will be used to encourage a higher percentage of walking trips and to make longer walking trips more enjoyable and interesting. Maintaining sidewalks are an important aspect to encouraging pedestrian use. Town and County will work together to establish maintenance programs that keep sidewalks in good repair, safe and open in all seasons.

All three jurisdictions will need to consider the needs of bicycle riders in the planning and design of street and highway reconstruction projects. Programs for improved maintenance of road shoulders to accommodate safe bicycle travel in shared use with automobiles will be implemented. The provision of regular sweeping of designated road shoulders should be provided for both bicycle and motorist safety. Bicycles will continue to be legal and anticipated users of the street and roadway system throughout the Town and County. The Town, County, and WYDOT street and roadway systems and maintenance programs will be designed to safely accommodate bicycles, and utilize modern bicycle facility design standards to encourage increased bicycle use to meet the modal shift goals of this plan.

The Town, County, and WYDOT will continue to support development of a system of non-motorized pathways based on the Pathways in Jackson Hole Conceptual Plan and the pathway system map exhibits. In order to be a viable choice to the automobile, the Pathway System must connect main nodes of development in Teton County such as, the Town of Jackson, schools, the South Park area, Wilson, Teton Village, and Moose. The Town and County will continue to support a joint

Town/County Pathways Department, which will be charged with the detailed development and financial management of the system. Maintenance on the Town and County pathways will be provided by the Teton County/Jackson Parks and Recreation Department. Maintenance on other pathways, such as State or Federal, will be determined by the specific project. The design of pathways will include modern standards, be attractive to users, and fit the character of the area in which they are placed. The Town and County will cooperatively seek rights-of-way and easements for planned pathway corridors through the best available means. WYDOT will support this effort where WYDOT policies permit. The Town, County, and WYDOT will include bicycle, pedestrian, and pathway requirements into the planning process of future development and roadway projects.

Resort districts will be designed and built to make pedestrians and bicycles primary modes of mobility and access within the resorts, and participate with provisions to connect to the community pedestrian and bicycle systems and public land trail systems. Resorts will provide a system of pedestrian and bicycle facilities that encourages increased use of pedestrian and bicycle modes of travel, as a means of internally capturing their visitors and shifting a percentage of external trips to alternative modes.

Improving public land connections recognizes that the local and state pedestrian/bicycle system will be interconnected to the federal pedestrian/bicycle system. This will enhance both the local system and improve access to federal lands. The Town, County, and WYDOT will coordinate with public land management agencies to connect the Pathway System and on-street pedestrian/bicycle facilities with pathway and trail systems on federal lands, including Grand Teton National Park, the National Elk Refuge, and the Bridger-Teton and Targhee National Forests.

Pedestrian and Bicycle Facilities Strategy Statement:

The Town, County, and WYDOT street and roadway systems will be designed to safely accommodate and encourage pedestrian and bicycle use as important modes of travel. A system of separated pathways connecting major origins and destinations in Teton County will be incorporated into the transportation system.

The action for developing pedestrian and bicycle environments will consist of formally adopting the Pathways in Jackson Hole Conceptual Plan and Town of Jackson Sidewalk Master Plan. These plans indicate the locations of existing and proposed pedestrian and bicycle facilities. As such, it is essential that a careful evaluation of sidewalk, pathway, trail system, and bicycle lane requirements is conducted to ensure adequate facilities and connections are provided. As part of the evaluation, the external and internal connectivity of schools, commercial developments, health care facilities, resorts, recreation, federal lands, natural resources, and cultural resources will be considered.

The Town and County Pathways Department will direct and coordinate the review of these plans for additional facility and connectivity opportunities. A scheduling program should be included. Once the plan reviews are complete, the plans will be brought to the Technical Committee for review and recommendation to the Policy Committee. Once approved by the Policy Committee, the recommended plans will be forwarded to the Town and County Planning Commissions and elected officials for adoption.

The Pathways Department will continue to develop the annual Non-Motorized Transportation Improvement Program. Projects shown and prioritized on the adopted Pathways in Jackson Hole Plan and Jackson Sidewalk Master Plan will be selected. This Non-Motorized TIP will be forwarded to the Technical Committee for inclusion in the Town and County Transportation Improvement Program discussed later in this section.

The Town and County will incorporate provisions for pedestrians and bicyclists in revisions to the update of the Town Road and Street Standards and the County Roads Standards discussed below.

Transportation Demand Management Program

The development of a reliable public transit system and a high-quality walking and bicycling environment in Teton County will require the investment of public resources. As such, the public has a stake in seeing these investments be well utilized. To this end, a regional organization-based transportation demand management program (TDM) will be deployed to encourage the mode shifts called for in the objectives of this chapter and educate the public about the benefits

of using alternative modes. This program will consist of an Organization Transportation Coordinator Network (OTC) made up of representatives from many of this community's organizations including employers, schools, and homeowners' associations. This organization will establish a program made up of demand side strategies targeted at reducing congestion, either by eliminating vehicle trips, or changing their timing or location. This program should include:

- marketing and information;
- an education and awareness program;
- transit passes and commuter checks;
- parking management measures such as preferential parking for carpools, permit parking, paid parking, etc.;
- special events and promotions;
- support for bicycle parking and for showers and lockers for bicyclists; and
- an education program to encourage school age children to ride the bus, bicycle, and walk to school.

The ongoing Save-a-Space Program sponsored annually by Friends of Pathways serves as an example of an existing program that can be expanded. Local organizations will be specifically recruited to participate in the OTC network. Ultimately the Town will evaluate what role the TDM program can play in managing parking in the downtown area so that premium on-street parking is not consumed by employees to the exclusion of visitors and customers.

Transportation Demand Management Strategy Statement:

The Town and County will work together with the private and public sector to implement an organization-based transportation demand management program that encourages commuting by means other than single-occupant vehicle, and that is coordinated with expansion of the public transit system, pathways system and other alternative mode measures.

The actions for implementation of the transportation demand management (TDM) program described in this chapter are:

1. The Town and County will design and implement an organization transportation coordinator (OTC) network designed to engage organizations in the discussion, evaluation and improvement of systems for moving employees to work and students to school in the region. Data from the existing Save-a-Space program should be used to identify levels of participation and contacts from various organizations. This OTC network will be comprised of a designated "organization transportation coordinator" from participating companies and associations. The Town and County will initiate this process, with the intent that it will eventually become at least partially independent of local government. Resorts, lodging establishments, the downtown business community, local governments, St. John's Hospital, the Teton County School District and other employers will be recruited to participate in the OTC network. The Town and County will work closely with the Teton County School District to coordinate the START and School Bus Program to promote efficient use of transit service to school age children.
2. The TDM components of the Town and County Resort Regulations are hereby made a part of this Transportation Element. Adherence to and implementation of the TDM provisions of the Resort Regulations is a priority implementation measure.
3. As part of the Downtown Core Study discussed later in this chapter, the Town will continue to develop a parking strategy (paid parking, permit parking, shared parking) in the downtown core. Once this study is complete, the OTC network will assist in implementing the parking strategy.

Home Mail Delivery

Increasing the amount of home mail delivery is a means of reducing trips on the transportation network. Historically, residents viewed mail delivery pick-up at central locations as an opportunity for community interaction. However, the increased population and corresponding traffic volumes are now causing mail pick-up to be viewed as an inconvenience.

The amount of traffic generated by residents picking up mail is contributing to the traffic congestion this community is experiencing.

The majority of residents in Jackson Hole receive mail at post office locations. Home mail delivery is only provided to limited locations throughout the County along highway contract routes. Presently, there are six post offices in Teton County. Two are located in Jackson, while the other four are located in Wilson, Kelly, Moose, and Moran. In addition, the Jackson Post Office operates a contract postal station at Teton Village. Review of the Travel Study trip diaries indicates that 6.4% of total trips made were to the post office. While many post office trips are combined with other trips being made (e.g., grocery store), not having general home mail delivery increases the number of trips made by residents. In addition, few residents along the highway contract routes are utilizing delivery services (629 residences are served by the Jackson Post Office).

