

## Joint Information Meeting

### TOWN COUNCIL & COUNTY COMMISSIONER MEETING

November 2, 2020

2:00 PM

Teton County Chambers and Virtually through Zoom

Special JIM Chair: Natalia Macker

**NOTICE:** THE VIDEO AND AUDIO FOR THIS MEETING ARE STREAMED TO THE PUBLIC VIA THE INTERNET AND MOBILE DEVICES WITH VIEWS THAT ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS. **PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING**

#### I. ZOOM LINK FOR PUBLIC PARTICIPATION

LINK TO JOIN: <https://us02web.zoom.us/j/86840690820>  
or DIAL **1.669.900.6833** and use WEBINAR ID: **868 4069 0820**

#### II. CALL TO ORDER, ROLL CALL, AND ANNOUNCEMENTS

#### III. PUBLIC COMMENT

This section is reserved for questions and comments from the public on items that are not otherwise included in this agenda. Public comment is limited to 3 minutes. As a general practice, the Electeds will not hold discussion or debate these comments. Nor will they make any decisions on items presented during this time but rather refer items to staff for follow-up. If you would like to communicate with the Electeds during the meeting, please address them during open public comment, when public comment is called for on a specific item or send an email to [council@jacksonwy.gov](mailto:council@jacksonwy.gov) and [commissioners@tetoncountywy.gov](mailto:commissioners@tetoncountywy.gov).

#### IV. CONSENT CALENDAR

- A. Meeting Minutes:
  - 1. October 5, 2020 JIM
  - 2. October 13, 2020 Special JIM

#### V. DISCUSSION/ACTION ITEMS

- A. Updates to 2012 Comprehensive Plan (Tyler Sinclair/Chris Neubecker, 60 minutes)
- B. Northern South Park Neighborhood Plan Request for Proposal Award (Tyler Sinclair/Chris Neubecker, 60 minutes)
- C. Briefing on Technical Update to Integrated Transportation Plan (Tyler Sinclair, 30 minutes)

#### VI. MATTERS FROM COUNCIL, COMMISSIONERS AND STAFF

#### VII. PROPOSED ITEMS FOR FUTURE JOINT INFORMATION MEETINGS

*Please note that at any point during the meeting, the Chairman or Mayor may change the order of items listed on this agenda. In order to ensure that you are present at the time your item of interest is discussed, please join the meeting at the beginning to hear any changes to the schedule or agenda.*

- A. *tbd* Human Services Draft Implementation Plan Workshop
- B. 12/7 Human Services and Resource Allocation Plan Adoption
- C. 12/7 Consideration of an Affordable Ownership Restriction Purchase
- D. 12/7 Ecosystem Capacity and Staffing
- E. 12/7 Technical Update to Integrated Transportation Plan
- F. 12/7 Housing Preservation Program
- G. 12/7 Housing Nexus Study
- H. 12/8 SpJIM placeholder – joint board interviews
- I. 12/14 SpJIM placeholder – joint board interviews
- J. 12/21 SpJIM placeholder – joint board interviews
- K. *tbd* Childcare Baseline Inventory Next Steps

#### **VIII. ADJOURN**

County Commissioners adjourn.

Town Council adjourns to executive session to consider matters concerning litigation to which the governing body is a party or proposed litigation to which the governing body may be a party in accordance with Wyoming Statute 16-4-405(a)(iii). The executive session will be held virtually through Zoom from Town Hall.

*Please note that at any point during the meeting, the Chairman or Mayor may change the order of items listed on this agenda. In order to ensure that you are present at the time your item of interest is discussed, please join the meeting at the beginning to hear any changes to the schedule or agenda.*



**JOINT INFORMATION PROCEEDINGS  
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING**

**OCTOBER 5, 2020**

**JACKSON, WYOMING**

The Jackson Town Council met in conjunction with the Teton County Commission in a joint information meeting (JIM) located in the County Commissioner's Chambers located at 200 S. Willow St. at 1:33 P.M. Upon roll call the following were present:

COUNTY COMMISSIONERS: *In-person* none. *via Zoom*: Chair Natalia Macker, Vice-Chair Greg Epstein, Mark Barron, Mark Newcomb, and Luther Propst.

TOWN COUNCIL: *In-person*: none. *via Zoom*: Mayor Pete Muldoon, Vice-Mayor Hailey Morton Levinson, Arne Jorgensen, Jim Stanford, and Jonathan Schechter.

STAFF: Alyssa Watkins, Larry Pardee, April Norton, Darren Brugmann, Jared Smith, John Graham, Rian Rooney, Tyler Sinclair, Stacy Stoker, Maureen Murphy, Keith Gingery, Chris Neubecker, Roxanne Robinson, Megan McPhilimy and Chalice Weichman

**Public Comment.** There was no public comment.

**Consent Calendar.** On behalf of the County, a motion was made by Commissioner Barron and seconded by Commissioner Epstein to approve the consent calendar for today's joint information meeting that includes the minutes for September 14, 2020. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilman Schechter and seconded by Councilwoman Morton Levinson to approve the consent calendar for today's joint information meeting that includes the minutes for July 6, 2020, the minutes for September 14, 2020. The vote showed all in favor and the motion carried for the Town.

**A. Meeting Minutes.** To approve the meeting minutes for the September 14, 2020 meeting as presented.

**ITEMS A. AND B. - MATTERS FROM START**

**A. Federal CARES Act Funding for START.** Darren Brugmann, START Director, presented to the Commission and Council for consideration an amendment to the START FY21 Budget to reflect the increased allocation of funding from the CARES Act. The approximate value of anticipated CARES Act funding is \$1.04 M.

On Friday, March 27, 2020, President Trump signed the Coronavirus Aid, Relief, and Economic Security (CARES) Act into law. The CARES Act provides emergency assistance and health care response for individuals, families, and businesses affected by the COVID-19 pandemic and provide emergency appropriations to support Executive Branch agency operations during the COVID-19 pandemic. With specific regards to Public Transportation, the Federal Transit Administration (FTA) has allocated \$25 billion to recipients of urbanized area and rural area formula funds, with \$22.7 billion to large and small urban areas and \$2.2 billion to rural areas. (START falls under this category). Funding will be provided at a 100-percent federal share, with no local match required, and will be available to support eligible operating and other expenses generally eligible under those programs to prevent, prepare for, and respond to COVID-19. As direct recipients of FTA funding, the CARES Act allocation is first allocated to State DOT's.

WYDOT and Idaho Department of Transportation (ITD) distribute rural area formula funds for START.

The financial impact of options is as follows:

1. Continue collection of Local Share Contributions and Fares as budgeted. No Change. The change to the FY21 budget would be an increase in START reserves of approximately \$1.04 M due to CARES Act reimbursement.
2. Suspend collection of Local Share Contributions and Fare collections. A budget amendment would be needed to represent the reduction of contributions and fares as follows: Town (\$300K), County (\$436K), TVA/JHMR (\$301K) and fare collection estimation (\$300K) from the FY21 budget

3. Suspend collection of Local Share Contributions and Fare collections. A budget amendment would be needed, depending on final decision, as represented in Option 2 above.

Transit Director recommends Option 3: Continue collection of Local Share contributions as budgeted from all entities and suspension of fare collection. Transit Director also recommends Suspension of Fares be implemented for the period of November 1, 2020 through end of FY21 Budget Year. As well as the several pros listed above for providing “zero-fare”, implementing immediately provides additional safety for the Drivers during this pandemic as well as encouraging additional passengers to utilize alternative transportation. Continuance of a “zero-fare” system would then be considered by the START Board in plans for FY22 Operations Plan and budget process.

**B. START Winter Service Levels.** Darren Brugmann, START Director, and Megan McPhilimy, START Board, presented to the Commission and Council for consideration increasing the level of service for Winter Season 2020/21 (November 28 – April 8, 2021) while also looking to partially implement the START Route Plan.

Soon after the START FY21 Budget and Operation Plan were adopted in June, concern regarding START’s level of service for the Summer and Winter Season were expressed by a number in the community. It is important to recall that at the time the Budget and Operation Plan were adopted our community was quickly adjusting to the effects of the COVID-19 pandemic and significant decisions were being made with the best of intentions at that time. One of the entities expressing concern about the START service levels was the Teton Village Association (TVA) representing the employers at Teton Village, including the Jackson Hole Mountain Resort (JHMR). The START Board listened to these concerns and proceeded to direct Staff to make scheduling changes to Summer Service within the approved Budget and Operation Plan. On July 20 changes were made to the summer season that responded to the concerns expressed by TVA. The START Board and staff then focused on addressing reductions in Winter Season level of service to Teton Village, finding that the concerns over Winter Service level reductions were warranted.

1. Public Safety Order #2: Because of COVID-19, Current Statewide Public Safety Order #2 will limit no more than 50 persons on any bus regardless of the bus seating capacity. Typically, buses average a seating capacity of 39 but with standing room passengers – on peak days/hours – the total passenger count on a bus can be well above 50. Unless current Health Order #2 is rescinded or changed, START will need to limit capacity on respective buses to no more than 50 to comply with the current State Health Order. This will potentially increase wait times for buses above previous season’s experience with peak times and (powder) days causing the public to wait in winter conditions or find alternative options.
2. Ridership: Nearly half of START’s Annual ridership (1 Million +) is accounted for by passengers being transported to/from Teton Village during the 136 Days of Winter Service. Reduction of any service levels could cause the public to find other limited alternatives to/from the Village thus adding to traffic congestion and additional carbon emissions in direct conflict with the goals of the Comprehensive Plan and Integrated Transportation Plan (ITP).
3. Peak Days & Times: At full-service levels, past Winter Seasons have seen peak hours and “powder days” experiencing over capacity of seated passengers on buses and persons left behind to wait for the next bus. This would be exacerbated with any reduced level of service.

Based upon these factors the START Board and staff have concern that a decreased winter service level to Teton Village may lead to significant increased traffic congestion on Highways 22 and 390 and associated parking problems if START is not able to provide enough service and continue the ridership levels seen in recent years.

There was discussion regarding both matters from START, items A and B concurrently.

Public comment for Item A was given by Melissa Turley.

Public comment for item B. was given by Chris Neubecker.

**Motion for item A.** On behalf of the Town, a motion was made by Councilman Stanford and seconded by Councilman Schechter to direct staff to continue the collection of Local Share contributions from Town, County and TVA/JHMR for FY21 and to suspend fare collections on the Village and Commuter services from November 1, 2020 through June 30, 2021.

The Commission and the Council discussed taking the balance of remaining CARES funding and earmarking it for Winter Service only.

The Council did not amend the motion. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town.

**Motion for item A.** On behalf of the County, a motion was made by Commissioner Barron and seconded by Commissioner Epstein direct staff to continue the collection of Local Share contributions from Town, County and TVA/JHMR for FY21 and to suspend fare collections on the Village and Commuter services from November 1, 2020 through June 30, 2021 and furthermore move to make the balance of the CARES Act funds for winter service only. Chair Macker called for a vote. The vote showed four in favor with Commissioner Propst opposed.

The meeting recessed at 3:22 p.m. and reconvened at 3:30 p.m.

**Motion for Item B.** On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Propst to direct staff to implement Scenario 3 for START Winter Season 2020/21 beginning on Saturday, November 28th and ending on Sunday, April 8, 2021 and amend the FY21 Adopted Budget and Operations Plan in the amount of \$151,000 to fund this change, and furthermore move to set a number corresponding to the number of seats regarding social distancing. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

**Motion for Item B.** On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Jorgensen to direct staff to implement Scenario 3 for START Winter Season 2020/21 beginning on Saturday, November 28th and ending on Sunday, April 8, 2021 and amend the FY21 Adopted Budget and Operations Plan in the amount of \$151,000 to fund this change, and furthermore move to set a number corresponding to the number of seats regarding social distancing. Mayor Muldoon called for a vote. The vote showed four in favor with Chairman Schechter opposed and the motion carried for the Town.

**C. County Only Action: Teton County Adoption of Jackson/Teton County Housing Department Rules & Regulations.** Stacy Stoker, Housing Manager, Affordable Housing Services, presented to the Commission for consideration the adoption of the Housing Department Rules and Regulations document after its 45-day public comment period.

In June of 2018, the Jackson Town Council ("Council") and Teton County Board of County Commissioners ("Board") adopted the Jackson/Teton County Housing Department Rules and Regulations ("Rules and Regulations"). In August of 2019, the Board and Council adopted several changes based on staff recommendation and public comment. Staff identified more changes needed to correct typos and formatting, clarify policy, and add definitions. These were brought to the JIM on July 6, 2020 for direction. The Board directed staff to make the recommended changes and advertise the document for the required 45-day public comment period prior to adoption.

There was no public comment.

On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Propst to adopt the 2020 updated Jackson/Teton County Housing Department Rules and Regulations. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

**D. Town Only Action:**

1. **Ordinance A: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.200 Housing Mitigation and Livability Standards (Presented for 3rd Reading and designated ordinance 1259)**
2. **Ordinance B: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.300 Qualification and Eligibility, Disability Standards (Presented for 3rd Reading and designated ordinance 1260)**
3. **Ordinance C: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.400**

**Weighted Drawing, Town and County Options for Right of First Purchase or Rental (Presented for 3rd Reading and designated ordinance 1261)**

4. **Ordinance D: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.500 Purchase and Sale Standards and Procedures, and Repealing Section 16.10.500(B) Tenancy and Rental Standards and Procedures (Presented for 3rd Reading and designated ordinance 1262)**
5. **Ordinance E: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.600 Rental Standards and Procedures (Presented for 3rd Reading and designated ordinance 1263)**
6. **Ordinance F: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.700 Compliance and Exception, Appeal, and Grievance Standards and Procedures, Process for Default Contested Case Hearings (Presented for 3rd Reading and designated ordinance 1264)**
7. **Ordinance G: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.800 Occupancy and Use Standards (Presented for 3rd Reading and designated ordinance 1265)**
8. **Ordinance H: An Ordinance Amending and Reenacting Jackson Municipal Code Housing Rules and Regulations Section 16.10.900 Definitions (Presented for 3rd Reading and designated ordinance 1266)**

Stacy Stoker, Manager, Housing Manager, Affordable Housing Services, presented to the Council for consideration the adoption of the new ordinances on third reading.

In June of 2018, the Jackson Town Council ("Council") and Teton County Board of County Commissioners ("Board") adopted the Jackson/Teton County Housing Department Rules and Regulations ("Rules and Regulations"). In August of 2019, the Board and Council adopted several changes based on staff recommendation and public comment. Staff identified more changes needed to correct typos and formatting, clarify policy, and add definitions. These were brought to the JIM on July 6, 2020 for direction. The Council directed staff to make the changes to the Ordinances and bring them to the Council for the required three readings prior to adoption. Attached is a list of all the changes, a redlined version of the document, and a redlined version of the Ordinances A – H.

A motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to read ordinances A through H in short title. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried.

Tyler Sinclair, Community Development Director, read Ordinances A, B, C, D, E, F, G and H in short title.

There was no public comment.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to approve Ordinances A through H on Third Reading and to designate Ordinance numbers 1259 through 1266 respectively. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town.

**E. Consideration of Updates to the 2012 Comprehensive Plan.** Tyler Sinclair, Community Development Director (TOJ), and Chris Neubecker, Director of Planning and Building Services (TC), presented to the Commission and the Council for consideration the adoption of the July 29, 2020 draft (AMD2019-0008/P19-129) update of the 2012 Jackson/Teton County Comprehensive Plan.

This project is a systematic review of the effectiveness of the current Growth Management Program for the Town and County as it relates to Comprehensive Plan principles, policies, strategies, and indicators. The goal is to check-in and identify any corrective actions that are needed to better implement the Comprehensive Plan's community vision. The Growth Management Program review was triggered in 2016 upon hitting the 5% growth trigger built into the Comprehensive Plan update process when it was adopted in 2012. After over a year of community-driven work to improve and enhance the 2012 Comprehensive Plan,

a draft of an updated plan was released for public review on July 29, 2020. Review, incorporation of final edits, and adoption of an updated Comprehensive Plan by the Board and Council is the final step in this project.

Public comment was given by Amberley Baker, Brooke Sausser, and Susan Johnson.

On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Propst to continue this item to the meeting on October 13, 2020. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Jorgensen to continue this item to the meeting on October 13, 2020. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town.

**Adjourn.** On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Epstein to adjourn. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to adjourn. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town. The meeting adjourned at 4:45 p.m.

minutes:csw

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

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Natalia D. Macker, Chairwoman

ATTEST:

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Maureen E. Murphy, County Clerk

**JOINT INFORMATION PROCEEDINGS  
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING**

**OCTOBER 13, 2020**

**JACKSON, WYOMING**

The Jackson Town Council met in conjunction with the Teton County Commission in a joint information meeting (JIM) located in the County Commissioner's Chambers located at 200 S. Willow St. at 9:00 A.M. Upon roll call the following were present:

COUNTY COMMISSIONERS: *In-person* none. *via Zoom*: Chair Natalia Macker, Vice-Chair Greg Epstein, Mark Barron, Mark Newcomb and Luther Propst.

TOWN COUNCIL: *In-person*: none. *via Zoom*: Mayor Pete Muldoon, Vice-Mayor Hailey Morton Levinson, Arne Jorgensen, Jim Stanford, and Jonathan Schechter.

STAFF: Alyssa Watkins, Kristen Waters, Larry Pardee, Keith Gingery, Brady Hansen, Maureen Murphy, Tyler Sinclair, Chris Neubecker, Rian Rooney, April Norton, and Chalice Weichman

**A. COUNTY ONLY ACTION - Recission of Partial Fire Closure Resolution.** Keith Gingery, Deputy County Attorney, addressed the Commission regarding a resolution to rescind a partial fire closure. The Teton County Board of County Commissioners entered an Order for a Partial Fire Closure for the unincorporated areas of Teton County on August 25, 2020. The County Fire Warden has now advised the Teton County Board of County Commissioners that a partial fire closure is no longer warranted.

There was no public comment

On behalf of the County, a motion was made by Commissioner Propst and seconded by Commissioner Barron to approve the Resolution Rescinding the August 25, 2020 Partial Fire Closure for Unincorporated Areas of Teton County. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

**B. Housing Mitigation Update Process.** Tyler Sinclair, Community Development Director – TOJ, addressed the Commission and Council regarding the FY2021 Work Plan which includes a task to revisit the current structure and rates for affordable workforce housing mitigation required by the Land Development Regulations. The purpose of this meeting is to describe the process for considering amendments to the current housing mitigation rates.

Public comment was given by Brooke Sausser of the Jackson Hole Conservation Alliance, and Anna Olson.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Propst to direct staff to prepare Amendments to the Text of the Land Development Regulations, Section 6.3.3. Affordable Workforce Housing Standards and all associated sections as follows:

- Adjust Non-residential Housing Mitigation Rates as follows: reduce current rates by 25%
- Adjust Housing Mitigation Change in Use Requirements as follows: no change
- Other Housing Mitigation Amendments as follows: no change

Commissioner Newcomb amended his motion and Commissioner Propst accepted the amendment to read as follows:

- Adjust Non-residential Housing Mitigation Rates as follows: reduce current rates by 37.5%
- Adjust Housing Mitigation Change in Use Requirements as follows: 37.5% for spaces under 2500 square feet
- Other Housing Mitigation Amendments as follows: to adjust the Office mitigation rate by 50% reduction

Chair Macker called for a vote. The vote showed three opposed with Commissioners Propst and Newcomb in favor and the motion failed for the County.

The Town declined voting on the motion given its failure by the County.

A motion was made by Commissioner Epstein and seconded by Commissioner Barron to direct to direct staff to prepare Amendments to the Text of the Land Development Regulations, Section 6.3.3. Affordable Workforce Housing Standards and all associated sections as follows:

- Adjust Non-residential Housing Mitigation Rates as follows: 50% reduction for all uses
- Adjust Housing Mitigation Change in Use Requirements as follows: no change
- Other Housing Mitigation Amendments as follows: no change

Chair Macker called for a vote. The vote showed three in favor with Commissioners Propst and Newcomb opposed. The motion carried for the County.

On behalf of the town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Jorgensen to direct staff to prepare Amendments to the Text of the Land Development Regulations, Section 6.3.3. Affordable Workforce Housing Standards and all associated sections as follows:

- Adjust Non-residential Housing Mitigation Rates as follows: 50% reduction for all uses
- Adjust Housing Mitigation Change in Use Requirements as follows: no change
- Other Housing Mitigation Amendments as follows: no change

Mayor Muldoon called for a vote. The vote showed favor three in favor with Councilman Stanford and Councilman Schechter opposed. The motion carried for the Town.

A motion was made by Commissioner Propst direct staff to move forward with the Housing Nexus Study with all due dispatch.

It was decided there would be an update from staff on this topic at the November 2, 2020 Joint Information Meeting.

Commissioner Propst withdrew his motion.

**C. TOWN ONLY ACTION - Application for Robert Wood Johnson Grant.** Larry Pardee, Town Administrator, presented to the Council the Robert Wood Johnson Grant Application. The purpose of this item is consideration of submittal to Robert Wood Johnson's 'Culture of Health Prize,' which elevates communities that are advancing health, opportunity, and equity for all. Up to ten winning applicants will receive \$25,000 and become part of a national network of communities working toward locally driven change.

A motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to approve the submission of a prize application to Robert Wood Johnson, execution of all associated agreements or prize documentation, and upon successful award, acceptance of the prize. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town.

The meeting recessed at 11:37 A.M. and reconvened at 1:33 P.M.

**B. Comprehensive Plan Updates - CONTINUED FROM OCTOBER 5, 2020.** Tyler Sinclair, Community Development Director – TOJ, presented to the Commission and Council for consideration updates to the 1012 Comprehensive Plan.

This project is a systematic review of the effectiveness of the current Growth Management Program for the Town and County as it relates to Comprehensive Plan principles, policies, strategies, and indicators. The goal is to check-in and identify any corrective actions that

are needed to better implement the Comprehensive Plan's community vision. The Growth Management Program review was triggered in 2016 upon hitting the 5% growth trigger built into the Comprehensive Plan update process when it was adopted in 2012. After over a year of community-driven work to improve and enhance the 2012 Comprehensive Plan, a draft of an updated plan was released for public review on July 29, 2020. Review, incorporation of final edits, and adoption of an updated Comprehensive Plan by the Board and Council is the final step in this project.

Tyler Sinclair answered questions from the Commission and Council.

The meeting recessed at 2:58 P.M. and reconvened at 3:05 P.M.

April Norton, Housing Director, addressed questions from Commission and Council on Local Workforce Housing.

Commissioner Barron left the meeting at 4:06 P.M.

On behalf of the Town, a motion was made by Councilman Schechter and seconded by Councilman Jorgensen in support of Common Value One: Ecosystem Stewardship, to direct staff to create an overview of options of how the town and county - whether separately or jointly - can develop the resources needed to address the Comp Plan's ecosystem conservation vision and goals. This overview will evaluate options ranging from relying on an informal community advisory system to hiring one or more staff positions focused on ecosystem stewardship to creating an Ecosystem Stewardship Department and/or Commission. The evaluation of each option will provide a sense of specific responsibilities and positions, costs, logistics, capacity, feasibility, and other relevant information, including the potential for securing philanthropic funds to help catalyze the effort. Staff will report back to the elected officials at the December JIM meeting, so that decisions can be made in time for consideration during the Fiscal Year 2022 budgeting process.

There was discussion on the motion. Town and County agreed to move forward with the recommended motion before addressing the above.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Epstein to continue this item to the November 2, 2020 Joint Information Meeting and direct staff to incorporate the forty edits that resulted from today and the October 5, 2020 meeting, and amendments into the July 29, 2020 draft for consideration of adoption as an update to the 2012 Jackson/Teton County Comprehensive Plan at that meeting. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Stanford to continue this item to the November 2, 2020 Joint Information Meeting and direct staff to incorporate the forty edits that resulted from today and the October 5, 2020 meeting, and amendments into the July 29, 2020 draft for consideration of adoption as an update to the 2012 Jackson/Teton County Comprehensive Plan at that meeting. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town.

There was discussion on the motion made by Councilman Schechter.

Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town.

On behalf of the County, a motion was made by Commissioner Propst and seconded by Commissioner Newcomb in support of Common Value One: Ecosystem Stewardship, to direct staff to create an overview of options of how the town and county - whether separately or jointly - can develop the resources needed to address the Comp Plan's ecosystem conservation vision and goals. This overview will evaluate options ranging from relying on an informal community advisory system to hiring one or more staff positions focused on ecosystem stewardship to creating an Ecosystem Stewardship Department and/or Commission. The evaluation of each option will provide a sense of specific responsibilities and positions, costs, logistics, capacity, feasibility, and other relevant information, including the potential for securing philanthropic funds to help catalyze the effort. Staff will report back to the elected officials at the December JIM meeting, so that



decisions can be made in time for consideration during the Fiscal Year 2022 budgeting process.

Chair Macker called for a vote. The vote showed all in favor with Commissioner Barron absent, and the motion carried for the County.

**Adjourn.**

On behalf of the County, a motion was made by Commissioner Propst and seconded by Commissioner Epstein to adjourn. Chair Macker called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to adjourn. Mayor Muldoon called for a vote. The vote showed all in favor and the motion carried for the Town.

The meeting adjourned at 4:31 P.M.

minutes:csw

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

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Natalia D. Macker, Chairwoman

ATTEST:

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Maureen E. Murphy, County Clerk



TOWN COUNCIL

BOARD OF COMMISSIONERS

# JOINT INFORMATION MEETING

## AGENDA DOCUMENTATION

**PREPARATION DATE:** October 28, 2020

**SUBMITTING DEPT:** Long-Range Planning

**MEETING DATE:** November 2, 2020

**DEPT. DIRECTORS:** Tyler Sinclair & Chris Neubecker

**SUBJECT:** Adoption of an updated Jackson/Teton County Comprehensive Plan (AMD2019-0008/P19-129)

**PRESENTERS:** Tyler Sinclair & Chris Neubecker

### PURPOSE/REQUESTED ACTION

The purpose of this joint meeting between the Jackson Town Council and Teton County Board of County Commissioners is to formally adopt the final draft updated Jackson/Teton County Comprehensive Plan dated October 28, 2020.

### BACKGROUND

This update to the Jackson/Teton County Comprehensive Plan is founded on accountability to our community and adaptive management of our goals, principles, policies, and strategies for continued aspirational and measurable success in living our shared values. This Growth Management Program review and update to the 2012 Comprehensive Plan is evidence that a living plan improves with deliberate coordination between governmental jurisdictions, stakeholders, and the public to provide a balance between diverse community interests. After 18 months and through the challenges presented by COVID-19, countless meetings, hundreds of staff hours, and an overwhelming investment of time and confidence from the public, staff is proud to present the culmination of shared efforts in this final draft of an updated Comprehensive Plan.

Over the course of this project, the Board of County Commissioners and Town Council have provided direct oversight on issues ranging in scope from the desired future of specific Subareas to overall Chapter goals. At the last Joint Information Meeting on October 13, 2020, the Board of County Commissioners and Town Council directed staff to make specific edits to the previously released draft updated Plan dated July 29, 2020. Those edits have been incorporated into a final draft dated October 28, 2020 for consideration of adoption and are listed below. For digital users, click listed page numbers to link to the relevant text of the final draft or tracked changes documents (Attachments #2 and #3).

| #                                                                 | REQUESTED EDIT                                                                                                                                                                                                                             | FOUND ON PAGE #<br>(FINAL DRAFT)         | FOUND ON PAGE #<br>(TRACKED CHANGES) |
|-------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------|--------------------------------------|
| CHAPTER 1: STEWARDSHIP OF WILDLIFE, NATURAL RESOURCES AND SCENERY |                                                                                                                                                                                                                                            |                                          |                                      |
| 1.                                                                | Revise Principle 1.2 to read: <i>Preserve and enhance surface water and groundwater quality. Clean water is one of the most basic requirements of a healthy ecosystem and community. Protecting the water quality of Jackson and Teton</i> | CV-1-1, CV-1-2, CV-1-8, CV-1-13, CV-1-12 | 17, 18, 22, 27, 29                   |

County is essential to the ecosystem and scenic beauty that residents and visitors enjoy. In addition, the public has the right to clean, affordable drinking water. Stewardship of surface water bodies of all sizes, the Snake River Sole Source Aquifer, wetlands, riparian areas, and groundwater, is vital to sustaining healthy populations of native species and for the health and safety of the human community. Preservation of water quality includes water features, from small creeks to large systems, including the Snake River Sole Source Aquifer, due to its importance as the community's water source. Among other measures, it is integral to minimize pollution from wastewater and stormwater that cause water quality impairment and threaten overall ecosystem health. **Also, consider** potential future indicators for water quality.

|           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |         |    |
|-----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|----|
| <b>2.</b> | <b>Add Policy 1.2.d: Protect the Snake River Sole Source Aquifer</b><br><i>The community's drinking water comes from a sole source, the Snake River Aquifer. The public health importance of protecting the quality of our only water source is recognized by the EPA through its sole source designation. Protecting the water quality of the aquifer and the community's drinking water will require implementation of best management practices in wastewater treatment, groundwater protection, and public water system protection planning. All protection efforts should meet or exceed local, state, and federal regulations, and other applicable guidance.</i> | CV-1-8  | 23 |
| <b>3.</b> | <b>Revise Strategy 1.2.S.1</b> to read: <i>Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                | CV-1-13 | 29 |
| <b>4.</b> | <b>Revise Strategy 1.2.S.3</b> to read: <i>Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.</i>                                                                                                                                                  | CV-1-13 | 29 |
| <b>5.</b> | <b>Add Strategy 1.2.S.5</b> to read: <i>Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.</i>                                                                                                                                                                                                                                                                                    | CV-1-13 | 29 |
| <b>6.</b> | <b>Add Strategy 1.2.S.6:</b> <i>Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | CV-1-13 | 29 |

|                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                      |                                            |
|---------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------|--------------------------------------------|
| 7.                                                            | <b>Add Strategy 1.2.S.7:</b> <i>Educate our community on the importance of water quality protection and our sole source aquifer.</i>                                                                                                                                                                                                                                                                                                                                    | CV-1-13                                              | 29                                         |
| 8.                                                            | <b>Add Strategy 1.2.S.8:</b> <i>Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.</i>                                                                                                                                                                                                                                                                                                         | CV-1-13                                              | 29                                         |
| 9.                                                            | <b>Revise Strategy 1.1.S.9</b> to read: <i>Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.</i>                                                                                                                                                                                                                                                                              | CV-1-12                                              | 29                                         |
| 10.                                                           | <b>Revise Principle 1.2</b> to add that the public has the right to clean, affordable drinking water.                                                                                                                                                                                                                                                                                                                                                                   | CV-1-8                                               | 22                                         |
| 11.                                                           | <b>Revise Policy 1.1.i:</b> <i>Protect against and mitigate for invasive and nonnative species,</i> to reference partnership with Teton County Weed and Pest.                                                                                                                                                                                                                                                                                                           | CV-1-7                                               | 22                                         |
| 12.                                                           | <b>Revise Chapter 1</b> to include a definition of “Ecosystem” within the chapter or in an appendix.                                                                                                                                                                                                                                                                                                                                                                    | CV-1-3                                               | 18                                         |
| <b>CHAPTER 2: CLIMATE SUSTAINABILITY</b>                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                      |                                            |
| 13.                                                           | <b>Revise the second paragraph of Chapter 2:</b> Add citations, where applicable, to studies substantiating the decline in moose populations and loss of pine trees                                                                                                                                                                                                                                                                                                     | CV-1-16                                              | 32                                         |
| 14.                                                           | <b>Revise Chapter 2</b> , in general, to be more hopeful regarding the impact of climate change on our future, and to convey the message that with our efforts “there is hope”.                                                                                                                                                                                                                                                                                         | CV-1-17                                              | 33                                         |
| 15.                                                           | <b>Revise Strategy 2.G.S.2</b> to read: <i>Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should outline implementation responsibilities, and include adaptation measures specific to the potential impacts of climate change on our economy.</i> | CV-1-23                                              | 39                                         |
| 16.                                                           | <b>Revise Chapter 2</b> to make it clear that behavior and impacts of resorts and tourism should be consistent with and supportive of sustainability goals, and that this chapter is not just limited to locals; incorporate as a Strategy or as an actionable step that includes education.                                                                                                                                                                            | CV-1-17, CV-1-23                                     | 33, 39                                     |
| 17.                                                           | <b>Revise Strategy 2.1.S.3</b> to update Yellowstone-Teton Clean Energy Coalition title to Yellowstone Teton Clean Cities as new name for the listed non-profit                                                                                                                                                                                                                                                                                                         | CV-1-23                                              | 39                                         |
| <b>CHAPTER 3: RESPONSIBLE GROWTH MANAGEMENT</b>               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                      |                                            |
| 18.                                                           | <b>Revise Strategy 3.3.S.6</b> to add language about beginning neighborhood planning of transitional areas of Town and the Stable Subarea 3.3 Rodeo Grounds Institutional Area                                                                                                                                                                                                                                                                                          | CV-2-15, CV-2-25<br>(already in 3.3.S.6 and 4.3.S.4) | 55, 64<br>(already in 3.3.S.6 and 4.3.S.4) |
| 19.                                                           | <b>Revise Strategy 3.1.S.2</b> to add exploration of additional tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County                                                                                                                                                                                                                          | CV-2-14, CV-1-14<br>(1.4.S.7 also relevant)          | 54, 31<br>(1.4.S.7 also relevant)          |
| 20.                                                           | <b>Revise Strategy 3.1.S.6</b> to add exploration of additional Transfer of Development Right tools                                                                                                                                                                                                                                                                                                                                                                     | CV-2-14, CV-1-14<br>(1.4.S.7 also relevant)          | 54, 31<br>(1.4.S.7 also relevant)          |
| <b>QUALITY OF LIFE: COMMON VALUE 3 OF COMMUNITY CHARACTER</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                      |                                            |

