

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

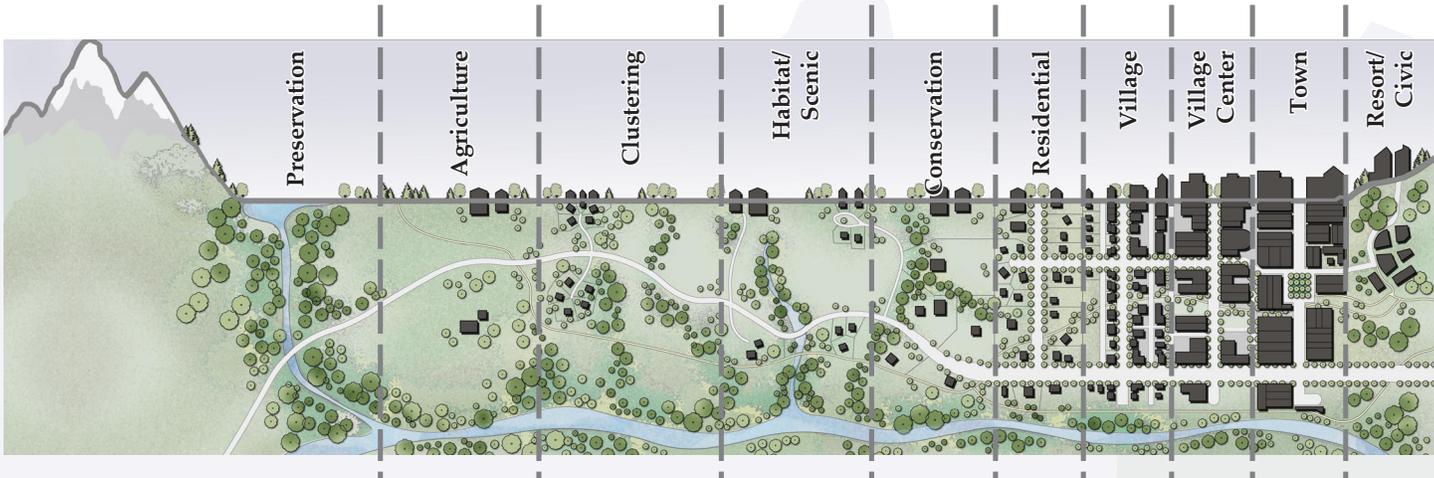
Complete Neighborhoods

Preservation

Conservation

Stable

Transitional



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

Decreases

Increases



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

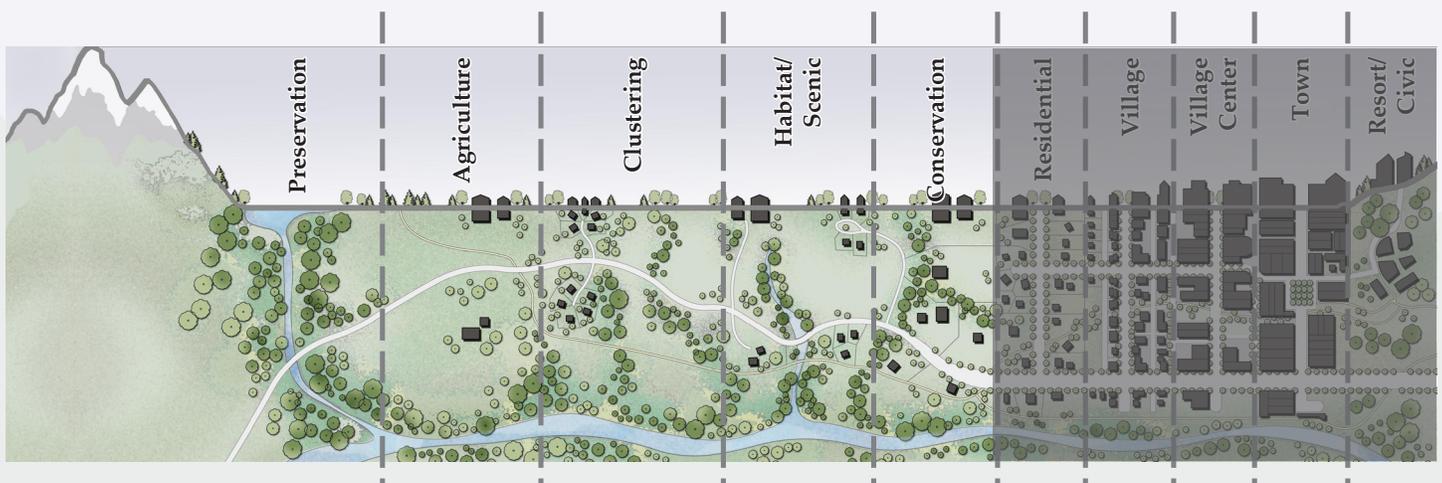
Rural Areas with wildlife habitat, habitat connections, scenic vistas and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem preservation and protection remains the overarching Vision of the community and a primary goal for these areas. The preference of the community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