The U.S. Postal Service has made substantial investments in construction of the new Jackson Post Office, renovation of the old Jackson Post Office, and expansion of the Wilson Post Office. Many of these improvements have been made based upon continuing resident mail pick-up. Changing to a complete delivery system is not practical within the timeframe of this plan. However, expanding the delivery along existing routes is practical and necessary.

Home Mail Delivery Strategy:

- *The Town of Jackson and Teton County will encourage existing development along highway contract routes to receive mail by delivery, and require all new development along these routes to install centralized delivery units. The Town and County should encourage the U.S. Postal Service to increase highway contract routes to serve more residences in Teton County, beginning with spur routes along existing contract routes, and eventually all residences beyond a one-half mile radius of the post offices.*

The Town and County should pursue increasing home mail delivery to residents by taking the following actions:

1. Prepare a direct mailing to residents along highway contract routes advocating participation in delivery. The mailing should include a discussion of the benefits to the transportation system, and clearly explain the procedures and requirements for participation.
2. Identify additional near-term highway contract routes (i.e., Fall Creek Road), and work with the postmasters to implement these routes.
3. Request that no additional box capacity is added to the post offices, rather new routes are identified and infrastructure planned to facilitate mail delivery.
4. Amend the Land Development Regulations to require all new development along highway contract routes to provide mail delivery facilities meeting the specifications of the U.S. Postal Service.

Street and Roadway Strategies

Transportation Corridors

Shifting mode shares from the automobile to other modes is an objective of this chapter. In order for this shift to occur, facilities are required to accommodate each mode. The street and roadway corridors in this community provide the main base network on which all modes travel. As such, a shift in how streets and roads are viewed is appropriate. No longer should street and road projects be considered only from the perspective of benefits to motorists, rather all modes need to be considered. This section defines how improvement projects will be planned and designed to consider optimizing all modes of travel.

The strategies presented in this section are designed to encourage shifts to other modes, and to provide safety and mobility to the traveling public. These shifts are promoted as a means of relieving the rate of vehicular traffic growth with the intention of minimizing the need for roadway expansions, while providing residents and visitors with travel choices (increased mobility).

While this chapter is based on reducing our dependence on the automobile, it is important to realize that the automobile is the primary mode of transportation. In order to achieve the desired modal shifts, the roadway system must function at an adequate level. A congested roadway system will not enhance transit ridership, as riders do not like lengthy trip durations. Also, congested roadways result in corridors that are not conducive to walking and bicycling.

Year 2020 traffic volume projections that reflect the effects of implementing the land use and alternative mode strategies discussed in this chapter are reduced when compared with projections made with no land use changes or modal shifts. However, the need for additional roadway infrastructure remains in some cases. Providing alternative routes by constructing new corridors and increasing the capacity of the existing system by adding lanes and improving intersections are two forms of roadway expansions that will increase roadway capacity. The implementation of these projects must consider community character and include significant improvements to the pedestrian, bicycle, and transit environments if the targeted modal shifts are to be achieved.

This chapter includes a monitoring system to evaluate the progress of land use changes and alternative mode development, and their impacts on traffic volumes. As such, the phasing and timing of implementing projects is essential. Three factors affect the need and type of roadway reconstruction. These are anticipated traffic volumes, the physical condition of the roadway, and safety (based on accident rates and history). When expending public funds for roadway improvements, it is important that the facility being constructed adequately serve the public's need for an appropriate life span. In addition, it will be important to include facilities for other modes in these roadway investments to realize the benefits of the investments this community will be making in providing other modes (e.g. transit).

Transportation Corridor Strategy Statement:

To maximize the use of transportation corridors for all modes in an effort to minimize roadway expansion projects, and maximize mobility for residents, visitors, and tourists.

The action for implementing this strategy is to formalize a Technical and Policy Committee planning and evaluation process for all roadway reconstruction and new roadway construction projects that consider the following:

1. The design life of project facilities (e.g. pavement structure, bus, etc.).
2. Specific land use projections for the corridor as developed for this chapter, and updated by the Town and County Planning Departments.
3. Transit needs for each corridor as identified by the updated Transit Development Plan.
4. Pedestrian and bicycle needs for the corridor as identified by the adopted Pathways in Jackson Hole Conceptual Plan and the Town of Jackson Sidewalk Master Plan.
5. Access consolidation opportunities as discussed in the Access Control Plan.
6. Monitoring data for modal shifts and traffic volumes collected as part of the implementation of this chapter.
7. Automobile level of service requirements that are tied to the actual operation of each corridor. This consideration takes into account examining level of service on a case by case basis that considers and evaluates all parameters affecting a specific corridor (e.g., number of accesses, potential development, roadway geometry, traffic volumes, etc.)
8. Pull out bays to accommodate a variety of purposes such as transit stops, scenic viewing, and recognized ride sharing.

These considerations will be part of the evaluation process the Technical and Policy Committees use as part of their review of street and road projects. The roles and responsibilities of these committees in reviewing transportation related projects is discussed later in this section.

Town Streets Functional Classification and Standards

Functional street classifications and street standards need to be established for the Town of Jackson. Their development will enable the Town of Jackson to keep street sections in line with the small town community character Jackson is seeking to maintain, while providing streets that serve the necessary function for which they are classified. In addition, classifications will be required by WYDOT in order for the Town to be eligible for funding under WYDOT's Urban Cities Classification. The Town of Jackson should meet the minimum population requirement of 5,000 to become eligible for this classification in the 2000 Census.

When the Comprehensive Plan was originally adopted, it listed the development of functional street classifications for the Town of Jackson as a goal. While evaluating appropriate street classifications, Town officials concluded that incorporating Town character is essential. In order to promote this character, street classifications must consider the historic, pedestrian-oriented downtown core and endeavor to make all of Jackson more conducive to walking, biking, and transit service. The Town is experiencing increasing traffic volumes, congestion, and parking demands that diminish the desired character. Many streets have no pedestrian or transit facilities. A well-balanced street classification that takes into account the needs of pedestrians, bicyclists, and transit will promote the modal shares specified by this plan by establishing an environment that invites the use of these modes.

Town Street Classifications and Standards Strategy Statement:

- *Develop street classifications and standards for the Town of Jackson that consider the functional use of each street, the character of each street, and the correspondingly appropriate provisions for the needs of motor vehicles, pedestrians, bicycles, and transit.*

The implementation of developing street classifications and standards for Town will require the following actions:

1. The Town will develop classifications that consist of two components, function and character. Example classifications that may be considered during development are:

Functional: Arterial (A), Collector (C), and Local (L) (Note: In order to be eligible for WYDOT Urban funding, the functional classifications will be required to match AASHTO standard classifications.)
Character: Commercial (C), Industrial (I), and Residential (R)
2. These classifications may be paired up to describe each Town street, giving each street possible functional/character classifications (i.e. AC, CC, LC, etc.).
3. The Town will prepare typical standards for each functional/character classification and present them for adoption by the Town (a process involving participation by other Town staff, review by the public, the Town Planning Commission and the Town Council, and approval by the Town Council) as part of a comprehensive public improvement standards development and adoption effort currently underway.
4. The Town will prepare revisions to Division 4700 Transportation Facilities as required to achieve consistency between Division 4700 and the adopted typical street standards.

Downtown Core Study

The downtown core of Jackson, centered by Town Square, continues to be the main attraction of the Town of Jackson. The primary state route (US 26, 89, 191) to and through Jackson bisects this core. Traffic along this corridor is heavy, particularly during the summer months. The incremental increase in traffic projected in this plan will degrade the level of service to a point where the quality of the downtown experience will be significantly diminished for both motorists and pedestrians.

In an attempt to relieve this congestion, parking and left turns onto and off of West Broadway-North Cache may need to be prohibited. Motorists seeking paths of least resistance and parking will heavily impact the adjacent street network. The vision of a traffic-clogged, pedestrian-challenged downtown gives rise to the consideration of alternative routes for the State Highway so that the downtown core can remain intact as a cohesive, accessible area that encourages walking.

In consideration of maintaining the downtown core as a viable, attractive area, a detailed study that takes into account the needs of motorists, pedestrians, and downtown merchants will be initiated. The study will examine efficiently moving traffic through the downtown area, and address needs for parking (both on street, peripheral, and satellite) and pedestrians and bicycles in order to maintain the character of Jackson’s downtown core. The study will incorporate the travel demand management (TDM) strategies discussed previously in this section, as well as the Town as Heart of Region land use strategy as it relates to the downtown core.

