

# JACKSON | TETON COUNTY



## *Comprehensive Plan*



06 April 2012

ecosystem stewardship | growth management | quality of life

# Table of Contents

---

## Our Vision | Executive Summary

Our Vision.....	ES-2
Plan Framework: A Continuous Feedback Cycle.....	ES-4
Common Values of Community Character .....	ES-6
Achieving Our Vision.....	ES-10
Illustration of Our Vision.....	ES-11
Plan Highlights: Learning from the Past .....	ES-12
Plan Highlights: Innovative Planning Tools .....	ES-14

## Ecosystem Stewardship: Common Value 1

Section 1. Stewardship of Wildlife, Natural Resources and Scenery.....	CV-1-2
Section 2. Climate Sustainability through Energy Conservation .....	CV-1-14

## Growth Management: Common Value 2

Section 3. Responsible Growth Management .....	CV-2-2
Section 4. Town as the Heart of the Region - The Central Complete Neighborhood .....	CV-2-16

## Quality of Life: Common Value 3

Section 5. Local Workforce Housing.....	CV-3-2
Section 6. A Diverse and Balanced Economy .....	CV-3-10
Section 7. Multimodal Transportation .....	CV-3-16
Section 8. Quality Community Service Provision .....	CV-3-26

## Achieving Our Vision

Section 9. Growth Management Program.....	AV-2
Section 10. Administration.....	AV-12

---

## Illustration of Our Vision

District 1: Town Square .....	IV-14
District 2: Town Commercial Core .....	IV-18
District 3: Town Residential Core .....	IV-28
District 4: Midtown .....	IV-34
District 5: West Jackson .....	IV-42
District 6: Town Periphery .....	IV-48
District 7: South Highway 89 .....	IV-54
District 8: River Bottom .....	IV-58
District 9: County Valley .....	IV-64
District 10: South Park .....	IV-70
District 11: Wilson .....	IV-74
District 12: Aspens/ Pines .....	IV-80
District 13: Teton Village .....	IV-86
District 14: Alta .....	IV-94
District 15: County Periphery .....	IV-100

## Appendices

- Appendix A: Glossary
- Appendix B: Current Conditions Analysis
- Appendix C: Public Process Summary
- Appendix D: 1994 Affordable Housing Needs Assessment
- Appendix E: Applicable Portions of the 2000 Transportation Plan
- Appendix F: 2008 Travel Demand Modeling
- Appendix G: Statutory Authorization

# Acknowledgements

## *Stakeholder Advisory Group:*

Laurie Andrews, *Conservation Easements*  
Jake Ankeny, *Construction*  
Jerry Blann, *Resorts*  
Franz Camenzind, *Wildlife Protection/Conservation*  
Rob Cheek, *Commercial Real Estate*  
Kniffy Hamilton, *National Forest*  
Anne Hayden, *Affordable Housing*  
Darrell Hoffman, *Community Character Preservation*  
Bland Hoke, *Real Estate Development/Historical  
Planning Perspective*  
Kelly Lockhart, *Ranching/Large Land Owners*  
Brad Mead, *Ranching/Large Land Owners/Legal*  
Tim O'Donoghue, *Chamber of Commerce*  
Sean O'Malley, *Engineering*  
Scott Pierson, *Planning/Development*  
Aaron Pruzan, *Recreation/Town Business Owner*  
Pam Shea, *Education*  
Deb Sprauge, *Social Services*  
Loren Wilson, *Agriculture/Alta/Large Land Owners*

## *Technical Advisory Group:*

Mark Antrobus, *Teton County Building Official*  
Dail Barbour, *Teton County Library Manager*  
James Brough, *Northwest District Engineer, Wyoming  
Department of Environmental Quality*  
Doug Brimeyer, *Biologist, Wyoming Department of Game and  
Fish*  
Tom Campbell, *Wildlife Biologists*  
Eric Cole, *Biologist, National Elk Refuge*  
Erika Edmiston, *Supervisor, Teton County Weed and Pest*  
Steve Foster, *Director, Teton County/Jackson Parks and  
Recreation*  
Mary Gibson Scott, *Superintendent, Grand Teton National  
Park*  
Mark Gocke, *Regional Information and Education Specialist,  
Wyoming Department of Game and Fish*

Terri Gregory, *Public Health Manager*  
Pete Hallsten, *Resident Engineer, Wyoming Department of  
Transportation*  
Jeff Hermansky, *Teton County Engineer*  
Steve Kilpatrick, *Biologist, Wyoming Department of Game and  
Fish*  
Rachel Markko, *Teton Conservation District*  
Mary Martin, *Department Director, University of Wyoming  
Extension Services & 4-H*  
Shawn O'Malley, *Town of Jackson Engineer*  
Wayne Neal, *Road and Levee Superintendent*  
Heather Overholser, *Executive Director for Jackson  
Community Recycling*  
Rusty Palmer, *Chief, Jackson Hole Fire/EMS*  
Larry Pardee, *Director, Jackson Public Works*  
Jay Pence, *Teton Basin District Ranger, Caribou-Targhee  
National Forest*  
Jonathon Schechter, *Charture Institute*  
Brian Schilling, *Pathways Coordinator, Jackson Hole  
Community Pathways*  
Kevin Thibeault, *Facilities Director, Teton County School  
District #1*  
Michael Wackerly, *Transit Administrator, START Bus*  
Lynne Wagner, *Real Estate Agent, OK Rentals & Real Estate*  
Christine Walker, *Executive Director, Teton County Housing  
Authority*  
Jim Webb, *President and CEO, Lower Valley Energy*  
Jim Whalen, *Teton County Sheriff*  
Jim Wilson, *Water Commissioner, District 13, Division 4  
(Alta) Wyoming State Engineer's Office*  
Dan Zivkovich, *Town of Jackson Chief of Police*



