

# 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*

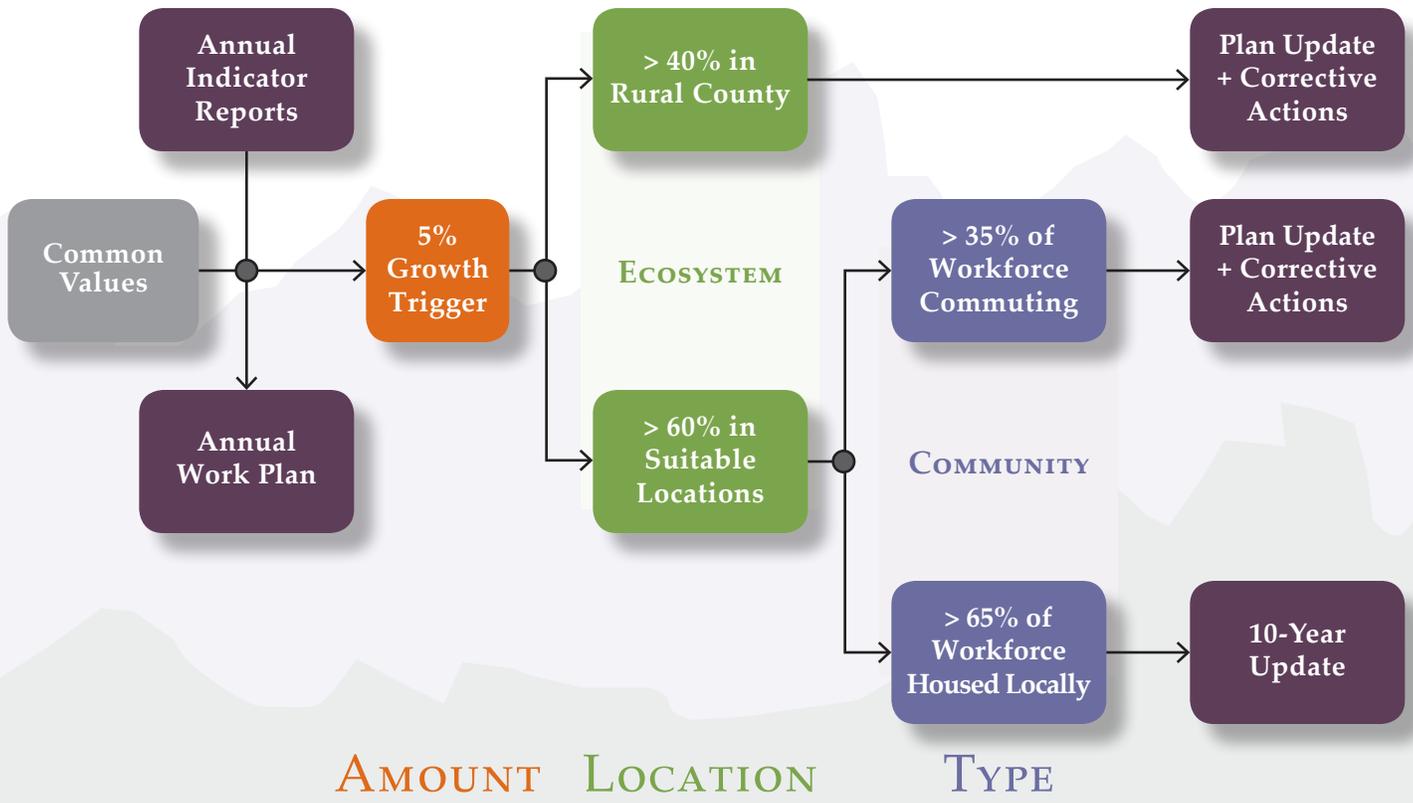
Why is this section addressed?

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.