Downtown Core Study Strategy Statement:

- *Initiate a Downtown Core Study by the Town of Jackson that develops and analyzes a specific set of alternatives for possible modification of the State Route and Town streets in the vicinity of Town Square within 12 months of the adoption of the Transportation Element of the Comprehensive Plan.*

The Downtown Jackson Core Study should include the following items:

1. Definition of the downtown core limits.
2. A set of alternative roadway designs for potential modification of US 26, 89, 191, the designated State Truck Route, and the grid system within Downtown Jackson to promote and enhance alternative modes of travel while maximizing traffic throughput.
3. Impacts of alternative roadway designs on other streets in the downtown core.
4. Bicycle and pedestrian needs.
5. Parking needs.
6. Coordinate, consider, and incorporate other elements of this chapter and community such as, transit, TDM measures, and the Multi-Agency Campus.
7. Coordination with the Town as Heart of Region land use strategy.
8. Coordination with WYDOT and Teton County throughout the study.

County Road Jurisdiction, Classification and Standards

The Teton County roadway network requires a comprehensive evaluation of jurisdictional responsibilities, functional classifications, and roadway standards to reflect this chapter’s objectives of ensuring that roadway corridors accommodate and serve all modes of travel, reflect desired community character, and are safe.

The Teton County jurisdictional roadway network has evolved over the past several decades. Over time, roads have been assigned to Teton County’s jurisdiction based on a variety of criteria and conditions. The result is a County network containing roadways that are not consistent in terms of function and operation. In addition, the network lacks redundancy – alternative routes to specific destinations. A set of criteria should be established that defines a County jurisdictional road. The entire network (including private roads) should be evaluated against these criteria to establish a consistent, well-connected County road network. Realizing that roadway corridors are the basis for all travel modes, these criteria must consider the needs of pedestrians, bicyclists, and transit. Opportunities for developing new roadway corridors should be considered when strategic connections can be made that: interconnect private developments in ways that create appropriate networks, reduce traffic on existing roadway segments that otherwise may require substantial expansions, and are consistent with community character goals. Improving the connectivity of adjacent private developments for all modes will facilitate achieving the modal shares identified in this chapter.

As part of the network review, the functional classifications established in 1991 for each road will be reviewed to see that classifications are updated to reflect current and anticipated function and intensity of use.

Division 4700, Transportation Facilities of the Land Development Regulations (LDRs) was adopted in 1994. These regulations have now been applied for four years. These LDRs now require a detailed review to require development to provide transportation facilities in a manner consistent with this chapter. Incorporation of transit facilities and pedestrian and bicycle facilities in new development is essential to facilitating modal shares. Review of required private road cross sections and alignment requirements is required to promote road designs that are safe, can be served by emergency vehicles, and maintain adequate snow storage, while maintaining the rural character of the County. These standards should also promote and facilitate the connectivity of development (e.g., not allowing cul-de-sac streets).

County Road Jurisdiction, Classification, and Standards Strategy Statement:

- *Comprehensively evaluate the County road system with respect to jurisdiction, classification, and design standards to establish a consistent roadway network that provides connectivity for all modes of travel and considers the character of each road.*

The discussion below outlines the actions for implementing a complete evaluation of County road jurisdiction, classification, and standards:

1. Establish criteria to define a County jurisdictional road. To be eligible for County jurisdiction, one of the following criteria shall be met. A County Roadway shall;
 - Provide connections between two existing public roadways, or
 - Provide access to public lands and facilities where access is physically possible and reasonable, or
 - Collect traffic from private development roads, but not be internal (within the boundary) to a subdivision or development.
 - Facilitate the interconnection of subdivisions and/or development for all modes.
2. The County should conduct a comprehensive review of the roadway network. Roads on the County system not meeting the criteria and roads not on the system meeting the criteria should be identified.
3. Roads not meeting the criteria should be removed from Teton County’s jurisdiction and roads presently not on the County network that meet the criteria should be added to the County’s jurisdiction.
4. The County should prepare a phasing program for adding and removing roads to the County system. This program should include:
 - Amend the LDRs to reflect the County Road Criteria.
 - Prepare a list and phasing schedule for removing and adding County roads.
 - Develop a cost of acquiring and maintaining new County roads.
 - Review this list with the Board of County Commissioners.
 - Conduct public meetings with affected property owners.
 - Begin implementation of the program.
5. Conduct a detailed review of Division 4700 Transportation Facilities. Upon acceptance of this chapter, a series of amendments to the LDRs that support the adopted strategies will be developed to support the strategies introduced in this chapter. In addition, other changes will be developed based on four years of experience in applying the current LDRs. As part of this review, representatives from the local design professions will be solicited for input on the functionality of the LDRs. A general review of these standards was conducted with the County Engineer during this planning process. Private road standards as currently written are considered appropriate considering public health and welfare. It is acknowledged through this review, however, that exceptions to these regulations may be appropriate in specific instances. Teton County now has the necessary expertise to make professional judgments regarding

deviations from these standards on a case by case basis, and will exercise this judgment as part of the development review process.

The functional classifications of specific county roadways established in 1991 were reviewed during the planning process. The review was conducted based on the following:

- Intensity of use - ADTs relative to the classification requirements of the LDRs.
- Function – The amount of developed area served by the road.

Based on the review, the following functional classification changes should be made:

- Fall Creek Road should be changed from a Minor Collector to a Major Collector. This road is presently serving volumes in the major collector classification. The roadway serves (collects traffic from) a large geographic area and distributes it to WY 22. It must be recognized, however, that the proposed construction upgrade for this road will not meet current LDR requirements for a major collector.

Access Control Plan

Access frequency and location are major factors influencing the carrying capacity of a roadway. In order to improve safety on higher volume roadways, left turn bays are constructed to remove turning vehicles from the main traffic stream, thereby reducing rear end accidents. As accesses become more frequent, continuous two-way left turn lanes are implemented. Also, as higher traffic volumes make accessing roadways difficult from side roads and driveways, providing additional lanes needs to be considered in order to create gaps in the traffic stream allowing vehicle access.

Consolidating and restricting accesses through access control is a method of deterring the need for additional lanes. The development and enforcement of stringent access control policies specific to Teton County would eliminate the need for continuous left turn lanes in some instances and improve roadway capacity and safety.

The WYDOT Rules and Regulations for Access Driveways to Wyoming State Highways establish the basic policy for access from private property onto state highways. The access control varies from full control to limited control of access depending upon the classification and intent of the highway facility being accessed. Limited control of access covers all state highways in Teton County.

For non-state routes the Town of Jackson and Teton County Land Development Regulations govern access control by specifying the type of street (classification) that can be accessed and spacing requirements. Accesses allowed under current standards will not function well on some corridors based on traffic projections without provisions for additional lanes.

Accesses to the roadway network are contributing to the degradation of roadway level of service (LOS). The planning process has identified the need for a cooperative effort between the Town, County, and WYDOT to develop a more restrictive access control plan that will limit further degradation of the roadway network level of service. WYDOT is currently rewriting its Rules and Regulations for Access Driveways to Wyoming State Highways. It is not known when this revision will be complete.

Developing an Access Control Plan for Teton County would be a means of reducing the number of accesses to roads and streets in the Town and County. WYDOT has indicated it would consider applying access control regulations on its system in Teton County if the regulations were more stringent than their current policies. In addition, an access control plan should include a proactive approach whereby the Town and County will identify high volume corridors with high access frequencies, and conduct workshops with property owners to identify access consolidation opportunities.

Access Control Plan Strategy Statement:

- *An Access Control Plan for roadways in the Town and County will be established with the intent of maximizing roadway capacity and safety by limiting accesses.*

The Access Control Plan will be developed by the Town and County. This plan will be developed within 12 months of the adoption of this chapter. Action items for developing the plan are:

1. Coordinate development with WYDOT.
2. Identify the appropriate frequency for accesses on the roadway network based on roadway classification and character.
3. Identify specific segments of roadway with frequent existing accesses where consolidation would benefit the operation of the road or street being accessed.
4. Identify mechanisms and incentives for working with property owners to consolidate existing accesses.
5. Recommend the necessary amendments to the Land Development Regulations.
6. Conduct workshops with property owners along identified corridors to discuss the benefits of consolidating accesses and identify consolidation opportunities.