|                                                |                                                                                                                                                                                                                                                                                                                                                                       |                                             |                                    |
|------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------|------------------------------------|
| 21.                                            | <b>Revise Why is Quality of Life a Common Value?</b> paragraph on page CV-3-1 to include “Community First and Resort Second” language.                                                                                                                                                                                                                                | CV-3-1                                      | 67                                 |
| CHAPTER 5: LOCAL WORKFORCE HOUSING             |                                                                                                                                                                                                                                                                                                                                                                       |                                             |                                    |
| 22.                                            | <b>Add a Strategy</b> that directly implements Policy 5.3.b <i>Preserve Existing Workforce Housing Stock</i> .                                                                                                                                                                                                                                                        | CV-3-11                                     | 76                                 |
| 23.                                            | <b>Revise Policy 5.3.a:</b> <i>Mitigate the impacts of growth on housing</i> , to expand housing mitigation efforts beyond only “Brick and Mortar” businesses. <b>Revise Strategy 5.3.S.3:</b> <i>Update the Employee Generation Nexus Study</i> to ensure that “full range” of employee generation and impacts includes mitigation not tied to physical development. | CV-3-7, CV-3-11                             | 71, 74                             |
| 24.                                            | <b>Revise Strategy 5.G.S.1</b> to include defining “equitable human character” in development of the goal.                                                                                                                                                                                                                                                            | CV-3-10                                     | 74                                 |
| 25.                                            | <b>Add a Strategy</b> that directly implements Policy 5.4.a <i>Implement the Workforce Housing Action Plan</i> to facilitate public-private partnership projects to preserve and create housing.                                                                                                                                                                      | CV-3-11                                     | 76                                 |
| 26.                                            | <b>Revise Chapter 5</b> to state that the Town and County Affordable Workforce Housing Standards should not unintentionally incentivize building in the County versus the Town or vice versa.                                                                                                                                                                         | CV-3-5, CV-2-15<br>(3.2.S.10 also relevant) | 70, 55<br>(3.2.S.10 also relevant) |
| CHAPTER 6: A DIVERSE AND BALANCED ECONOMY      |                                                                                                                                                                                                                                                                                                                                                                       |                                             |                                    |
| 27.                                            | <b>Revise Principle 6.3</b> <i>Create a positive atmosphere for economic development</i> , to better define “businesses that reflect the community’s Common Values.”                                                                                                                                                                                                  | CV-3-16                                     | 81                                 |
| 28.                                            | <b>Revise Strategy 6.3.S.4</b> to collect data on wages and livability, rather than specifically setting a minimum wage.                                                                                                                                                                                                                                              | CV-3-17                                     | 83                                 |
| CHAPTER 7: MULTIMODAL TRANSPORTATION           |                                                                                                                                                                                                                                                                                                                                                                       |                                             |                                    |
| 29.                                            | <b>Revise Chapter 7</b> to address the realities of remote communities and cold temperatures that need to have specific strategies to achieve our transportation goals.                                                                                                                                                                                               | CV-3-22                                     | 89                                 |
| 30.                                            | <b>Add a Strategy</b> to consider hiring a staff person and/or additional staff infrastructure and management capacity to implement this Chapter.                                                                                                                                                                                                                     | CV -3-26                                    | 95                                 |
| 31.                                            | <b>Add a Strategy</b> for regular maintenance (especially in winter) of pedestrian infrastructure to support year-round usability.                                                                                                                                                                                                                                    | CV-3-25                                     | 92                                 |
| 32.                                            | <b>Revise Chapter 7</b> to state that our transportation system needs to serve all ages and abilities in our transportation options                                                                                                                                                                                                                                   | CV-3-18                                     | 84                                 |
| CHAPTER 8: QUALITY COMMUNITY SERVICE PROVISION |                                                                                                                                                                                                                                                                                                                                                                       |                                             |                                    |
| 33.                                            | <b>Revise Policy</b> to encourage building a culture of efficiency and innovation in the provision of public services beyond just adding revenue.                                                                                                                                                                                                                     | CV-3-31                                     | 99                                 |
| 34.                                            | <b>Add language in Chapter 8</b> recognizing that provision of health and human services should remain a priority, especially considering real and potential funding reductions from the State and as a result of COVID.                                                                                                                                              | CV-3-30<br>(already in 8.1.b)               | 98, 99<br>(already in 8.1.b)       |
| ILLUSTRATION OF OUR VISION                     |                                                                                                                                                                                                                                                                                                                                                                       |                                             |                                    |
| 35.                                            | <b>In Subarea 10.1 Southern South Park</b> , remove the following text: <i>When the School District needs additional capacity,</i>                                                                                                                                                                                                                                    | IV-73                                       | 167                                |

|                |                                                                                                                                                                                                                                                                            |            |            |
|----------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|------------|
|                | <i>southern South Park is an appropriate place for a new school to serve the existing population that lives south of Town.</i>                                                                                                                                             |            |            |
| 36.            | <b>Direct staff to consult with Town and County Attorney's Offices on language in Subarea 5.6</b> regarding neighborhood planning that is more consistent with intent and purposes of a Comprehensive Plan.                                                                | IV-47      | 151        |
| 37.            | <b>Add language to Subarea 3.3</b> Rodeo Grounds noting that any future neighborhood planning of the Subarea includes consultation with the County.                                                                                                                        | IV-33      | 141        |
| 38.            | <b>Eliminate following language from Subarea 12.2:</b> <i>The northern portion of the subarea, within walking distance of the Aspens/Pines Commercial Core (Subarea 12.1), is an appropriate location for additional units that have been directed out of Rural Areas.</i> | IV-84      | 173        |
| <b>GENERAL</b> |                                                                                                                                                                                                                                                                            |            |            |
| 39.            | Correction of any grammatical or typographical errors identified by staff that do not change the content or meaning of the Plan                                                                                                                                            | Throughout | Throughout |
| 40.            | Any edits deemed necessary by the Town or County Attorney for consistency with State and Federal law                                                                                                                                                                       | IV-47      | 151        |

## STAFF ANALYSIS

In addition to incorporating the specific edits listed above, Staff corrected noted typos and grammatical errors and the document was reviewed for legal consistency. Staff have reviewed the proposed edits in the content of the entire plan and find them consistent and complementary to the overall document. Please see the project website for previous staff reports and presentations made throughout the review process (<http://jacksontetonplan.com/315/Growth-Management-Program-GMP-Review-Upd>).

## PLANNING COMMISSIONS & STAFF RECOMMENDATIONS

The Town and County Planning Commissions, the Town Community Development Director and the County Planning Director recommend approval of the October 28, 2020 final draft as presented. The Board and Council are asked to approve this final document as an amended Jackson/Teton County Comprehensive Plan. For amendment to occur, a majority vote of the Board of County Commissioners and a majority vote of the Town Council must be made.

## ATTACHMENTS

1. Draft Resolution for Amendment to the 2012 Comprehensive Plan
2. Final Draft: updated Comprehensive Plan (dated October 28, 2020)
3. Final Draft: updated Comprehensive Plan with tracked changes (dated October 28, 2020)

## STAKEHOLDER ANALYSIS

The entire Town of Jackson/Teton County community is a stakeholder and staff incorporated feedback from many community members and organizations. Notice of the 45-day public comment period following release of the July 29, 2020 draft was placed in the Jackson Hole News & Guide weekly newspaper on July 29, 2020 with press releases made on Town and County websites and social media outlets.

## PUBLIC COMMENT

Since this final draft dated October 28, 2020 is released concurrent with this staff report no written public comment specific to this draft has been received. Any written public comment on the draft dated October 28, 2020 received by

Planning Staff after issuance of this staff report will be provided to the Boards prior to their November 2, 2020 meeting. All written public comment on prior drafts was presented with the corresponding prior staff reports.

### FISCAL IMPACT

Contract with Logan Simpson not to exceed \$156,222.

### STAFF IMPACT

A total of 860 staff hours were allocated to this project for FY20 and an additional 520 staff hours were allocated to this project for FY21. If approved, the only additional staff impact will be filing of the joint Resolution for Amendment, making the updated Plan available to staff and the public, and community outreach for purposes of notification of changes and appreciation of participation in the process.

### LEGAL REVIEW

County: Gingery

Town: Colasuonno

### SUGGESTED MOTIONS

#### ***Town Council:***

I move to accept the changes to the Jackson/Teton County Comprehensive Plan as set forth herein and discussed today and to approve the Joint Resolution adopting the updated Jackson/Teton County Comprehensive Plan as the amended Master Plan for the Town of Jackson, Wyoming and amended Comprehensive Plan for Teton County, Wyoming.

#### ***Board of County Commissioners:***

I move to accept the changes to the Jackson/Teton County Comprehensive Plan as set forth herein and discussed today and to approve the Joint Resolution adopting the updated Jackson/Teton County Comprehensive Plan as the amended Master Plan for the Town of Jackson, Wyoming and amended Comprehensive Plan for Teton County, Wyoming.

# ATTACHMENT 1

## **JOINT RESOLUTION AMENDING THE JACKSON/TETON COUNTY COMPREHENSIVE PLAN**

**WHEREAS**, Wyoming Statute § 9-8-301(a) requires all local governments to develop a local land use plan within their jurisdiction and pursuant to Wyoming Statute §9-8-302(b) cities and counties may cooperate in the development of land use plans; and

**WHEREAS**, Wyoming Statutes §§ 15-1-503 -506 authorize the Town of Jackson to prepare, amend, and adopt a master plan for the physical development of the municipality; and

**WHEREAS**, Wyoming Statutes §§ 18-5-202 authorizes Teton County to prepare, amend, and adopt a comprehensive plan for promoting the public health, safety, morals and general welfare of the unincorporated area of Teton County; and

**WHEREAS**, the Jackson/Teton County Comprehensive Plan adopted May 8, 2012 includes a Growth Management Program that is triggered at 5% community growth and prompts a Comprehensive Plan update with corrective actions if both specified location and type of growth targets are not achieved; and

**WHEREAS**, the Town of Jackson and Teton County reached the 5% community growth trigger in 2017 and did not meet the type of growth target of housing greater than 65% of the local workforce locally; and

**WHEREAS**, review of the Growth Management Program and update to the 2012 Jackson/Teton County Comprehensive Plan began in May 2019; and

**WHEREAS**, public hearings on the final draft of the Comprehensive Plan update was advertised in the Jackson Hole News and Guide on July 29, 2020, and occurred at the September 14, 2020 joint meeting of the Town of Jackson and Teton County Planning Commissions and the October 5, 2020 joint meeting of the Jackson Town Council and Teton County Board of Commissioners, and included various means for citizens to review the draft and provide comments prior to the public hearings; and

**WHEREAS**, the Town of Jackson Planning Commission and the Teton County Planning Commission jointly conducted a public hearings, pursuant to the Wyoming Statutes recited above, that included opportunity for public comment on September 14, 2020 and September 28, 2020 and jointly recommended approval of the update to the Comprehensive Plan with conditions at the September 28, 2020 public hearing; and

**WHEREAS**, the Jackson Town Council and Teton County Board of Commissioners jointly conducted public hearings, pursuant to the Wyoming Statutes recited above, that included opportunity for public comment on October 5, 2020 and October 13, 2020; and

**WHEREAS**, on November 2, 2020, the Town of Jackson Town Council and Teton County Board of Commissioners unanimously approved the updated Jackson/Teton County Comprehensive Plan dated October 23, 2020.



**NOW, THEREFORE, BE IT RESOLVED BY THE JACKSON TOWN COUNCIL AND TETON COUNTY BOARD OF COMMISSIONERS THAT** the proposed amendments to the 2012 Jackson/Teton County Comprehensive Plan, attached hereto, are hereby adopted.

**PASSED, APPROVED, AND ADOPTED this \_\_\_\_\_ day of November, 2020.**

**TOWN OF JACKSON, WYOMING**

\_\_\_\_\_  
Mayor Pete Muldoon

(SEAL)  
ATTEST:

\_\_\_\_\_  
Sandra P. Birdyshaw, Town Clerk

**PASSED, APPROVED, AND ADOPTED this \_\_\_\_\_ day of November, 2020.**

**BOARD OF COUNTY COMMISSIONERS OF  
TETON COUNTY, WYOMING**

\_\_\_\_\_  
Natalia D. Macker, Chairman

(SEAL)  
ATTEST:

\_\_\_\_\_  
Maureen E. Murphy, County Clerk

## ATTACHMENT 2:



ECOSYSTEM STEWARDSHIP | GROWTH MANAGEMENT | QUALITY OF LIFE

---

# JACKSON | TETON COUNTY

## COMPREHENSIVE PLAN

PUBLIC DRAFT  
28 OCTOBER 2020

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# Acknowledgements

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## *2020 Elected Officials:*

### TETON COUNTY

*Commissioner Mark Barron  
Commissioner Greg Epstein, County, Vice-Chair  
Commissioner Natalia Macker, Chairwoman  
Commissioner Mark Newcomb  
Commissioner Luther Propst*

### TOWN OF JACKSON

*Councilor Arne Jorgensen,  
Vice Mayor Hailey Morton Levinson,  
Mayor Pete Muldoon, Mayor of Jackson  
Councilor Jonathan Schechter  
Councilor Jim Stanford*

## *2020 Planning Commission:*

### TETON COUNTY

*Glendon Esnard  
Susan Lurie  
Kasey Mateosky  
Alex Muromcew  
Karen Rockey*

### TOWN OF JACKSON

*Christopher Beaulieu  
William Gale  
Abigail Petri  
Anne Schuler  
Thomas Smits  
David Vandenberg  
Katie Wilson*

## *2020 Planning Team:*

*Tyler Sinclair, Community Development Director, Town of Jackson*

*Chris Neubecker, Planning and Building Services Director, Teton County*

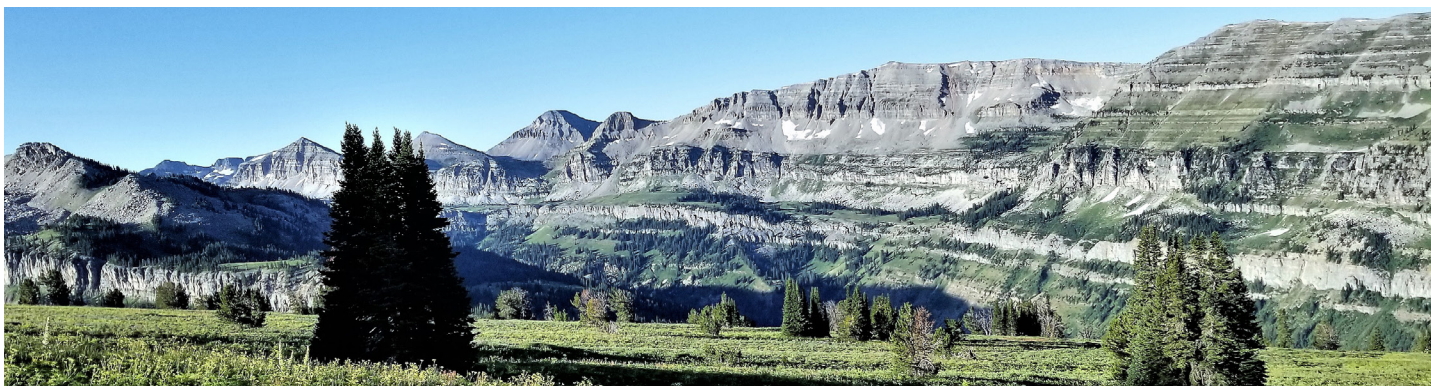
*Kristi Malone, Senior Long-Range Planner, Town and County*

*Rian Rooney, Associate Long-Range Planner, Teton County*

## 2020 CONSULTANTS:

*Logan Simpson  
OPS Strategies*





### 2012 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*

### 2012 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 Superintendant*  
 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*  
 Jonathan 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*

# Acknowledgements

## *2012 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

## *2012 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

## *2012 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:

Logan Simpson  
AECOM  
Clarion Associates  
Collins Planning Associates  
Fehr & Peers

## *2012 Teton County and Town of Jackson 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*



# JACKSON | TETON COUNTY COMPREHENSIVE PLAN EXECUTIVE SUMMARY

*Ecosystem Stewardship | Growth Management | Quality of Life*  
*Public Draft | October 28, 2020*



## Our Place in the Greater Yellowstone Ecosystem

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

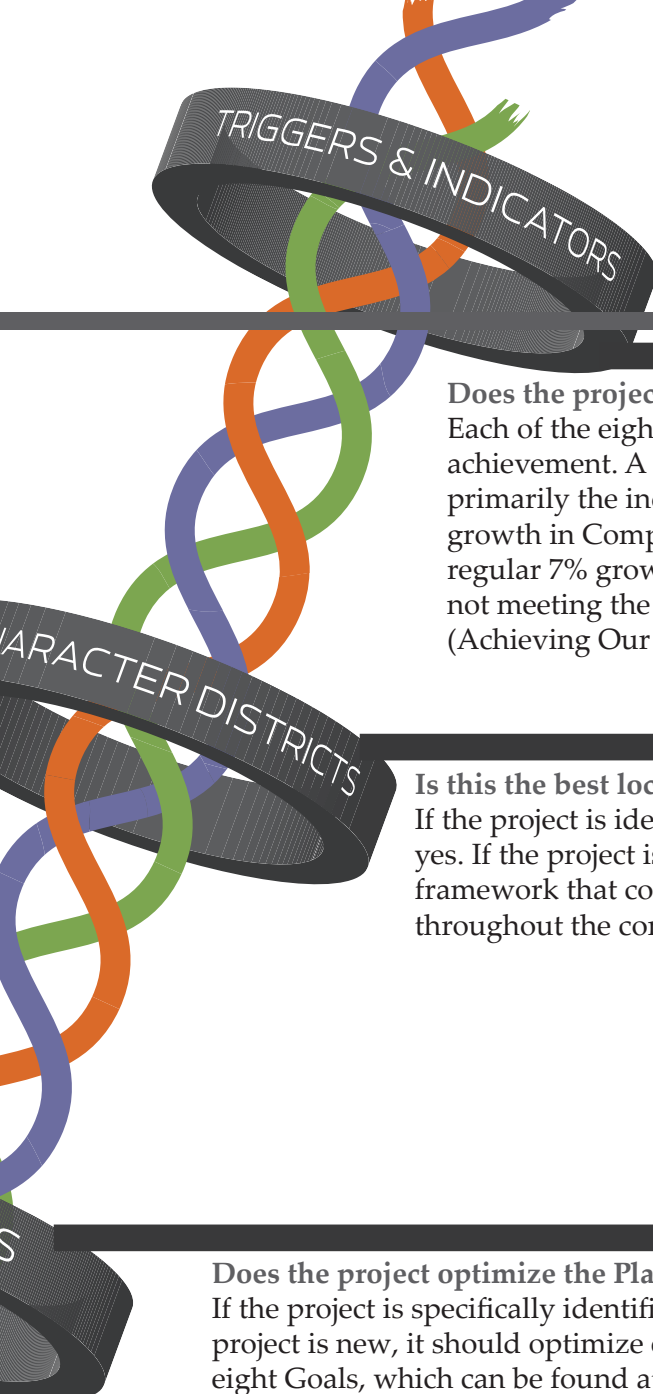


# A Vision Founded on Three Common Values

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

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

- **CV1: Ecosystem Stewardship** - As ecosystem stewards, we will ensure the health of all native species by avoiding habitat impact and fragmentation, maintaining water quality, and limiting our contribution to climate change.
- **CV2: Growth Management** - To manage growth, we will not add to the overall amount of growth allowed and will direct growth into locations with the least habitat value and the most existing services.
- **CV3 : Quality of Life** - For us, quality of life means local housing options and economic growth across all income levels, mobility options beyond the single-occupancy vehicle, and quality service provision.



## TRIGGERS & INDICATORS

### **Does the project respond to our targets and indicators?**

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

## CHARACTER DISTRICTS

### **Is this the best location for the project?**

If the project is identified explicitly in a Character District, the answer is yes. If the project is new, it should be located using the Character District framework that comprehensively optimizes all eight Chapter Goals throughout the community as a whole (Illustration of Our Vision Chapters).

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

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

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

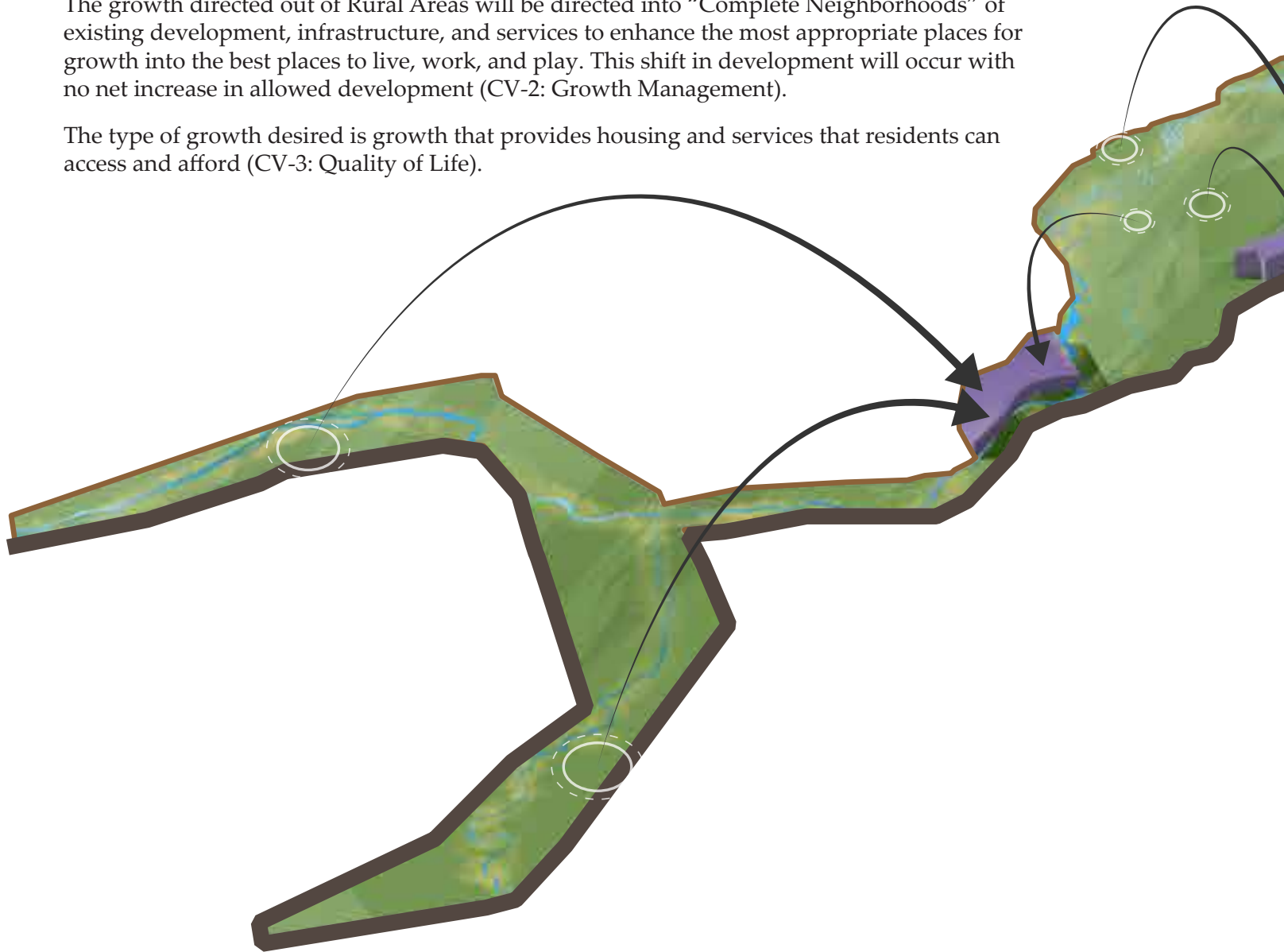
# Our Common Values in Action

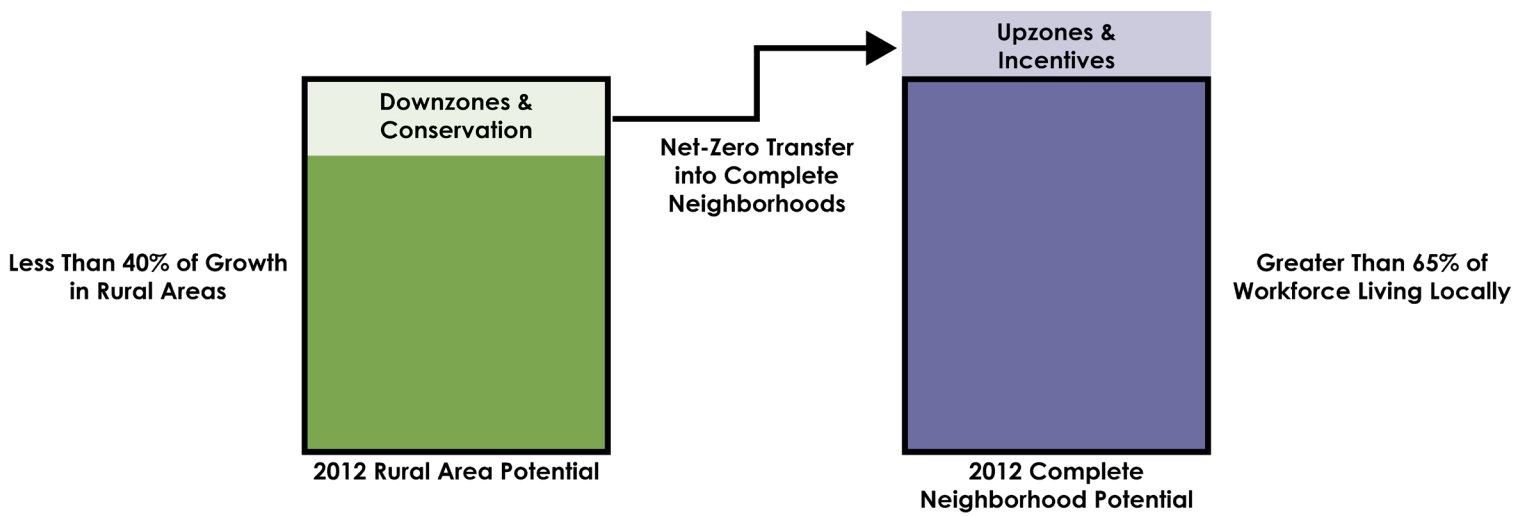
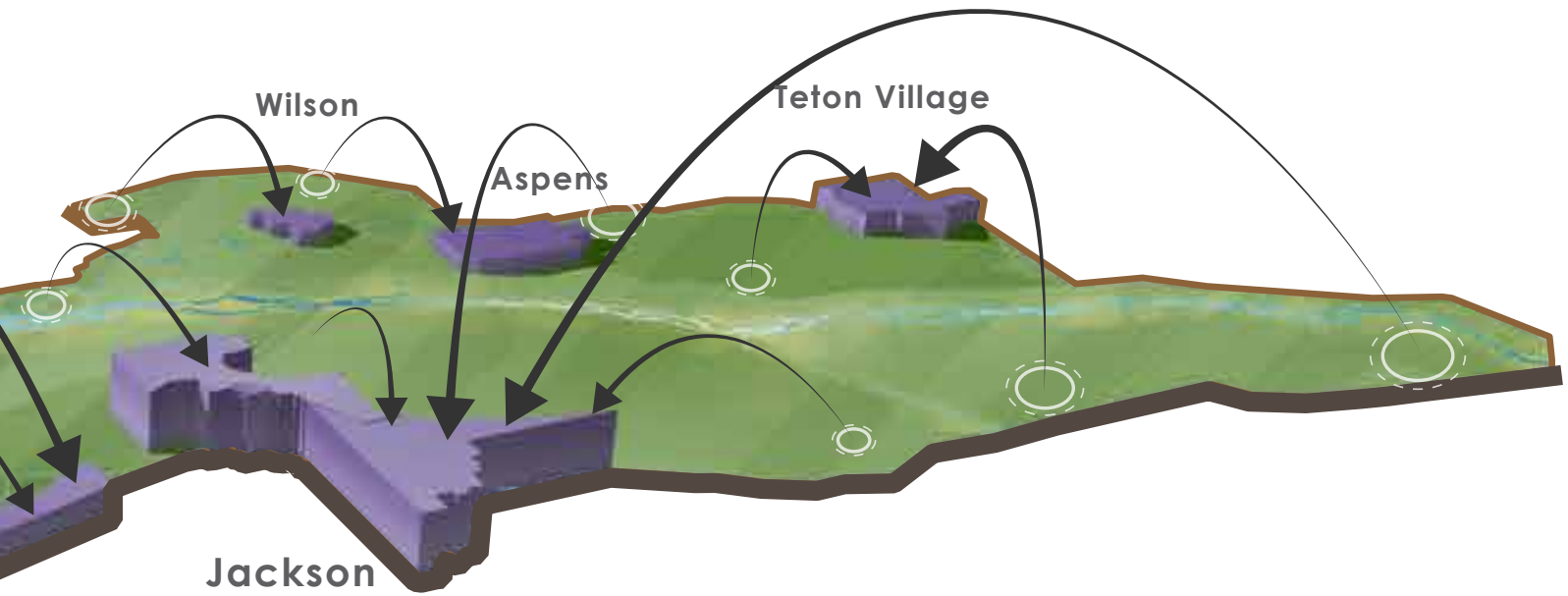
On the ground, the Illustration of Our Vision implements our Common Values.

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

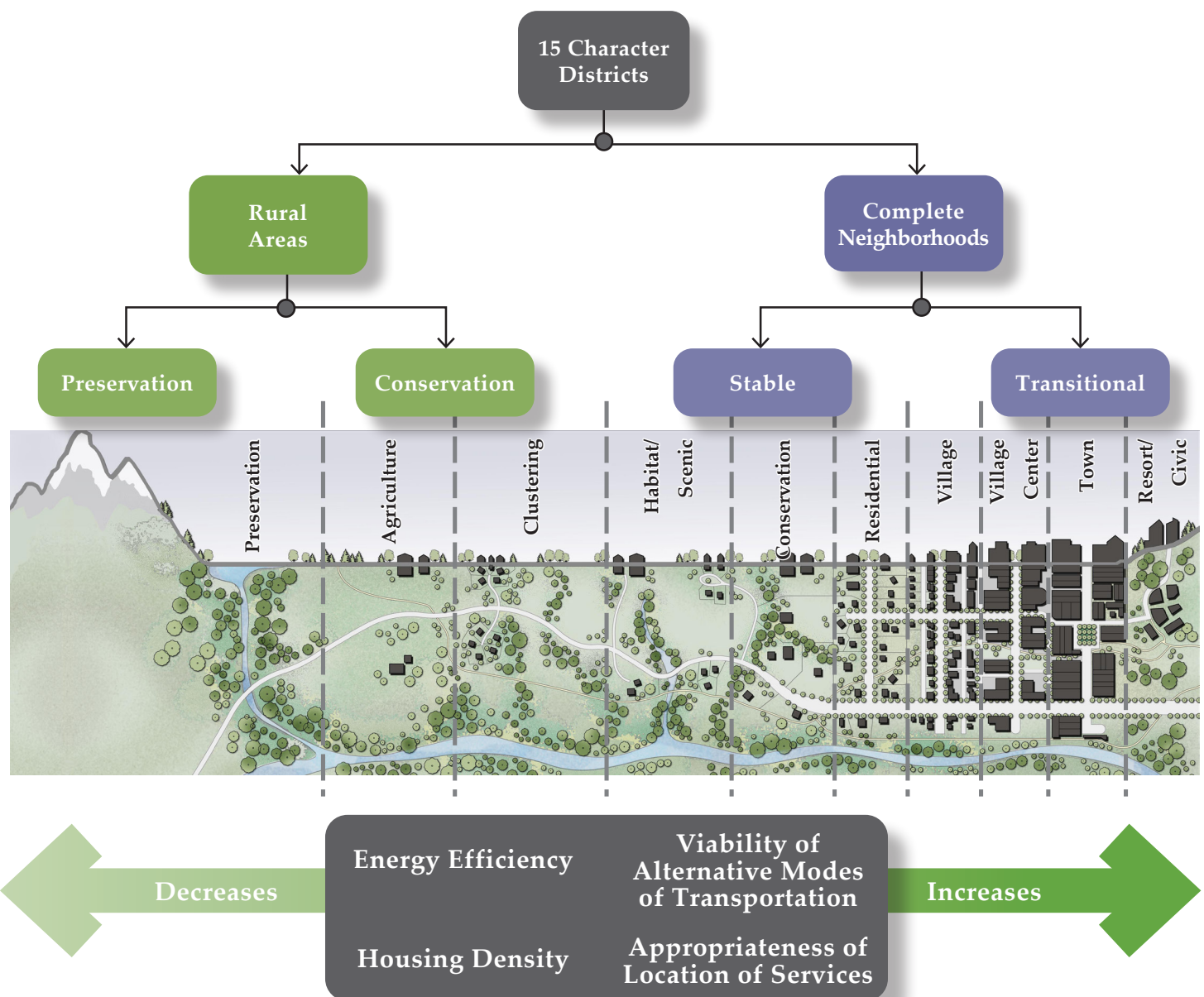
The growth directed out of Rural Areas will be directed into “Complete Neighborhoods” of existing development, infrastructure, and services to enhance the most appropriate places for growth into the best places to live, work, and play. This shift in development will occur with no net increase in allowed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

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





# A Plan that Adapts to a Changing World



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



# Ecosystem Stewardship: Common Value 1 of Community Character







## Why is Ecosystem Stewardship a Common Value?

The Greater Yellowstone Ecosystem – the largest intact ecosystem in the lower 48 states – transcends the physical boundaries of Jackson and Teton County. Our Vision stresses preserving and protecting the ecosystem, the core of our character. The quality of this ecosystem has attracted numerous visitors and is the primary reason many residents live here; our Quality of Life depends on the continued health and viability of the ecosystem. Similarly, making suitable places for development in one of the most sensitive places in the world is the core of our Growth Management Common Value.

With this Plan, the community further commits 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 popularity and location in this rare ecosystem heighten the importance of Ecosystem Stewardship, they provide an opportunity to globally lead in implementing strategies for climate sustainability and protection of wildlife, natural resources, and open space.

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

## How are we going to achieve Ecosystem Stewardship?

### *Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery*

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

### *Chapter 2. Climate Sustainability*

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





# Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery

Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.

What does this chapter address?

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

*Principle 1.2 - Preserve and enhance surface water and groundwater quality*

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

*Principle 1.4 - Protect and steward open space*

Why is this chapter addressed?