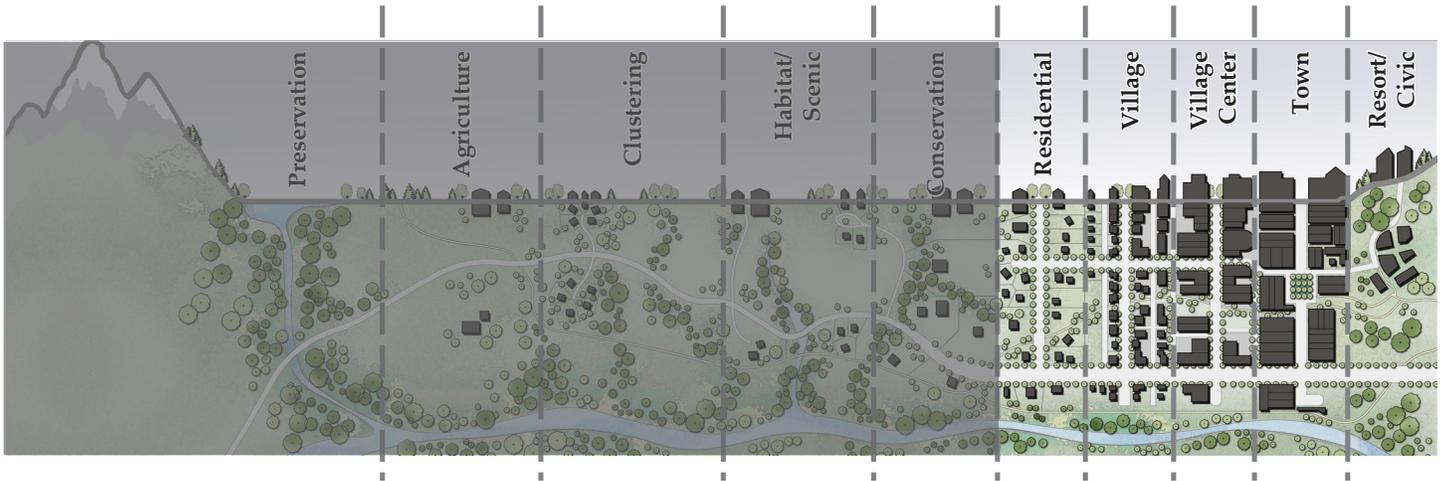
Complete Neighborhoods are the most appropriate locations for nonresidential development. Nonresidential development in proximity to residences and lodging promotes pedestrian vitality, which has ecological, social and economic benefits. Complete Neighborhoods should contain locally-oriented nonresidential 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.



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- 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