Funding Strategies

This transportation plan is designed to be cost-feasible. It is the intent of the Town and County that the programs and projects contained in this chapter will be implemented and that the Goals and Objectives will be achieved. A political commitment to this chapter at the local level is necessary in order to fund and promote alternatives such as transit, bicycle, and pedestrian facilities that get vehicles off the road. To gain credibility in asking other public agencies and the private sector to financially participate, the Town and County needs to commit stable funding.

A range of financial resources are available to the Town and County for implementation of this plan, including general fund sources already in place, but also including sources currently not established. Absent a major change in direction, both the state and federal governments will continue to play an active role in the transportation program of this region as is the case throughout the country. Mobility is a fundamental aspect of our culture and economy and transportation programs will continue to be a partnership between the local, state and federal governments.

The private sector – employers, resorts, developers, retail shops, motels, etc. – also has a major role to play in ensuring the mobility of their employees and customers and thereby ensuring their own long-term viability. This role includes responsible design of land development projects as well as active involvement in planning and coordinating development of the transportation system. The respective Town and County boards must consult this chapter when reviewing development applications, and enforce developer requirements as they pertain to transportation in order to maintain credibility with WYDOT as to their commitment to the strategies contained herein.

The transportation program will be implemented with consideration of cost-effectiveness and stability. The long-term costs of short-term spending decisions will be considered, including the life cycle costs of maintenance, operations and re-capitalization.

Funding Strategy Statement:

The Town and County will work together to develop transportation funding mechanisms that balance the role of government with the role of the private sector, that are equitable with respect to who pays for and benefits from public expenditures, that leverage available state and federal resources, and that are stable and sustainable.

It is the intent of the Town and County that the programs and projects contained in this chapter be implemented, and that the goals and objectives be achieved. It is anticipated that the transit program, the roadways program, the bicycle and pedestrian programs, the TDM program, and the access control program may require investments of public funds beyond what is currently programmed, budgeted or otherwise available.

The following funding sources will be considered as potential means of meeting the funding requirements of this chapter:

1. **General Fund Appropriations.** The stability and commitment of this funding needs to be improved. Typically, these are not a desirable source of sustained funding for operations, maintenance or re-capitalization because they are subject to short-term fluctuation and detract from other public needs. Reliance on annual general fund appropriations precludes long-term capital planning and discourages routine maintenance and re-capitalization in favor of capital expenditures. (That is one reason the State has established a dedicated fund for the Wyoming highway program.) However, local road and street maintenance and certain other transportation needs will continue to require funding from these sources.
2. **State and Federal Funds.** Teton County residents pay taxes into the state and federal transportation coffers. It is the responsibility of local government to work aggressively to ensure that an equitable portion of these funds are returned to the region for use in addressing community transportation needs. This includes roadway, transit and “enhancements” (bicycle and pedestrian improvements) programs. The Town and County will actively seek to identify needed transportation projects and programs that are eligible candidates for state and federal assistance, and will undertake the preliminary planning and design necessary to compete for such grants.
3. **Private Sector Participation.** This plan is explicit in its recognition of a role for the private sector in the funding of transportation systems and services in Jackson Hole. The areas where this is most important to the realization of this plan are:
 - site design and infrastructure in private development projects that consider mobility and access needs; that will provide appropriate transit access facilities, walkways, sidewalks, crosswalks, trails, and local streets; and that will incorporate good planning and design to ensure the systematic development of a multi-modal transportation network;
 - transit service delivery by private transit providers; and,
 - direct cost participation in the implementation of public transit services.
4. **Tourism-Based Revenue Sources.** The Town and County will pursue authority to implement local tourism-based taxes or fees to fund transportation needs.
5. **Districts and Transportation Authorities.** The Town and County will explore other potential funding systems for transportation including those for which authority already exists in Wyoming as well as those for which new local authority would have to be provided by the Legislature.
6. **Impact Fees.** The Town and County will continue to assess the potential role that impact fees could play in meeting the capital needs in the transportation plan.
7. **Capital Facilities Tax.** The Town and County will continue to identify capital projects that are appropriate for consideration by the voters through the Capital Facilities Tax.

Administrative Strategies

Policy and Technical Committees

Implementation of this plan will require technical advice and committed oversight to achieve the stated goals and objectives. The Policy and Technical Committees are intended to be the forums for implementation, oversight, adjustments, and updates of the transportation plan as described in this chapter.

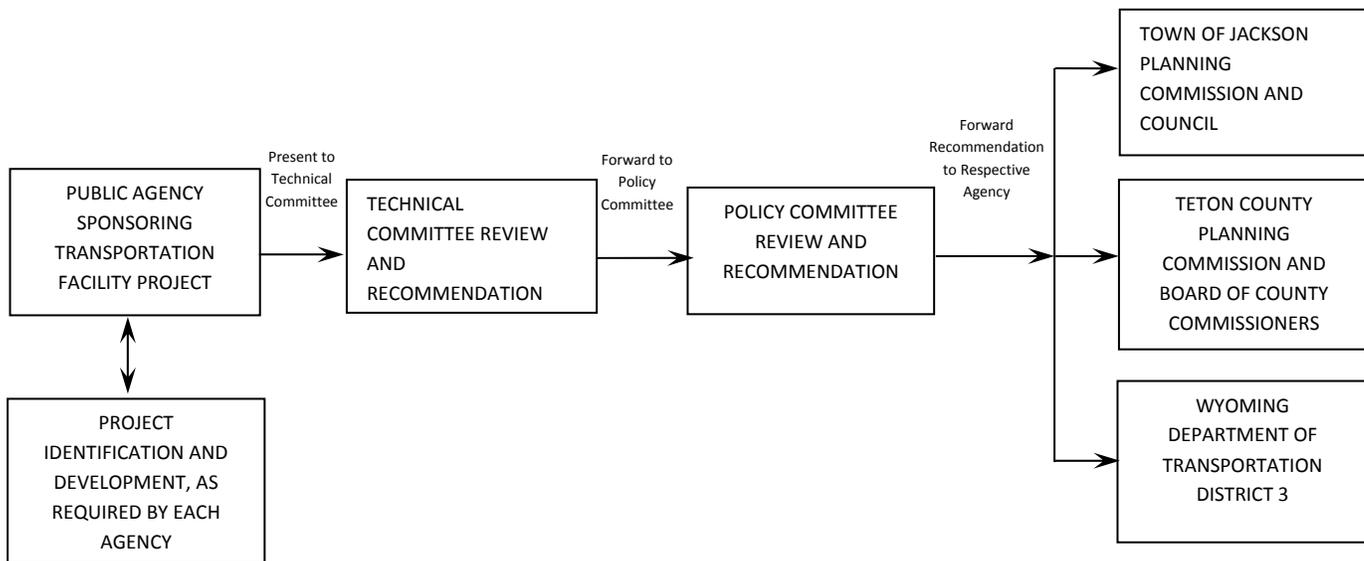
As such, the Policy Committee will provide oversight to the implementation of the plan and will provide a necessary and important link to the elected officials whose decisions have a direct bearing on this chapter’s success. The Policy Committee will provide direction to the administrators of their respective agencies to allocate necessary resources for implementing chapter components. The Policy Committee will serve as advocates for allocating the necessary stable funding sources required to implement elements such as transit.

The Technical Committee will provide technical advice on chapter implementation to the Policy Committee. It is the entity that will provide technical reviews and recommendations to Town and County staff charged with implementing elements of the plan, including developing recommended studies and monitoring the plan’s implementation. The

committee will serve as an advisory board for development application reviews as they relate to the transportation system and this plan.

It is the intent of this plan that transportation facility expansion projects undertaken in Teton County, regardless of jurisdiction, will be reviewed by the Technical Committee, with recommendations forwarded for consideration and review by the Policy Committee. The Policy Committee, as an advisory board, will forward recommendations to the Town and County boards (Planning Commission, Town Council, and Board of County Commissioners). These boards will solicit public comment on a case by case basis, and determine if an official response to the sponsoring agency is warranted. This process is not intended to circumvent the public comment processes established by the sponsoring agency. In recognition of the need to plan for visitor and recreationalist services, collaboration between Grand Teton National Park (GTNP,) Yellowstone National Park and Bridger-Teton National Forest should be pursued to address the transportation issues associated with these lands, particularly for the high volume summer months.