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

The community is located in the Greater Yellowstone Ecosystem—the largest intact ecosystem in the lower 48 states. Our location in this ecosystem sets the Town of Jackson and Teton County apart from other resort and rural communities, particularly with our abundance of wildlife. Although 97% of Teton County is publicly owned (see Appendix B), our ecosystem does not conform to jurisdictional boundaries. This makes wildlife susceptible to the impacts of our decisions. Development can displace and fragment habitat, emissions drive climate changes to our natural environment, human movement through the ecosystem impacts wildlife movement, discharge and runoff can decrease





## Ecosystem

can be defined as a biological community of interacting organisms and their physical environment.

water quality, and human introduction of invasive species can disrupt the ecosystem. To act as stewards of this ecosystem, our policies focus on adaptive management, emission reduction, improved water quality, and efficient transportation.

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

Human-caused degradation of natural and scenic resources is not always immediately apparent. While direct local impacts can usually be identified and mitigated, it is the sum of direct and indirect effects that, over time, threaten the health of the ecosystem at a regional scale. The human populations in Jackson Hole, Star Valley, and Teton Valley, Idaho, will continue to have impacts on the ecosystem at a local and regional level that must be addressed.

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

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

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



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

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

Protecting wildlife requires protecting wildlife habitat and wildlife movement corridors. Our Natural Resource Overlay (NRO) protects wildlife habitat and wildlife movement corridors, will consider the importance and abundance of habitat types, and will be based on a set of focal species that indicate the health of all native species including culturally and economically significant species. The most abundant and visible wildlife species are not necessarily indicative of overall ecosystem health. Likewise, while a specific habitat type may be important, it may also be abundant, and therefore, only relatively critical, while another important habitat may be declining and/or disappearing due to development and climate change, and is therefore, absolutely critical. As our NRO and other programs to protect wildlife habitat from the impacts of development and transportation evolve, they should be updated to reflect the best available data on the relative critical value of different habitat types for identified focal species.

Since 1994 elk, moose, mule deer, bald eagle, and trumpeter swan crucial winter habitat; elk and mule deer migration corridors; bald eagle and trumpeter swan nesting areas; and cutthroat trout spawning areas have defined the NRO and have been protected by the Town and County.

Until NRO definitions are updated to reflect the relative critical value of different habitat types for identified focal species, these previously identified habitats will continue to define the NRO and be protected using the best available science and data.



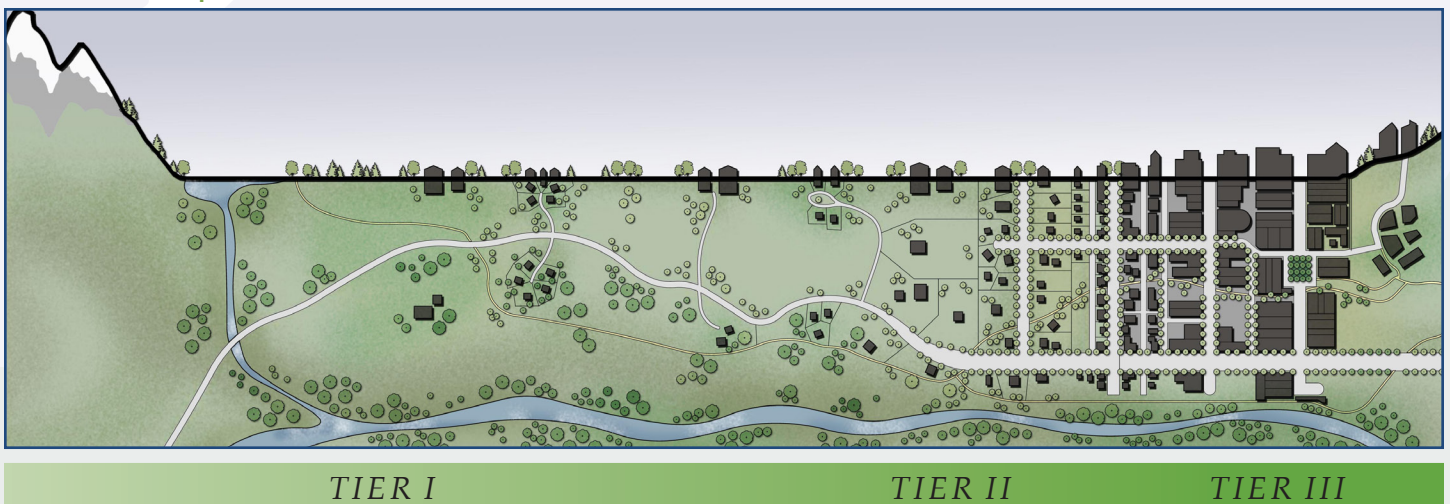


### Policy 1.1.b: Protect wildlife from the impacts of development

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

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

### wildlife protection tiers



#### **Policy 1.1.c: Design for wildlife permeability**

Whether small or large, development and transportation corridors should be designed to accommodate wildlife movement. Protecting critical habitat is important, but equally essential is ensuring that wildlife can move between areas of habitat. The tiered system of protections described in Policy 1.1.b should include the best management and design practices for wildlife permeability. Best practices may include wildlife-friendly fencing, pet control, building clustering, landscape modification and clearing, and wildlife roadway crossings.

#### **Policy 1.1.d: Limit human/wildlife conflicts**

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

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

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



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

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

**Policy 1.1.g: Encourage restoration of degraded areas**

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

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

Stewardship of wildlife, wildlife habitat, and wildlife movement corridors cannot be achieved through the management of growth and development on private lands alone; it must also be pursued through the responsible enjoyment of State and Federal lands. If recreationists and other users do not enjoy public lands responsibly, the health of our intact ecosystem

will suffer, and State and Federal land managers will likely have to further regulate and restrict public use and access. The Town and County will work with State and Federal agencies to promote stewardship and responsible use of public lands; preserve and steward existing authorized access points to rivers, creeks, and State and Federal lands; and eliminate unauthorized access points.

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

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

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

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



***Principle 1.2—Preserve and enhance surface water and groundwater quality.*** Clean water is one of the most basic requirements of a healthy ecosystem and community. Protecting the water quality of Jackson and Teton County is essential to the ecosystem and scenic beauty that residents and visitors enjoy. In addition, the public has the right to clean, affordable drinking water. Stewardship of surface water bodies of all sizes, the Snake River Sole Source Aquifer, wetlands, riparian areas, and groundwater, is vital to sustaining healthy populations of native species and for the health and safety of the human community. Preservation of water quality includes water features, from small creeks to large systems, including the Snake River Sole Source Aquifer, due to its importance as the community's water source. Among other measures, it is integral to minimize pollution from wastewater and stormwater that cause water quality impairment and threaten overall ecosystem health.

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

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

**Policy 1.2.b: Require filtration of runoff**

In cases where natural filtration systems such as wetlands, floodplains, and riparian areas cannot effectively protect surface water quality, best management practices should be employed to enhance the function of natural systems. Land development causes changes to the natural quantity and quality of stormwater that drains into the area's water bodies. The Town and County will promote innovative stormwater and snowmelt collection, storage, and diversion systems to reduce the amount of sediment and pollution entering our local water bodies. This is especially applicable in developed areas along waterways such as Flat Creek, Cache Creek, and Fish Creek.

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

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

**Policy 1.2.d: Protect the Snake River Sole Source Aquifer**

The community's drinking water comes from a sole source, the Snake River Aquifer. The public health importance of protecting the quality of our only water source is recognized by the EPA through its sole source designation. Protecting the water quality of the aquifer and the community's drinking water will require implementation of best management practices in wastewater treatment, groundwater protection, and public water system protection planning. All protection efforts should meet or exceed local, state, and federal regulations, and other applicable guidance.



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

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**Policy 1.3.a: Maintain natural skylines**

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

**Policy 1.3.b: Maintain expansive hillside and foreground vistas**

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

**Policy 1.3.c: Maintain natural landforms**

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

**Policy 1.3.d: Maintain dark night skies**

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





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

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

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

**Policy 1.4.b: Conserve agricultural lands and agriculture**

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

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

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



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

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

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

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



## Strategies ( ✓ = complete as of 2020)

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

**1.G.S.1:** Identify appropriate indicators that measure achievement of the Chapter goal. For example, measuring stewardship of natural resources may include establishing indicators for percent change of site development within the Town and County, or tracking contaminant loading from wastewater discharge at the Town of Jackson treatment facility.

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

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

✓ **1.1.S.1:** Create a vegetation cover map that can be used to help inform the identification of relative criticalness of habitat types. In the interim, as focal species are being identified, work with Wyoming Game and Fish and other partnering agencies and entities to update the mapping that provides a general indication of the location of the Natural Resources Overlay (NRO), based on current protection of critical "species of special concern" habitat.

✓ **1.1.S.2:** Identify focal species that are indicative of ecosystem health and determine important habitat types for those species. Evaluate habitat importance, abundance, and use to determine relative criticalness of various habitat types.

**1.1.S.3:** Establish a monitoring system for

assessing the singular and cumulative impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.

**1.1.S.4:** Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.

**1.1.S.5:** Evaluate mitigation standards for impacts to critical habitat and habitat connectivity and update as needed.

**1.1.S.6:** Identify areas for appropriate ecological restoration efforts.

✓ **1.1.S.7:** Identify areas appropriate for roadway underpasses, overpasses, speed reductions, or other wildlife-vehicle collision mitigation measures in heavy volume wildlife-crossing areas.

**1.1.S.8:** Develop an ecosystem stewardship education program to further the goals of the community and establish community buy-in.

**1.1.S.9:** Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.



## *Strategies to preserve and enhance surface water and groundwater quality (Principle 1.2)*

- 1.2.S.1:** Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.
- 1.2.S.2:** Evaluate and update surface water filtration standards, focusing on developed areas near significant waterbodies.
- 1.2.S.3:** Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.
- 1.2.S.4:** Implement and periodically update the Flat Creek Watershed Management Plan.
- 1.2.S.5:** Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.
- 1.2.S.6:** Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.
- 1.2.S.7:** Educate our community on the importance of water quality protection and our sole source aquifer.

- 1.2.S.8:** Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.

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

- 1.3.S.1:** Evaluate and remap the Scenic Resources Overlay based on the accumulated knowledge of potential visual impacts and identify expanded viewsheds to which the SRO will apply.
- 1.3.S.2:** Evaluate and amend lighting standards based on dark skies best practices.
- 1.3.S.3:** Update the public lighting standards to match the dark skies standards adopted in the Land Development Regulations.

## *Strategies to protect and steward open space (Principle 1.4)*

-  **1.4.S.1:** Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Reconsider applicability of the PRD tool on smaller (35- to 120-acre) parcels. Consider incentives in addition to density bonuses, including house size, locations, guesthouses, and other options.
- 1.4.S.2:** Evaluate and update agricultural exemptions and incentives to encourage continued agricultural conservation of open space. Support exemptions and provide incentives to enable the continuation of agriculture.
-  **1.4.S.3:** Explore non-development incentives for the permanent protection of open space.





- 1.4.S.4:** Explore the establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.
- 1.4.S.5:** Evaluate and update the definition of publicly valuable open space to include the provision of active recreation opportunities in less critical habitat to relieve recreation pressure in areas of more critical habitat, and manage public lands access.
- 1.4.S.6:** Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.
- 1.4.S.7:** Revisit the rural conservation development options (Rural PRD, Floor Area Option) to ensure conservation, housing and transportation goals are met and to explore new tools.
- 1.4.S.8:** Evaluate private land recreation needs and management to relieve the impact on public lands.





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# Chapter 2. Climate Sustainability

Emit less greenhouse gases than we did in 2012.

What does this Chapter address:

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

*Principle 2.2 - Reduce greenhouse gas emissions through land use*

*Principle 2.3 - Reduce greenhouse gas emissions through transportation*

*Principle 2.4 - Increase energy efficiency in buildings*

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

Why is this chapter addressed?

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

A changing climate threatens the Greater Yellowstone Ecosystem by altering or eliminating habitats, making it harder for native species to survive. A decline in moose population numbers and loss of pine trees due to pine beetle and blister rust have already been attributed to climate change. Temperature dependent life cycles (e.g. pollination) and species (pika, wolves, native fish) are expected to decline in the near future. (Bloom & Riginos, 2018, p.17, *Mosaic*)

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





## Sustainability

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

While the community is planning for climate change, it is not hopeless. The community sees climate change as an opportunity as much as a threat. Our stewardship legacy and international recognition provide the perfect chance for us to set an example of how the global issue of climate change can be addressed at the community level. We can become a model for emissions reduction and energy independence for over 3 million visitors every year. We have hydro, solar, wind, and geothermal zero-emission energy resources available to us. Through the development and use of zero-emission resources and improved energy conservation we can limit our dependence on greenhouse gas emitting energy resources.

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

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

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



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

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**Policy 2.1.a: Shift community energy consumption behavior**

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

**Policy 2.1.b: Encourage energy conservation through energy pricing**

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

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

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

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

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



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

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**Policy 2.2.a: Enhance suitable locations as Complete Neighborhoods**

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

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

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

**Policy 2.2.c: Improve air quality**

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





### *Principle 2.3— Reduce greenhouse gas emissions through transportation.*

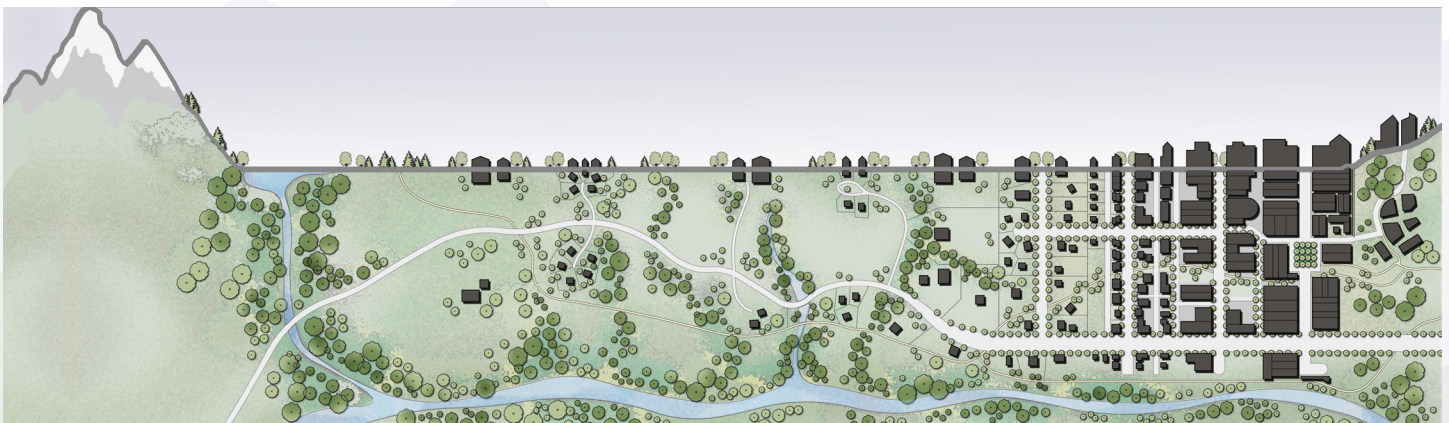
Transportation accounts for approximately 80% of the total carbon emissions in the community (see Appendix B) and should be a focus of the community's efforts to reduce energy consumption. Reducing fuels consumed for transportation and using renewable fuels has the greatest potential to reduce the community's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

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

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

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

Principle 7.2 details the community's policies to provide a multimodal network to meet our future transportation demand. The community will develop an integrated transportation management plan that will look at all modes of travel and the most effective solutions for transportation in the community, considering long-term impacts such as consumption of non-renewable fuels and the energy costs of transportation infrastructure.



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

#### **Policy 2.4.a: Construct energy efficient buildings**

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

#### **Policy 2.4.b: Renovate and reuse existing buildings**

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

#### **Policy 2.4.c: Use and reuse construction material sustainably**

Where it is not practical to renovate an existing building as described in Policy 2.4.b, the embodied energy of a building should be reduced through the recycling and reuse of building materials or use of

sustainable, local materials. The Town and County should lead by example when constructing public buildings and subsidized housing units by giving preference to recycled and local materials and local contractors, within reasonable performance and cost limits. The Town and County should also explore providing locations for materials recycling that make it more cost-effective to recycle than to dispose of material.

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

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

#### **Policy 2.4.e: Encourage smaller buildings**

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



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

#### **Policy 2.5.a: Encourage water conservation**

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

#### **Policy 2.5.b: Manage our waste stream for sustainability**

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



## Strategies (✓ = complete as of 2020)

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

- 2.G.S.1:** Update Chapter 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation to establish the Town and County's position as a leading sustainable and adaptable community. As part of the Chapter Update, consider updating the Chapter Goal. Also, consider the impacts and opportunities presented by our tourism-based economy.
- 2.G.S.2:** Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should outline implementation responsibilities, and include adaptation measures specific to the potential impacts of climate change on our economy.
- 2.G.S.3:** Promote community-wide and targeted education about methods and techniques that can be applied at individual and organizational levels to reduce impacts on our environment, and ensure the inclusion of resorts and visitors in that outreach.
- 2.1.S.2:** Work with partners to distribute technological devices, such as home area networks, into the community to raise awareness of the amount of energy being consumed and opportunities for reduced consumption.
- 2.1.S.3:** Partner with organizations such as the Yellowstone-Teton Clean Cities to educate residents and guests about the negative impacts of vehicle idling.
- 2.1.S.4:** Work with local energy providers to develop a sliding scale energy pricing structure where unit cost increases with total energy consumption.
- 2.1.S.5:** Evaluate and update land use regulations to support renewable energy generation in the community.
- 2.1.S.6:** Coordinate education efforts to avoid private Codes, Covenants & Restrictions (CC&Rs) that prohibit on-site renewable energy generation and other sustainable practices.
- 2.1.S.7:** Create a personal emissions responsibility program to raise awareness and promote reduced consumption.

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

- 2.1.S.1:** Coordinate with the wide range of organizations working on energy conservation to educate the community about the benefits of reducing consumption of energy from non-renewable sources.

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

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



*Strategies to reduce energy consumption through transportation (Principle 2.3)*

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

- 2.3.S.1: Promote and incentivize the increased use of electric modes of transportation (bikes, buses, cars).
- 2.3.S.2: Develop a County Energy Mitigation Program that addresses the induced transportation demand required to maintain certain site designs or features.

*Strategies to increase energy efficiency in buildings (Principle 2.4)*

- 2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.
- 2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives for government operations and new private construction to use energy efficiency best practices.
- ✓ 2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate in a communitywide energy retrofit program.
- 2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness of the benefits of the use of sustainable construction materials.
- 2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.
- 2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings and consume less energy.
- 2.4.S.7: Explore a policy commitment that every public building and vehicle will be zero-emission.

- 2.4.S.8: Update the County Energy Mitigation Program to encourage energy conservation in buildings.

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

- 2.5.S.1: Implement a sliding scale water pricing structure.
- ✓ 2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including communitywide curbside recycling.
- ✓ 2.5.S.3: Develop a program to guide waste reduction in the County
- 2.5.S.4: Update landscaping LDRs to encourage water conservation.
- 2.5.S.5: Reduce energy consumption in wastewater treatment through the use of the most energy efficient treatment methods and technology to discharge effluent that exceeds the quality of the receiving waters. We will continue to build on the significant reduction in energy consumption that has been achieved since 2010.





# Growth Management: Common Value 2 of Community Character







## Why is Growth Management a Common Value?

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

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

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

## How are we going to achieve Growth Management?

### *Chapter 3. Responsible Growth Management*

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

### *Chapter 4. Town as Heart – The Central Complete Neighborhood*

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



# Chapter 3. Responsible Growth Management

Direct at least 60% of future growth into Complete Neighborhoods to preserve habitat, scenery and open space and provide workforce housing opportunities.

What does this chapter 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 locally*

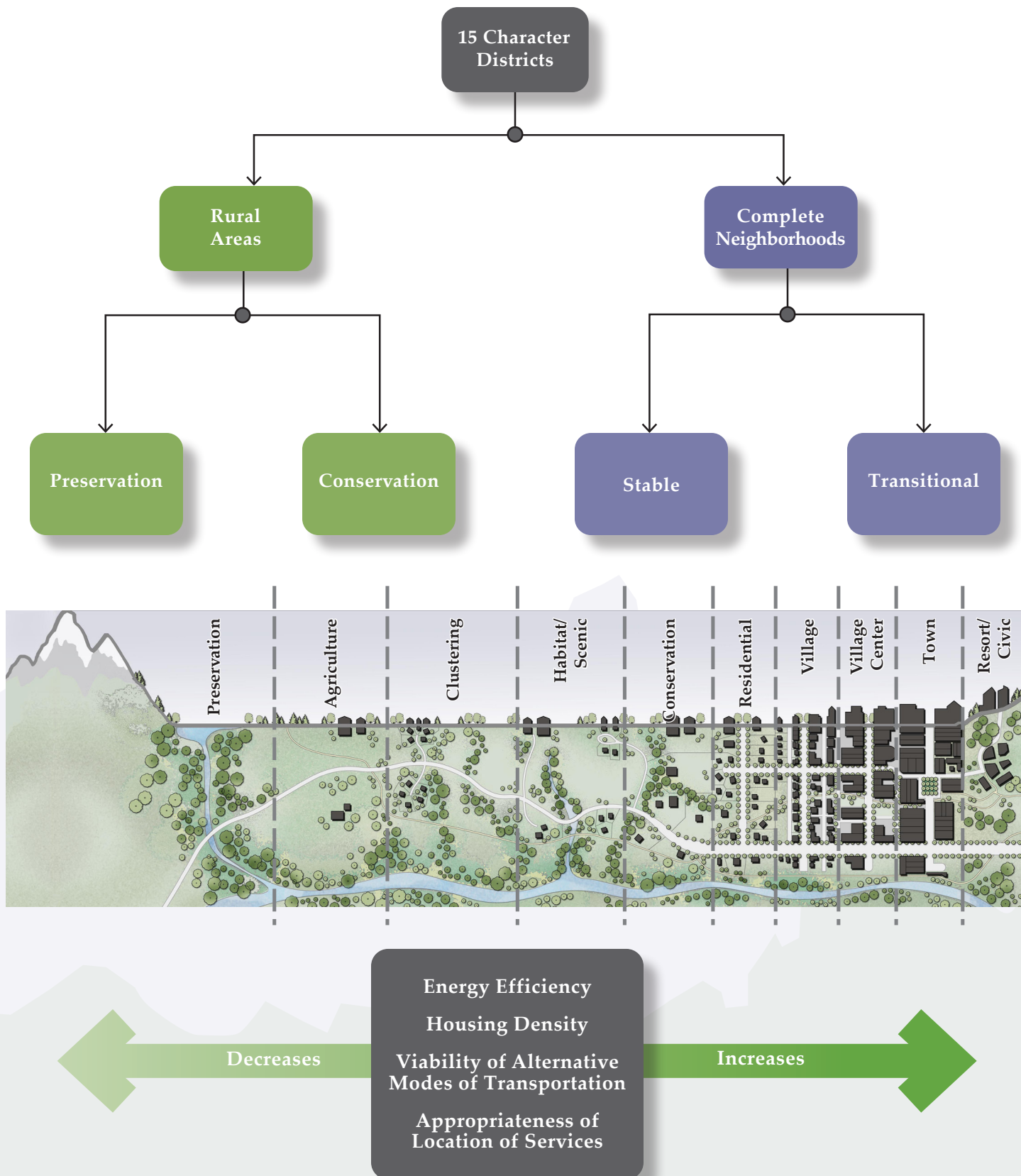
*Principle 3.4 – Limit development in naturally hazardous areas*

Why is this chapter 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 development, from millions of acres of National Park, National Forest, and a National Elk Refuge, where growth is 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 grow so that the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit.











### complete neighborhoods provide:

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

### stable subarea:

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

### transitional subarea:

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



### rural areas provide:

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

### preservation subarea:

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

### conservation subarea:

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



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



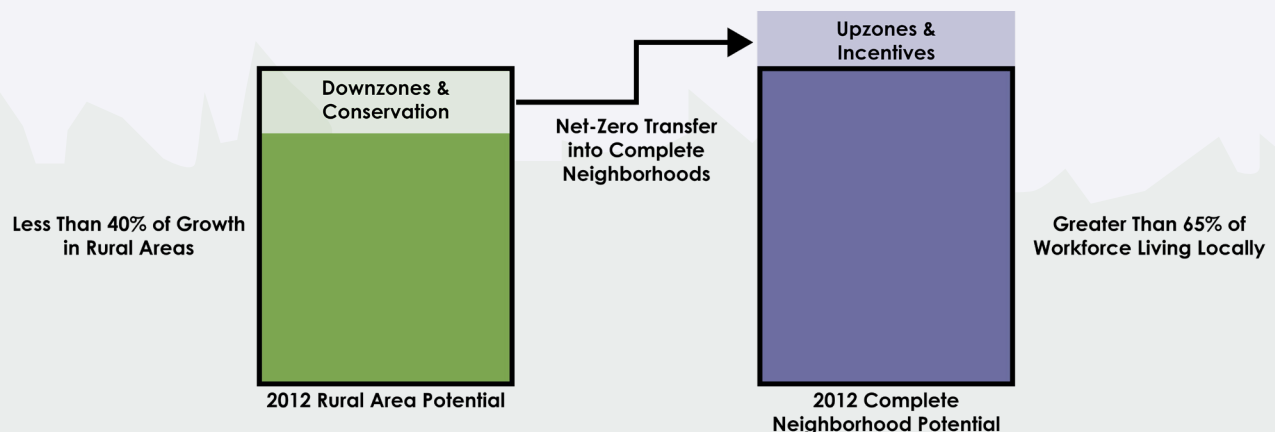
**Principle 3.1—Direct growth out of habitat, scenery, and open space.** Rural Areas with wildlife habitat, habitat connections, scenic vistas and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem preservation and protection remains the overarching Vision of the community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

**Policy 3.1.a: Ensure there is no net increase in development potential**

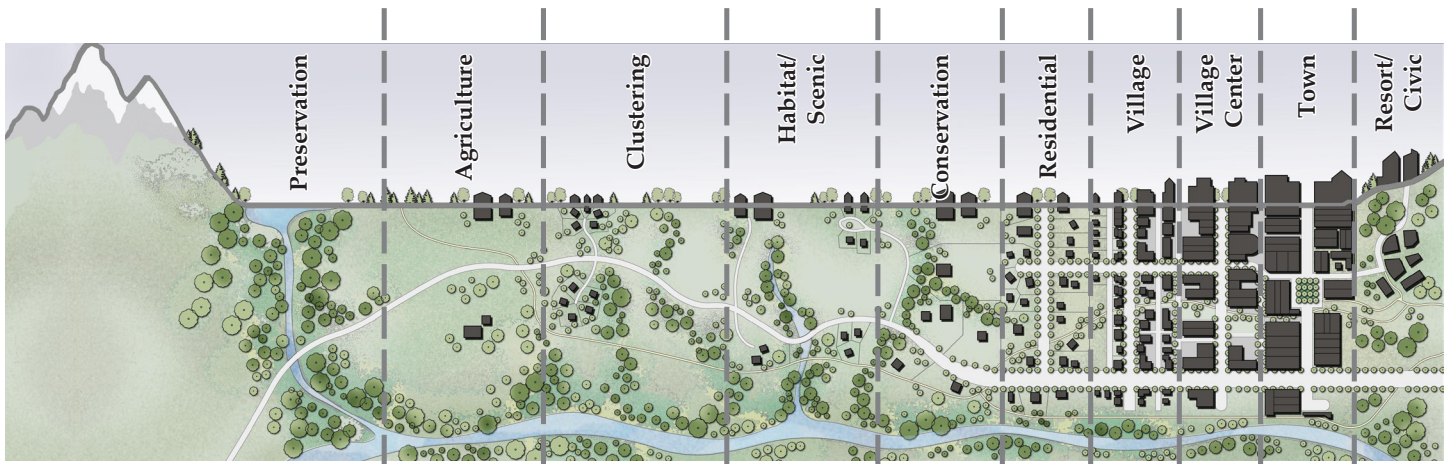
Ecosystem Stewardship and rural character preservation should extend beyond protecting resources and open space on individual lots to managing growth on a community-wide scale. Development potential should decrease in Rural subareas and increase in appropriate Complete Neighborhood subareas, but we will adhere to our Vision by ensuring there is no net increase in overall development potential. Beginning in 2012, increases and decreases in allowed residential and nonresidential development have been annually tracked and reported. By not increasing potential more than it is decreased, and better locating and designing development that does occur, we can decrease our impacts to the ecosystem while respecting property rights, preserving our rural character, and providing opportunities for increased quality of life.

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

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







## RURAL AREAS

## COMPLETE NEIGHBORHOODS

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

### Policy 3.1.d: Cluster nonresidential development in existing locations

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





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

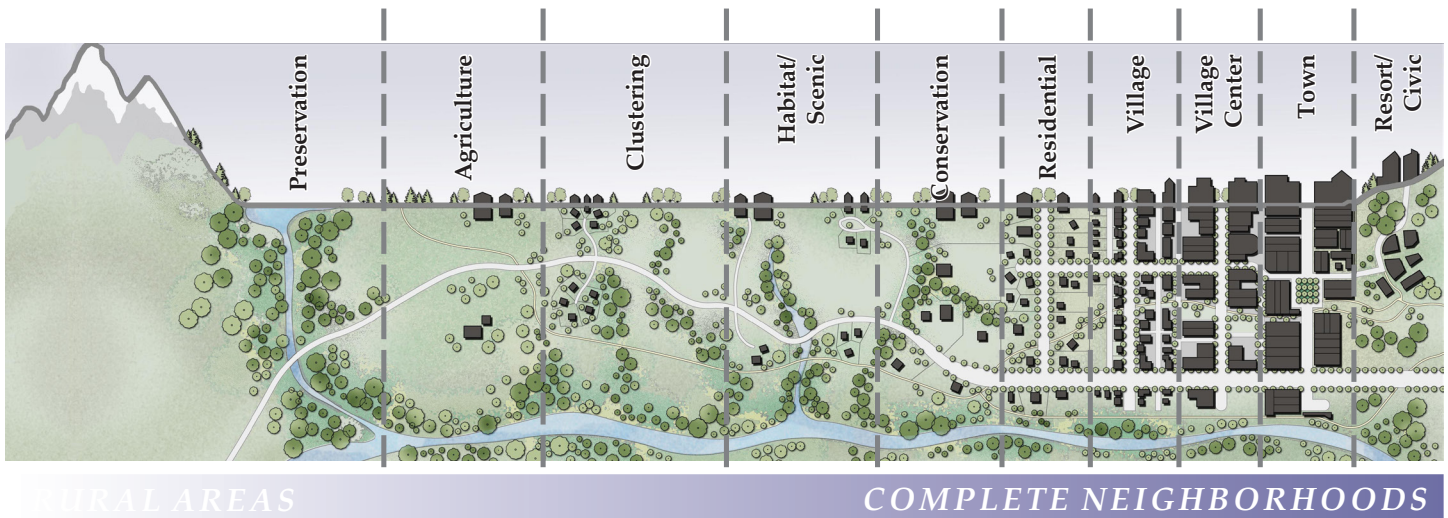
Complete Neighborhoods are the most appropriate locations for nonresidential development. Nonresidential development in proximity to residences and lodging promotes pedestrian vitality, which has ecological, social and economic benefits. Complete Neighborhoods should contain locally-oriented nonresidential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

Our Complete Neighborhoods

Character District 1: Town Square  
Character District 2: Town Commercial Core  
Character District 3: Town Residential Core  
Character District 4: Mid Town  
Character District 5: West Jackson  
Character District 6: Town Periphery

Character District 7: South Highway 89  
Character District 11: Wilson  
Character District 12: Aspens/Pines  
Character District 13: Teton Village





### **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 to create unique and visually engaging public spaces—including sidewalks and walkways, parks, outdoor squares, landscaped areas and public art.

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

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



***Principle 3.3—Manage growth predictably and locally.*** This Plan articulates and illustrates a clear Vision for the future. However, just as important is predictable, accountable, and measurable implementation of our Common Values. The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. The cornerstone of this Plan is adaptation based on continuous, coordinated monitoring. Past approaches that relied on discretionary review of individual implementation projects achieved some success, but also divided the community and resulted in unintended consequences. 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: Make land use decisions based on Plan framework and policies**

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

**Policy 3.3.b: 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, have clearly defined public benefits, and have ties to indicators to evaluate effectiveness. Discretionary land use tools may provide flexibility, but they do not provide sufficient predictability and are not the preferred approach for managing growth and development in the community. Reciprocally, proposals that meet the standards adopted should expect to be approved and not held to a higher standard than has been established.



### **Policy 3.3.c: Develop neighborhood plans**

Focused neighborhood plans may be developed where additional guidance is necessary to implement a comprehensive development or redevelopment that will achieve the desired future character in a specific subarea. The Illustration of Our Vision chapter generally describes the desired character for all Character Districts, but there may be instances where implementation of certain strategies requires a more detailed, design oriented planning process for a specific subarea to ensure the desired future character is achieved.

### **Policy 3.3.d: Strive not to export impacts to other jurisdictions in the region**

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

### **Policy 3.3.e: Preserve historic structures and sites**

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





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

**Policy 3.4.a: Protect development against flooding**

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

**Policy 3.4.b: Protect development against avalanches and landslides**

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

**Policy 3.4.c: Prohibit development on steep slopes**

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



**Policy 3.4.d: Limit development on poor soils**

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

**Policy 3.4.e: Protect development against seismic activity**

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

**Policy 3.4.f: Protect development against wildfire**

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



## Strategies (✓ = complete as of 2020)

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

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

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

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

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



- 3.2.S.8:** Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.
- 3.2.S.9:** Explore reduced development/utility fees in Complete Neighborhoods.
- 3.2.S.10:** Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals but is also consistent with all three common values.

### *Strategies to manage growth predictably and locally (Principle 3.3)*

- ✓ **3.3.S.1:** Consider a joint Town and County staff person to execute an Adaptive Management Program and otherwise implement the Comprehensive Plan.
- 3.3.S.2:** Evaluate and update base allowances to predictably allow development that is consistent with our Vision.
- ✓ **3.3.S.3:** Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.
- 3.3.S.4:** Develop neighborhood plans for specific areas within Character Districts as necessary.
- 3.3.S.5:** Begin neighborhood planning (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:
- An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on

additional residential units (see Policy 3.1.a);

- Reference Town zoning concepts for guidance and use Town infrastructure standards; and
- A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

**3.3.S.6:** Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:

- An analysis of the appropriate use and amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town (see Policy 3.1.a);
- Discussion of the future location of the Teton County Fair; and
- A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

**3.3.S.7:** Consider adding a joint Town/County position with a focus on management and reporting of data.

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

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





# Chapter 4. Town as the Heart of the Region

## - The Central Complete Neighborhood

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

What does this chapter address?