### *Elected Officials:*

#### TETON COUNTY

Commissioner Ben Ellis  
Commissioner Andy Schwartz  
Commissioner Hank Phibbs  
Commissioner Paul Vogelheim  
Commissioner Paul Perry  
Commissioner Leland Christensen  
Commissioner Bill Paddleford

#### TOWN OF JACKSON

Mayor Mark Barron  
Councilor Melissa Turley  
Councilor Mark Obringer  
Councilor Bob Lenz  
Councilor Greg Miles

### *Planning Commission:*

#### TETON COUNTY

Paul Duncker  
Mark Newcomb  
Peter Stewart  
Mike Hammer  
Patricia Russell  
Tony Wall  
Forest McCarthy  
Larry Hamilton  
Joe Palmer

#### TOWN OF JACKSON

Barbara Allen  
Michael Pruett  
Ben Read  
Paul Nash  
Dana Buchwald  
Jamie Walter  
John Stennis  
Geneva Chong  
Lisa daCosta  
Jessica Rutzick  
Nancy Shea

### *Planning Team:*

Jeff Daugherty, *Planning Director, Teton County*  
Tyler Sinclair, *Planning Director, Town of Jackson*  
Alex Norton, *Senior Planner, Teton County*  
Shawn Hill, *Senior Planner, Town of Jackson*

#### CONSULTANTS:

AECOM  
Clarion Associates  
Collins Planning Associates  
Fehr & Peers

### *Teton County and Town of Jackson Present and Former Staff:*

Steve Foster, *Teton County Administrator*  
Bob McLaurin, *Town of Jackson Manager*  
Paula Stevens, *Associate Director/Transportation  
Planner, Teton County*  
Susan Johnson, *Principal Planner, Teton County*  
Lindsay Travis, *Associate Planner, Town of Jackson*  
Shawn Means, *Associate Planner, Teton County*  
Jennifer Anderson, *Code Compliance Officer, Teton County*

Jan Friedlund, *Teton County Administrator*  
Jeff Noffsinger, *Principal Planner, Town of Jackson*  
Blair Leist, *Principal Planner, Teton County*  
Hillary Taylor, *Staff Planner, Teton County*  
Jennifer Bodine, *Senior Planner, Teton County*  
Maggie Shilling, *Staff Planner, Teton County*  
Amy Kuszak, *Senior Environmental Planner, Teton County*  
Mary Shouf, *Staff Planner, Teton County*



# 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.

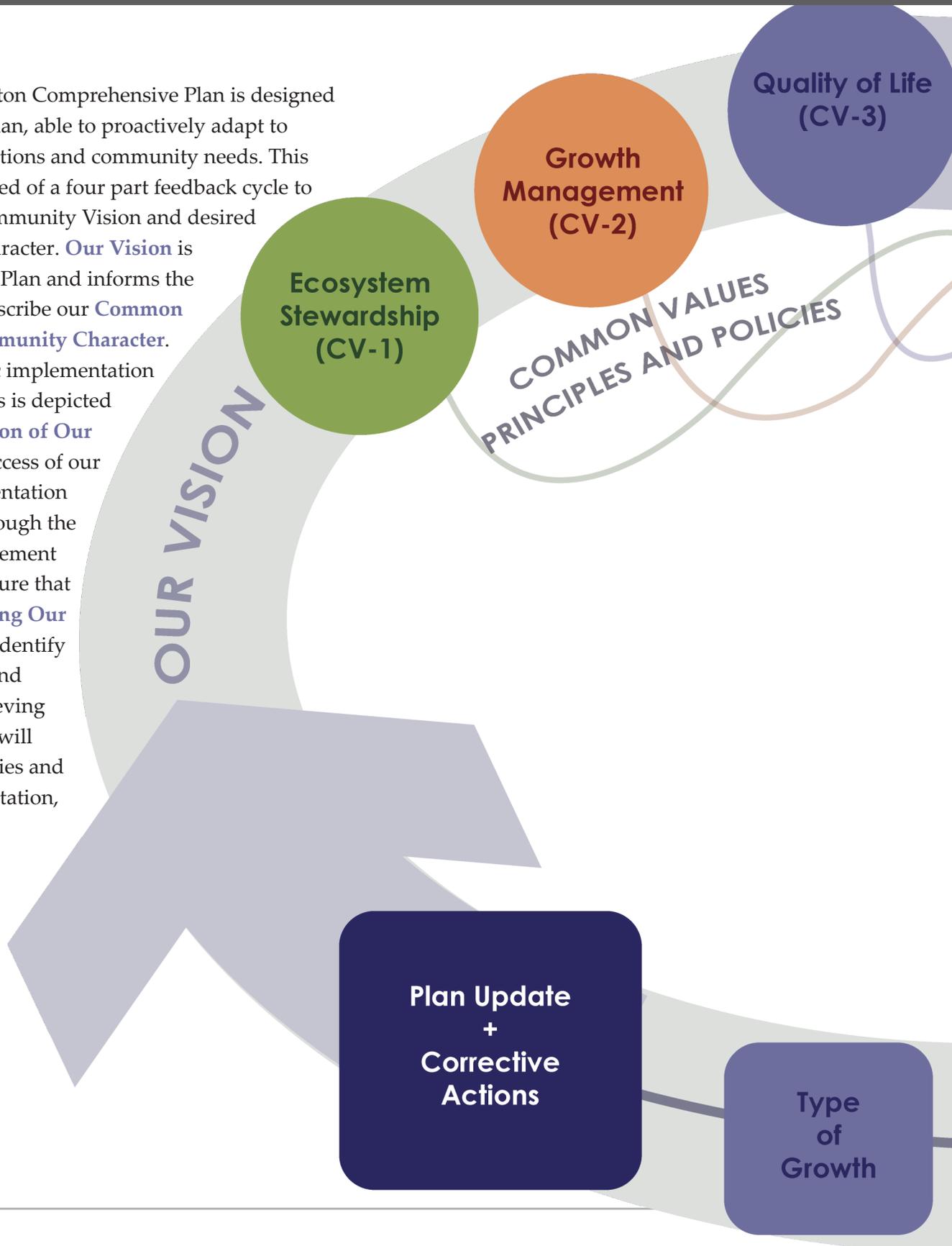
While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. To ensure our ecosystem protection results in a healthy environment, community, and economy, the Plan commits to three Common 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