Figure 6. Technical and Policy Committee Review Processes



The Policy and Technical Committees will facilitate the update of the transportation plan, as described in this chapter every five years. Interim revisions will be undertaken as part of a biennial monitoring and revision program.

It is important that the Transportation Plan be adaptable to changing conditions. The plan is based on forecasting future conditions, which requires fairly broad assumptions. The major goal of this plan is to change present trends and conditions to arrive at a future with a more balanced transportation system. In order to arrive at a desired transportation future, the conditions and trends will need to be monitored, and the plan adapted accordingly to achieve the plan’s goals and objectives. It is important that the Town, County, and WYDOT commit to providing the necessary funding and resources to allow the revisions and updates to occur.

Policy and Technical Committees Strategy Statement:

- *The Policy and Technical Committees will provide a coordinating function that ensures that the development of all transportation systems and infrastructure occur in accordance with this plan.*

Functions of the Technical Committee will include technical advice to Town, County, and WYDOT staff charged with implementing components of this plan, and developing recommendations to the Policy Committee on issues relating to:

1. Monitoring the effects of implementing this chapter, as outlined later in this section.

2. Preparing a biennial report to the Town Council and Board of County Commissioners discussing the monitoring results and recommending any “mid-stream” changes required.
3. Coordinating the Town/County transportation improvement program (TIP), as discussed in this section.
4. Coordinating the Town/County TIP with the WYDOT State Transportation Improvement Program.
5. Researching and identify alternative funding sources.
6. Promoting and developing private and public partnerships.
7. Administering the Access Control Plan.
8. Developing and coordinating the organization transportation coordinator program.

Transportation Improvement Program (TIP) – Development and Coordination

The Town and County will develop a Transportation Improvement Program that represents a master summary of the transportation components of the improvement programs developed by each agency and department.

Coordinating the planning and programming of improvements to the transportation system is essential to developing the well-balanced transportation system promoted in this chapter. As local funding is limited, better near and long-term planning is necessary to optimize the use of available funds as well as strategically identify available state and federal funding opportunities. In order for the Town and County TIP to take into account the needs of all modes, it will need to be assembled by the Transportation Technical Committee, for recommendation to the Policy Committee with input from each agency department. Developing a TIP for all modes of travel for both the Town and County will also allow the review of proposed projects for consistency with the goals, objectives, and policies set forth in this plan. The TIP will also serve as a mechanism from which coordination with the WYDOT State Transportation Improvement Program (STIP) can occur.

The policy statement for TIP development states that:

- *The Town of Jackson, Teton County, and WYDOT, through the Transportation Technical and Policy Committees, will jointly develop a five-year Transportation Improvement Program that will be reviewed and updated annually for roads, pathways, streets, sidewalks, bridges, and transit. Projects eligible for state funding will be forwarded to WYDOT for consideration and listing in the State Transportation Improvement Program (STIP).*

The action requirements for preparation of a community TIP are:

1. The TIP will be assembled and prioritized by the Technical Committee based on improvement programs developed by Town and County departments in coordination with WYDOT. These departments include:
 - Town Public Works for Town street, sidewalk, and transit (START) project needs.
 - County Road and Levee Department for road and bridge maintenance.
 - County Engineer for road and bridge projects.
 - Jackson Hole Community Pathways for Town and County pathways.
2. As the only department that presently does not develop any type of TIP, the County Engineer will establish a TIP for roads and bridges to be incorporated in the TIP.
3. The TIP will be economically viable based on available funding sources.

4. The TIP will include maintenance items in order to ensure that the life-span of the transportation infrastructure and facilities invested in by this community is maximized.
5. The TIP will meet the goals and objectives for all modes of transportation and the land use measures established in this chapter.
6. The TIP will be presented to the Policy Committee for its review. Appropriate sections will be submitted to each appropriate jurisdiction for final approval.

Monitoring Program

The strategies presented in this chapter identify a variety of mechanisms for reducing the rate of traffic growth in Teton County. Substantial investments will be required from the public and private sector to implement these strategies. They are also designed to minimize the need to expand the roadway system. As such, it is imperative that the effects of these strategies be carefully monitored.

A monitoring program that measures traffic volumes, transit ridership, mode shares, land development trends and rates, resort TDM monitoring results, and parking trends is essential to measure the success of implementing this chapter. It is also necessary to identify and implement mid-stream adjustments and changes to traffic mitigation programs to ensure their success. Finally, the data collected from a comprehensive monitoring program will greatly aid in updates to the transportation planning process.

Monitoring Program Strategy Statement:

The Town, County, and WYDOT will work together to consistently monitor traffic volumes, transit ridership, parking, land development, and resort TDM monitoring results in order to measure the effectiveness of the strategies recommended in this chapter.

The monitoring program will consist of the following data collection systems:

1. **Traffic Counters:** Counting and monitoring traffic volumes will be critical to assessing the impacts of the strategies in this chapter and in planning and determining specific roadway project needs. As discussed in Section A – Issues, annual traffic counts are lacking in Teton County. This strategy proposes the addition of permanent traffic counters at the following locations:
 - A. On US 26, 89 south of the Town of Jackson
 - B. On West Broadway
 - C. On North Cache Street
 - D. On US 26, 89 north of the Town of Jackson
 - E. On WY 390

The cost of installing permanent counters range from \$10,000 to \$20,000 depending on the number of lanes of the facility being monitored, and the type of system. The Town, County, and WYDOT, through the Technical and Policy Committees will work together to identify funding sources and counter location priorities.

In addition, this strategy recommends collecting July ADT counts biennially at representative locations to compare with 1996 baseline ADT counts.

2. **Transit Ridership:** START presently collects and monitors detailed ridership data. This strategy recommends that START, as it evolves and expands based on the recommendations of the TDP, continue to collect and monitor this data in detail.
3. **Bicycle and Pedestrian Counts:** In order to accurately assess the effectiveness of shifting motor vehicle trips to the nonmotorized modes, data on bicycle and pedestrian trips must be collected by the Town and County with support from WYDOT.

4. **Parking Data:** Through implementation of the Downtown Core Study, the existing parking supply in the downtown core will be quantified, and changes to parking requirements in Town will be identified. This data should be updated annually in order to balance parking supply with the TDM measures determined by the OTC.
5. **Land Development:** Through this transportation planning process, the Town and County Planning Offices have quantified the amount of existing development by traffic zone in the Town and County. In addition, projections have been made for residential and commercial development to the year 2020. This strategy recommends updating this data biennially to reflect ongoing development, and evaluating and comparing the rate of growth with the amount projected to horizon year 2020 as part of this process.
6. **Resort TDM Monitoring:** The monitoring program will take into account the resort TDM monitoring programs.

Reserve Section

The following issues presented in this section have been identified as issues to be analyzed at a future date.

1. Teton Pass—Safety Features
2. Linking Transit Opportunities to other entities such as Grand Teton National Park, Yellowstone National Park, Driggs and Victor, Idaho.
3. Jackson Hole Airport
 - Supporting continued service at the airport while minimizing environmental and traffic impacts.
 - Management and coordination of ground transportation.
4. Alta, Kelly, Moose, and Moran

Appendix F 2008 Travel Demand Modeling





**ANTLER
MOTEL**
TOWN SQUARE
INNS
OFFICE

CONCRETE
ANTLER INN



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TRAVEL DEMAND MODELING

Purpose: The Jackson/Teton County Comprehensive Plan Update is revisiting land use and transportation planning policies to ensure they can be achieved as the community moves forward. In an effort to make informed decisions about policy adjustments, the project team modeled transportation scenarios using WYDOT's travel demand model. This model is currently the most accurate tool available to determine how potential land use and transportation network changes will affect future travel patterns.