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

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

*Principle 4.3 - Develop desirable residential neighborhoods*

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

*Principle 4.5 - Preserve historic structures and sites*

Why is this chapter addressed?

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

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

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





Town offers public water, sewer and storm water services with quality public spaces and parks throughout. Town has the widest variety of housing types and the highest concentration of population in the community – with 45% of the community’s population living on only 1.7% of the private land as of 2012 (see Appendix B). It is the central location for most of our commercial, government, cultural and civic services and facilities, providing employment and amenities in proximity to residences. It also has the most developed and widely used alternative transportation system in the community. All of these existing features offer the opportunity to enhance the Town as the most desirable and central location for the community to live, work and play.

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

Not all components of a Complete Neighborhood can, should, or need to be provided in every subarea of Town for it to function as the community’s central Complete Neighborhood. For example, in providing a variety of housing options and a balance of services and employment opportunities, different subareas of Town can support each other to achieve the community’s Complete Neighborhood goals

while achieving the desired subarea character. A subarea focused on concentrating commercial and other nonresidential development will provide more vibrancy and additional pedestrian services to the community’s residents and visitors. While housing should be incorporated into subareas of nonresidential development, it does not have to be the focus, as a variety of housing types can be provided in adjacent subareas where residential development is the priority.

Likewise, a variety of housing is essential to a Complete Neighborhood, but all housing types do not need to be spread evenly throughout Town. If the community is going to enhance the integrity and charm of existing neighborhoods and make them more desirable places to live, different housing types will be more appropriate in some subareas of Town than in others. Denser housing types will be more consistent with the physical character of mixed use areas and Transitional Subareas. Further away from mixed use areas, less dense housing types and locally-oriented services can be provided to enhance the completeness of neighborhoods. In sum, Town will have a variety of housing types and amenities within walking distance, even though each subarea will not contain all housing types, services and amenities.

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



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

#### **Policy 4.1.a: Promote a complete Town of Jackson**

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

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

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

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

Infill and redevelopment will be key strategies for fostering the elements of a Complete Neighborhood in specific subareas in Town. Infill and

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

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

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

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

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





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

#### **Policy 4.2.a: Create mixed use Subareas**

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

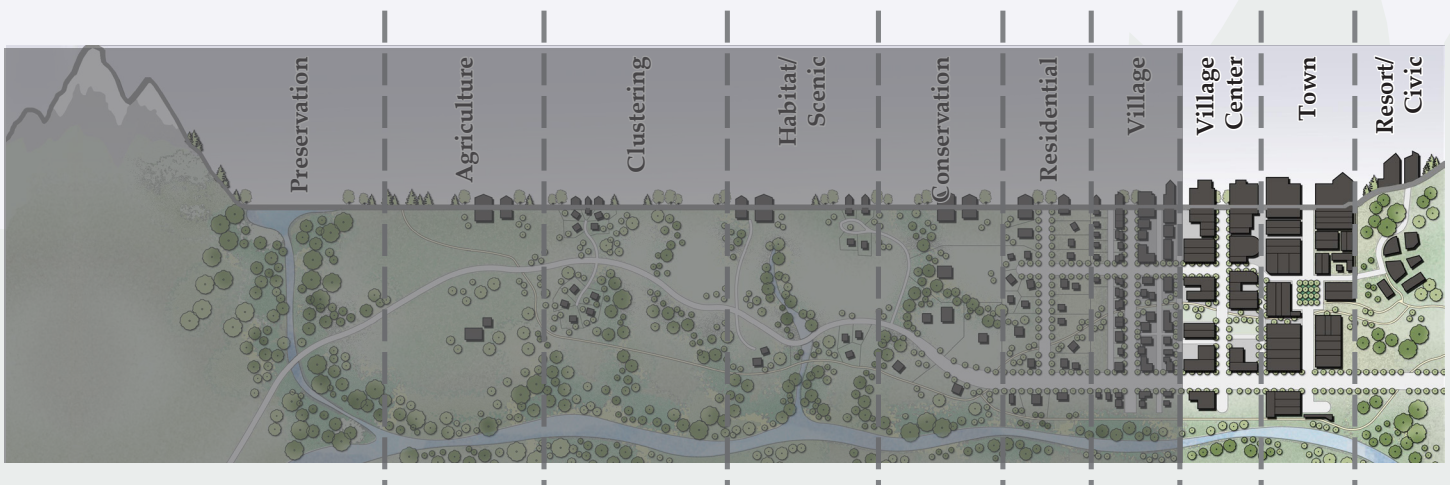
#### **Policy 4.2.b: Promote a balanced mix of nonresidential uses**

As the economic center of the community, the Town will provide an appropriate balance of all non-residential and residential uses. Because sales tax collections are a major source of local government funding, a balance will be sought between sales tax generating and non-sales tax generating nonresidential uses. The community should monitor the various types of nonresidential uses, including visitor and local retail, private, non-profit and governmental office uses, institutional

uses (including educational facilities) and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will employ tools to encourage or restrict uses based upon the results that maintain an appropriate equilibrium between all uses.

#### **Policy 4.2.c: Create vibrant walkable mixed use Subareas**

Complete streets that focus on alternative modes of transportation will be important to the enhancement of Town mixed use subareas. The primary objective in downtown Jackson will be to enhance pedestrian amenities and connectivity to support a vibrant and walkable downtown core. To achieve this goal, Town will encourage public gathering places in both public and private developments in the downtown area. Building design should complement the pedestrian experience with uses that engage people along sidewalks and designs that include building and block cut-throughs. 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: Protect the image and function of Town Square**

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

**Policy 4.2.e: 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.



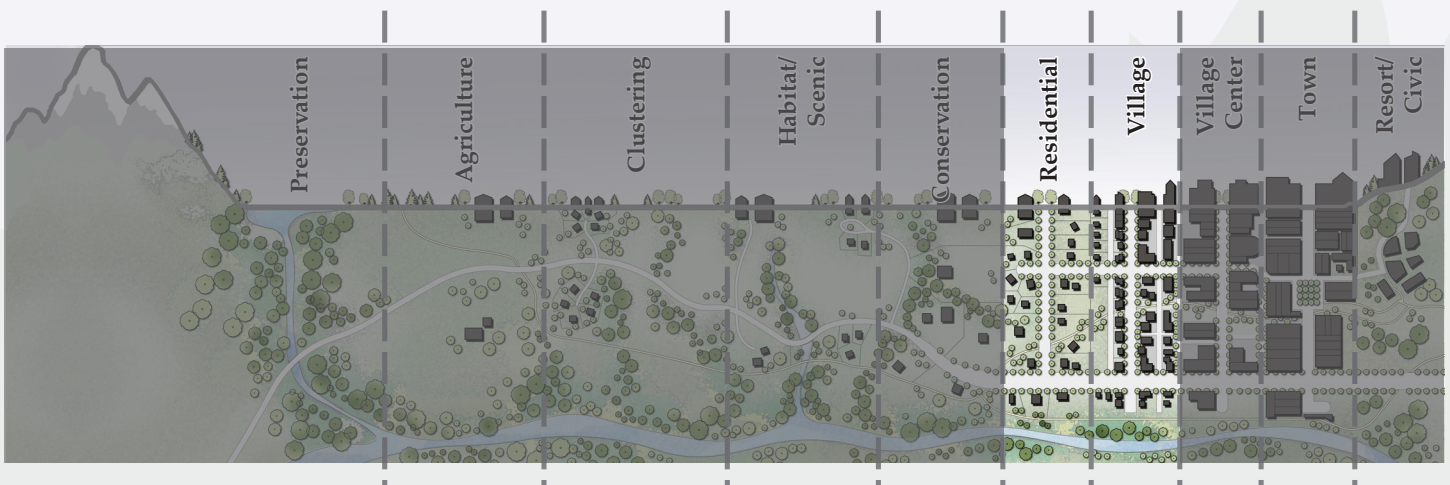
**Principle 4.3—Develop desirable residential neighborhoods.** A primary goal of the community is to enhance the character and integrity of Complete Neighborhoods in the Town and County. Town residential neighborhoods will be defined as either “Stable” or “Transitional,” Subareas based upon their existing 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 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  $\frac{1}{4}$  to  $\frac{1}{2}$  mile of their residences. Public spaces will typically be provided in public parks. Complete streets, including options for walking, biking, and transit, will be provided throughout. The consolidation of multiple lots to create larger single family homes is inconsistent with existing character and with our growth management goals. Even with a consistent physical character, the social character of these stable subareas is likely to change without efforts to preserve historic workforce occupancy.

#### **Policy 4.3.b: Develop Transitional Subareas**

Some subareas in Town are better suited for new development or re-development. In these Transitional Subareas the general public agrees 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  $\frac{1}{4}$  to  $\frac{1}{2}$  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. Developers are encouraged to utilize the allowances and incentives because these transitional subareas are the desired location of growth. Impactful investments in public infrastructure and housing will help to bolster these subareas and support efforts to promote quality of life.



***Principle 4.4—Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood.*** The Town of Jackson has

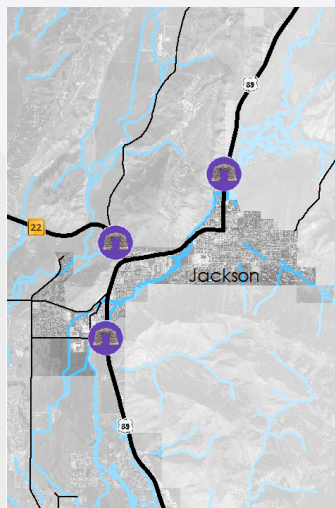
traditionally served as the cultural, social and civic hub for Teton County and the region. Maintaining and improving public spaces will support Jackson as the community's central Complete Neighborhood, a gateway to the nation's parks and forests, and the regional center for tourism, the arts and employment.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

**Policy 4.4.a: Maintain and improve public spaces**

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

**Policy 4.4.b: Enhance Jackson gateways**

The Town gateways play a special role in setting the community tone and atmosphere for the millions of guests that visit Jackson every year. Town will create a common Vision 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 to provide unique and interesting gateway enhancements.



**Policy 4.4.c: Continue traditions and community events**

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

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

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



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

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

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

**Policy 4.5.b: Support the Historic Preservation Board**

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

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

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





## Strategies ( ✓ = complete as of 2020)

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

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

**4.1.S.1:** Evaluate and update base zoning requirements and performance tools consistent with principles, policies and Character Districts.

✓ **4.1.S.2** Evaluate and update regulations to allow and promote a appropriate variety of housing types identified through the Character Districts.

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

**4.2.S.1:** Complete a neighborhood plan for the Town Square Character District. The plan should include design standards and use descriptions.

✓ **4.2.S.2:** Update design guidelines to provide more specificity, and predictability.

✓ **4.2.S.3:** Initiate neighborhood plans for specific mixed use subareas.

✓ **4.2.S.4:** Update land development regulations for mixed use subareas to encourage ground floor vitality and flexible upper floor mixed use.

✓ **4.2.S.5:** Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.

**4.2.S.6:** Explore allowing a fourth floor for workforce housing, within existing height allowances, in Subarea 2.3 Downtown.

**4.2.S.7:** Explore developing pedestrian zones Downtown.

**4.2.S.8:** Catalyze the redevelopment of Subarea 2.6 Mixed Use Office and Residential.

**4.2.S.9:** Revisit Subarea 2.5: North Cache Gateway, given the habitat value in the Subarea.



### *Strategies to develop desirable residential neighborhoods (Principle 4.3)*

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

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

- 4.4.S.1:** Coordinate with a public art task force to write a public art plan for the community.
- 4.4.S.2:** Initiate gateway plans for the three community entrances.
- 4.4.S.3:** Evaluate and update design regulations to encourage quality public spaces.
- 4.4.S.4:** Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features.
- 4.4.S.5:** Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.
- 4.4.S.6:** Evaluate future active use of Karns Meadow.

### *Strategies to preserve historic structures and sites (Principle 4.5)*

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



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# Quality of Life: Common Value 3 of Community Character







## Why is Quality of Life a Common Value?

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

## How are we going to achieve Quality of Life?

### *Chapter 5. Local Workforce Housing*

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

### *Chapter 6. A Diverse and Balanced Economy*

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

### *Chapter 7. Multimodal Transportation*

- Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure (Principle 7.1)
- Reduce greenhouse gasses from vehicles from 2012 levels (Principle 7.2)
- Coordinate transportation planning regionally (Principle 7.3)

### *Chapter 8. Quality Community Service Provision*

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



# Chapter 5. Local Workforce Housing

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

What does this chapter address?

*Principle 5.1 - Maintain a diverse population by providing workforce housing*

*Principle 5.2 - Strategically locate a variety of housing types*

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

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

Why is this chapter addressed?

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

Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the







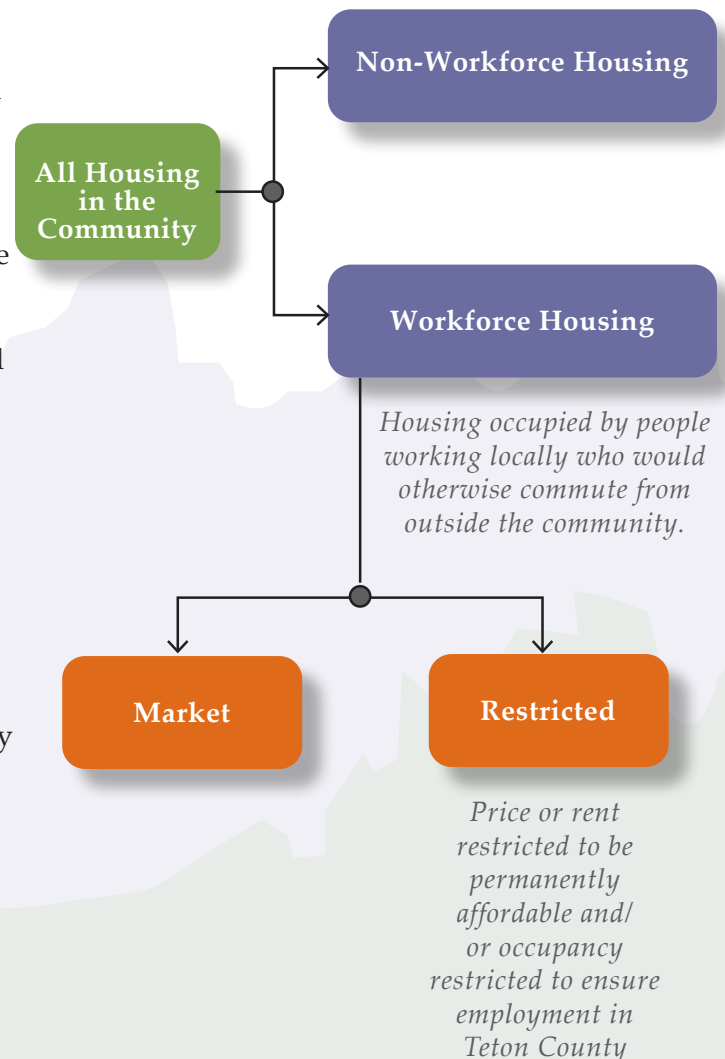
## Workforce Housing

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

valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community's Common Values by integrating understanding and appreciation of where we have been with efforts for the future.

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

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





### ***Principle 5.1—Maintain a diverse population by providing workforce housing.***

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

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

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

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

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

#### **Policy 5.1.c: Prioritize housing for critical service providers**

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



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

**Policy 5.2.a: Provide a variety of housing options**

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

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

The development and redevelopment of all market and restricted housing, whether by-right or through incentive tools, will be consistent with the location, bulk, scale, and pattern described in the community’s Growth Management policies and in the Illustration of Our Vision. Appropriate locations are identified in Town and County Character Districts for the allowance and encouragement of multifamily, small lot, small unit and other housing types that provide market and restricted workforce housing opportunities. No requirement, incentive, or allowance for workforce housing should directly, or indirectly, conflict with the Character Districts.



**Policy 5.2.c: Provide workforce housing solutions locally**

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

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

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



### ***Principle 5.3—Reduce the shortage of housing that is affordable to the workforce.***

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

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

Job growth has outpaced physical development since at least 2002. As a result of the gap between property values and wages, many of the new local workers cannot afford housing within the community. Developers of new residential, commercial, and other non-residential projects should continue to be required to mitigate their impact on the availability of housing that is affordable to the local workforce. In addition, employee generation that is not traditionally linked to physical “brick and mortar” development should also be mitigated. This will ensure that each developer’s mitigation responsibility is proportional to the development’s impact on the availability of housing that is affordable to the local workforce, and that all housing demand as a result of job growth is addressed.

Mitigation requirements will be updated following new nexus studies of employee generation and housing affordability, which will be completed regularly.

#### **Policy 5.3.b: Preserve existing workforce housing stock**

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

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

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



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

**Policy 5.4.a: Implement the Workforce Housing Action Plan**

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

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

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

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

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

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

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



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

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



## Strategies ( ✓ = complete as of 2020)

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

**5.G.S.1:** Define and develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8.

### *Strategies to house a diverse population locally (Principle 5.1)*

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

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

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



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

- ✓ **5.3.S.1:** Complete a new nexus study for the establishment of sliding scale mitigation requirements.
- ✓ **5.3.S.2:** Update current mitigation requirements as necessary.
- 5.3.S.3:** Update the Employee Generation Nexus Study (created by 5.3.S.1) to look at the full range of employee generation and the full range of associated impacts, including generated employees who are not linked to a traditional “brick and mortar” physical address.
- 5.3.S.4:** Revisit housing mitigation requirements (created by 5.3.S.2) upon the update of the Employee Generation Nexus Study (5.3.S.3).

### *Strategies to establish a balanced housing program (Principle 5.4)*

- ✓ **5.4.S.1:** Adopt a 10-year coordinated workforce housing implementation plan/action plan.
- ✓ **5.4.S.2:** Evaluate the appropriate governmental structure for the Housing Authority.
- 5.4.S.3:** Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing.
- ✓ **5.4.S.4:** Evaluate and update existing workforce housing incentives.
- 5.4.S.5:** Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce

housing. Continue attempts to institute a real estate transfer tax.

- 5.4.S.6:** Continue to pursue State and Federal grants to fund the development of workforce housing.
- 5.4.S.7:** Increase awareness among the region’s employers about opportunities for collaborative approaches to increase the supply of workforce housing.
- 5.4.S.8:** Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals.
- 5.4.S.9:** Actively enforce short-term rental prohibition in the County.
- 5.4.S.10:** Explore the dedication of more staff and funding to the Housing Supply Program
- 5.4.S.11:** Implement the workforce housing projects, programs, and partnerships that are annually identified in the Housing Supply Plan





# Chapter 6. A Diverse and Balanced Economy

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

What does this chapter address?

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

*Principle 6.2 - Promote a stable and diverse economy*

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

Why is this chapter addressed?

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

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

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



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



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

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

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

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

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

**Policy 6.1.b: Promote eco-tourism**

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

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

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



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

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

Tourism will continue to be the basis of our economy, and the community will enhance this sector by pursuing sustainable tourism that is not reliant on growth and consumption. Outdoor recreation tourism and eco-tourism will continue to be our primary focus. However, we will also promote cultural and heritage tourism that is less dependent on our seasonal climate, allowing for better use of our existing visitor accommodation capacity during shoulder seasons. The community will continue to avoid carnival and outlet mall-type tourist attractions as they do not support our desired community character and outdoor tourism focus. As we promote year-round occupancy and increased visitor spending, the community will broaden our approach to providing a quality visitor experience from focusing only on traditional tourists to also include second homeowners and retirees to the community.

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

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

**Policy 6.2.c: Encourage local entrepreneurial opportunities**

It is a goal of the community to support a community of small entrepreneurial businesses that are adaptable

to dynamic global markets. By fostering a business-friendly atmosphere, a high Quality of Life, and a truly “green” community, “green collar” or sustainability-based intellectual businesses, as well as other entrepreneurs, will find the community an ideal place to live and work. The community will identify suitable locations and design regulations to allow for and attract small entrepreneurial businesses.

**Policy 6.2.d: Promote light industry**

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

**Policy 6.2.e: Promote Federal and State partnerships**

Decisions made at the Federal and State level have implications on the local economy and community. In fact, Federal land management decisions and State tax policy might have more leverage over our economic future than local policy. As a result we will need to build and nurture partnerships with Federal and State decision-makers so that they understand, and can help us address the local impacts of regional decisions locally. Partnerships at the local, State, and Federal levels also present opportunities to support housing efforts, transportation projects, efforts to preserve and enhance our ecosystem, promote our economy, and other strategies.



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

**Policy 6.3.a: Ensure year-round economic viability**

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

**Policy 6.3.b: Pursue many small efforts**

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

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

To attract and retain a socioeconomic and demographically diverse population, the community must offer employment opportunities at a range of income levels. The preservation of a resident workforce and the associated community stability is both a housing issue and an employment

issue. Because middle to high-paying jobs in the construction and real estate industry are typically unstable, the community will encourage greater diversity in employment opportunities at a similar income level in other economic sectors.

**Policy 6.3.d: Facilitate viable local businesses**

Self-reliance is as important as diversity in ensuring economic stability. The local production and supply of goods and services circulate local money within the community. Where possible, it is essential to connect local businesses with local consumers to reduce impacts on the ecosystem and climate from importing goods and services and keep money circulating locally. The community will explore a variety of land use regulations and other tools to support and connect the local business community, with a focus on strategies that do not require the investment of local funds.

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

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

## Strategies ( ✓ = complete as of 2020)

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

**6.G.S.1:** Update and revise Chapter 6 so that it articulates a clear community economic vision that is consistent with the rest of the Plan.

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

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

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

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

✓ **6.2.S.2:** Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second homeowners, and retirees.

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

**6.2.S.4:** Explore connecting the implementation of Chapter 6 to the Travel & Tourism Board and Chamber of Commerce funding.

**6.2.S.5:** Create and maintain a local cost of living index.

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

**6.3.S.1:** Explore tools to promote economic development that does not require the investment of local funds.

**6.3.S.2:** Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle-income jobs and promote entrepreneurship.

**6.3.S.3:** Explore tools to connect local consumers to local suppliers.

**6.3.S.4:** Collect data on liveable wages as another option for mitigating the impacts of employment generation in the updated employee generation nexus study.

**6.3.S.5:** Support local employees through efforts of making housing, daycare, and other needs more accessible and affordable.

# Chapter 7. Multimodal Transportation

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

What does this chapter address?

*Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure.*

*Principle 7.2 - Reduce greenhouse gasses from vehicles from 2012 levels*

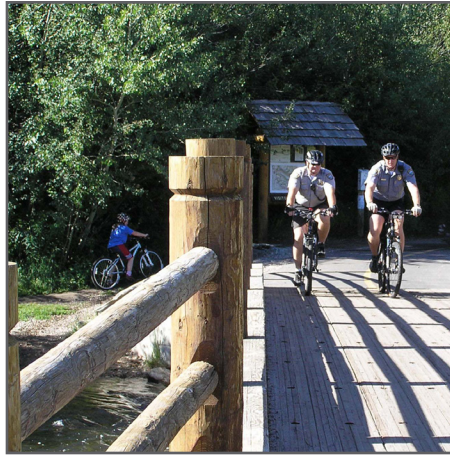
*Principle 7.3 - Coordinate transportation planning regionally*

Why is this chapter addressed?

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

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





## Value of Ecosystem Stewardship.

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

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

## Alternative Transportation

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

investing in alternative transportation, Complete Neighborhoods, the most ecologically suitable places for development, will become even better places to live. Pedestrian activity and easy alternate mode access to services in our Complete Neighborhoods will support our economy and our daily interactions.

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



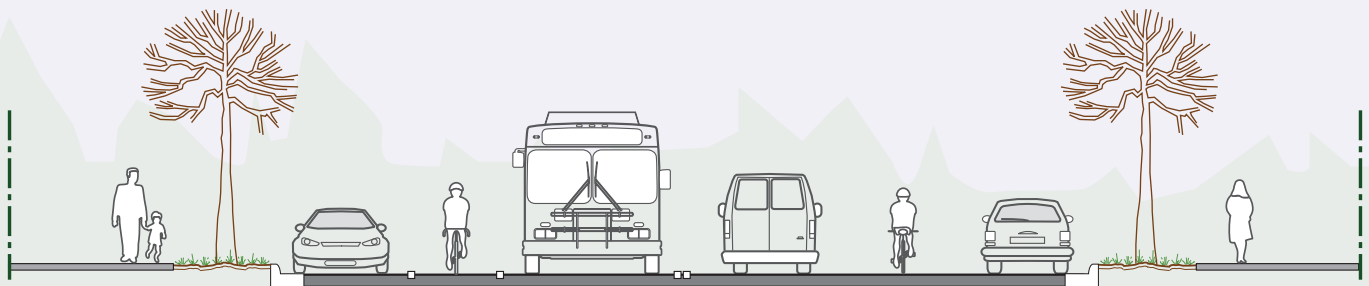
***Principle 7.1—Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure.*** If the fastest way to travel around the community and region is by walking, biking, carpooling or taking transit, residents, and visitors will move in a way that benefits the environment, their pocketbook, and their health. To achieve this goal, capital investment in transportation must be focused on walking, biking, carpooling, and transit. Single occupancy vehicle solutions have the most significant environmental footprint while providing transportation access to a limited portion of the population. Increasingly, the transportation network will be an interconnection of walking, biking, carpool, and transit infrastructure that makes the single-occupancy vehicle the least convenient mode of travel.

**Policy 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit**

Every day, residents and visitors in the valley consciously decide on their mode of travel. The Town and County will make walking, biking, carpooling, and riding START more convenient and efficient for residents and visitors by adding capacity for these modes of travel and prioritizing their movement through intersections. Additional capacity for single occupancy vehicles fills up with more single-occupancy vehicles. If increased capacity is provided for walking, biking, carpooling, and riding transit, people will travel by those modes. Adding walk, bike, carpool, and transit capacity moves more people in the same footprint and is expandable to meet demand.

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

The Town and County will implement the “complete street” and “context sensitive” roadway design standards. The construction of complete streets and context sensitive roadways will serve as the backbone for a community-wide transportation network that supports a mode shift away from the single-occupancy vehicle. To achieve the community’s transportation vision, improvements should safely accommodate all users, while prioritizing the movement of pedestrians, bicyclists, carpoolers, and transit riders.



## Complete Streets

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

### **Policy 7.1.c: Interconnect all modes of transportation**

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

### **Policy 7.1.d: Maximize interconnection, redundancy, and hierarchy in the transportation network**

The development of an interconnected and redundant network is critical to the assurance of a safe, efficient, and complete transportation system. In the event of a closure due to a hazard, redundancy will ensure access between locations in the community. Single occupancy vehicle capacity should only be added for health and safety. The Town and County will consider the need for interconnection, redundancy, and hierarchy when planning for our transportation network.

### **Policy 7.1.e: Establish a permanent funding source for an alternative transportation system**

A continuous funding source should be explored to effectively and proactively increase walking, biking, carpooling, shared vehicles, micro-mobility, and transit capacity. Increased public investment will be necessary to make walking, biking, carpool, transit, and other modes the most efficient way to move around the community and fully implement the communitywide Integrated Transportation Plan. (Appendix E)

### **Policy 7.1.f: Complete major transportation projects based on Major Capital Group approach**

The Integrated Transportation Plan (Appendix E) establishes a Major Capital Group process for evaluating when and how we will plan for and design significant transportation projects. The Major Capital Group process approaches key transportation network projects in corridor groups to ensure all alternatives for moving people through a corridor by walking, biking, carpool, and transit are considered so that the design of one component of the corridor does not preclude solutions on other components. The ITP identifies the corridors, the planning and design triggers for each corridor, and a public process for evaluating the four major capital project groups.



**Principle 7.2— Reduce greenhouse gases from vehicles to below 2012 levels.** One of the biggest threats to the health of the ecosystem is climate change. The most significant local contributor to greenhouse gas emissions is surface transportation – the cars, trucks, and buses we use to travel into, within, and out of the community. As stewards of the ecosystem, we will manage our transportation to reduce emissions. Cleaner vehicles, fewer trips, and trips that move more people will be prioritized over strategies focused on reducing congestion.

#### **Policy 7.2.a: Implement a Transportation Demand Management (TDM) program**

A TDM program is a strategy that changes how, when, and where people travel. The Integrated Transportation Plan includes a TDM program to decrease transportation system impact by reducing system demand, particularly at peak commute hours, rather than increasing roadway supply. The TDM program will provide incentives and disincentives to influence travelers to change their travel behavior in ways that reduce emissions and demand on the transportation system, thereby lessening the impacts to the climate from emissions and impacts to habitat from additional infrastructure – while still accommodating residents and visitors moving through the community. The TDM program will emphasize coordination and education on mode shift opportunities, such as rideshare programs, bus pass subsidies, alternative work schedules, telecommuting options, and parking management. The TDM program will address the realities of our winter climate and existing remote communities.

#### **Policy 7.2.b: Discourage use of single-occupancy vehicles**

The single-occupancy vehicle – one person driving alone in a car or truck – is the least efficient mode of travel. It requires the most emissions, infrastructure, and money of any mode. The community's investments in walk, bike, carpool, and transit infrastructure, coupled with its TDM to incentivize those modes of travel, are critical to meeting our ecosystem and quality of life goals. Single occupancy vehicle capacity may have to be added to provide redundancy to the system, and single occupancy capacity will be freed up if the desired shift in mode of travel can be achieved, but the Town and County will otherwise not invest in single occupancy vehicle

capacity. This is a community choice to accommodate more trips with less impact. Traditional measures of highway congestion such as "Level of Service" as defined by the American Association of State Highway Transportation Officials (AASHTO) do not match our community's definition of transportation efficiency.

#### **Policy 7.2.c: Explore and pilot innovative transportation solutions**

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

#### **Policy 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts**

In addition to emissions, wildlife-vehicle collisions are an impact of our transportation system on wildlife. The presence of additional vehicles on our roadways will increase wildlife-vehicle accidents unless mitigation is pursued. New transportation network projects and enhancements to our existing transportation system should be designed to avoid or mitigate impacts to wildlife, natural and scenic resources. Specifically, improvements should implement the Wildlife Crossings Master Plan adopted in 2018. The community will partner with WYDOT on funding and planning to achieve the wildlife permeability goals of the community.

***Principle 7.3—Coordinate transportation planning regionally.*** The Town and County do not have jurisdiction over all components of the transportation network, and so we must lead coordinated efforts to achieve our transportation goals. Various Federal, State, local government, and non-governmental entities fund and manage pieces of the transportation system into and within the community. Coordinating the efforts of all of these entities with the land use efforts of the community is the only way we can meet our transportation and ecosystem stewardship goals.

#### **Policy 7.3.a: Implement the Integrated Transportation Plan**

A technical update to the Integrated Transportation Plan (ITP) was considered concurrently with the Adaptive Management Program of this Plan. In 2015, the Town and County adopted the ITP (Appendix E) to refine and guide the implementation of the policies of this Chapter. The ITP details actions for transit development, active transportation, transportation demand management, major capital project planning, and regional transportation planning organization. Implementation of the ITP is critical to the achievement of our transportation goals. The ITP should continue to be updated based on the schedule within the ITP.

#### **Policy 7.3.b: Coordinate transportation network decisions**

The Town and County do not have jurisdiction over much of the local trunk transportation network, meaning cooperation with WYDOT, Federal Highway Administration (FHWA), and public land managers is essential to realizing our transportation goals. It is key to communicate to WYDOT that the community has made a decision to accept SOV congestion while improving capacity through walking, biking, carpooling, and transit infrastructure. The community will work with WYDOT to incorporate our Common Values into solutions for improvements to the state highway system while recognizing the mission, goals, and Level of Service requirements of the Federal Department of Transportation. Continued cooperation with WYDOT is essential to accessing Federal funding. Collaboration with Federal Transit Administration (FTA), FHWA, and adjacent public land management agencies is equally important to successfully realizing our transportation goals. The community will also work with private interests to acquire the easements and rights-of-way needed to implement our transportation vision.





**Policy 7.3.c: Establish a regional transportation strategy**

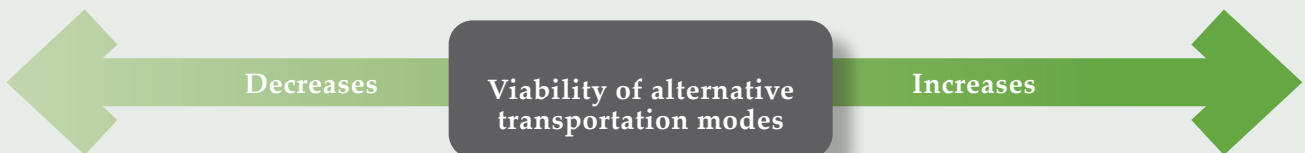
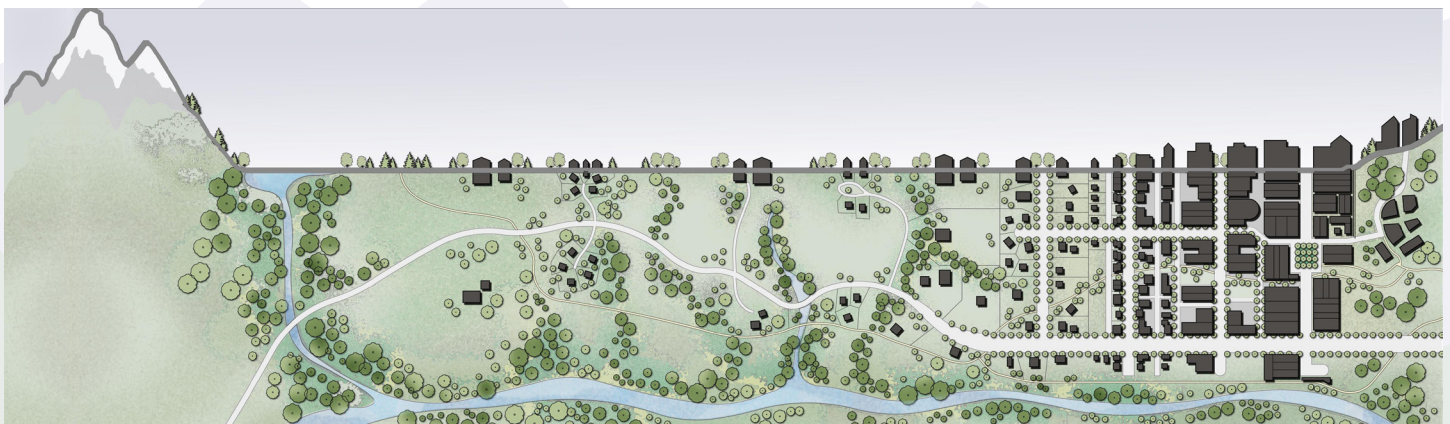
The Town and County will assume a leadership role in working with other local and regional entities, such as the School District, Teton Village Association, and adjacent counties, states, and Federal land agencies, to coordinate the multimodal design and use of our regional transportation system. Regional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

**Policy 7.3.e: Require development to provide for walking, biking, carpooling and transit**

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

**Policy 7.3.d: Develop a land use pattern based on transportation connectivity**

This Plan is designed to interconnect our Complete Neighborhoods and the Town of Jackson through a multimodal transportation system. Within existing County and Town Complete Neighborhoods, walking, biking, and transit are viable options for daily trips year-round, and these opportunities should be maintained and enhanced. In Rural Areas, the County will promote a land use pattern that supports alternative transportation by requiring interconnectivity of future developments and existing development to the best extent possible.