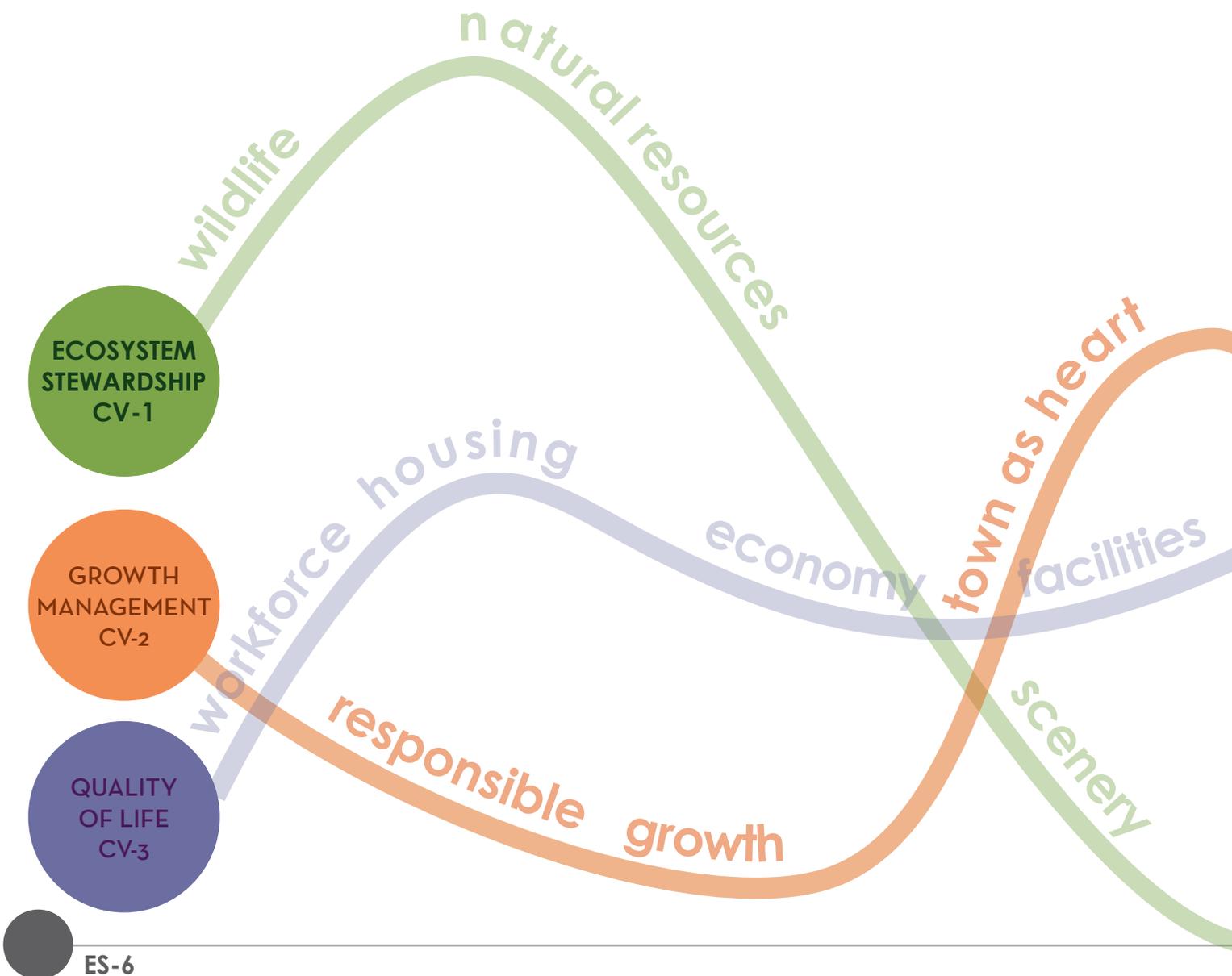
Annual Indicator Reports



# 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:

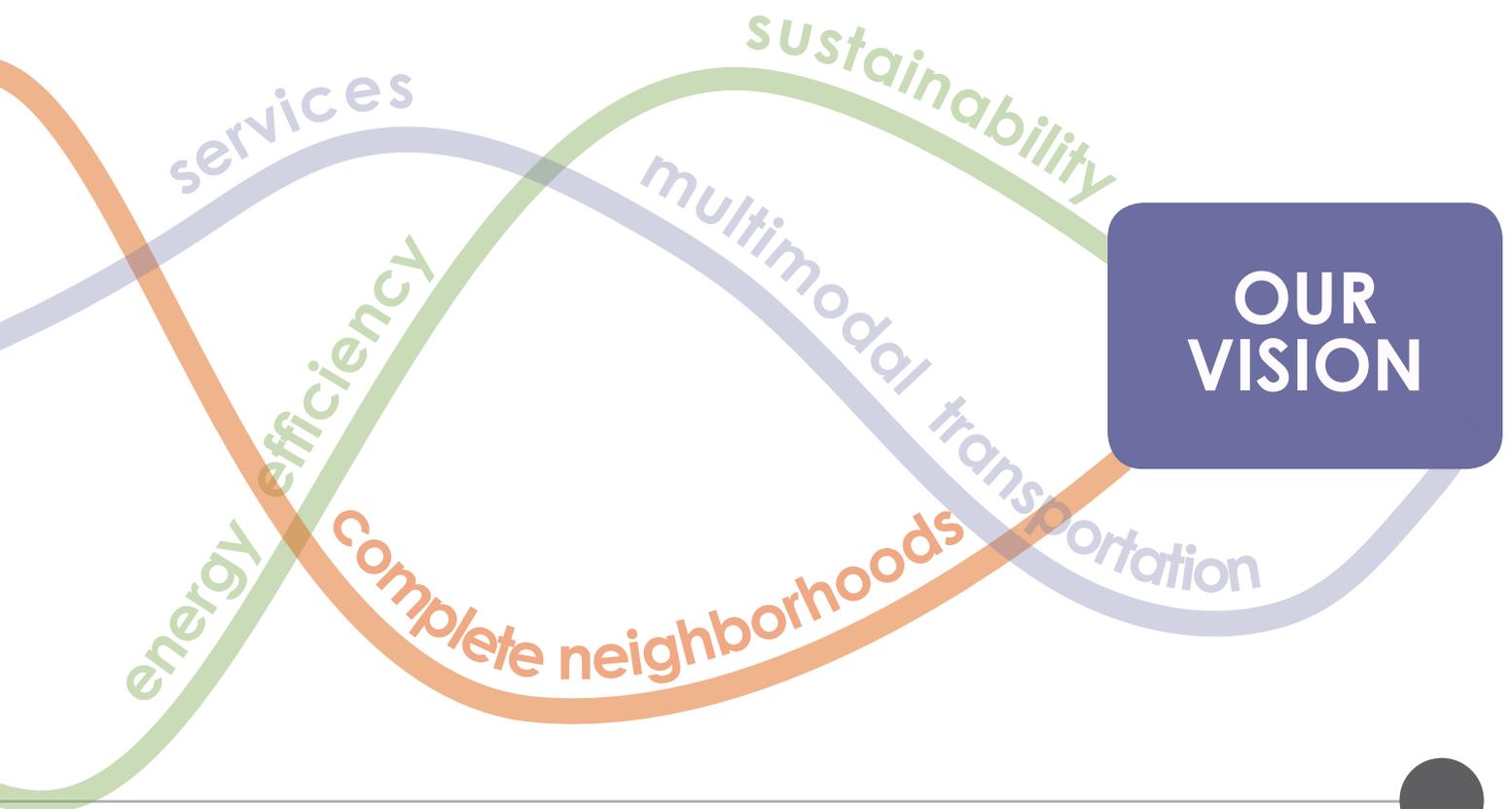
- Ecosystem Stewardship (CV-1)
- Growth Management (CV-2)
- Quality of Life (CV-3)