WYDOT TRAVEL DEMAND MODEL

In the spring of 2007 the Wyoming Department of Transportation (WYDOT) prepared a travel demand model for Teton County. This travel demand model is based on existing land uses and is calibrated using actual traffic count data. It is important to note that the travel demand model is a general planning tool that forecasts how future changes to land use could modify travel behavior. It provides planning context to make decisions about general land use patterns, but is not an exhaustive tool for detailed roadway design. Using the model as a planning tool, alternative land use and roadway scenarios were evaluated. The scenarios help understand how the objectives identified by the community can be achieved.

MODELING ADJUSTMENTS

The current WYDOT travel model is not setup to evaluate the potential benefits of increased alternative travel mode usage (e.g., pedestrian, bicycle, and transit usage). It is also not equipped to adjust traffic flows in response to traffic congestion at intersections or along roads in the network. The model assigns motor vehicle trips to roads in the network using the shortest path possible.

To account for alternative modes, the team adjusted the model results to understand how increases in alternative mode use could affect travel. The adjustments examined how doubling the transit systems ridership and expanding pathways to increase alternative mode share 10% beyond current levels could affect traffic levels. The details of the modeling adjustments are available on the project website (www.jacksontetonplan.com) as a summary presentation. The results are also a key part of the conclusions in this document.

FUTURE LAND USE SCENARIO

In an effort to understand how future land uses may adjust travel behavior, a future land use scenario was prepared. The future land use scenario was based on the draft Countywide Future Land Use Plan and concepts presented at the May 2008 public workshops (available for review on the project website). The Future Land Use Plan will continue to be refined as the planning process moves forward, as will land uses in the Town of Jackson through the concurrent subarea plan process for the town. Once the Comprehensive Plan (Plan) update process is complete, more refined transportation planning work will be initiated to support the changes in the plan.

MODELING SCENARIOS

A series of transportation scenarios were prepared based on the current travel demand model. Each of the transportation scenarios includes a 2% annual traffic growth rate, which is lower than the recent growth rates but suggested by WYDOT. It is important to note that the actual annual growth rate based on traffic counts is higher than the rate WYDOT elected to use in the modeling.

A total of four modeling runs were prepared by WYDOT based on the scenarios prepared by the project team.

Future Scenario #1: No land use or roadway network changes

This scenario includes no changes to land use and no roadway network improvements.

Future Scenario #2: Existing network with Indian Trails Road connection

This scenario includes new land uses as presented in the May 2008 public workshop. A new roadway connection would be constructed between WY 22 and South Park Loop Road by reconfiguring Indian Trail Road.

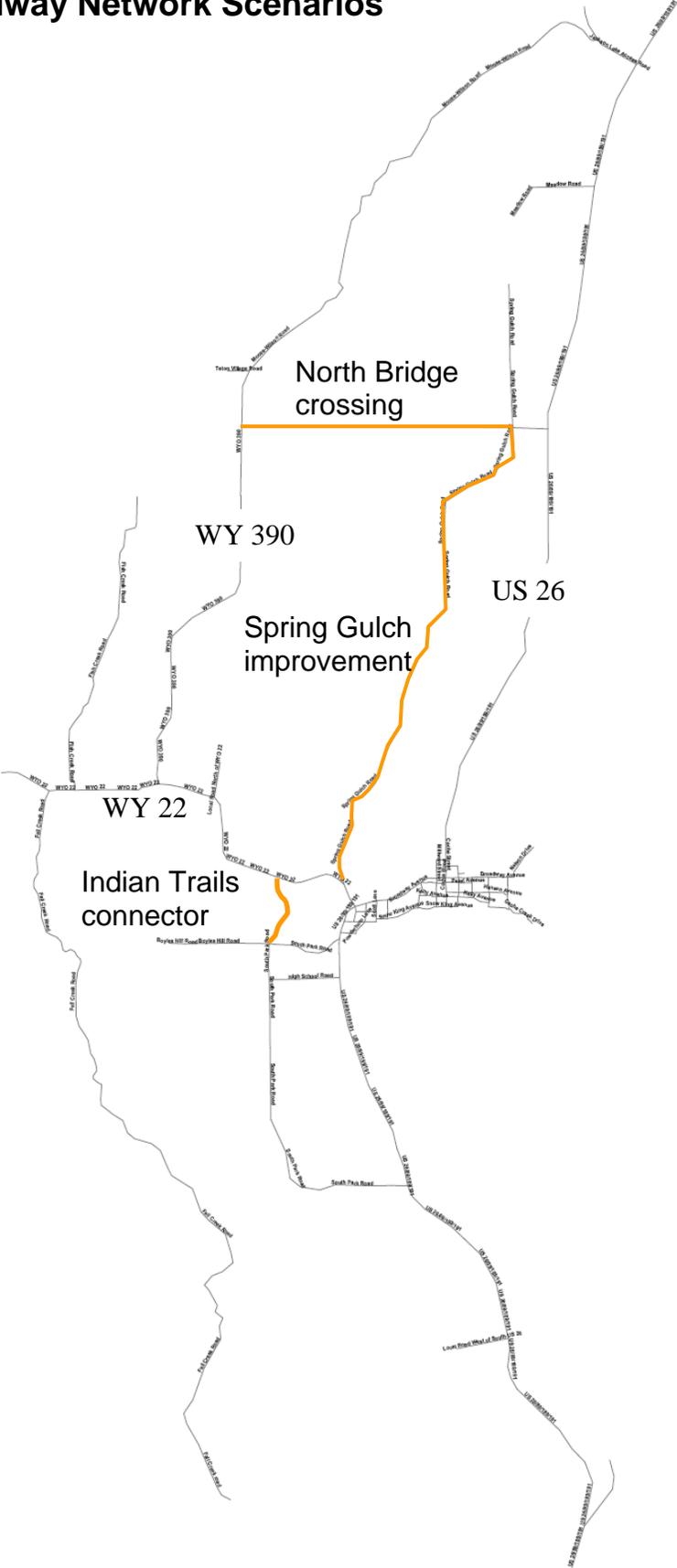
Future Scenario #3: Existing network with Spring Gulch Road improvements

This scenario includes new land uses as presented in the May 2008 public workshop. Improvements to Spring Gulch Road would be made to increase the safety, travel speed, and functionality of the existing corridor to function as an alternative north-south connection.

Future Scenario #4: Existing network with North Bridge crossing

This scenario includes new land uses as presented in the May 2008 public workshop. A bridge would be constructed over the Snake River to connect Teton Village to US 26 using Sagebrush Drive

Roadway Network Scenarios



MODELING RESULTS

The results of the travel demand modeling are summarized below. This information is being used as one of the many planning tools for the Plan update. The modeling process provides a potential outcome of future travel conditions, but is considered a basic forecasting tool. The following results should be interpreted as possible outcomes and not absolutes. The results provide travel demand forecasts and are not intended to be a tool for determining specific roadway design. Questions regarding number of lanes on a roadway (3 lanes vs. 4 lanes) or intersection design (roundabout vs. traditional) cannot be determined from the modeling results. However, the traffic model does provide a useful evaluation of how the transportation network could be expanded to more efficiently distribute traffic. The results of each scenario are presented on the following pages.

Future Scenario #1: No land use or roadway network changes

The forecast prepared for this scenario suggests that traffic will exceed the thresholds established in the current transportation chapter of the Plan. The modeling results suggest that the WY 22 monitoring location will have 47% more traffic, the WY 390 location will have 22% more, and the Broadway Avenue location will have 12% more traffic than the thresholds established in the current transportation chapter of the Plan. This scenario also suggests that with no changes to current land use and a lower than average annual traffic growth rate (2% per year), the current Plan's objectives will be difficult to achieve. The model adjustments indicate transit and pathways improvements will be critical. They provide choices and serve an important part of the travel demand that is not served today, but the increased use of transit and pathways will not replace enough motor vehicle trips to meet the thresholds in the current transportation chapter of the Plan.

Future Scenario #2: Existing network with Indian Trails Road connection

The forecast prepared for this scenario suggests that traffic passing through the "Y" intersection will be approximately 28% less if this connection is made. This improvement could help meet the traffic thresholds established in the current Plan for Broadway south of the "Y" intersection. However, traffic traveling through other segments of the "Y" intersection could experience no improvement. Therefore, improvement to the "Y" intersections to facilitate motor vehicle, transit, bicycle, and pedestrian travel may still be warranted with the Indian Trails Road connection.