## Strategies ( ✓ = complete as of 2020)

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

### *Strategies to meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure (Principle 7.1)*

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

✓ **7.1.S.9:** Consider developing a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson.

**7.1.S.10:** Support the year-round use of pedestrian infrastructure through regular maintenance, including winter clearing of trails and pathways.

### *Strategies to reduce greenhouse gasses from vehicles from 2012 levels (Principle 7.2)*

- 7.2.S.1:** Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.
- 7.2.S.2:** Create a Countywide Transportation Demand Management (TDM) program, which may include efforts to:
  - Educate the community on alternative transportation options and benefits.
  - Pursue home mail delivery.
  - Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school.
  - Establish a trip reduction coordinator to work with employers to reduce trips and facilitate rideshare.
- 7.2.S.3:** Implement the Wildlife Crossings Master Plan.
- 7.2.S.4:** Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.

**7.2.S.5:** Consider specific provisions for current planning review to require walk, bike, carpool, and transit components in new development.

**7.2.S.6:** Explore fare-free START bus service.

### *Strategies to coordinate transportation planning regionally (Principle 7.3)*

- ✓ **7.3.S.1:** Develop a Countywide Integrated Transportation Plan
- 7.3.S.2:** Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.
- 7.3.S.3:** The TAC, partner agencies, and non-profits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators.
- ✓ **7.3.S.4:** Continue START service to Teton County, Idaho, and Lincoln County, Wyoming, and explore other measures to limit the impacts of commuters on the ecosystem and the region.
- ✓ **7.3.S.5** Explore the establishment of a joint Town-County Transportation Planning Department.
- 7.3.S.6:** Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.
- 7.3.S.7:** Consider hiring a staff person and/or additional staff infrastructure and capacity to implement the goals and strategies of this Chapter.



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# Chapter 8. Quality Community Service Provision

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

What does this chapter address?

*Principle 8.1 - Maintain current, coordinated service delivery*

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

Why is this chapter addressed?

Provision of life-safety, educational, social, cultural, and recreational services is central to residents' Quality of Life and a visitor's experience. Components of our community's character include engaging parks and quality recreational facilities, as well as pleasant gathering places that enhance our sense of community. Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as police, fire protection, emergency medical treatment, and water and sewer services. Residents, visitors, and businesses expect local government to provide these services year-round and take appropriate and reasonable steps to prepare for critical service delivery in times of emergency.





Continued provision of all services depends upon collaboration and coordination between government and non-government entities to efficiently maximize the services and facilities provided in a manner that is consistent with our Common Values. The Town and County must also collaborate with other service providers to ensure the needs of the community are met. This coordination is essential to understanding future capital needs and pursuing funding opportunities to maintain high quality service delivery. New development must not outpace

our ability to provide quality community services to protect the health, safety, and welfare of residents and visitors. Local government must ensure that new development pays its fair share of the cost of maintaining desired service levels. By assuring the timely, efficient, and safe delivery of quality community services, we improve our safety and reinforce the integrity of our community character.



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

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

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

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

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

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

**Policy 8.1.b: Coordinate with independent service providers**

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

The Town and County will collaborate with independent service providers, other governmental agencies, and non-governmental organizations to identify acceptable service levels and develop standards for measuring service delivery success for the following services (listed in no particular order):

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



#### **Policy 8.1.c: Innovate past barriers to service delivery goals**

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

#### **Policy 8.1.d: Ensure redundancy of services**

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

#### **Policy 8.1.e: Budget for service delivery**

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





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

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

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

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

Critical facilities, as defined by the electeds through service level planning, should be designed to provide an acceptable level of service to the peak effective population. Other facilities will be designed to accommodate the average demand. Temporarily

reduced service levels may occur at times of peak population; however, reductions should not produce a significant threat to public safety.

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

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

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



## Strategies ( ✓ = complete as of 2020)

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

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

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

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

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

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# Achieving Our Vision







## How Are We Going to Achieve Our Vision?

This Plan is designed to be a dynamic document. These chapters provide how this Plan will remain current and consistently implemented. Although our Vision has not significantly changed over the past forty years, the circumstances within which we achieve the Vision are in 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. These chapters provide 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 Adaptive Management and Plan Implementation Chapters, the community commits to a proactive, honest, and constant analysis of the strategies, actions, and programs intended to realize the community Vision.

### *Chapter 9. Adaptive Management*

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

### *Chapter 10. Plan Implementation*

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



# Chapter 9. Adaptive Management

What does this chapter address?

*Principle 9.1 – Implement the Adaptive Management Program*

*Principle 9.2 – Monitor and implement our Vision annually*

*Principle 9.3 – Anticipate future issues and pioneer innovative solutions*

*Principle 9.4 – Respond to changing conditions systematically*

Why is this chapter addressed?

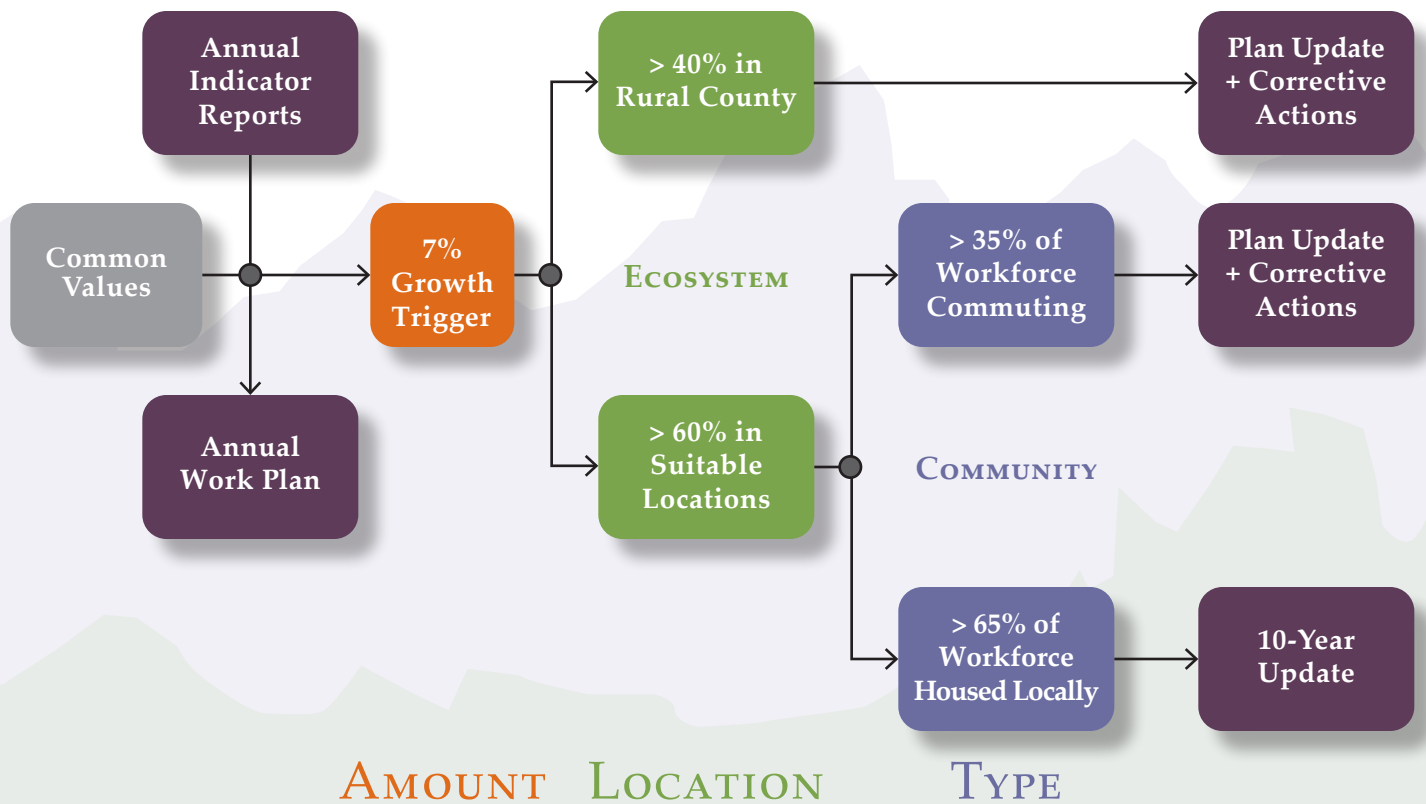
The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four-part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs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

The community's Adaptive Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision. The Adaptive Management Program allows the community to be adaptive, responsible, and decisive in optimizing all three Common Values of Community Character. A threshold, triggers, and feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary to ensure our desired community character is realized.

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







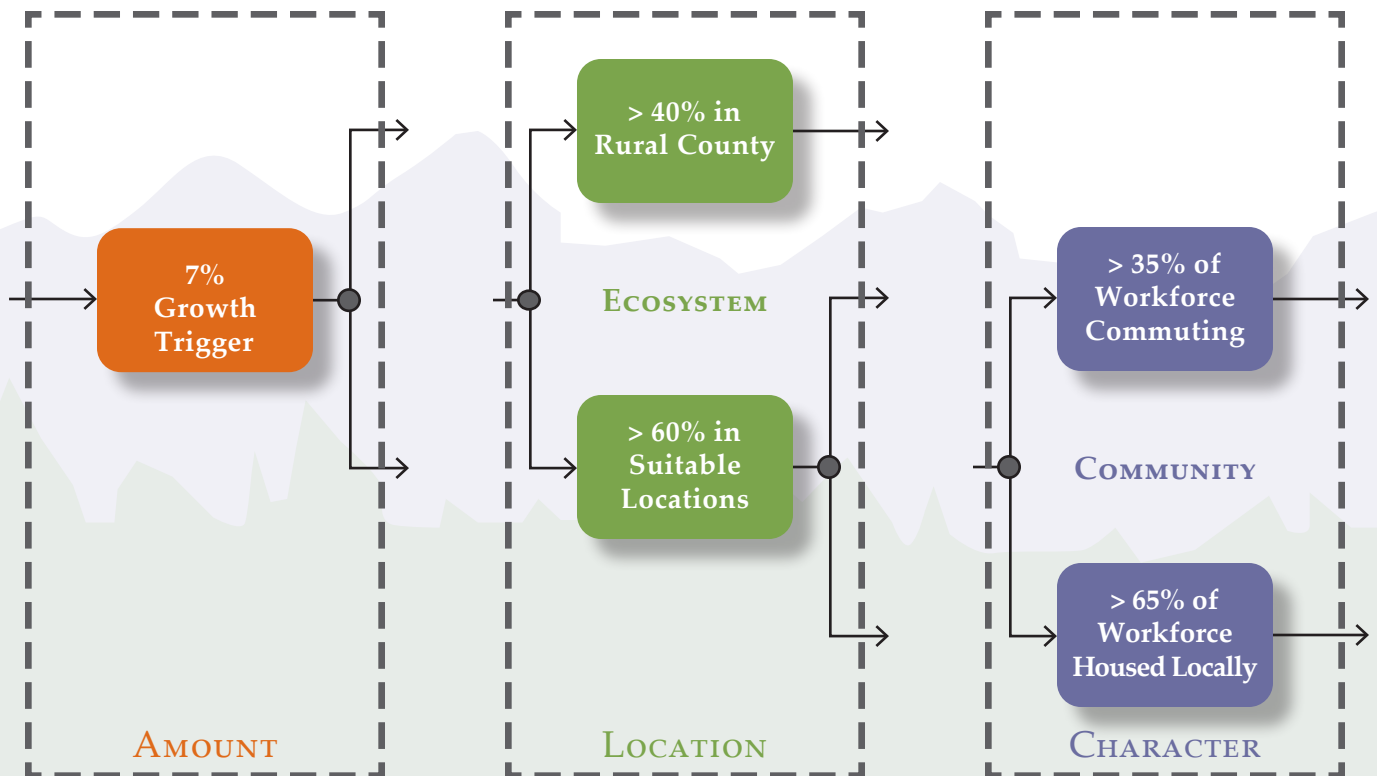


**Principle 9.1—Implement the Adaptive Management Program.** The Adaptive Management Program is a quantitative review of our progress in achieving our Vision. It is made up of three parts: an evaluation threshold (amount of growth), two triggers (location and type of growth), and Plan updates to take corrective action. When the community has growth to its evaluation threshold, it means that the location and type of growth that has occurred warrants review by the community. This review may trigger a Plan update to ensure the community is moving toward our Vision. If a Plan update is not triggered when we hit our growth threshold, we are achieving our Vision and will continue to a regular 10-year Plan update.

**Policy 9.1.a: Evaluate the need for a Plan update at 7% growth**

Once a defined growth threshold has been crossed, the community will analyze whether we are achieving our Vision and our desired community character. The need for a Plan update will be determined once seven percent (7%) growth in the number of residential units existing at the end of 2020 has occurred. The 7% growth threshold allows several years for the Plan’s implementation measures to take effect but is soon enough to consider adding, modifying, or refining our strategies for achieving our Vision.

Residential units are used to measure the amount of growth instead of nonresidential floor area because they are developed at a more consistent annual rate. Recently, about 150 new dwelling units have been built per year in the Town and County, and the community currently contains roughly 10,500 dwelling units. Given these numbers, the evaluation threshold for the next potential Plan update will be crossed in approximately 5 years.



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

The location of future growth is essential to achieving our desired community character. To obtain the community's Common Value of Ecosystem Stewardship, the community prefers growth to occur in Stable and Transitional Subareas, where infrastructure and services already exist. County Preservation and Conservation Subareas of wildlife habitat, habitat connections, and scenic vistas are the least appropriate places for growth. This policy is consistent with the historic development pattern that defines our western, rural character. Development in our community has been historically concentrated in Complete Neighborhoods, allowing for the human needs of our community to be met with less impact on the surrounding ecosystem.

Our target for the location of future growth is to continue our historical, concentrated development pattern, allowing us to minimize our ecosystem impacts while respecting property rights and preserving the physical character of the community. Historically, 60% of development has occurred in Complete Neighborhoods. When the growth threshold is crossed, a Plan update will be triggered if that growth is not occurring consistent with this historical target.

**Policy 9.1.c: Update the Plan if growth is not providing workforce housing**

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 target for workforce housing will not only encourage the appropriate type of residential development but also address concerns about the amount of nonresidential growth by indicating the balance between employee generation and residential development. Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live.

Our target for workforce housing is to retain our sense of community that results from our mainly resident workforce. In 2012, about 65% of our workforce lived locally, and 65% has been determined to be the community character tipping point in other Rocky Mountain resort communities. When the growth threshold is crossed, a Plan update will be triggered if that growth has not resulted in the targeted level of resident workforce.

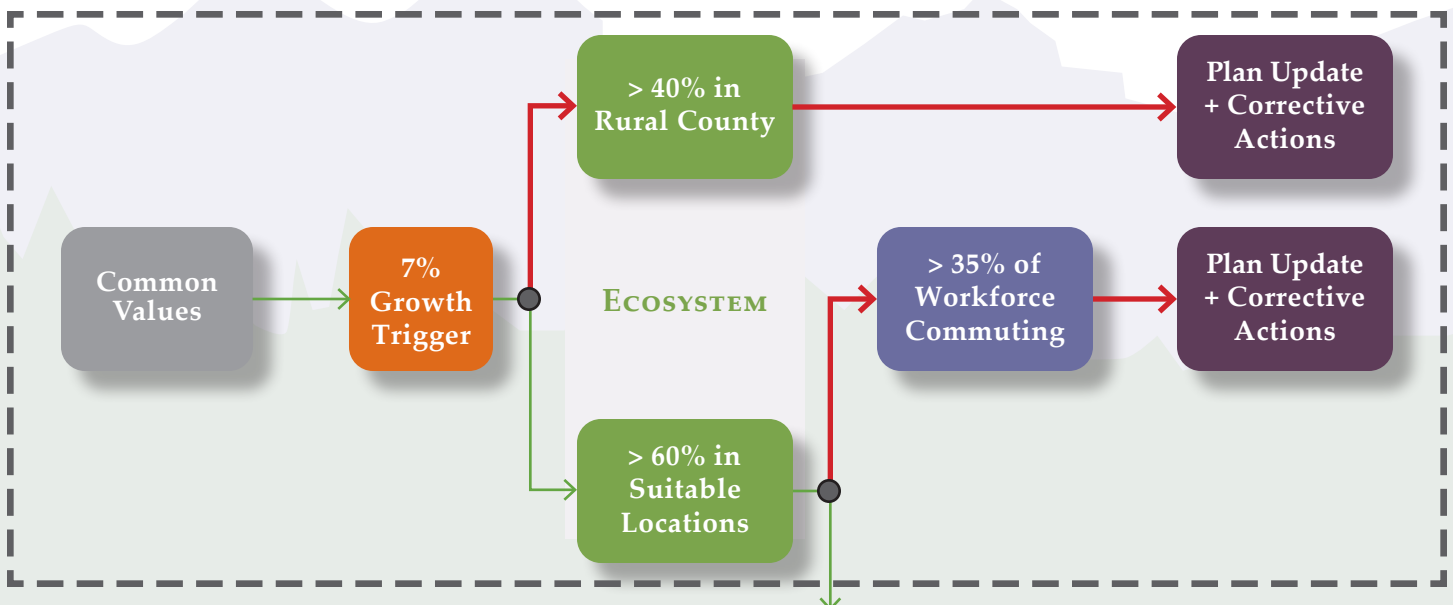


**Policy 9.1.d: Take corrective action through a triggered Plan update**

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

**Sample Corrective Action**

1. Amend the community's goals
2. Policy and Tool Refinements (PRD, Floor Area Bonus, 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

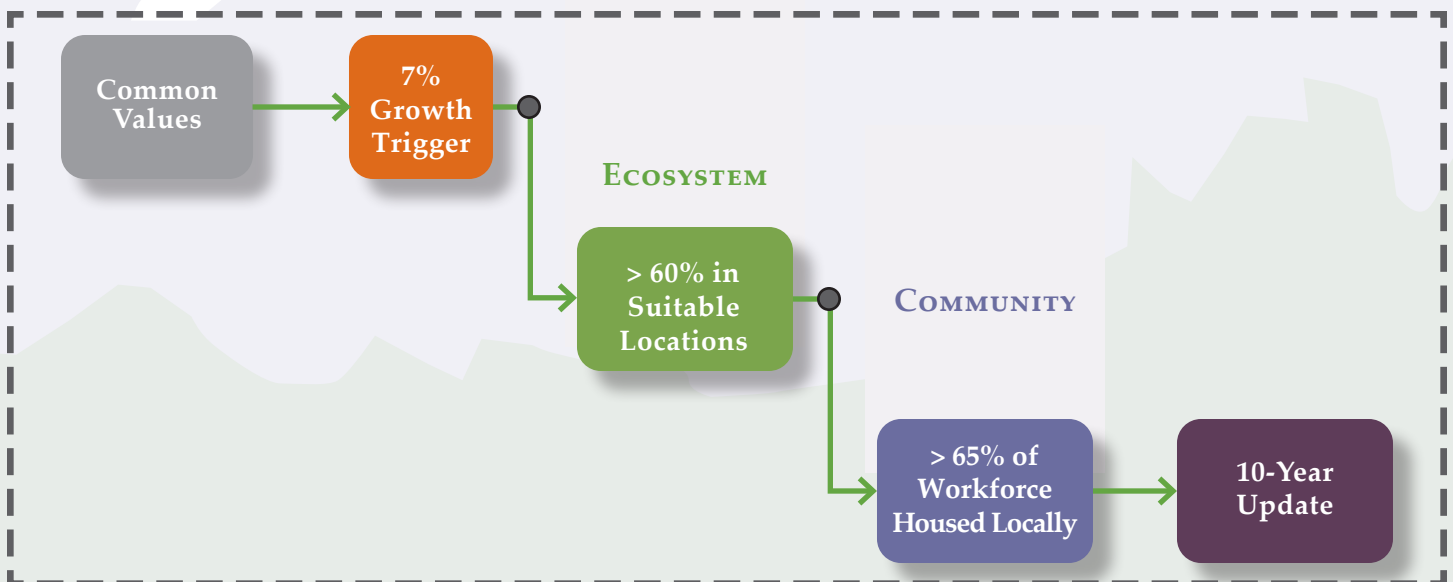


### Policy 9.1.e: Update the Plan after 10 years

The community should conduct a detailed community review of the Comprehensive Plan if it has gone ten (10) years without otherwise triggering a Plan update. Even if we are meeting our targets, we should still complete an informed and focused update to the Plan every 10 years to allow the community to affirm its values and identify new implementation strategies.

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

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





***Principle 9.2—Monitor and implement our Vision annually.*** Annual indicator reports should be designed as a check-in on the community’s progress toward achieving our Vision. Through annual indicator reports, the community will understand how we are measuring up to the Plan’s framework and will have the information needed to proactively design annual work plans to move toward the community’s goals.

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**Policy 9.2.a: Monitor indicators annually**

If the Adaptive Management evaluation at 7% growth is the community’s exam, the indicator reports are our annual progress report. The indicators monitor not only the Adaptive Management targets but the other measures of each of the community’s goals. Each spring, the community should review the indicators listed below and other appropriate indicators to inform budgets and set an implementation work plan that will promote optimization of all 8 community goals. Between annual reviews, indicators will be updated at [www.jacksontetonplan.com](http://www.jacksontetonplan.com) as data becomes available.

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

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



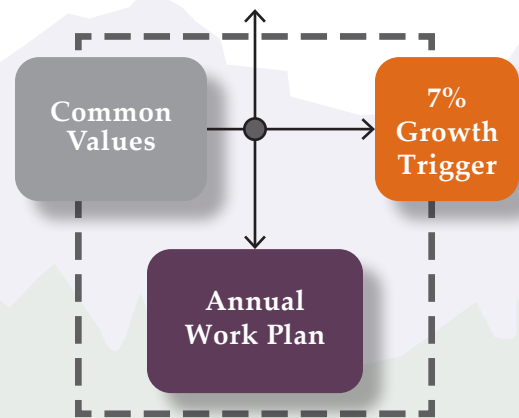
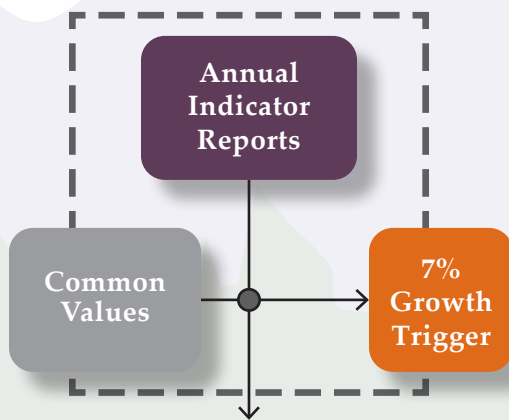
| Indicator                                                                                                                                                                                                                              | 2007                | 2012             | 2019              | Goal                                   |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|------------------|-------------------|----------------------------------------|
| <i>Chapter 1 Goal: Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.</i> |                     |                  |                   |                                        |
| Health of native species                                                                                                                                                                                                               |                     |                  |                   | TBD see 1.G.S.1                        |
| Conservation vs subdivision of rural open space (by habitat, scenery, ag)                                                                                                                                                              | 2,474 ac:<br>189 ac | 475 ac:<br>0 ac  | 1 ac:<br>0 ac     | Cons > S/D                             |
| Water quality                                                                                                                                                                                                                          |                     |                  |                   | TBD see 1.G.S.1                        |
| Access to enjoyment of natural, scenic resources                                                                                                                                                                                       |                     |                  |                   | TBD see 1.G.S.1                        |
| <i>Chapter 2 Goal: Emit less greenhouse gases than we did in 2012.</i>                                                                                                                                                                 |                     |                  |                   |                                        |
| GHG emissions                                                                                                                                                                                                                          | 409,652             |                  | 478,868           | <= 2012 total                          |
| from electricity consumption                                                                                                                                                                                                           | 21,896              |                  | 10,673            |                                        |
| from natural gas/propane consumption                                                                                                                                                                                                   | 48,464              |                  | 71,115            |                                        |
| from surface travel                                                                                                                                                                                                                    | 254,638             |                  | 308,207           |                                        |
| from air travel                                                                                                                                                                                                                        | 70,546              |                  | 83,466            |                                        |
| from other sources                                                                                                                                                                                                                     | 14,108              |                  | 5,408             |                                        |
| Air quality                                                                                                                                                                                                                            |                     |                  |                   | Clean                                  |
| <i>Chapter 3 Goal: Direct at least 60% future growth into Complete Neighborhoods to preserve habitat, scenery and open space, and provide workforce housing opportunities.</i>                                                         |                     |                  |                   |                                        |
| Location of growth                                                                                                                                                                                                                     | 48% CN              | 54% CN           | 65% CN            | >60% CN                                |
| Buildout                                                                                                                                                                                                                               | + 17<br>36%         | 0<br>36% CN      | - 2,190<br>62% CN | <= 0 Net from 2012<br><=2012 & >60% CN |
| Workforce housing pipeline                                                                                                                                                                                                             |                     |                  | 281               | WH >2012                               |
| <i>Chapter 4 Goal: The Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities.</i>                                                                                  |                     |                  |                   |                                        |
| Percentage of jobs in Town                                                                                                                                                                                                             |                     |                  |                   | >= 2012                                |
| Percentage of housing in Town                                                                                                                                                                                                          | 42%                 | 41%              | 41%               | >=2012                                 |
| Percentage of retail sales in Town                                                                                                                                                                                                     |                     |                  |                   | >= 2012                                |
| Percentage of education floor area in Town                                                                                                                                                                                             | 71%                 | 76%              | 62%               | >=2012                                 |
| Percentage of cultural activity in Town                                                                                                                                                                                                |                     |                  |                   | >=2012                                 |
| <i>Chapter 5 Goal: Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.</i>                                                                                     |                     |                  |                   |                                        |
| Percentage of the workforce living locally                                                                                                                                                                                             | 65%                 | 59%              | 56%               | >= 65%                                 |
| Housing stock profile                                                                                                                                                                                                                  | 38% MF              | 38% MF<br>58% WH | 38% MF<br>62% WH  | Variety >2012                          |
| <i>Chapter 6 Goal: Develop a sustainable, vibrant, stable and diversified local economy.</i>                                                                                                                                           |                     |                  |                   |                                        |
| Comparative growth rates:                                                                                                                                                                                                              |                     |                  |                   | Balance                                |
| Residential Units                                                                                                                                                                                                                      | 1.4%                | 0                | 1.3%              |                                        |
| Lodging Units                                                                                                                                                                                                                          | 0.4%                | 0                | 0.7%              |                                        |
| Commercial Floor Area                                                                                                                                                                                                                  | 1.3%                | 0                | 0.9%              |                                        |
| Institutional Floor Area                                                                                                                                                                                                               | 1.5%                | 0                | 1.4%              |                                        |
| Effective Population                                                                                                                                                                                                                   |                     | 0                |                   |                                        |
| Per capita GDP                                                                                                                                                                                                                         | 0.2%                | 0                | 2.0%              |                                        |
| Per capita jobs                                                                                                                                                                                                                        | -1.4%               | 0                | 4.5%              |                                        |
| Per capita income                                                                                                                                                                                                                      | 3.6%                | 0                | 2.7%              |                                        |
| Cost of living                                                                                                                                                                                                                         | -10.3%              | 0                | 7.0%              |                                        |
| Vehicle Miles Traveled                                                                                                                                                                                                                 | 0.9%                | 0                | 4.3%              |                                        |
| Lodging Occupancy                                                                                                                                                                                                                      | 53 25 95 (%)        | 42 18 87 (%)     | 62 19 84 (%)      | > 2012                                 |
| Jobs by industry                                                                                                                                                                                                                       |                     |                  |                   | Diversity                              |
| <i>Chapter 7 Goal: Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.</i>                                                                                                      |                     |                  |                   |                                        |
| SOV vs. walk/bike/bus travel time                                                                                                                                                                                                      |                     |                  |                   | SOV >                                  |
| START ridership                                                                                                                                                                                                                        | 713,000             | 879,000          | 1,081,000         | 3.6M in 2035                           |
| Walk/bike mode share                                                                                                                                                                                                                   |                     | 17.2%            | 21.8%             | >=20% in 2035                          |
| Capital Project Group benchmarks                                                                                                                                                                                                       |                     |                  |                   | See ITP                                |
| Wildlife Vehicle Collisions                                                                                                                                                                                                            | 197                 | 206              | 267               | < 2012                                 |
| <i>Chapter 8 Goal: Timely, efficiently, and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.</i>                                                                                       |                     |                  |                   |                                        |
| Level of Service (by service)                                                                                                                                                                                                          |                     |                  |                   | TBD see 8.1.S.1 & 8.1.S.2              |

**Policy 9.2.b: Establish an implementation work plan annually**

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

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

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



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

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

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

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





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

#### **Policy 9.3.a: Analyze new ideas**

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

#### **Policy 9.3.b: Pilot new ideas**

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

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

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



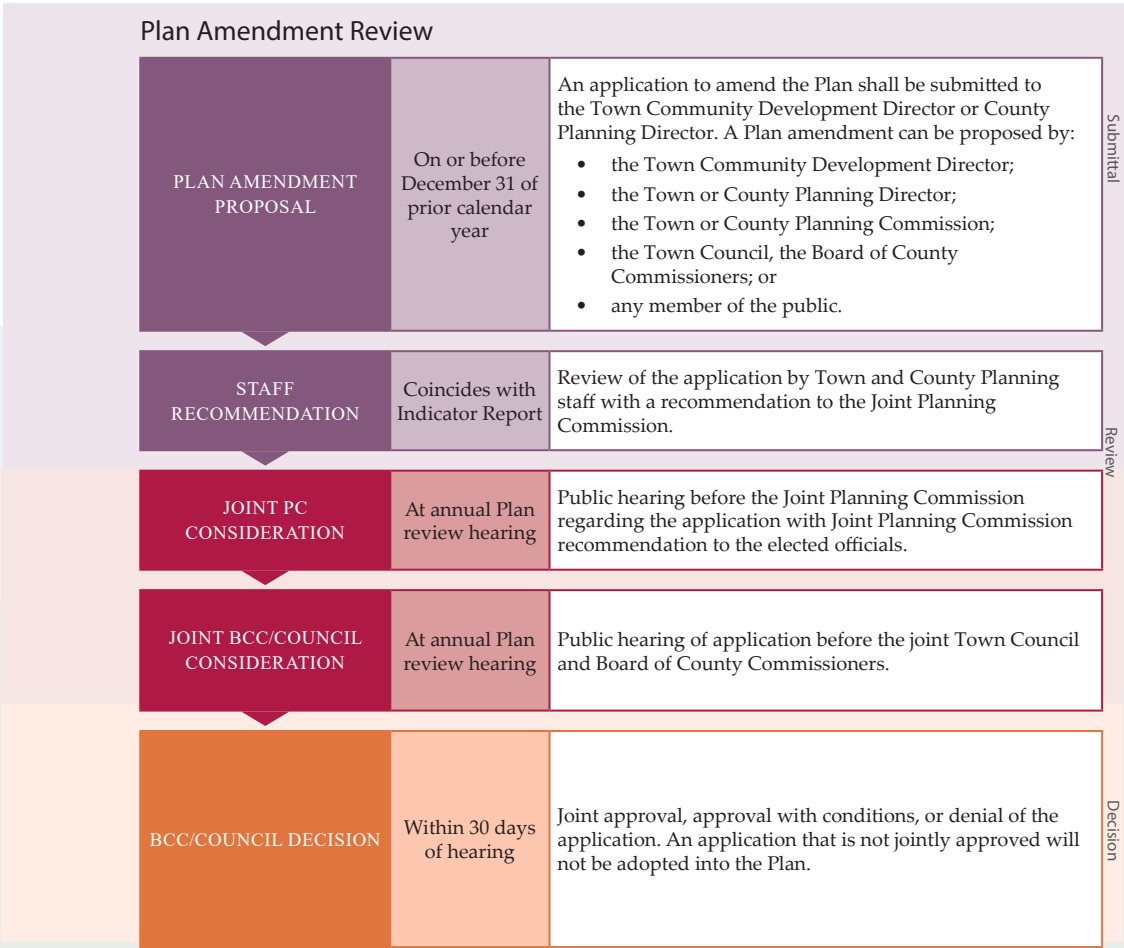
**Principle 9.4—Respond to changing conditions systematically.** The cornerstone of this Plan is continued, coordinated monitoring and adaptation by the Town and County to effectively implement the policies of this Plan. This Plan is intended to be a dynamic document and may need to be amended and updated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

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

Proposed amendments to the Comprehensive Plan will be reviewed annually. Regardless of when they are introduced, they will be considered the following calendar year by the Joint Planning Commission and then jointly by the Town Council and Board of County Commissioners. Consideration will occur at the same annual meetings where the annual indicator report is reviewed, and the implementation work plan for the following year is set. This promotes

a simultaneous and comprehensive review of proposed amendments, indicators of achievement of our Vision, and the work plan for better achieving our Vision. Concurrent and comprehensive review promotes adaptation to changing conditions while discouraging overreaction to opportunities that do not adequately balance the community’s Common Values.