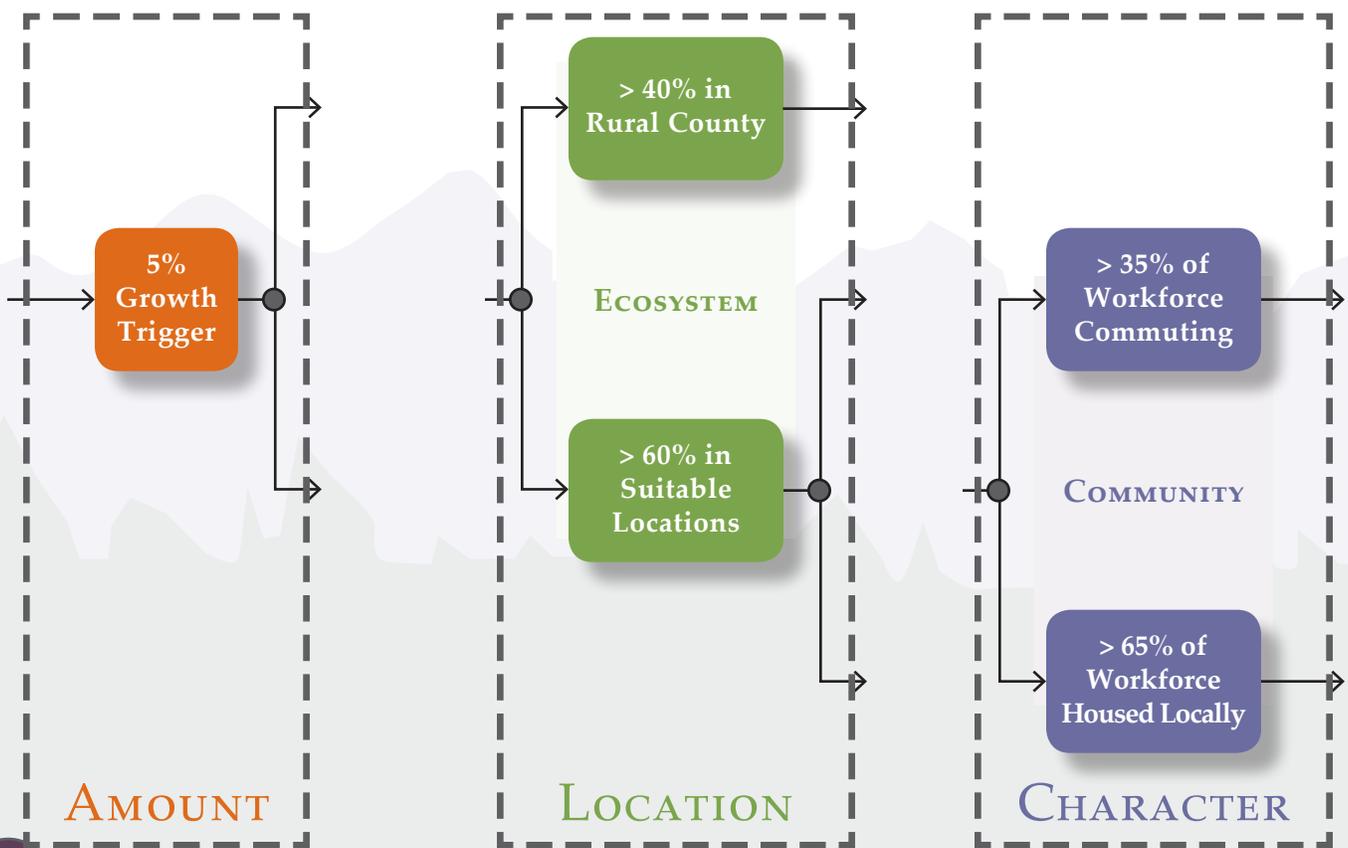
### Principle 9.1—Implement the Growth Management Program

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.