Future Scenario #3: Existing network with Spring Gulch Road improvements

The forecast prepared for this scenario suggests that improving this corridor could reduce approximately 20% of the traffic on Broadway Avenue near Flat Creek, allowing the thresholds in the current Plan to be met at this location. However, this connection results in approximately 6% more traffic through the "Y" intersection and WY 22 as north and southbound vehicles travel between Spring Gulch Road and South Broadway.

Future Scenario #4: Existing network with North Bridge crossing

The forecast prepared for this scenario suggests that building this connection could result in approximately 43% less traffic on WY 390 and 26% less traffic on WY 22. At both locations the thresholds established in the current plan could be achieved. However, this connection could result in approximately 24% more traffic on north Cache near Town Square.

MODELING CONCLUSIONS

The modeling results suggest improvements to the roadway network have system wide tradeoffs, even with alternative mode use adjustments. It appears the major traffic monitoring locations established in the transportation chapter of the current Plan are going to exceed the thresholds. This holds true under any land use scenario, even scenarios that assume no additional development or roadway network expansion.

The modeling also suggests that annual traffic growth needs to be monitored and evaluated more accurately. At this time it is unknown what factors are influencing annual traffic growth. It appears that the annual traffic growth rate is being influenced by new development, continued growth in tourist activities, increased trip making by residents, commute distance between jobs/housing, and resident's ability to access alternative modes. Given the high likelihood that the thresholds in the current Plan are going to be exceeded, the following course of actions could be taken.

- Implement a new set of multimodal mobility objectives, dedicated funding sources, and measures to reduce annual traffic growth as a concerted effort to achieve the current Plan's thresholds.
- Accept the current standards are not going to be achievable and establish new standards based on goals for all modes of travel (not just traffic volumes at major points in the transportation network).
- Establish a more accurate system for collecting, analyzing and forecasting traffic data (beyond the WYDOT modeling process) to evaluate the current Plan's thresholds.

The value of the WYDOT modeling process is to determine how travel demand is affected by network adjustments. There has been curiosity in the community about the validity of new roadway connections and their role in reducing traffic. The model provides an objective basis to help the community understand the potential outcomes of redistributing traffic via new roadway connections. Based on the modeling results the following conclusion can be drawn about new network connections.

- Leaving the existing roadway network in place and accepting high levels of motor vehicle congestion in the future will affect pedestrians, bicycles, and transit operations.
- The Indian Trails Road connection could improve the function of the “Y” intersection for all modes of travel while providing a more direct northbound connection for South Park residents. This improvement alone will not resolve all of the circulation issues at the “Y” intersection and should be considered with a redesign of the “Y” intersection.
- The Spring Gulch Road connection could improve traffic levels on Broadway Avenue, but would likely increase traffic at the “Y” intersection. This connection appears to offer very minimal system-wide benefit.
- The North Bridge connection is likely to shift traffic from WY 390 to US 26. This shift essentially moves traffic from a congested corridor to an equally congested corridor. This connection appears to offer very minimal system-wide benefit.

Finally, the results of the modeling suggest that new improvements and programs are necessary under any scenario. The following strategic action items are suggested, based on the draft policy updates that are available on the project website. Each strategic action item is preceded by potential outcomes.

1. Implement a “complete streets” program
 - Street projects accommodate all modes of transportation
 - 5% of all trips are walking and bicycling
 - Successful collaboration between WYDOT and local agencies
2. Expand START with new buses and service
 - 2,000 new daily START riders are riding by 2025
 - Major roadway corridors have 5-10% transit mode share
 - Regional transit service is expanded in Teton County, ID
3. Form a Regional Transportation Authority (RTA)
 - Communities in Teton County (WY&ID) & Star Valley in the RTA
 - Transportation funding is collected and shared within RTA
 - Roadway, bus, and trail projects are completed by RTA
 - RTA has members from each community collecting tax
4. Establish a transportation tax to fund roadways, transit & pathways
 - Tax proceeds supplement intersection reconstruction and corridor projects
 - Tax funds “complete street” projects
 - Tax proceeds fund START capital and operations costs
 - Tax proceeds supplement pathways program

APPENDIX DETAILS

This appendix summarizes land use assumptions for the March transportation analysis for the Town and County:

TOWN LAND USES IN FUTURE MODELING SCENARIOS

The town totals used in the March 2008 analysis included 3,900 new housing units and 1.31 million square feet of new non-residential uses. This total is slightly lower than what current zoning with options allows. The current zoning would allow 5,070 new housing units and 2.34 million square feet of new non-residential uses. Town future land uses have not been determined yet, so these numbers are subject to change.

COUNTY LAND USES IN FUTURE MODELING SCENARIOS

The town totals used in the March 2008 analysis included 4,150 new housing units and 1.47 million square feet of new non-residential uses. This total is slightly lower than what current zoning with options allows for residential development. The current zoning would allow 5,200 new housing units and 1.17 million square feet of new non-residential uses. The 4,150 new housing unit total assumed approximately 1,240 new units in all of South Park, with approximately 1,000 units within ½ mile of High School Road. The analysis also accounted for 400,000 square feet of commercial mixed-use at the intersection of High School Road and Hwy 89. However, the draft land uses do not include commercial in that location, and instead suggest a smaller amount of new light industry/business park uses just west of the school. County land uses will likely change as the draft plan is refined.

A. Traffic Count vs Goals

	So. HWY @ Rafter J	WY 22 @ S.R. bridge	WY 390 @ Nethercott	WY 390 North of Aspens	Broadway @ Maple Way	Broadway @ Flat Creek	Broadway @ Town Sq	Milward TRK Route	Pearl Ave
1996 Count	16,800	17,700	12,600	5,200	30,000	40,300	21,000	9,000	12,500
2002 Counts	20,300	22,600	15,400	8,100	35,100	39,500	19,400	7,800	9,900
2006 Counts	23,400	N/A	N/A	8,400	N/A	N/A	N/A	N/A	N/A
2020 Goal (Based on 2003 Plan)	29,000	31,000	20,000	9,000	43,000	56,000	24,000	13,000	14,000
	500	14,700	(2,100)	2,000	5,400	1,700	1,000	(6,300)	(6,000)

B. WYDOT Future Year Travel Demand Results

WYDOT MODELING RESULTS - ADJUSTED LAND USE									
Existing Roadway Network	29,500	45,700	17,900	11,000	48,400	57,700	25,000	6,700	8,000
w/Spring Gulch Connection	21,900	45,700	15,000	11,000	51,200	46,300	19,200	5,400	6,100
w/North Bridge Connection	21,900	33,700	10,600	5,900	51,000	62,000	31,000	7,400	14,400
w/Indian Trails Connection	21,700	45,700	18,000	11,000	34,700	64,400	24,200	6,700	8,200

C. 10% Transit Reduction (Very Aggressive - \$\$\$\$ - BRT - Scenario)

WYDOT MODELING RESULTS - ADJUSTED LAND USE									
Existing Roadway Network	2,950	4,570	1,790	1,100	4,840	5,770	2,500	670	800
w/Spring Gulch Connection	2,190	4,570	1,500	1,100	5,120	4,630	1,920	540	610
w/North Bridge Connection	2,190	3,370	1,060	590	5,100	6,200	3,100	740	1,440
w/Indian Trails Connection	2,170	4,570	1,800	1,100	3,470	6,440	2,420	670	820

D. WYDOT Future Year with 10% Transit Reduction

WYDOT MODELING RESULTS - ADJUSTED LAND USE									
Existing Roadway Network	26,550	41,130	16,110	9,900	43,560	51,930	22,500	6,030	7,200
w/Spring Gulch Connection	19,710	41,130	13,500	9,900	46,080	41,670	17,280	4,860	5,490
w/North Bridge Connection	19,710	30,330	9,540	5,310	45,900	55,800	27,900	6,660	12,960
w/Indian Trails Connection	19,530	41,130	16,200	9,900	31,230	57,960	21,780	6,030	7,380