Amendments will be reviewed and adopted by the following process.



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

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

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

#### **Policy 9.4.c: Amending the Illustration of Our Vision**

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

- Better achieves one or more of the eight Chapter goals of the Plan;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan;
- Is compatible with the overall desired character of the district in which it occurs; and
- Responds to one of the following:
  - 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.



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# Chapter 10. Plan Implementation

What does this chapter address?

*Principle 10.1 – Implement the Plan predictably and cooperatively*

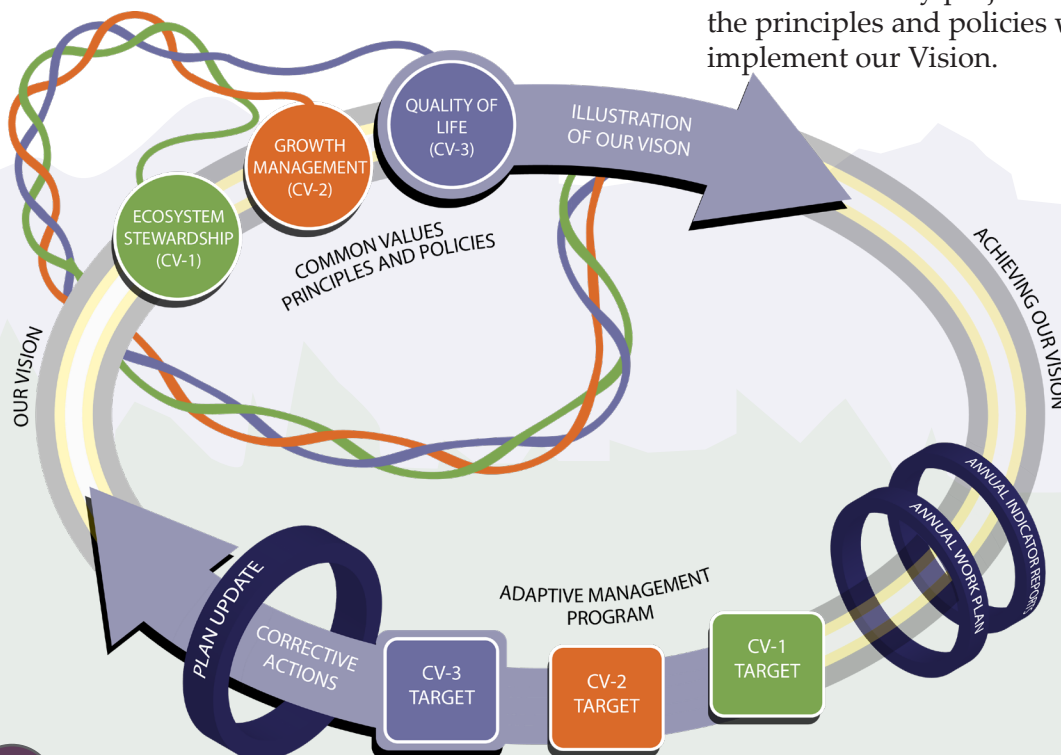
*Principle 10.2 – Use the Plan framework to implement Our Vision*

*Principle 10.3 – Implement the Plan as a whole community*

Why is this chapter addressed?

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

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



### ***Principle 10.1 – Implement the Plan predictably, cooperatively, and regionally.***

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

#### **Policy 10.1.a: Plan predictably and comprehensively**

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

#### **Policy 10.1.b: Plan jointly, as one community**

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

#### **Policy 10.1.c: Plan based on community engagement**

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

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

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

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

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

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

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

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

**Ecosystem Stewardship (CV-1)**

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

**Growth Management (CV-2)**

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

**Quality of Life (CV-3)**

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

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

Although our Vision has not significantly changed over the past forty years, the circumstances within which we implement our Vision are in continual fluctuation. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and strategies intended to achieve our Vision and desired community character. Through ongoing monitoring, a trigger for the more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our policies, we commit to predictable, accountable, and measurable pursuit of our Vision and desired community character.



### **Policy 10.2.c: Illustration of Our Vision**

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

### **Policy 10.2.d: Applicability of the Comprehensive Plan**

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

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





***Principle 10.3 – Implement the Plan as a whole community.*** Implementation of the Comprehensive Plan is the responsibility of the entire community. Elected officials, Town and County Planning Departments, and other government and non-government organizations all have specific roles. The participation of the community is equally essential 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, the community must remain invested in the successful implementation of this Plan.

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

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

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

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

**Policy 10.3.b: Local professional and public planners will administer the Plan.**

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

Specifically, Town and County Planning Staff is responsible for:

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



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

The Town Council and Board of County Commissioners are responsible for making decisions that are consistent with this Plan. They are also responsible for allocating the necessary funding to implement the policies and strategies contained in this Plan. Furthermore, they are responsible for working with neighboring jurisdictions to find regional solutions to transit and housing issues that have the least impact on the entire ecosystem. Elected officials are responsible for collaborating with other governmental and non-governmental service providers to plan for appropriate service delivery and coordinate major capital projects. Elected officials should familiarize themselves with the contents of this Plan to ensure that the Plan remains an accurate reflection of the community Vision. Each year, elected officials will be responsible for:

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

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

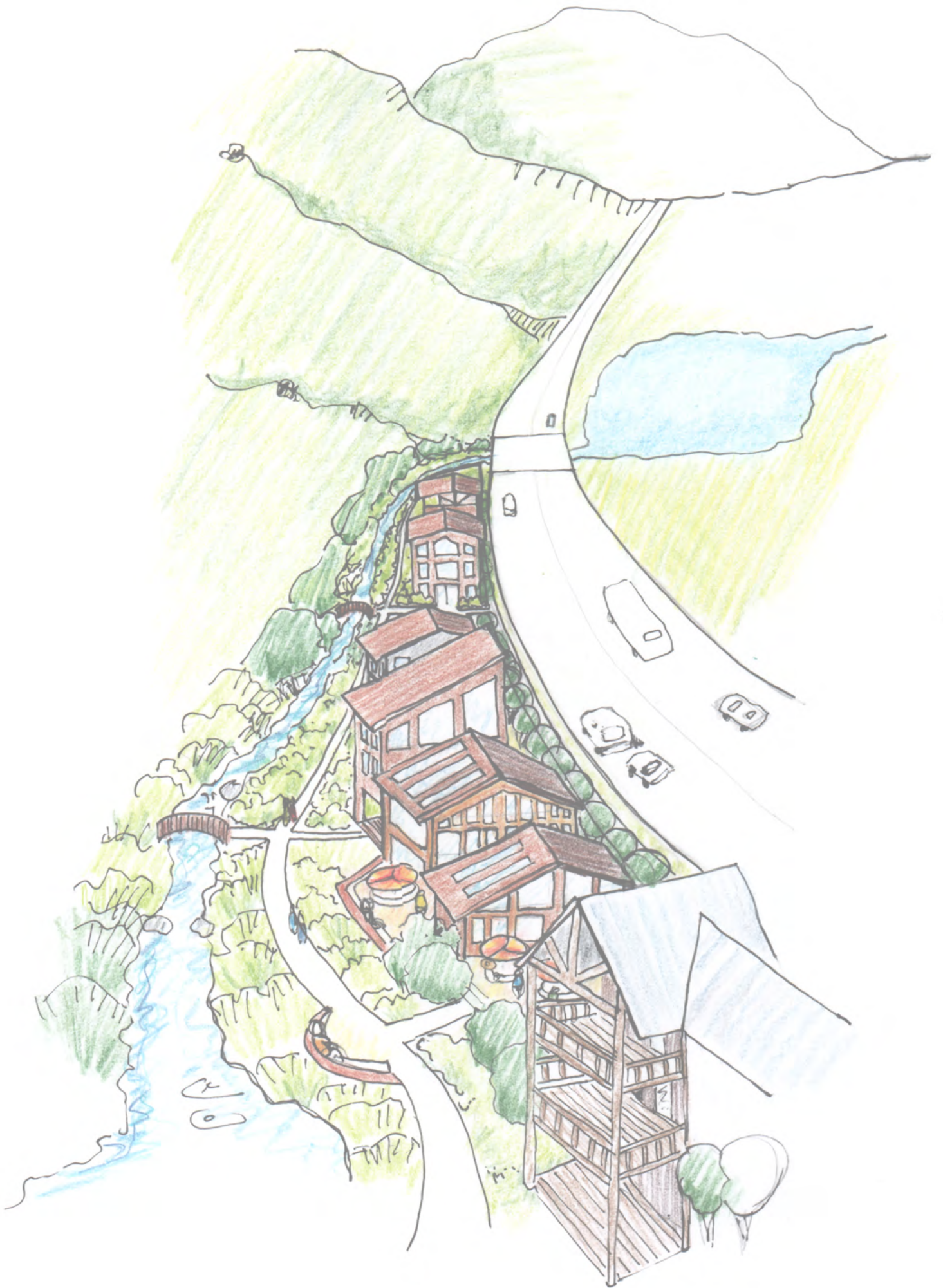
Governmental and non-governmental agencies and organizations are responsible for working with Town and County planners to find solutions to community issues that are consistent with this Plan. These agencies and organizations will play a crucial role in data collection to monitor indicators, analyze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



# Illustration of Our Vision









## Why Illustrate Our Vision?

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

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

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



## How is the Vision Illustrated?

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

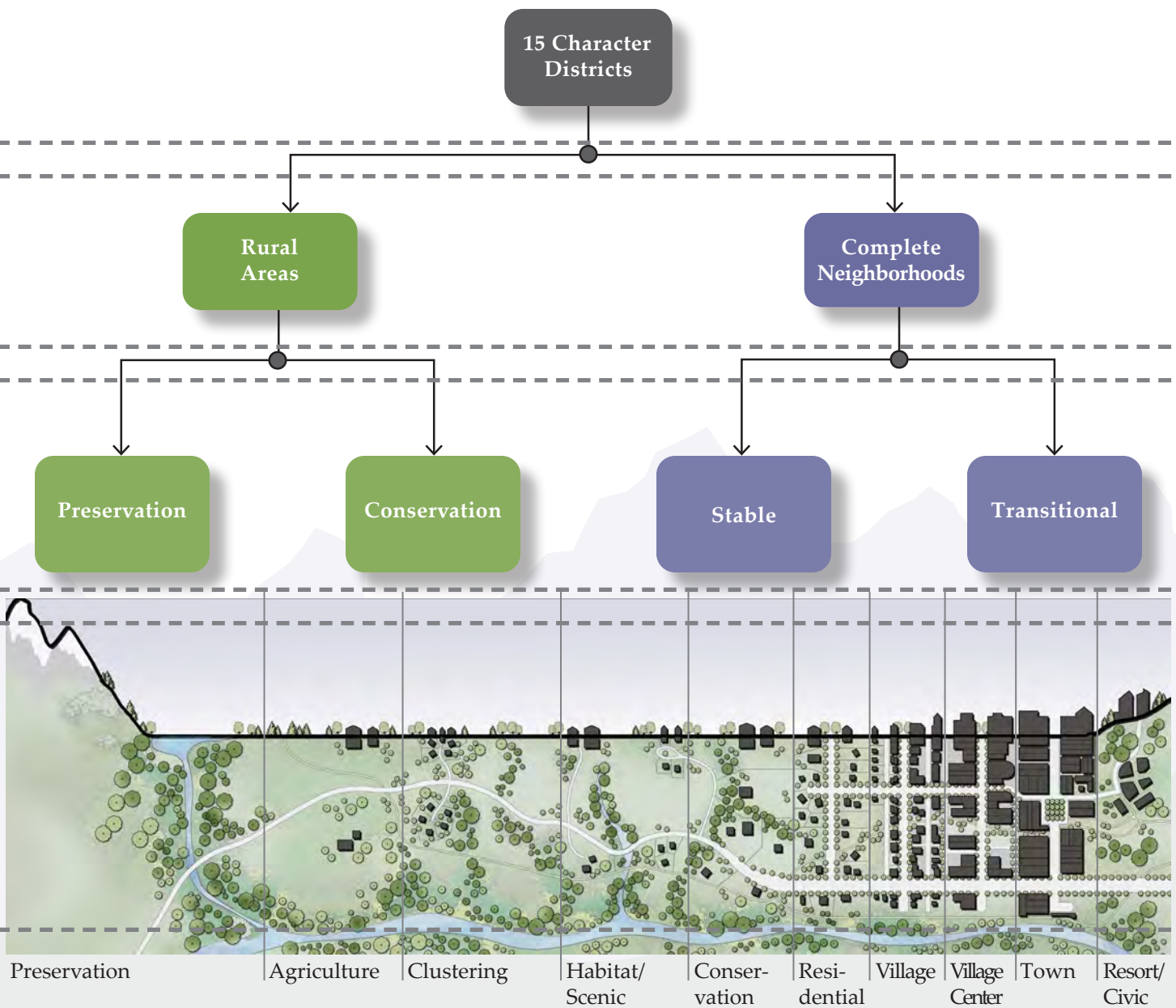
At the highest level, the private lands of the community are divided into Character Districts – areas with common natural, visual, cultural, and physical attributes, shared values, and social interaction. Character District boundaries are based on a layering of the best available quantitative and qualitative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

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

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

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



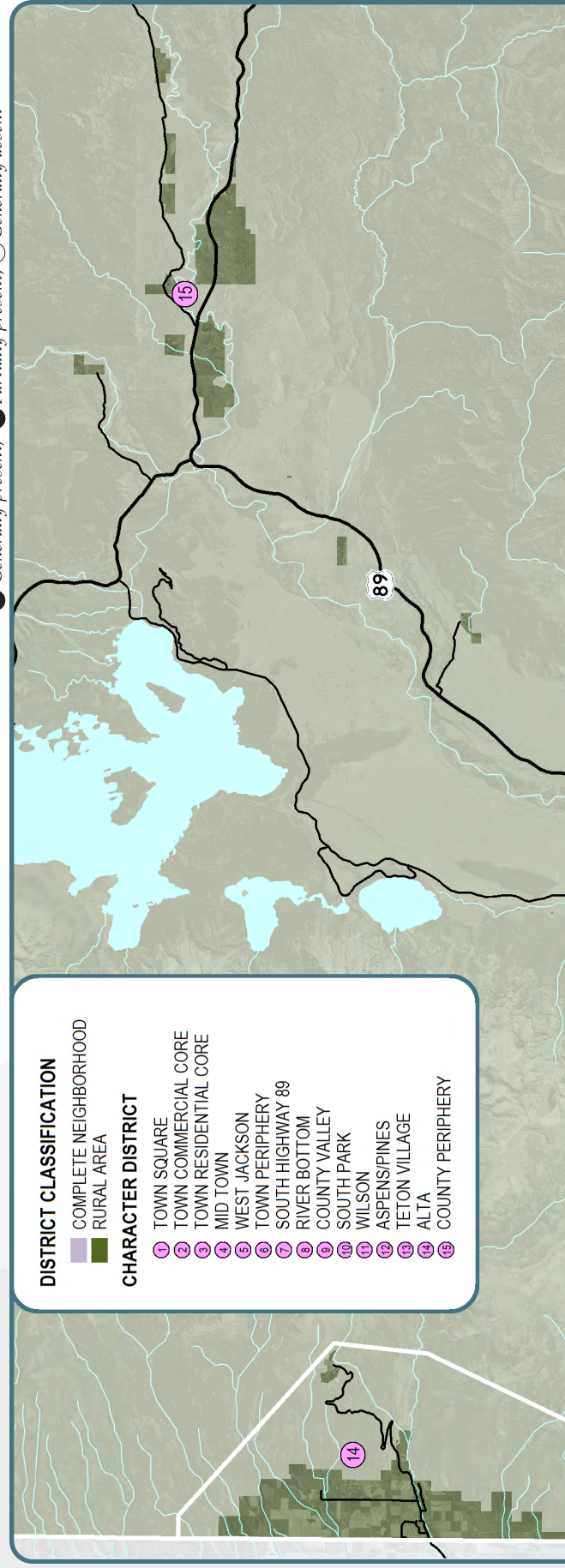


# Complete Neighborhoods + Rural Areas

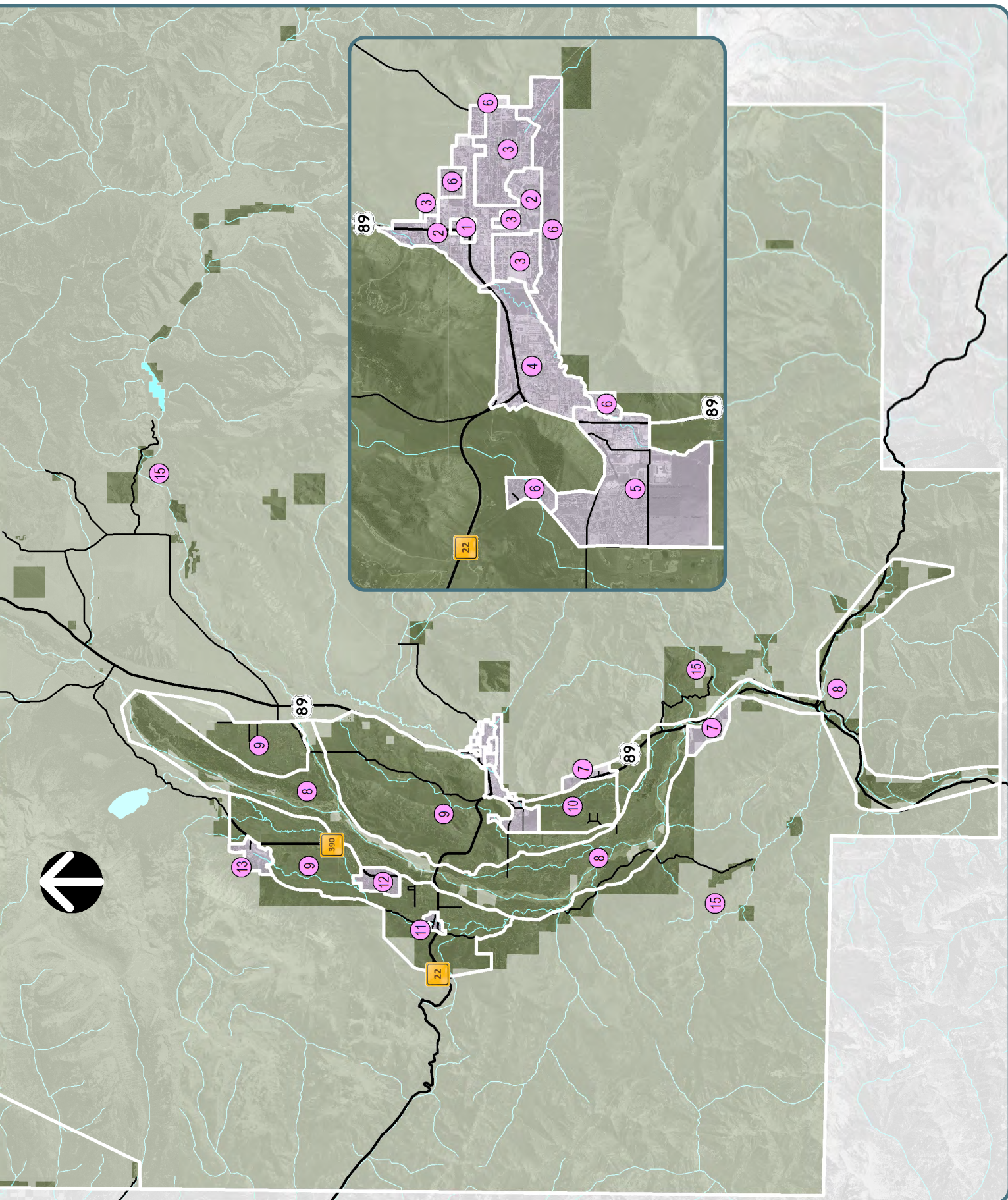
Character Districts

|                                                                                                                         | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 |
|-------------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|---|---|---|---|----|----|----|----|----|----|
| Defined character and high-quality design                                                                               | ● |   |   |   |   |   |   |   |   |    | ●  | ●  | ●  |    |    |
| Public utilities (water, sewer, and storm sewer)                                                                        | ● | ● | ● | ● | ● | ● | ● | ● | ● | ●  | ●  | ●  | ●  |    |    |
| Quality public spaces                                                                                                   | ● | ● | ● | ● | ● | ● | ● | ● | ● | ●  | ●  | ●  | ●  | ●  |    |
| A variety of housing types                                                                                              | ● | ● | ● | ● | ● | ● | ● | ● | ● | ●  | ●  | ●  | ●  | ●  |    |
| Schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences | ● | ● | ● | ● | ● | ● | ● | ● | ● | ●  | ●  | ●  | ●  | ●  |    |
| Connection by complete streets that are safe for all modes of travel                                                    | ● | ● | ● | ● | ● | ● | ● | ● | ● | ●  | ●  | ●  | ●  | ●  |    |
| Viabile wildlife habitat and connections between wildlife habitat                                                       |   |   | ● | ● | ● | ● | ● | ● | ● | ●  | ●  | ●  | ●  | ●  | ●  |
| Natural scenic vistas                                                                                                   |   |   |   | ● |   |   | ● | ● | ● | ●  | ●  | ●  | ●  | ●  | ●  |
| Agricultural and undeveloped open space                                                                                 |   |   |   | ● |   |   | ● | ● | ● | ●  | ●  | ●  | ●  | ●  | ●  |
| Abundance of landscape over built form                                                                                  |   |   |   |   |   |   | ● | ● | ● | ●  | ●  | ●  | ●  | ●  | ●  |
| Limited, detached single family residential development                                                                 |   |   |   |   |   |   | ● | ● | ● | ●  | ●  | ●  | ●  | ●  | ●  |
| Minimal additional nonresidential development                                                                           |   |   | ● |   |   | ● | ● | ● | ● | ●  | ●  | ●  | ●  | ●  | ●  |

● Generally present; ● Partially present; ○ Generally absent









# Stable, Transitional, Preservation + Conservation Subareas

## Stable Subarea

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

## Transitional Subarea

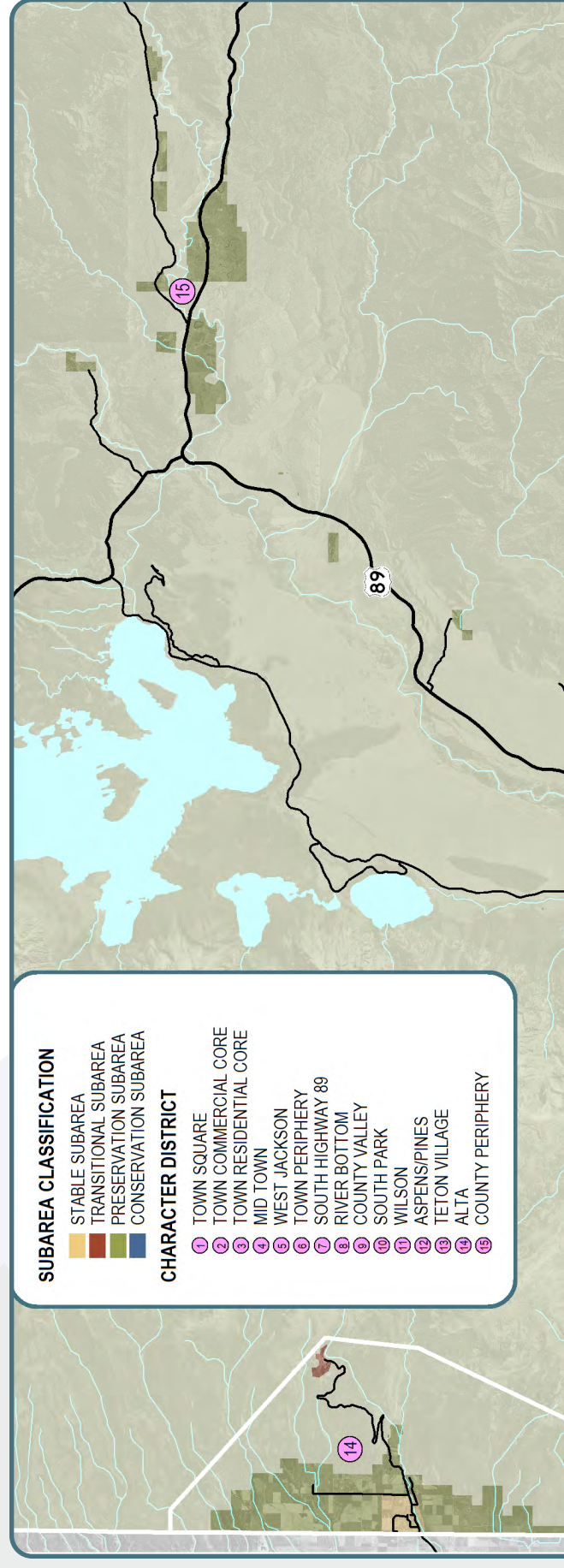
- Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy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

## Preservation Subarea

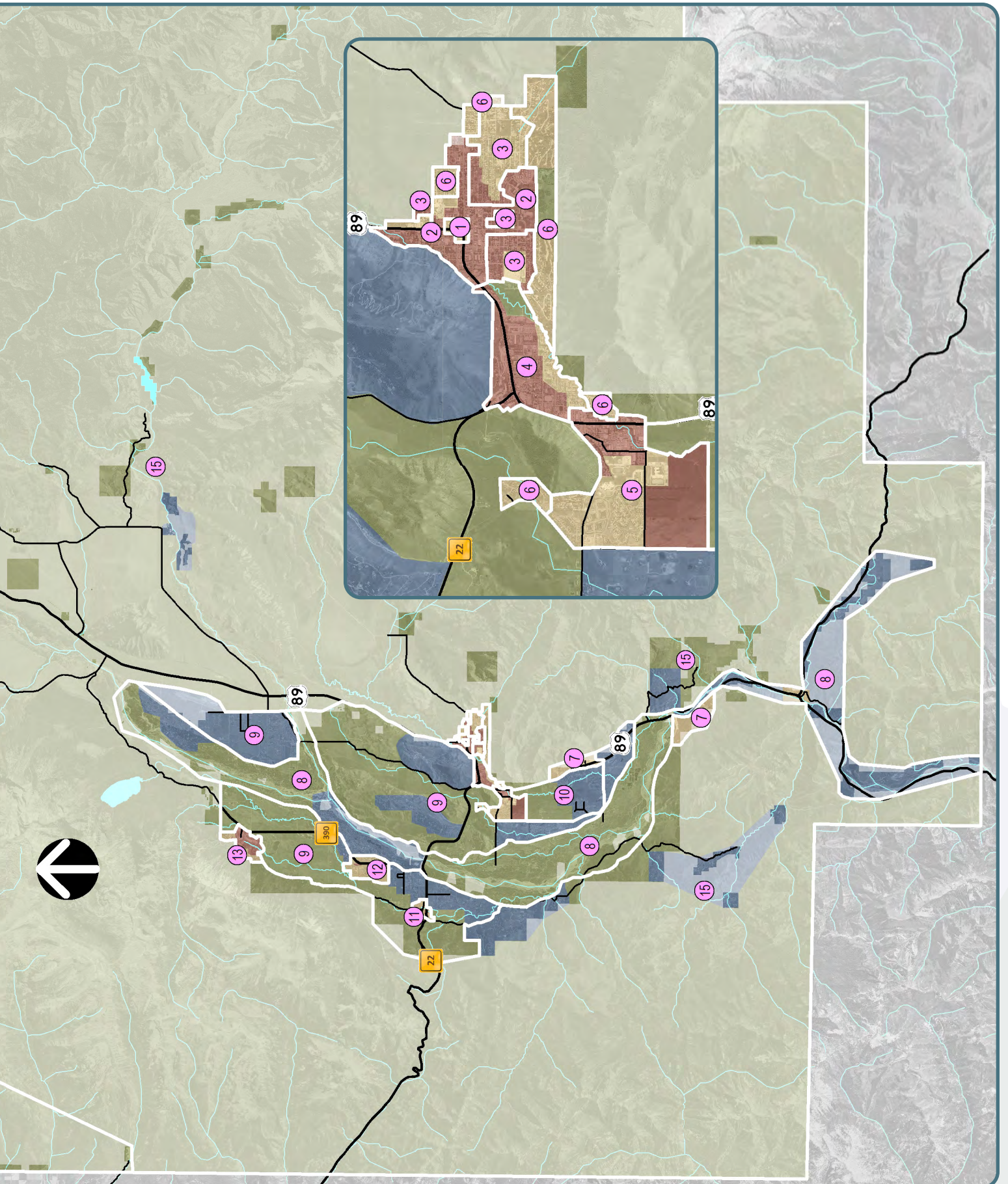
- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

## Conservation Subarea

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









# Character Defining Features - Map Symbols

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

## *Common Value 1 – Ecosystem Stewardship*



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



Agriculture: Agricultural use should be characteristic of the subarea.



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



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



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

## *Common Value 2 – Growth Management*



Gateway: A gateway into the community.



Public Parking: Existing parking provided by the Town of Jackson as of 2012.



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



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



### *Common Value 3 – Quality of Life*



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



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



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



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



Parks and Recreation: Existing parks and recreation facilities as of 2012.



School: Existing schools as of 2012.



Critical Transportation Network Project: Transportation network projects identified in Policy 7.2.d.



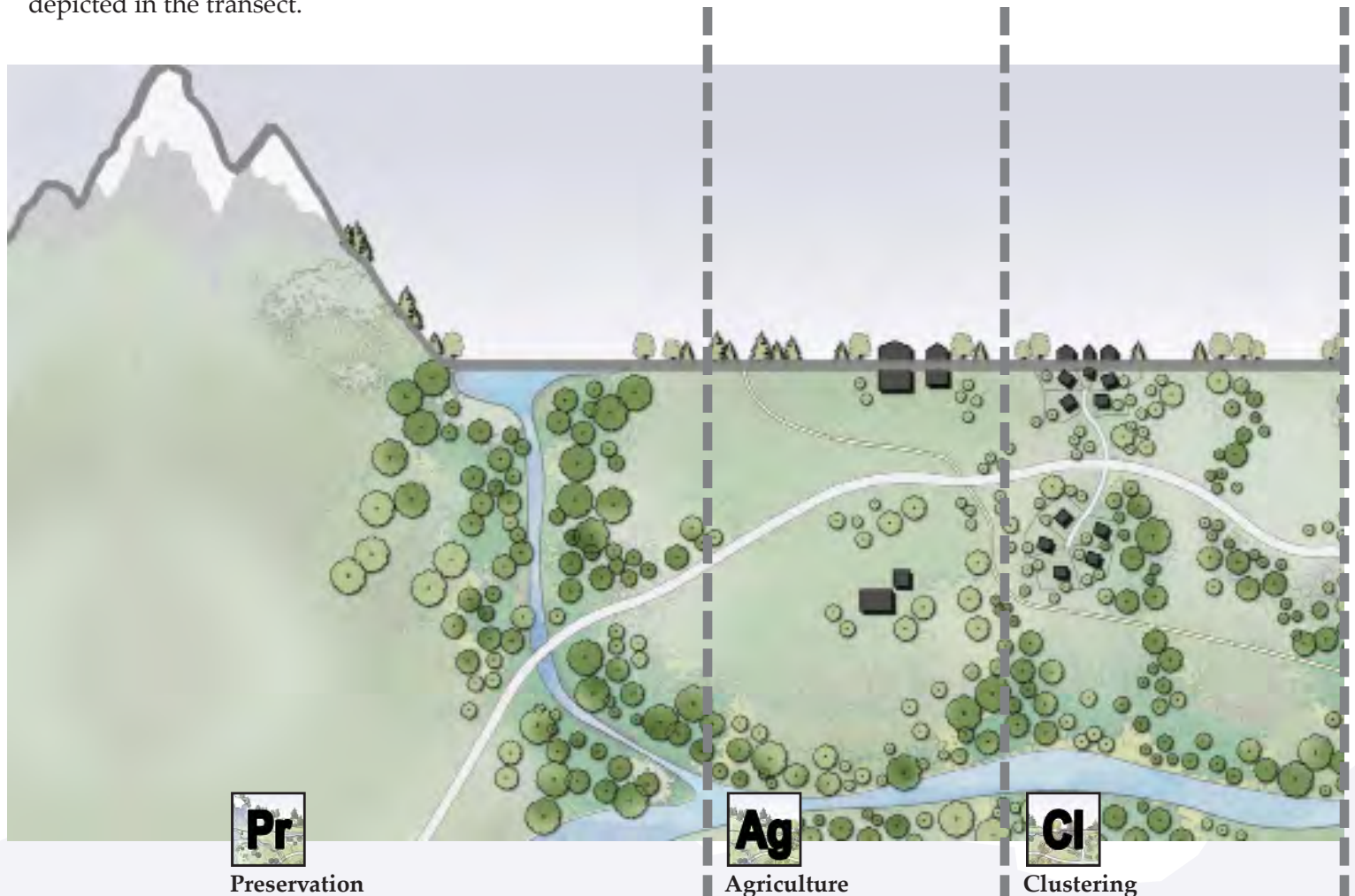
Existing/Proposed Pathways: Existing and proposed pathways identified in the Pathways Master Plan (2007).