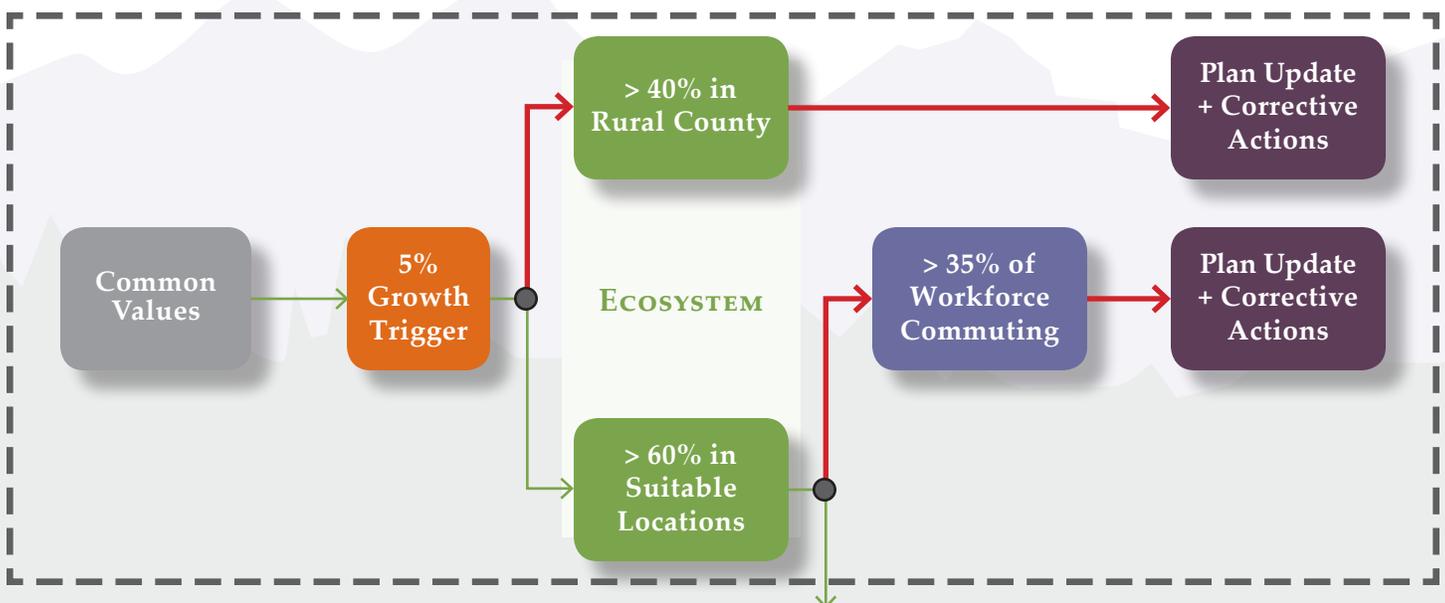
**Policy 9.1.d: Take corrective action based on Growth Management Program targets**