## 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

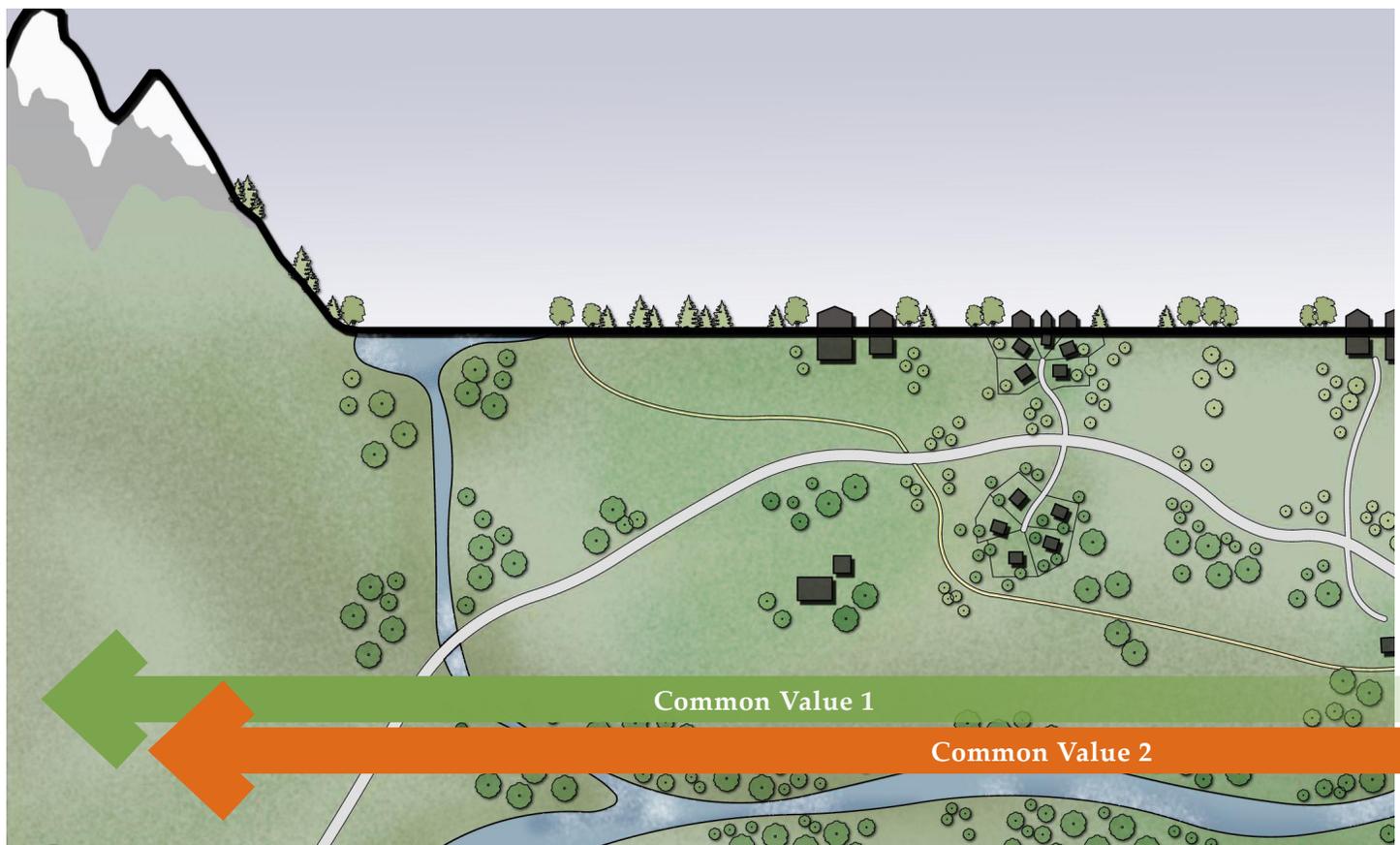
## Growth Management (CV-2)

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.