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

# Character Defining Features - Neighborhood Form Continuum

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





**H/S**

**Habitat/Scenic**

**Cn**

**Conservation**

**Rs**

**Residential**

**Vil**

**Village**

**VC**

**Village Center**

**Tn**

**Town**

**R/C**

**Resort/Civic**

+/- 35

1-5

± 1

n/a

n/a

n/a

n/a

2 story

2 story

2 story

2-3 story

2-3 story

2-3 story

n/a

Residential, Conservation

Residential

Residential

Residential,  
Local  
Convenience  
Commercial,  
Civic

Residential,  
Commercial,  
Industrial,  
Civic

Residential,  
Commercial,  
Civic

Resort, Civic

Design for wildlife and/  
or scenery, scale of historic  
agricultural compounds

Design for wildlife  
and/or scenery,  
predominance of  
landscape over built  
form

Design for  
wildlife and/  
or scenery,  
predominance  
of landscape  
over built form

Variety of  
housing types,  
complete  
streets,  
workforce  
housing

Mixed use,  
pedestrian  
oriented,  
complete  
streets,  
workforce  
housing

Pedestrian  
oriented,  
public spaces,  
complete  
streets,  
workforce  
housing,  
employment  
center

Master  
Planned,  
more intense  
development,  
public,  
semi-public  
facilities

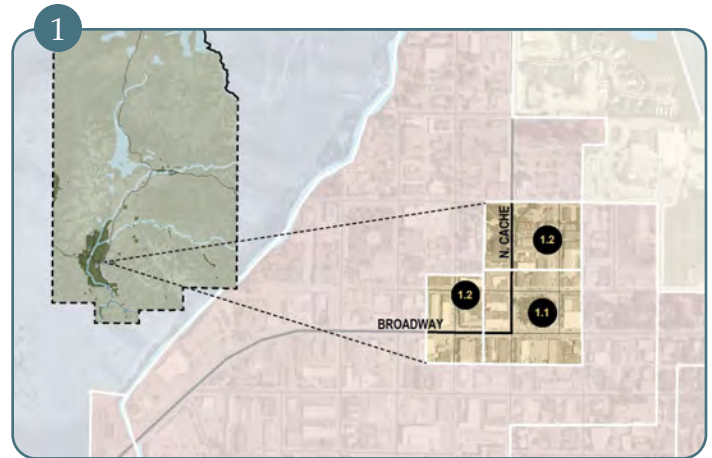


# What Does the Illustration of the Vision Address?

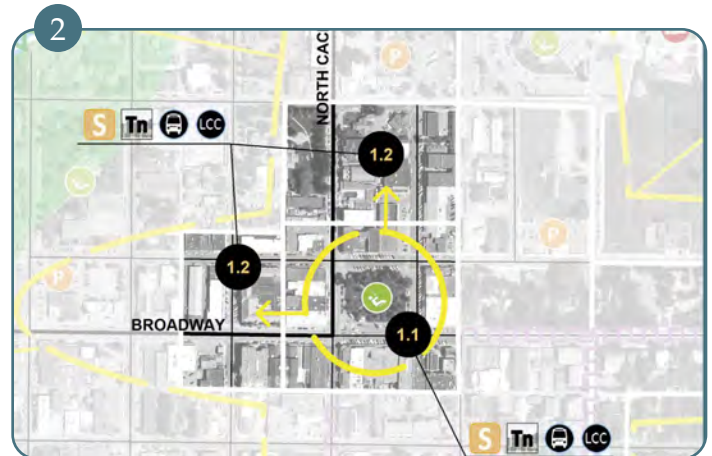
Our community's Vision is illustrated in 15 Character Districts. Each Character District has unique issues, opportunities, and objectives. Each Character District contributes to the overall implementation of the Comprehensive Plan and will ensure that preservation and development occur in the desired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

Each Character District is composed of 6 parts:

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



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



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

3

Complete Neighborhood + Rural Area Chart

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

IV-14



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

4

#### Existing + Future Desired Characteristics

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

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

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

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

5

#### Policy Objectives

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

6. The Character-Defining Features describe each subarea through text, Neighborhood Forms, and photos and/or drawings. The focus of the description is the character priorities that will allow for the desired character of the district, and consequently, the community Vision to be achieved. The Neighborhood Form(s) depict the general pattern and intensity of development that meets the desired character, while the illustrations and/or photos provide a more detailed illustration of the desired built form. The entire continuum of Neighborhood Forms can be found on pages IV-10 and IV-11.

6

#### Character Defining Features

##### 1.1: Inner Square



Neighborhood Form

This STABLE Subarea will focus on maintaining western character by retaining or replicating the existing built environment. Building heights directly fronting the Town Square should not exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

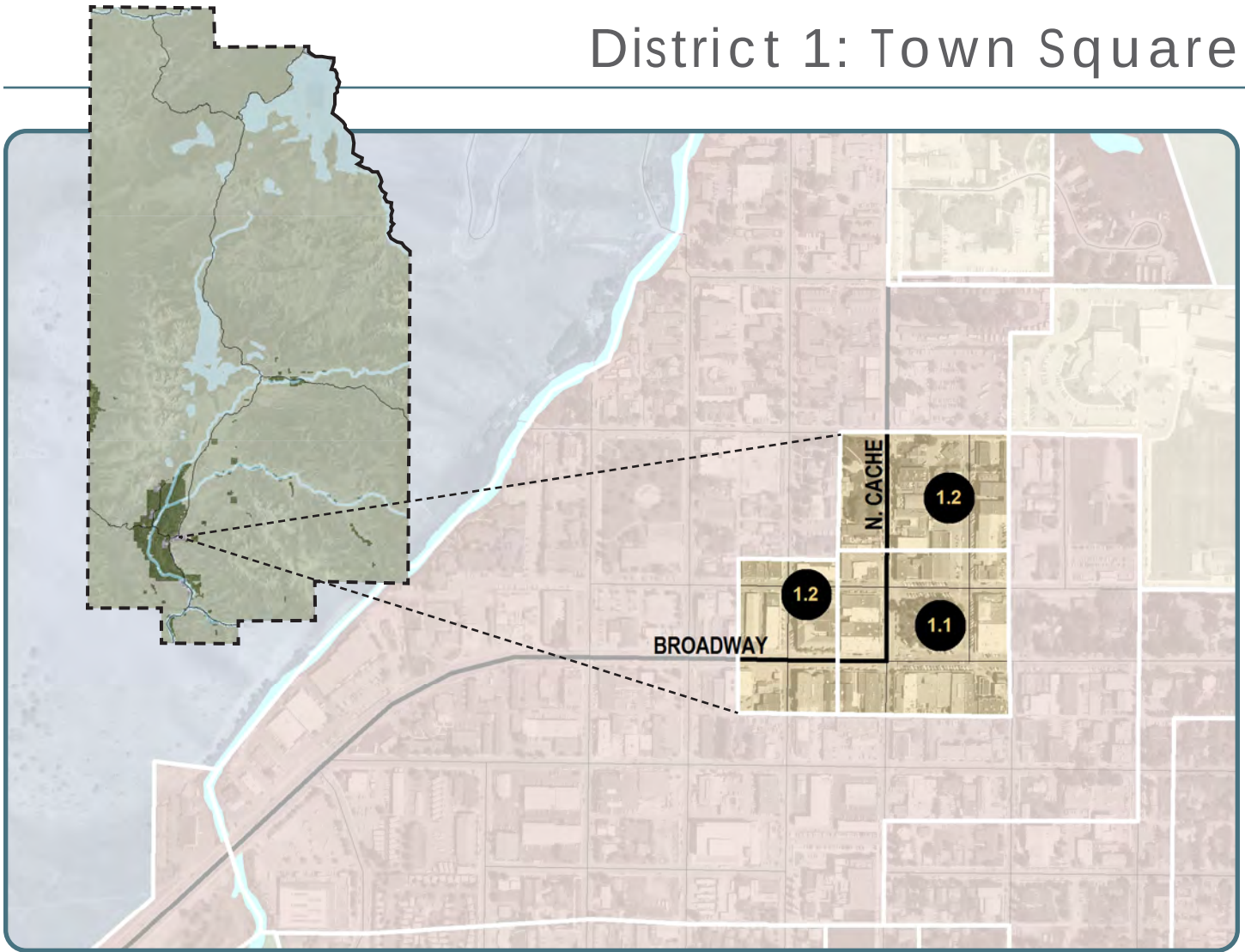


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# District 1: Town Square

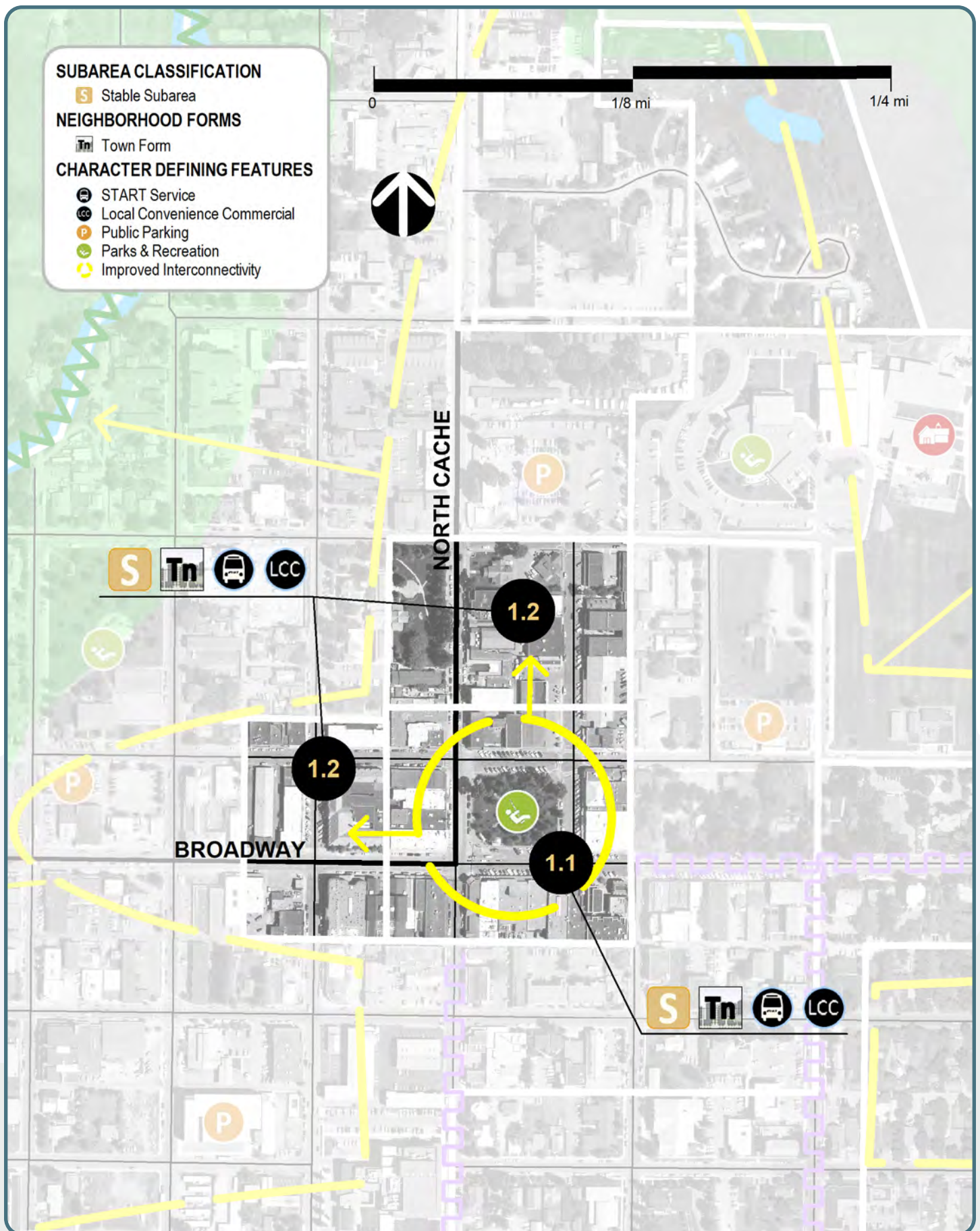


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                                    |
|-----------------------|---------------------------------------------------|------|--------|--------------------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             | ●    | ●      | 1-3 story, western character, pedestrian vibrancy, street wall     |
|                       | Public Utilities                                  | ●    | ●      | Water, sewer, storm sewer                                          |
|                       | Quality Public Space                              | ●    | ●      | George Washington Memorial Park                                    |
|                       | Variety of Housing Types                          | ○    | ◐      | Condominiums, lofts, apartments                                    |
|                       | Walkable Schools, Commercial + Recreation         | ●    | ●      | Post Office, START, Limited convenience commercial, schools, parks |
|                       | Connection by Complete Streets                    | ◐    | ●      | Alternative transportation a priority                              |
| RURAL                 | Viable Wildlife Habitat + Connectivity            | ○    | ○      |                                                                    |
|                       | Natural Scenic Vistas                             | ○    | ○      |                                                                    |
|                       | Agricultural + Undeveloped Open Space             | ○    | ○      |                                                                    |
|                       | Abundance of Landscape over Built Form            | ○    | ○      |                                                                    |
|                       | Limited, Detached, Single family Res. Development | ○    | ○      |                                                                    |
|                       | Minimal Nonresidential Development                | ○    | ○      |                                                                    |

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







## 2012 + Future Desired Characteristics

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

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

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

## Policy Objectives

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*Common Value 1:* N/A  
*Ecosystem Stewardship*

---

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

---

*Common Value 3:* 6.2.a: Enhance tourism as the basis of the economy  
*Quality of Life* 6.3.a: Ensure year-round economic viability  
7.1.a: Increase the capacity for walking, biking, carpooling and riding transit

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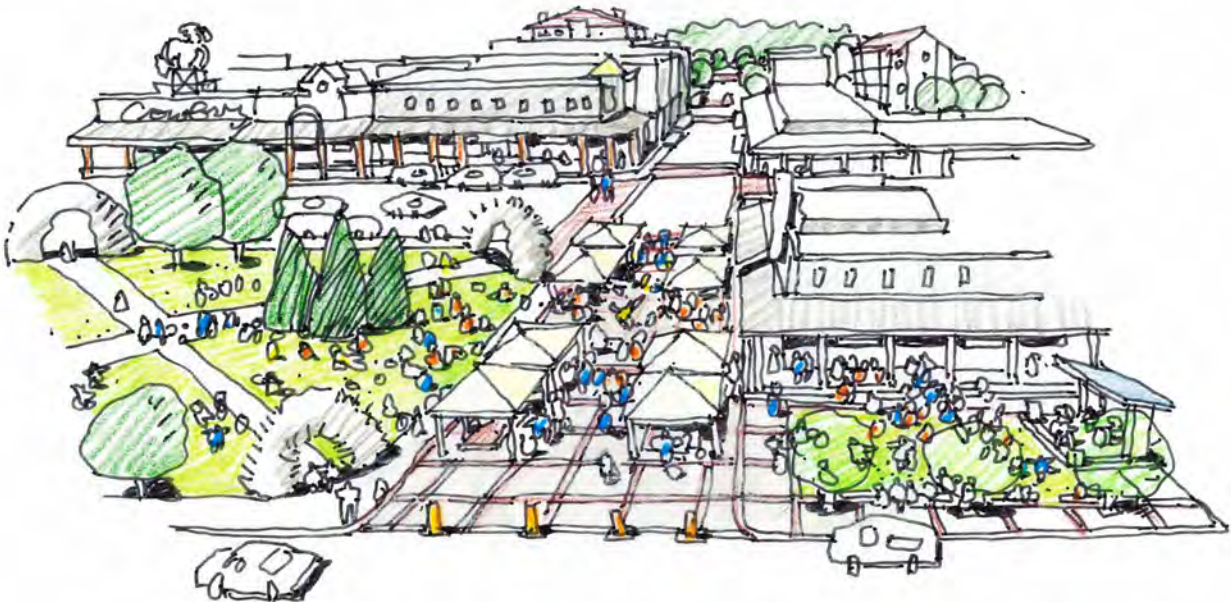
# Character Defining Features

## 1.1: Inner Square



*Town Form*

This STABLE Subarea will focus on maintaining western character by retaining or replicating the built environment. Building heights directly fronting the Town Square should not exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.



## 1.2: Outer Square



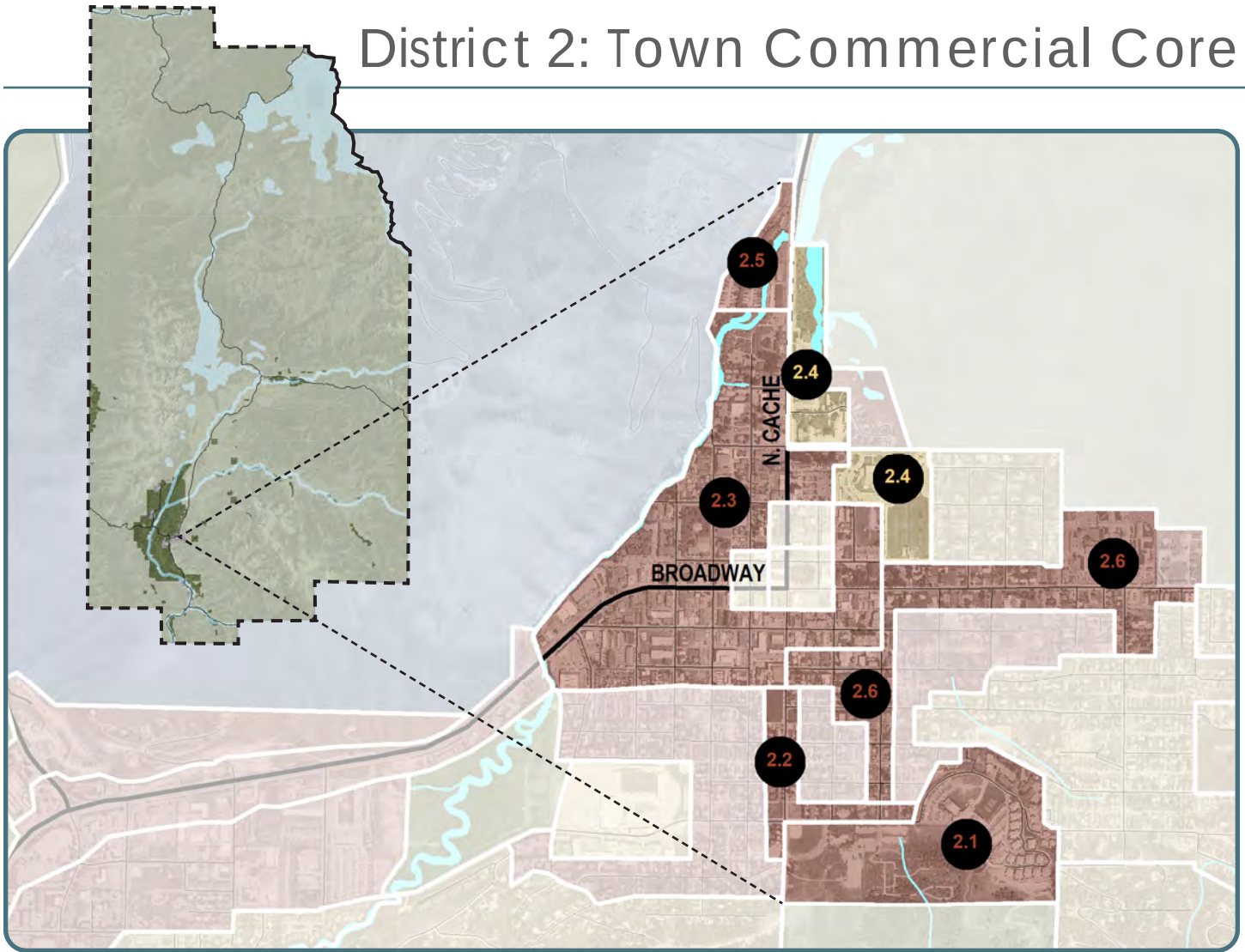
*Town Form*

This STABLE Subarea will focus on maintaining western character consistent with the character of the district. Building heights will be allowed up to three stories, to provide lodging, residential and other non-residential uses on upper floors supporting our tourist economy and

Growth Management goals. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined in coordination with the Inner Square (Subarea 1.2). The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.



## District 2: Town Commercial Core

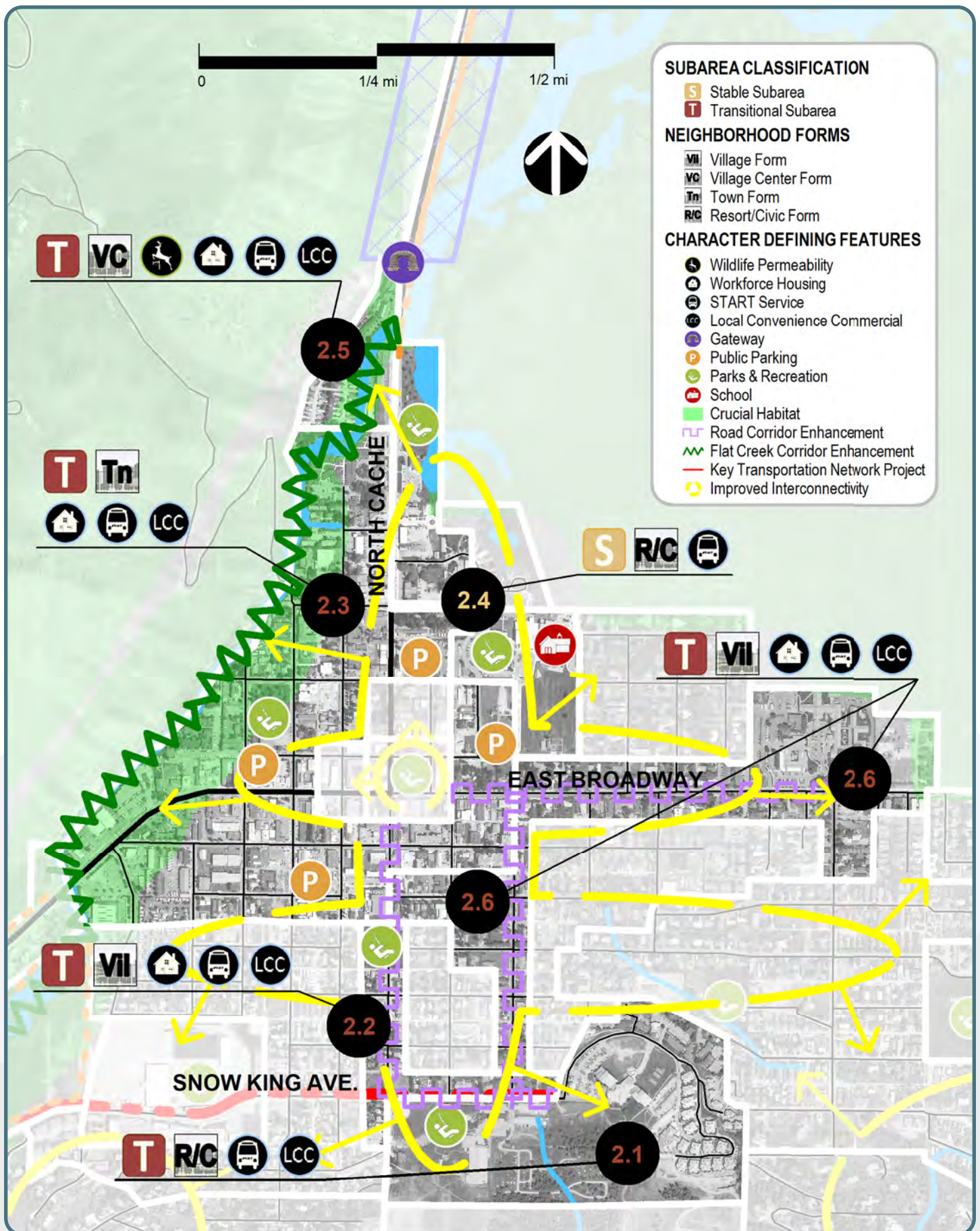


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                                             |
|-----------------------|---------------------------------------------------|------|--------|-----------------------------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | 2-3 stories, vibrant pedestrian mixed use, street wall                      |
|                       | Public Utilities                                  |      |        | Water, sewer, storm sewer                                                   |
|                       | Quality Public Space                              |      |        | Miller Park, Phil Baux Park, Snow King, Center for the Arts                 |
|                       | Variety of Housing Types                          |      |        | Duplex, condominiums, apartments, multifamily                               |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Post Office, START, Limited convenience commercial, school, parks, pathways |
|                       | Connection by Complete Streets                    |      |        | Alternative transportation a priority                                       |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Flat Creek enhancements                                                     |
|                       | Natural Scenic Vistas                             |      |        |                                                                             |
|                       | Agricultural + Undeveloped Open Space             |      |        |                                                                             |
|                       | Abundance of Landscape over Built Form            |      |        |                                                                             |
|                       | Limited, Detached, Single family Res. Development |      |        |                                                                             |
|                       | Minimal Nonresidential Development                |      |        |                                                                             |

Legend: Generally Present; Partially Present; Generally absent







## 2012 + Future Desired Characteristics

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

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

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

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

The gridded network of streets and alleys create connectivity and redundancy for both pedestrians and the automobile and should be maintained. Future improvements to the district's streetscape to create inviting public spaces and accommodate a wide array of complete street amenities will be essential to achieving a vibrant mixed use district. Public reinvestment in this district will be encouraged to create great public spaces and amenities for residents and visitors alike.



# Policy Objectives

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



# Character Defining Features

## 2.1: Snow King Resort

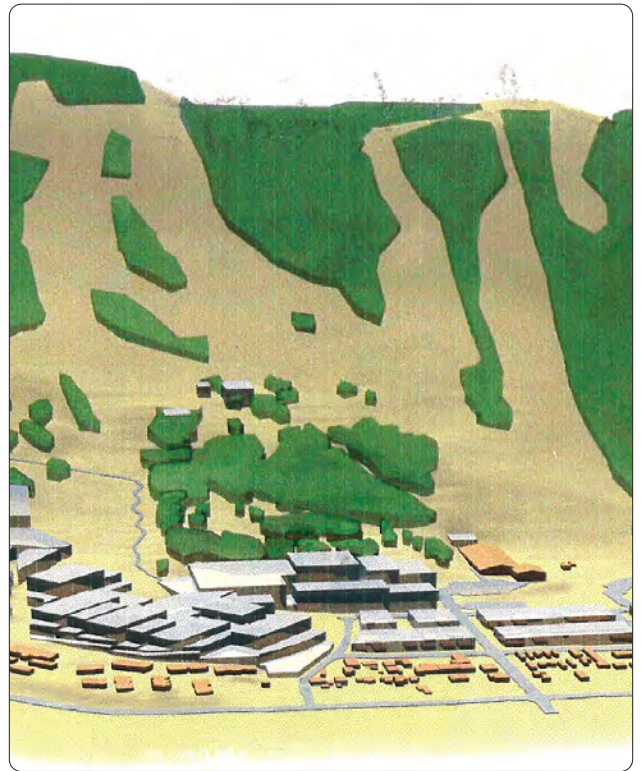


*Resort/ Civic  
Form*

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

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

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



## 2.2: Snow King and South Cache Corridors



*Village Form*

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

The goal of this subarea will be to provide an attractive pedestrian link between Downtown, Snow King and the many under-utilized public spaces in the area. To achieve this, ground-level uses should add vitality and street life that support the Center for the Arts and attract residents and visitors to the subarea. Upper floors should provide residential uses, designed to promote workforce housing. Buildings should be two stories in height and front the street. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.





### 2.3: Downtown

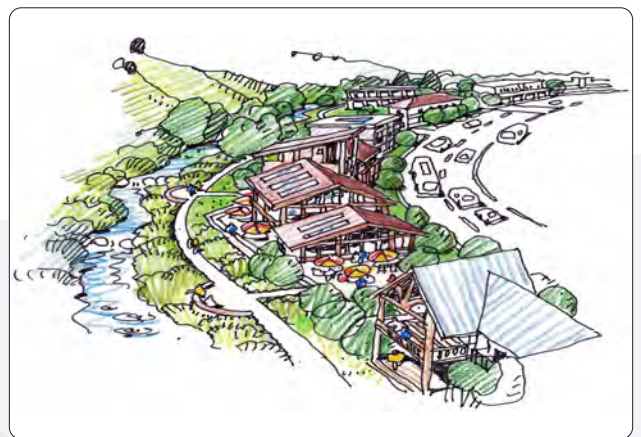


*Town Form*

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

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

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



## 2.4: Public/Civic Campus



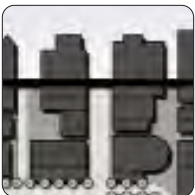
*Resort/ Civic  
Form*

This STABLE Subarea is defined by institutional facilities such as the Davey Jackson Elementary School, the Teton County/Jackson Recreation Center, and the various State and Federal Agencies along North Cache Street. This area will continue to provide these essential public services in a central location consistent with the

sustainability and community service policies of the Plan. In the event that lands within this subarea are conveyed into private ownership, any development of non-public uses could require this subarea to be amended.



## 2.5: North Cache Gateway



*Village Center  
Form*

This mixed use, TRANSITIONAL Subarea will be characterized as a key gateway into the Town from the National Parks and the airport to the north. Flat Creek enhancement is of great importance here, and redevelopment should seek to promote Flat Creek as a recreational and ecological amenity. The 2012 mix of non-residential

and residential uses, including workforce housing, are appropriate. The redevelopment of these uses should take the form of two and three story buildings that address North Cache Street and the Flat Creek corridor, with an emphasis on providing workforce housing. Redevelopment should maintain wildlife permeability and enhance the natural form and function of Flat Creek and the undeveloped hillsides. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape.



## 2.6: Mixed Use Office and Residential



*Village Form*

This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk

Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. The 2012 institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.



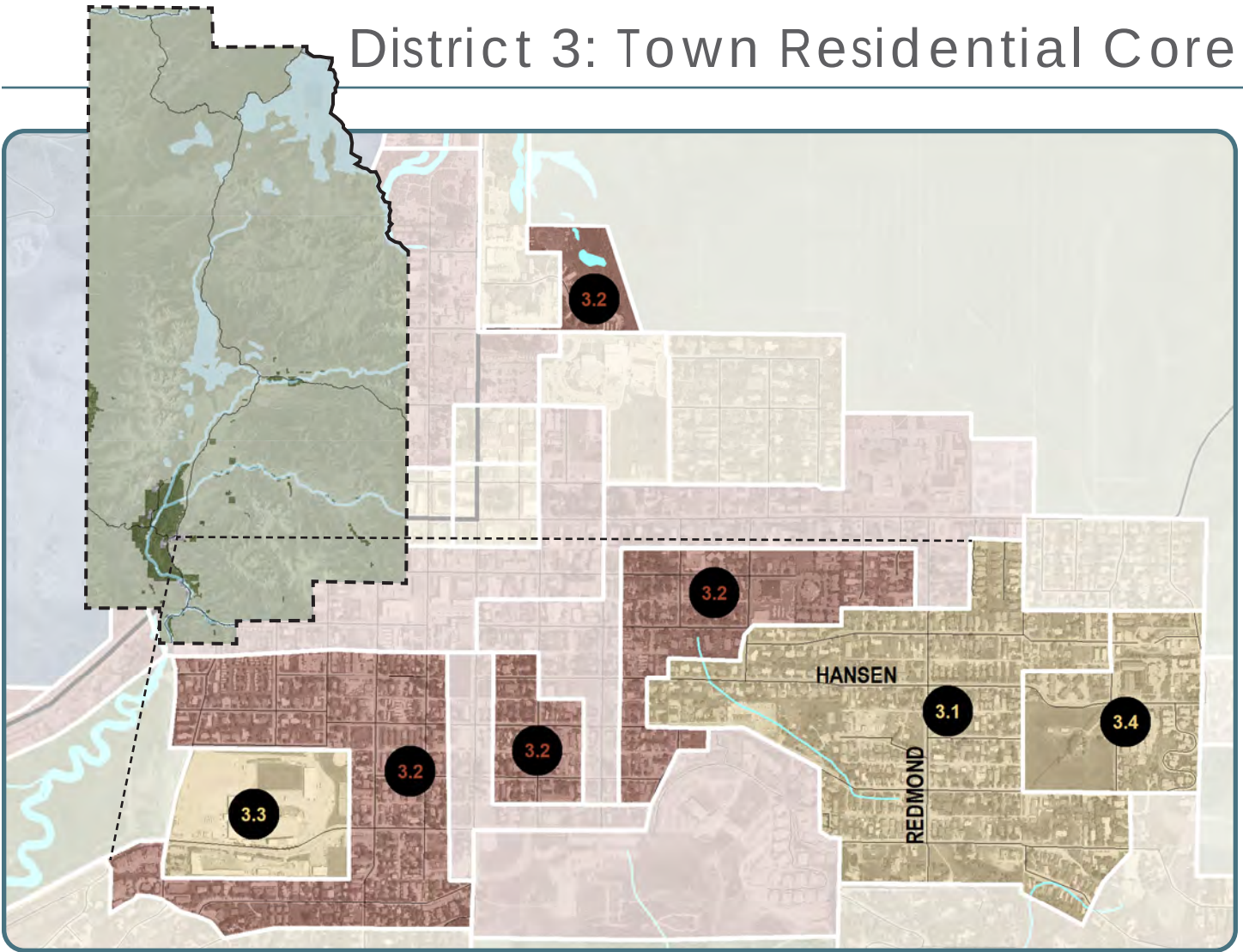
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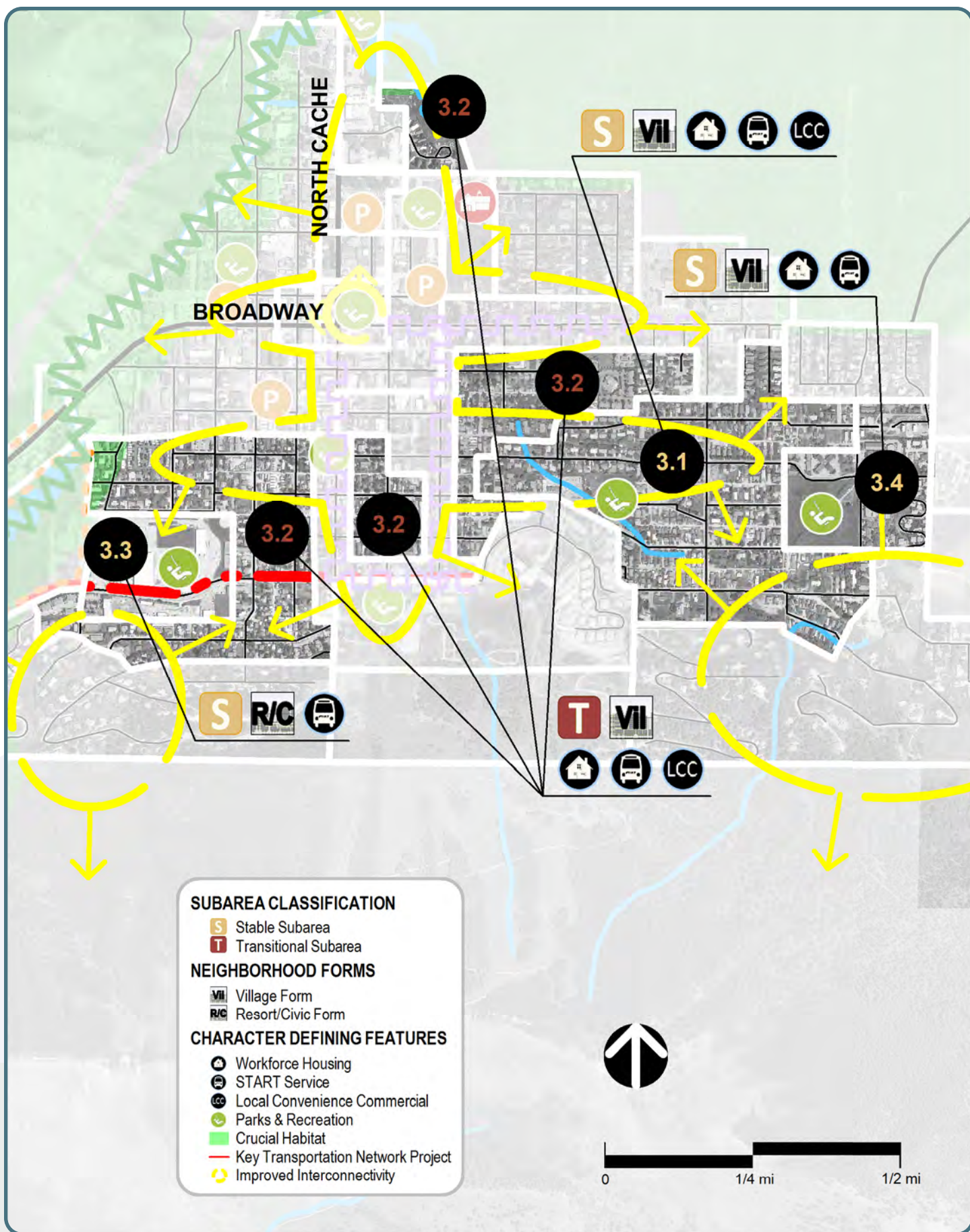
## District 3: Town Residential Core



## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                                 |
|-----------------------|---------------------------------------------------|------|--------|-----------------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | 2-3 stories, variety of residential forms                       |
|                       | Public Utilities                                  |      |        | Water, sewer, storm sewer                                       |
|                       | Quality Public Space                              |      |        | Mike Yokel Park, May Park, Rodeo Grounds                        |
|                       | Variety of Housing Types                          |      |        | Single family, duplex, tri-plex and multifamily                 |
|                       | Walkable Schools, Commercial + Recreation         |      |        | START, limited convenience commercial, schools, parks, pathways |
|                       | Connection by Complete Streets                    |      |        | Alternative transportation a priority                           |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Flat Creek and Cache Creek enhancement                          |
|                       | Natural Scenic Vistas                             |      |        |                                                                 |
|                       | Agricultural + Undeveloped Open Space             |      |        |                                                                 |
|                       | Abundance of Landscape over Built Form            |      |        |                                                                 |
|                       | Limited, Detached, Single family Res. Development |      |        |                                                                 |
|                       | Minimal Nonresidential Development                |      |        | Limited convenience commercial                                  |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

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

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

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

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

## Policy Objectives

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



# Character Defining Features

## 3.1: East Jackson



*Village Form*

This residential, STABLE Subarea will continue to provide a variety of housing types, including single family, duplex and tri-plex with up to three units per lot when both a street and alley frontage is provided and up to two units per lot when only street or alley access is provided.