E. Roadway Connections Analysis

WYDOT MODELING RESULTS - ADJUSTED LAND USE									
Existing Roadway Network	29,500	45,700	17,900	11,000	48,400	57,700	25,000	6,700	8,000
w/Spring Gulch Connection	21,900	45,700	15,000	11,000	51,200	46,300	19,200	5,400	6,100
w/North Bridge Connection	21,900	33,700	10,600	5,900	51,000	62,000	31,000	7,400	14,400
w/Indian Trails Connection	21,700	45,700	18,000	11,000	34,700	64,400	24,200	6,700	8,200
% change from Existing Roadway		-26%	-41%	-46%	-28%		24%		

The north bridge projects reduces traffic on WY390 & WY 22 but increase traffic on US89 into Town Square

The indian trails project would reduce trips from the "Y" intersection

F. Achieving Plan Goals (without increased transit)

	So. HWY @ Rafter J	WY 22 @ S.R. bridge	WY 390 @ Nethercott	WY 390 North of Aspens	Broadway @ Maple Way	Broadway @ Flat Creek	Broadway @ Town Sq	Milward TRK Route	Pearl Ave
WYDOT MODELING RESULTS - ADJUSTED LAND USE									
Existing Roadway Network	500	14,700	(2,100)	2,000	5,400	1,700	1,000	(6,300)	(6,000)
w/Spring Gulch Connection	(7,100)	14,700	(5,000)	2,000	8,200	(9,700)	(4,800)	(7,600)	(7,900)
w/North Bridge Connection	(7,100)	2,700	(9,400)	(3,100)	8,000	6,000	7,000	(5,600)	400
w/Indian Trails Connection	(7,300)	14,700	(2,000)	2,000	(8,300)	8,400	200	(6,300)	(5,800)

G. Achieving Plan Goals (10% Transit Reduction)

	So. HWY @ Rafter J	WY 22 @ S.R. bridge	WY 390 @ Nethercott	WY 390 North of Aspens	Broadway @ Maple Way	Broadway @ Flat Creek	Broadway @ Town Sq	Milward TRK Route	Pearl Ave
WYDOT MODELING RESULTS - ADJUSTED LAND USE									
Existing Roadway Network	(2,450)	10,130	(3,890)	900	560	(4,070)	(1,500)	(6,970)	(6,800)
w/Spring Gulch Connection	(9,290)	10,130	(6,500)	900	3,080	(14,330)	(6,720)	(8,140)	(8,510)

Appendix G Statutory Authorization





Statutory Authorization

Appendix G

Town of Jackson

15-1-503. Master plan; adoption; concurrent action; contents; amendment.

(a) The commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality. If the plan involves territory outside the city or town, action shall be taken with the concurrence of the board of county commissioners or county planning commission, or other municipal legislative body concerned. The master plan, with the accompanying maps, plats, charts and descriptive and explanatory matter shall show the:

- (i) Commission's recommendations for the development and may include the general location, character and extent of streets, bridges, viaducts, parks, waterways and waterfront developments, playgrounds, airports and other public ways, grounds, places and spaces;
- (ii) General location of public buildings and other public property;
- (iii) General location and extent of public utilities and terminals, whether publicly or privately owned, for water, light, power, heat, sanitation, transportation, communication and other purposes;
- (iv) Acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment, or change of use of any public ways, grounds, places, spaces, buildings, properties, utilities or terminals;
- (v) Zoning plan for the regulation of the height, area, bulk, location and use of private and public structures and premises, and of population density;
- (vi) General location, character, layout and extent of community centers and neighborhood units; and
- (vii) General character, extent and layout of the replanning of blighted districts and slum areas.

(b) The commission may amend, extend or add to the plan or carry any part or subject matter into greater detail.

15-1-504. Master plan; preparatory surveys and studies; general purpose.

In preparing the master plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality and its environs. The plan shall be made for the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will best promote the general welfare as well as efficiency and economy in the process of development.

15-1-505. Master plan; manner of adopting generally; certification thereof.

The commission may adopt the master plan in parts as the plan progresses or as a whole. Any part of the plan shall correspond generally with one (1) or more of the functional subdivisions of the subject matter thereof. The adoption of the plan or any part, amendment or addition shall be by resolution carried by the affirmative vote of not less than a majority of the commission. The resolution shall refer expressly to the maps, descriptive matter and other matters intended by the commission to form the whole or part of the plan. The action taken shall be recorded on the adopted plan or part thereof over the signature of the secretary of the commission. A copy of the plan or part thereof shall be certified to the governing body.

15-1-506. Master plan; construction to conform, be approved; overruling disapproval; time limitation.

(a) If the governing body has adopted the master plan or any part thereof, no street, park or other public way, ground, place or space, public building or structure or public utility, whether publicly or privately owned, may be constructed until its location and extent conform to the plan and have been approved by the commission. If disapproved, the commission shall communicate its reasons to the governing body which by a vote of not less than a majority of its membership may overrule the disapproval. If overruled, the governing body or the appropriate board or officer may proceed. However, if the public way, ground, place, space, building, structure or utility is one which the governing body, or other body or official of the municipality may not authorize or finance, then the submission to the commission shall be by the board or official having that jurisdiction, and the commission's disapproval may be overruled by that board by a majority vote or by that official. The acceptance, widening, removal, extension, relocating, narrowing, vacation, abandonment, change of use, acquisition of land for, or sale or lease of any street or other public way, ground, place, property or structure may be similarly overruled.

(b) If the commission fails to act within thirty (30) days after the proposal has been submitted to it, the proposal is deemed approved, unless a longer period is granted by the governing body or other submitting body, board or official.

Teton County

18-5-201. Authority vested in board of county commissioners; inapplicability of chapter to incorporated cities and towns and mineral resources.

To promote the public health, safety, morals and general welfare of the county, each board of county commissioners may regulate and restrict the location and use of buildings and structures and the use, condition of use or occupancy of lands for residence, recreation, agriculture, industry, commerce, public use and other purposes in the unincorporated area of the county. However, nothing in W.S. 18-5-201 through 18-5-207 shall be construed to contravene any zoning authority of any incorporated city or town and no zoning resolution or plan shall prevent any use or occupancy reasonably necessary to the extraction or production of the mineral resources in or under any lands subject thereto.

18-5-202. Planning and zoning commission; composition; residency requirements, terms and removal of members; vacancies; rules; record; meetings to be public; secretary; preparation and amendments; purpose; certifications and hearing; amendments.

(a) Each board of county commissioners may by resolution create and establish a planning and zoning commission. The commission shall be composed of five (5) members appointed by the board at least three (3) of whom shall reside in the unincorporated area of the county, provided that this provision shall not affect the membership composition of any existing commission. The terms of the members appointed to the first planning and zoning commission shall be of such length and so arranged that the terms of one (1) member will expire each year, and thereafter each member shall be appointed for a term of three (3) years. Any member of the commission may be removed for cause other than politics or religion and after public hearing by the board of county commissioners. If a vacancy occurs in the commission the board of county commissioners shall fill the vacancy by appointment for the unexpired term. The planning and zoning commission shall organize within thirty (30) days after its establishment, shall adopt rules for the transaction of its business and keep a record of its actions and determinations. Three (3) members shall constitute a quorum for the transaction of business. All meetings, records and accounts of the commission shall be public. The county clerk shall serve as secretary to the commission.

(b) The planning and zoning commission may prepare and amend a comprehensive plan including zoning for promoting the public health, safety, morals and general welfare of the unincorporated areas of the county, and certify the plan to the board of county commissioners. Before certifying its plan or amendments thereto to the board the commission shall hold at least one (1) public hearing. Notice of the time and place of hearing shall be given by one (1) publication in a newspaper of general circulation in the county at least thirty (30) days before the date of the hearing. Any person may petition the planning and zoning commission to amend any zoning plan adopted under the provisions of W.S. 18-5-201 through 18-5-207.

(c) The planning and zoning commission shall prepare recommendations to effectuate the planning and zoning purposes and certify its recommendations to the board of county commissioners. Before adopting the recommendations the board shall hold at least one (1) public hearing. Notice of the time and place of hearing shall be given by one (1) publication in a newspaper of general circulation in the county at least fourteen (14) days before the date of the hearing. After public hearing has been held, the board shall vote upon the adoption of the planning or zoning recommendation. No planning or zoning recommendation shall be adopted unless a majority of the board votes in favor thereof.