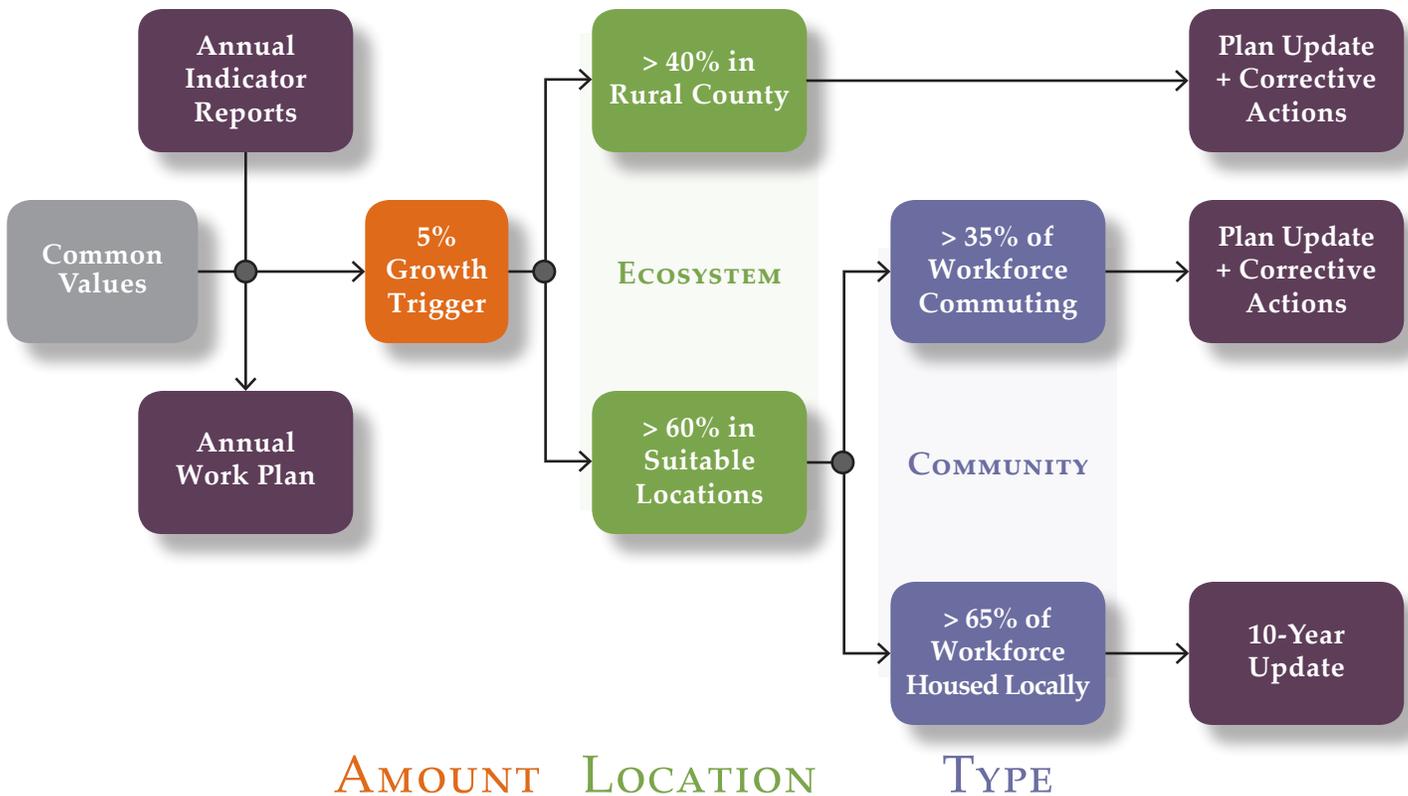
Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long-term residents who steward our surrounding ecosystem and welcome visitors to do the same. Residents and visitors have become accustomed to high-quality life safety, transportation, 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.