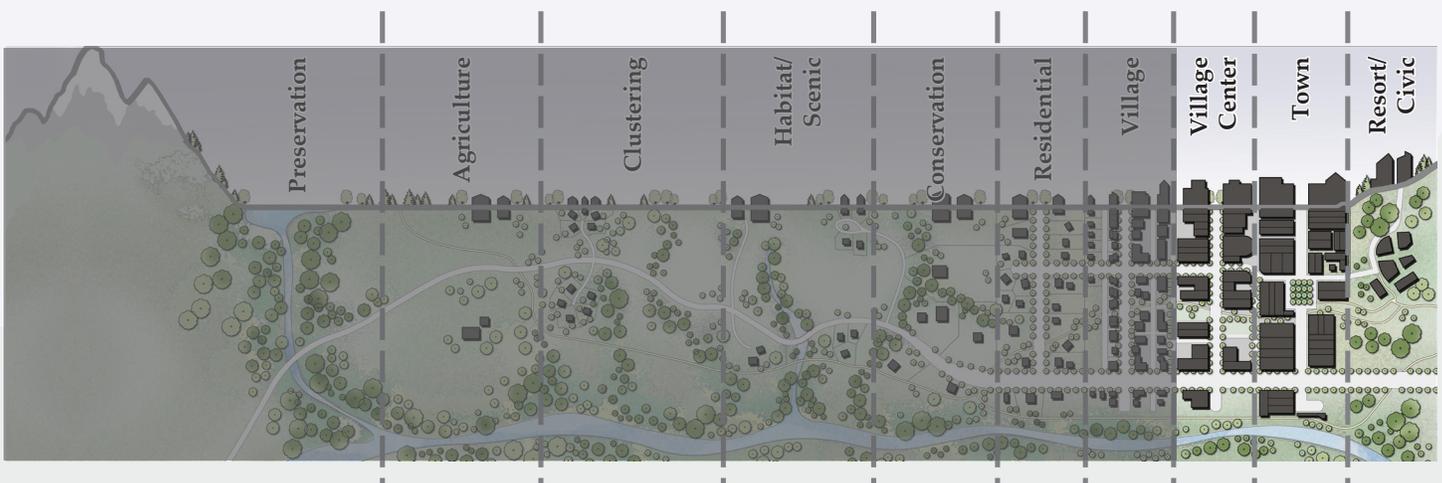
As the community’s central Complete Neighborhood, Jackson will continue to be the economic hub of the region, providing a great deal of the region’s nonresidential uses and employment opportunities. Nonresidential subareas should be developed or redeveloped as mixed use active pedestrian subareas. These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

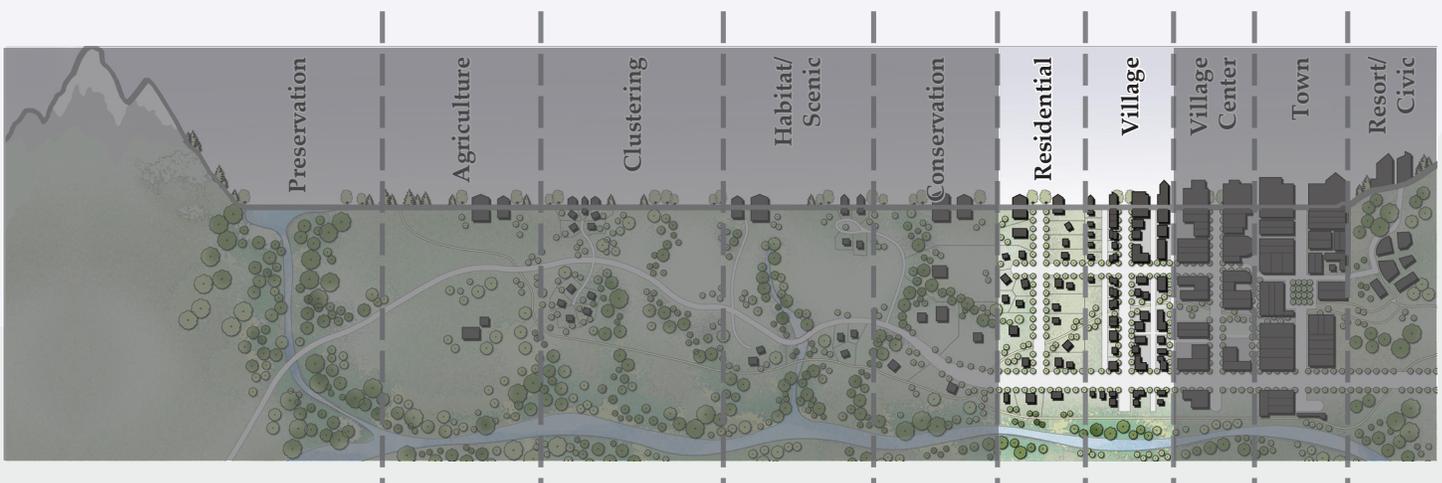
A primary goal of the community is to enhance the character and integrity of Complete Neighborhoods in the Town and County. Town residential neighborhoods will be defined as either “Stable” or “Transitional,” Subareas based upon their existing and desired future character. An important goal is to maintain 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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