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



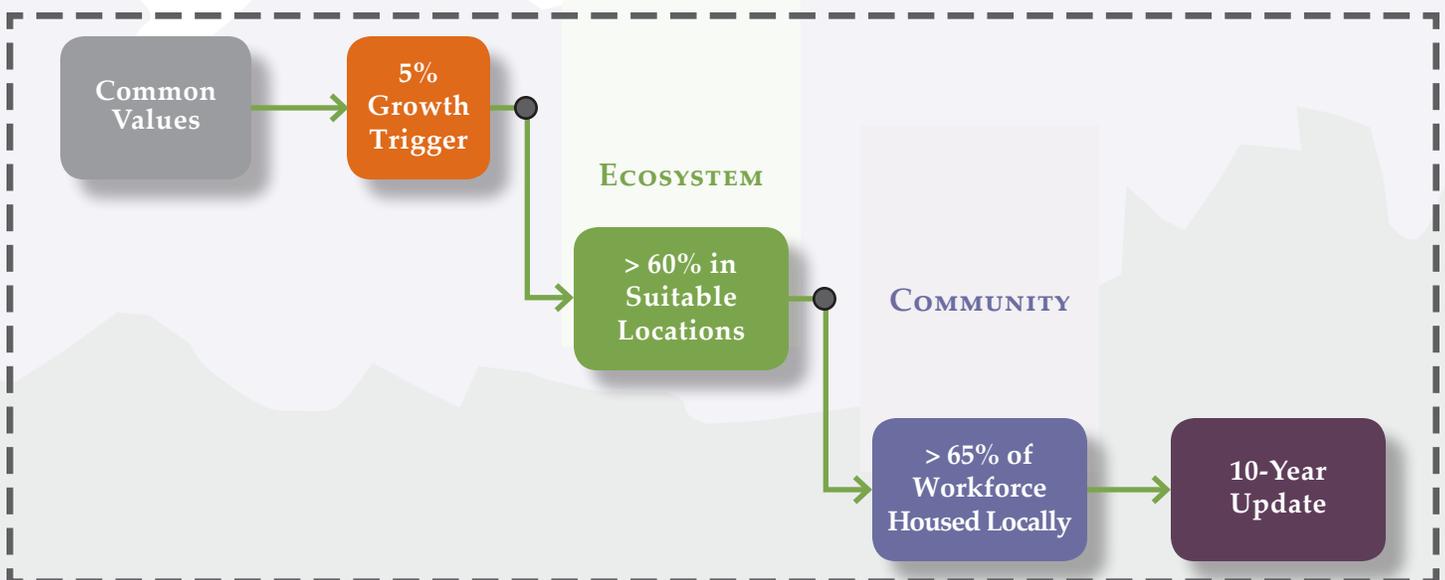
---

### 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
<b>AMOUNT</b>		
1. Buildout <ul style="list-style-type: none"> <li>Number of dwellings</li> <li>Non-residential (sf)</li> </ul>	< 1994 Levels	Town/ County
2. Growth by Type: <ul style="list-style-type: none"> <li>Dwelling Units</li> <li>Lodging Units</li> <li>Local Retail (sf)</li> <li>Visitor Retail (sf)</li> <li>Government/ Civic (sf)</li> <li>Non Profit (sf)</li> <li>Private Office (sf)</li> </ul>	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
<b>LOCATION</b>		
7. Rural Area vs. Complete Neighborhoods <ul style="list-style-type: none"> <li>By Character District</li> </ul>	40/60	Town/ County
8. Permanently Conserved Land <ul style="list-style-type: none"> <li>Habitat</li> <li>Scenic</li> <li>Agricultural</li> </ul>	Increase	Town/ County
9. Redevelopment vs. New Construction <ul style="list-style-type: none"> <li>By Character District</li> </ul>	Monitor	Town/ County
10. Wildlife Vehicle Collision	Decrease	JH Wildlife Foundation
<b>TYPE</b>		
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"> <li>By sector</li> </ul>	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"> <li>By Service</li> </ul>	Monitor	Town/ County



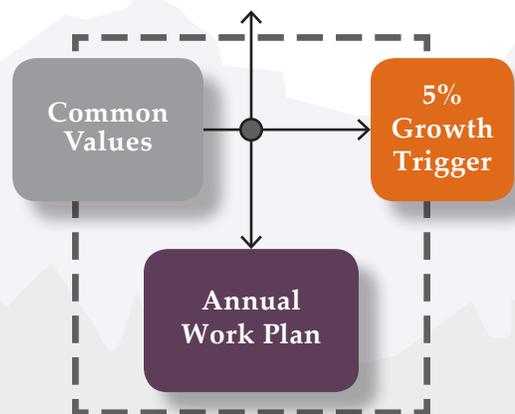
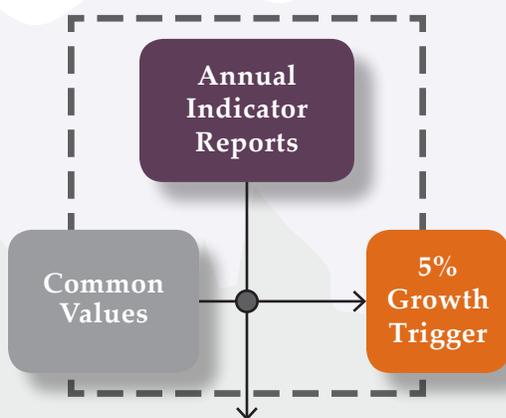
---

**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.