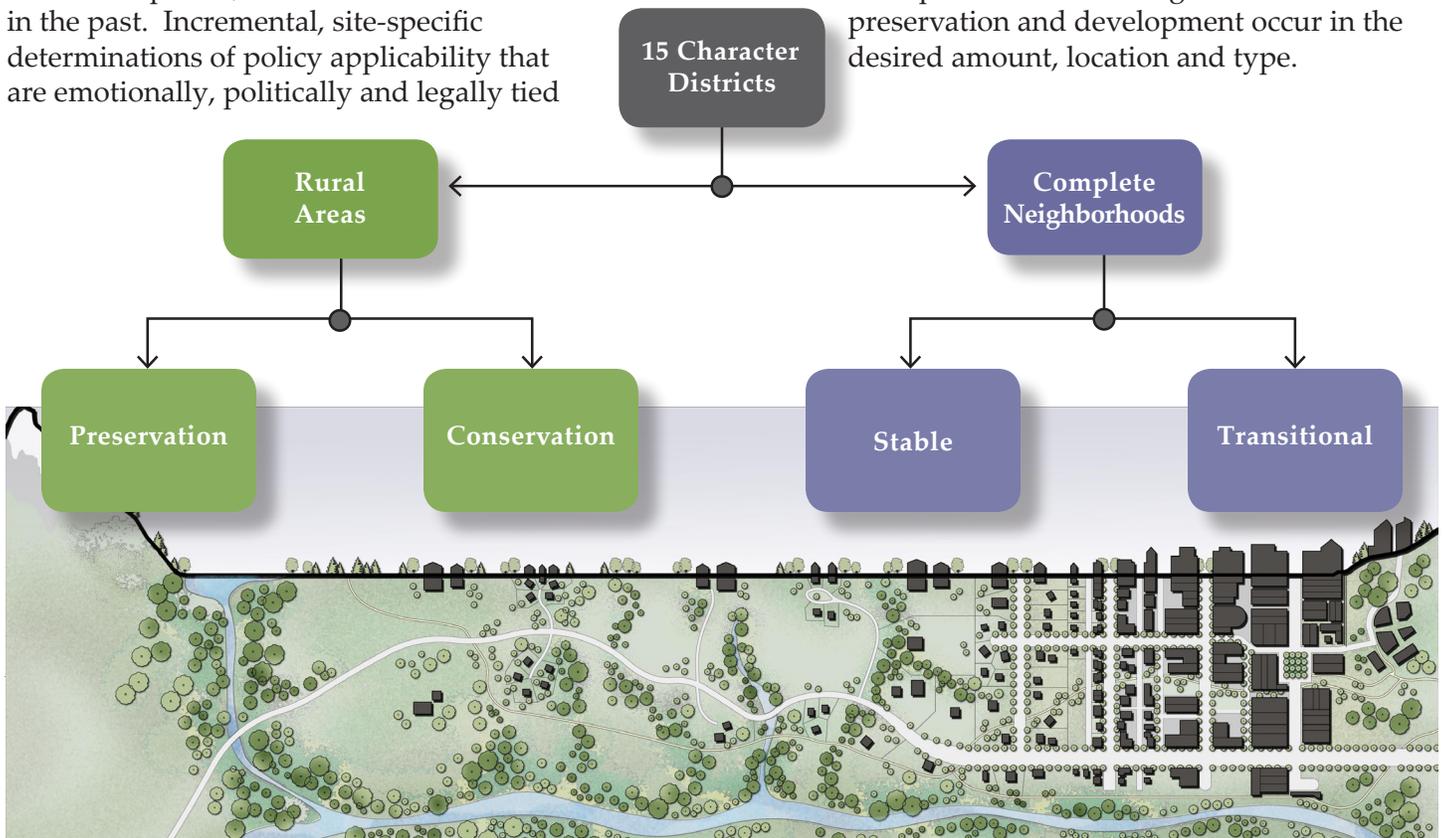
# Illustration of Our Vision

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.

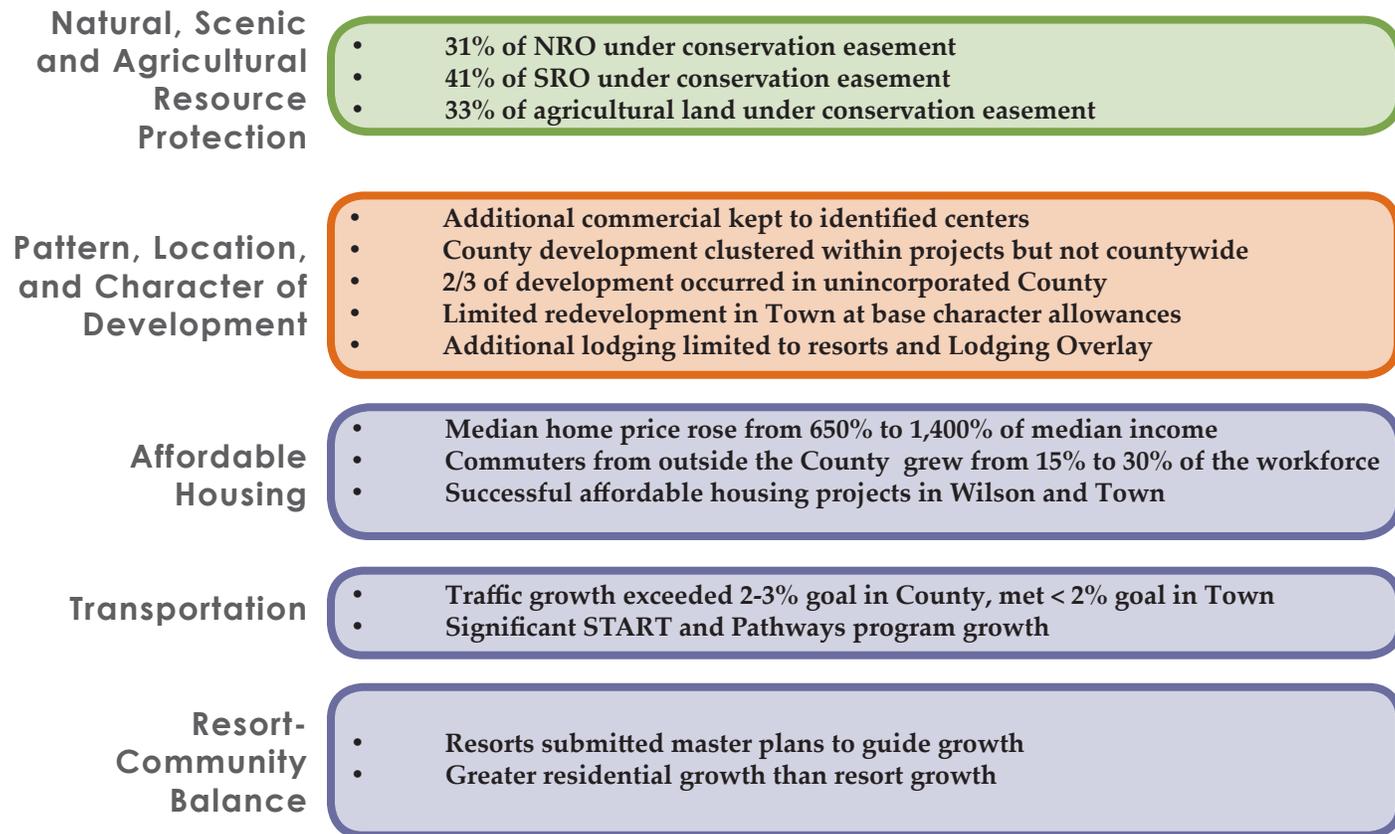
The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information we can determine what policies and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

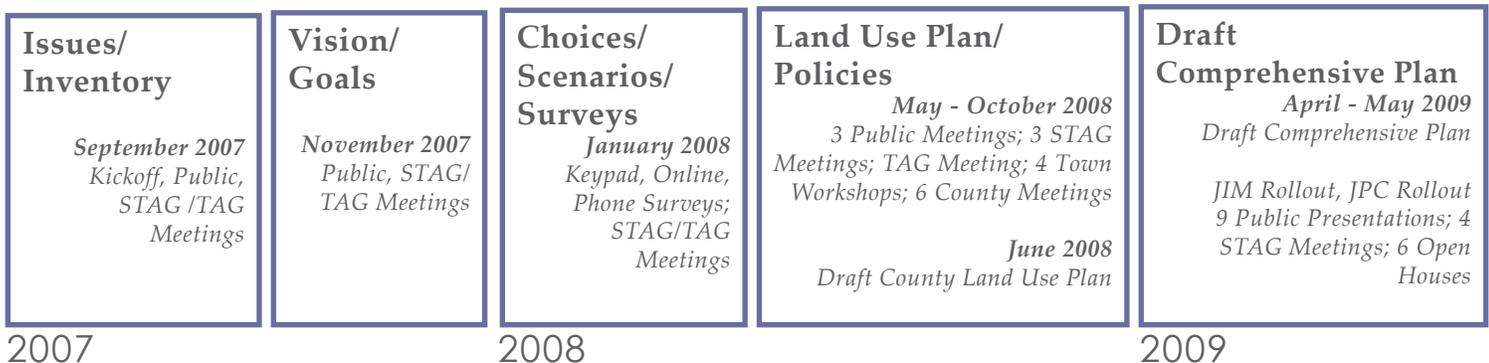
The 1994 Plan set the foundation for our Vision and Common Values of Community Character described in this document. This Plan builds on that foundation and the lessons learned from the 1994 Plan to advance the implementation of the community's Vision.

## 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

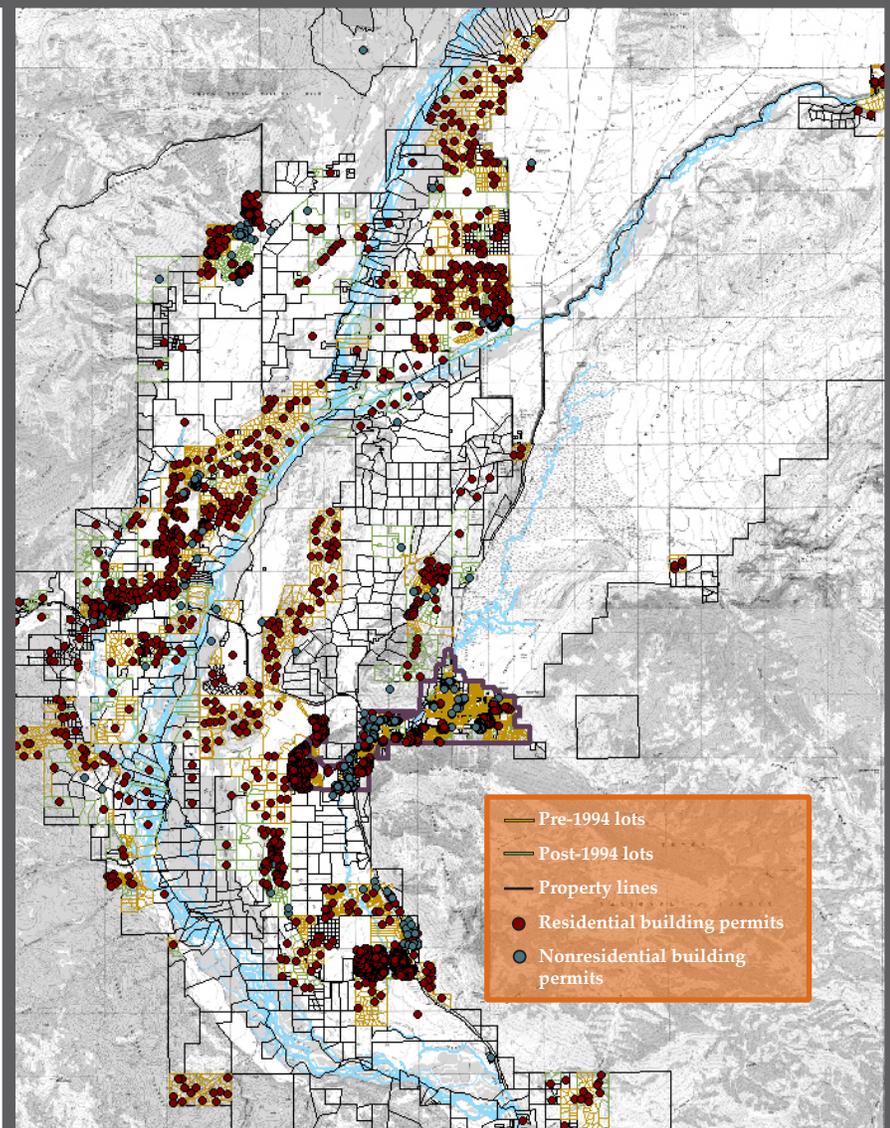
Expand toolbox to further protect sensitive lands

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*