Multifamily development is not currently found in this area and is not desirable in the future. Being a Stable Subarea, the size and scale of future buildings will be compatible with the character of the area, which includes a wide variety of building sizes and scales. Structures will be of comparable bulk and scale regardless of the number of units provided therein. Up to two stories will be allowed and may be configured in a variety of layouts, with both attached and detached units. Structures should be pulled toward the street where possible and building footprints should be minimized to allow for adequate yards and landscaping. Some areas with single family character will maintain this characteristic in the future with only one dwelling unit per lot.





### 3.2: Core Residential



*Village Form*

This residential, TRANSITIONAL Subarea is currently made up of a variety of single family and multifamily residential types, with some larger residential developments and non-conforming commercial uses. Redevelopment, revitalization and reinvestment are highly desired in this subarea. Due to its central location

in the core of Town near employment and Complete Neighborhood amenities, the future character of this subarea will include some increased density and larger buildings than in East Jackson (Subarea 3.1).

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



### 3.3: Rodeo Grounds Institutional Area



*Resort/ Civic  
Form*

This STABLE Subarea is characterized by its two institutional land uses - the rodeo grounds and the Town Public Works facility. The Town Public Works facility is an essential facility that should be maintained in its current, central location consistent with the sustainability and community services policies of the Plan.

Similarly, the location and use of the Rodeo Grounds supports the Town as Heart of Region policies of this Plan and should be allowed to remain in its current location, unless an alternate location is identified. The future use of this subarea will be determined through a neighborhood planning process (referenced in Strategy 3.3.S.6). The neighborhood planning process is intended to identify the appropriate future location of the Teton County Fair and the best location for additional housing opportunities that enhances all three Common Values of Community Character. Any future neighborhood planning processes of this subarea will include consultation with Teton County.



### 3.4: May Park Area



*Village Form*

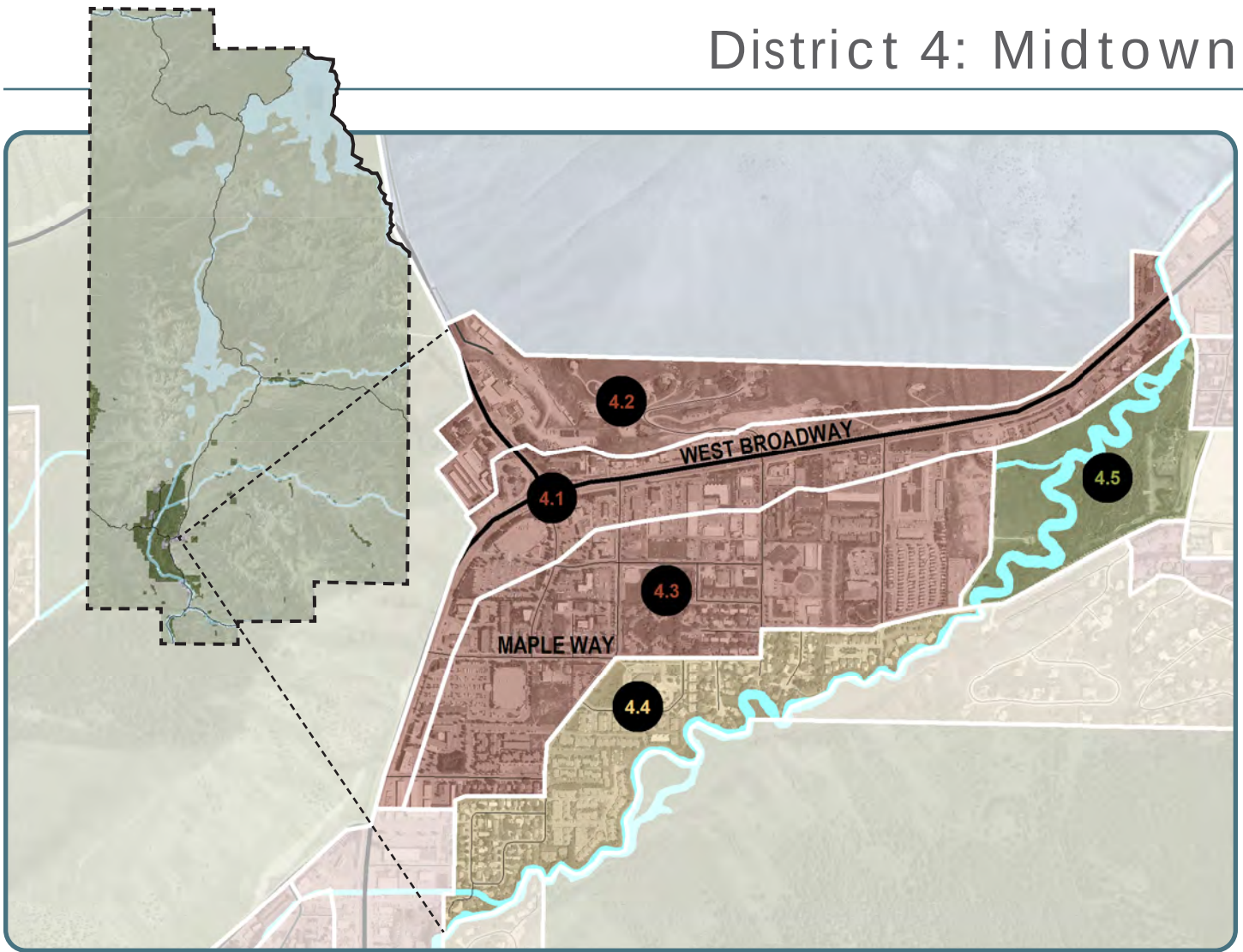
This residential, STABLE Subarea currently provides a variety of housing types in a variety of building forms with a mix of rental and ownership units. Multifamily structures such as the Pioneer Homestead contain a significant number of units and serve a critical housing need in the community, which should be maintained

and supported. The future character of this subarea will maintain the medium to high density development pattern with a mix of small lot single family, duplex, tri-plex, and multifamily structures. For all structures, the dominant building mass should be located near the street, with parking predominantly to the rear and screened from the view of the public right of way. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. These structures should be broken into multiple smaller buildings when possible. Any opportunity to extend the adjacent gridded street network through this area would be beneficial. A primary feature of this area is the currently undeveloped May Park. The future use and development of this park will increase the livability of the area and support the existing and future medium to high density residential development.





# District 4: Midtown

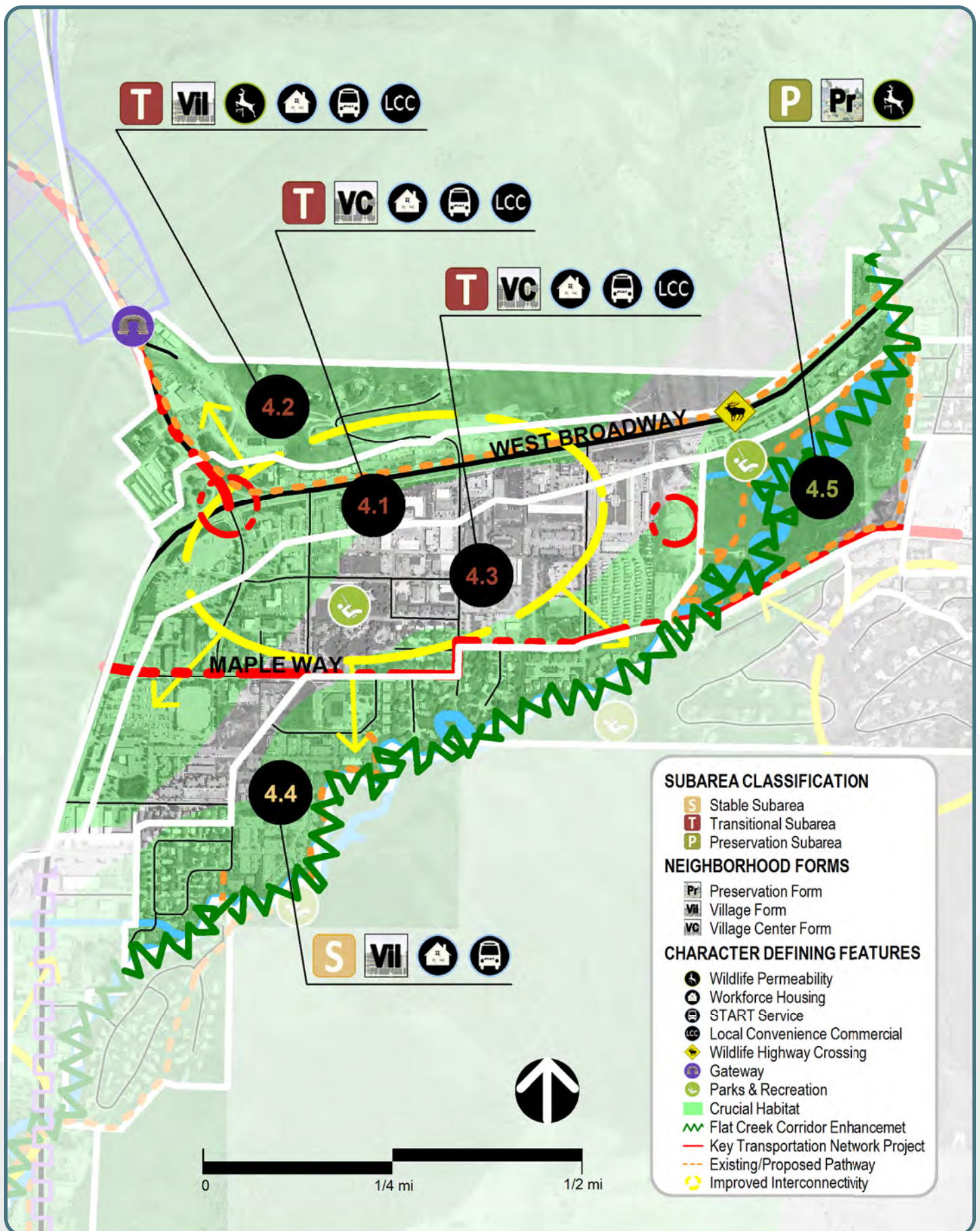


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                                              |
|-----------------------|---------------------------------------------------|------|--------|------------------------------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | 2-3 stories, vibrant pedestrian mixed use, street wall with landscape buffer |
|                       | Public Utilities                                  |      |        | Water, sewer, storm sewer                                                    |
|                       | Quality Public Space                              |      |        | Powderhorn Park, Karns Meadow and Garaman Park Pathway                       |
|                       | Variety of Housing Types                          |      |        | Single family, duplex, condominiums, townhomes, apartments, multifamily      |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Post office, START, limited convenience commercial, schools, parks, pathways |
|                       | Connection by Complete Streets                    |      |        | Alternative transportation a priority                                        |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Flat Creek enhancement, wildlife crossings                                   |
|                       | Natural Scenic Vistas                             |      |        |                                                                              |
|                       | Agricultural + Undeveloped Open Space             |      |        | Karns Meadow                                                                 |
|                       | Abundance of Landscape over Built Form            |      |        |                                                                              |
|                       | Limited, Detached, Single family Res. Development |      |        |                                                                              |
|                       | Minimal Nonresidential Development                |      |        |                                                                              |

Legend: Generally Present; Partially Present; Generally absent







## 2012 + Future Desired Characteristics

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

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

Despite the intensity of human activity within the district, Midtown contains or is adjacent to prominent natural resource lands such as the Karns Meadow, Flat Creek, East Gros Ventre Butte, High School Butte and the northwestern foot of Snow King Mountain. A key characteristic of this area is the mule deer movement corridor between East Gros Ventre Butte and Karns Meadow, and consequently, the high rate of wildlife vehicle collisions along West Broadway Avenue. The natural resources found in or adjacent to this district should be considered in the course of future planning, with development being located in a way that protects wildlife habitat and facilitates wildlife movement through the district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community.

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



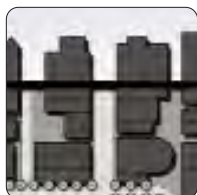
# Policy Objectives

|                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|--------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <i>Common Value 2:<br/>Growth Management</i>     | 4.1.b: Emphasize a variety of housing types, including deed-restricted housing<br>4.1.d: Maintain Jackson as the economic center of the region<br>4.2.c: Create vibrant walkable mixed use Subareas<br>4.3.a: Preserve and enhance Stable Subareas<br>4.3.b: Develop Transitional Subareas<br>4.4.b Enhance Jackson gateways<br>4.4.d: Enhance natural features in the built environment                                                                                                          |
| <i>Common Value 3:<br/>Quality of Life</i>       | 5.2.a: Provide a variety of housing options<br>5.3.b: Preserve existing workforce housing stock<br>6.2.b: Support businesses located in the community because of our lifestyle<br>6.2.c: Encourage local entrepreneurial opportunities<br>7.1.a: Increase the capacity for walking, biking, carpooling and riding transit<br>7.1.f: Complete major transportation projects based on Major Capital Group approach<br>7.2.d: Reduce wildlife and natural and scenic resource transportation impacts |



# Character Defining Features

## 4.1: Midtown Highway Corridor



Village Center  
Form

This mixed use, TRANSITIONAL Subarea is dominated by West Broadway Avenue, Highway 22 and the Y intersection.

Development intensity should be oriented towards these roadways and configured in two to three story mixed use buildings with adequate setbacks and screening proportional to these busy highway

corridors and intersections. Along the north side of West Broadway four stories buildings will be allowed when they are built into and used to screen the adjacent hillside. All building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape. Parking areas should be predominantly in the rear or screened from view. The lower levels of buildings should contain a variety of non-residential uses including retail, service and office uses catering to locals, while residential uses should be located predominantly on the upper levels of mixed use buildings or to the rear of a site and away from the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. It will be important to successfully integrate the land uses and patterns in this area with adjacent subareas.

A goal of the subarea will be to implement complete street amenities, balancing the needs of vehicle and alternative transportation users. Pedestrian connectivity across West Broadway Avenue will be needed to ensure access to the neighborhood amenities located in the southern portion of the district. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots. A key challenge in this area will be to identify a solution to accommodate a wildlife crossing along West Broadway Avenue.



## 4.2: Northern Hillside



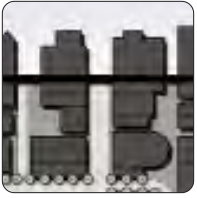
*Village Form*

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





### 4.3: Central Midtown



*Village Center  
Form*

This TRANSITIONAL Subarea in the core of the district will be critical in achieving the overall goal of transforming the area into a walkable mixed use district. Opportunities should be taken to expand the currently limited street network to break up large blocks and increase connectivity for all transportation modes. Key to this transition will be the addition of increased residential intensity in a variety of types and forms to take advantage of the Complete Neighborhood amenities in the area. Mixed use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multifamily structures in a variety of forms will also be desirable. Mixed use and multifamily residential buildings should be a combination of two and three story structures oriented to the street, though a buffer should be placed between buildings and the street with green space and/or hardscaping. Parking areas should be predominantly located behind buildings or screened from view. Live-work housing opportunities will be encouraged, as well as any other opportunities to promote local entrepreneurship. Single family residential units are not envisioned for this area. Particular care and attention will need to be given to ensure a successful transition between this mixed use subarea to the adjacent Midtown Residential (Subarea 4.3). The location of buildings and parking, types of uses and overall intensity of use should be considered to ensure a successful blend of these two subareas.



#### 4.4: Midtown Residential



*Village Form*

This residential, STABLE Subarea should continue as a single family and multifamily residential neighborhood with a mix of ownership and rental units in close proximity to Complete Neighborhood amenities. Pedestrian and bicycle connections should be enhanced, both in terms of internal destinations and those

beyond, particularly to schools in other districts. Portions of this subarea also function as a wildlife movement corridor. In the future, wildlife permeability to and from Flat Creek will be maintained and enhanced. Development should also occur in a manner that is sensitive to hillsides, and smaller building footprints should be encouraged to provide open and/or landscaped areas. Future improvements to Flat Creek and the adjacent pathway and park system will be needed to support the health of this natural feature for wildlife and residents.



#### 4.5: Karns Meadow



*Preservation Form*

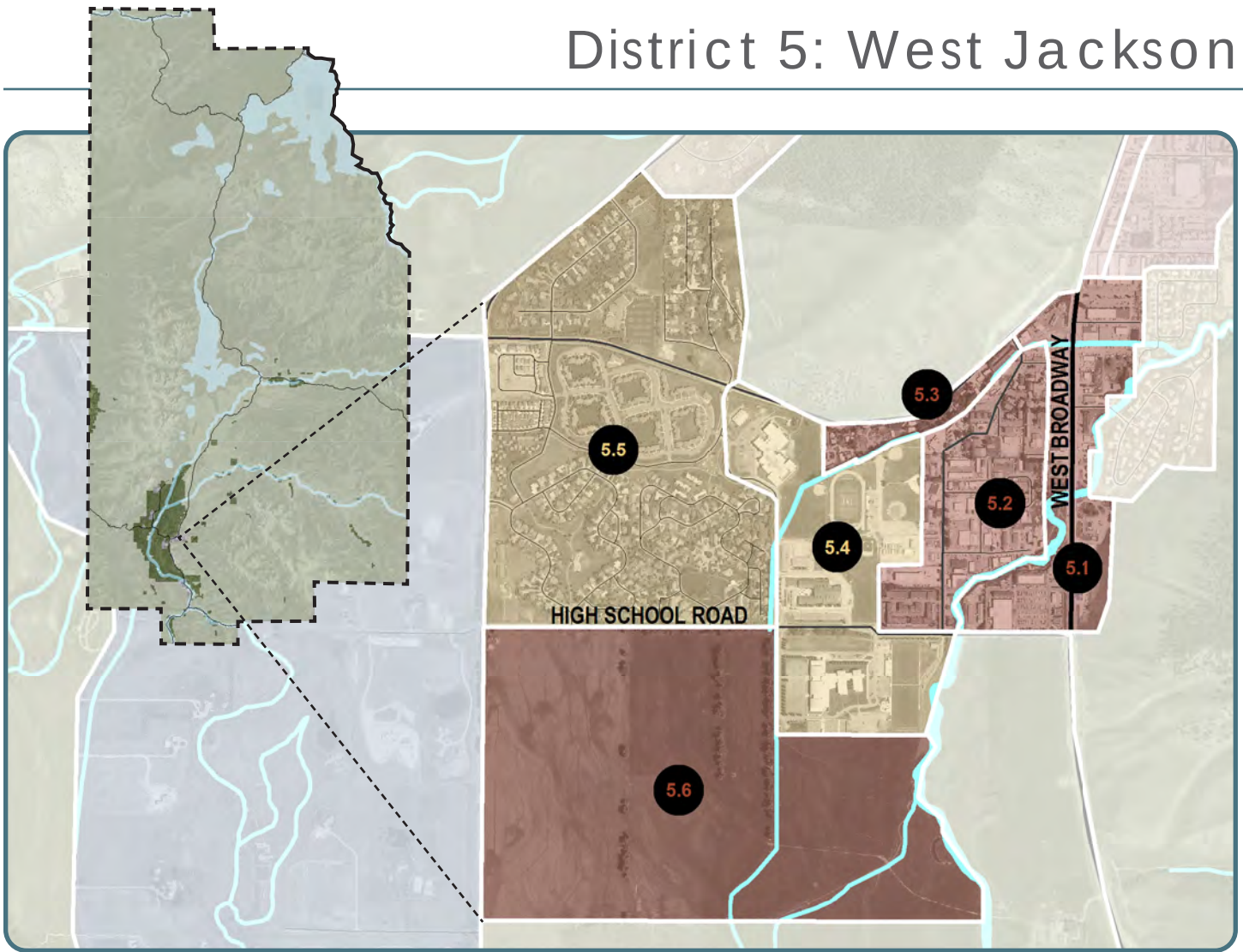
This PRESERVATION Subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. Moving forward wildlife needs will need to be carefully balanced with providing the recreational and other amenities envisioned in the original land owner's conveyance of the property. The

future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the area.





# District 5: West Jackson

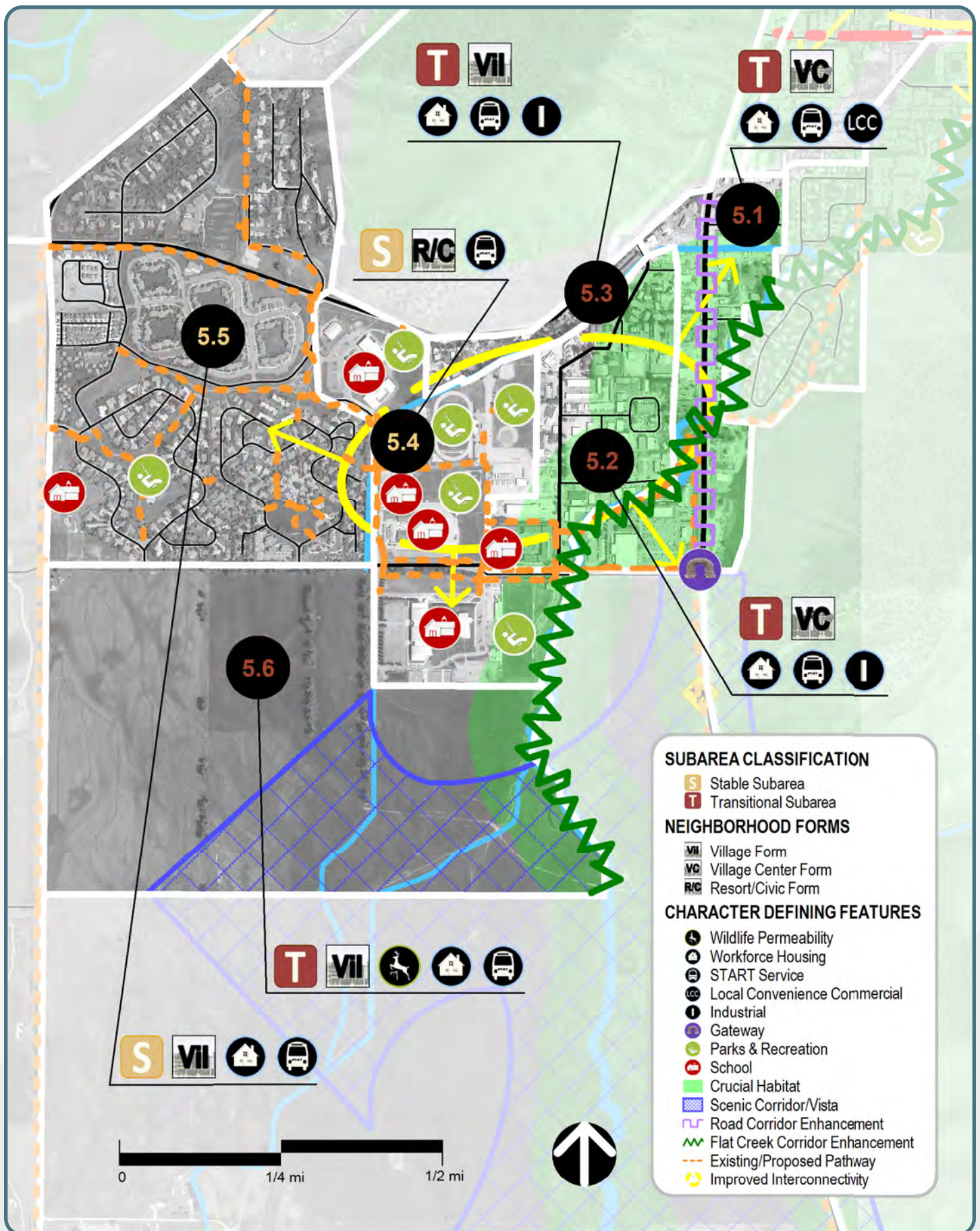


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                                                                                                        |
|-----------------------|---------------------------------------------------|------|--------|----------------------------------------------------------------------------------------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | Variety of residential, non-residential and industrial buildings and land use patterns                                                 |
|                       | Public Utilities                                  |      |        | Water, sewer, storm sewer                                                                                                              |
|                       | Quality Public Space                              |      |        | Rangeview Park, school playgrounds and fields, pathways                                                                                |
|                       | Variety of Housing Types                          |      |        | Single family, duplex, condominiums, townhomes, apartments, multifamily, START, local convenience commercial, schools, parks, pathways |
|                       | Walkable Schools, Commercial + Recreation         |      |        |                                                                                                                                        |
|                       | Connection by Complete Streets                    |      |        | Alternative transportation a priority                                                                                                  |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Flat Creek enhancement                                                                                                                 |
|                       | Natural Scenic Vistas                             |      |        |                                                                                                                                        |
|                       | Agricultural + Undeveloped Open Space             |      |        |                                                                                                                                        |
|                       | Abundance of Landscape over Built Form            |      |        |                                                                                                                                        |
|                       | Limited, Detached, Single family Res. Development |      |        |                                                                                                                                        |
|                       | Minimal Nonresidential Development                |      |        |                                                                                                                                        |

Legend: Generally Present; Partially Present; Generally absent







## 2012 + Future Desired Characteristics

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

The future goal of the district will be to take advantage of the existing variety of land uses and Complete Neighborhood amenities and develop them into a more attractive and well connected district. The continuation of light industrial uses is necessary to support the local economy. The preservation of residential areas that provide workforce housing, will be essential in meeting the Growth Management and workforce housing goals of the community. Enhancement of the southern gateway into Town into a mixed use corridor with improved connectivity and visual appearance will also be important. A key challenge of the district will be to address transportation congestion, safety and connectivity issues. Possible solutions may come in many forms, including consideration of an east/west connector south of High School Road and/or the Tribal Trails connector, complete street improvements to collector roads including High School, Middle School, Gregory Lane and South Park Loop and improved alternative mode connectivity throughout the district.

## Policy Objectives

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*Common Value 1:* N/A

### *Ecosystem Stewardship*

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*Common Value 2:* 4.1.b: Emphasize a variety of housing types, including deed-restricted housing  
*Growth Management* 4.1.d: Maintain Jackson as the economic center of the region  
4.2.c: Create vibrant walkable mixed use Subareas  
4.3.a: Preserve and enhance Stable Subareas  
4.3.b: Develop Transitional Subareas  
4.4.b Enhance Jackson gateways

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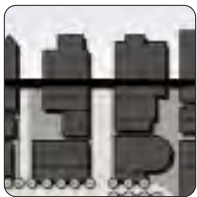
*Common Value 3:*  
*Quality of Life*

5.3.b: Preserve existing workforce housing stock  
6.2.b: Support businesses located in the community because of our lifestyle  
6.2.c: Encourage local entrepreneurial opportunities  
6.2.d Promote light industry  
7.1.a: Increase the capacity for walking, biking, carpooling and riding transit  
7.1.f: Complete major transportation projects based on Major Capital Group approach



# Character Defining Features

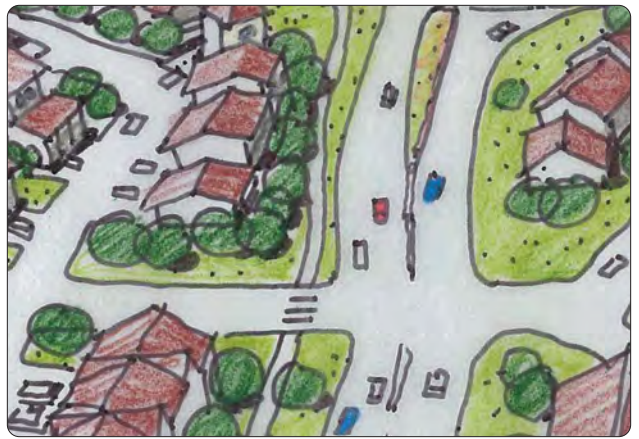
## 5.1: West Jackson Highway Corridor



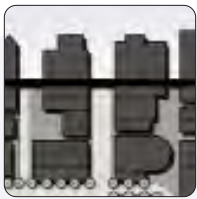
Village Center  
Form

This mixed use, TRANSITIONAL Subarea is dominated by South Highway 89 and acts as the southern gateway to the Town. In the future, the enhancement of the Highway 89 corridor will be achieved by high quality mixed use development with improved internal circulation between lots and adjacent residential areas. Specific attention

should be given to consolidating the multiple access points to the highway in this area. Development intensity should be oriented towards the corridor and configured in two and three story mixed use buildings with an adequate landscape buffer from the busy highway corridor. Parking areas should be predominantly in the rear or screened from view. On lower levels of buildings, a variety of non-residential uses catering to locals will be desirable, with residential uses predominantly located on the upper levels or to the rear of lots and not adjacent to the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots.



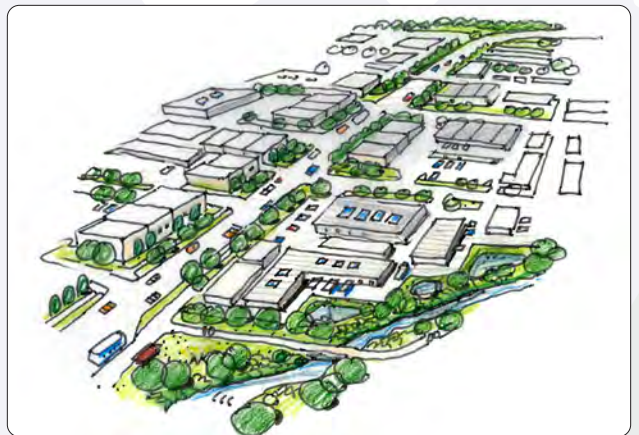
## 5.2: Gregory Lane Area



Village Center  
Form

This TRANSITIONAL Subarea will support the community goal of maintaining and promoting light industry uses to support the local economy while continuing to accommodate a significant amount of residential use. Light industrial development and redevelopment will be promoted, and bulk, scale and use

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



### 5.3: High School Butte



*Village Form*

This TRANSITIONAL Subarea will be comprised of a variety of housing types and forms including single family, duplex, tri-plex, and multifamily occupied primarily by the local workforce. Mixed use will also be desirable to provide additional opportunities for local entrepreneurial and industrial and service uses. The

future development pattern should take advantage of the substantial grade change in this area to allow for two to three story single and mixed use structures screened from view.



### 5.4: School Campus



*Resort/ Civic Form*

This STABLE Subarea will continue to provide the necessary land for future community schools and recreational amenities. The community will continue to support and plan for the possible expansion of the School District Campus. Particular attention needs to be given to addressing the traffic congestion in this area due to

the pulse of single occupancy vehicle and school bus traffic associated with the school and recreational uses. Possible solutions will come in many forms, including a shift in current behavior away from the use of the single occupancy vehicle and complete street improvements to High School, Middle School and South Park Loop Roads, including improved pedestrian and bicycle connectivity throughout the subarea and from surrounding districts into the subarea.



### 5.5: West Jackson Residential



*Village Form*

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

important goal of the subarea will be to maintain a strong sense of ownership and community in the area.





## 5.6: Northern South Park



*Village Form*

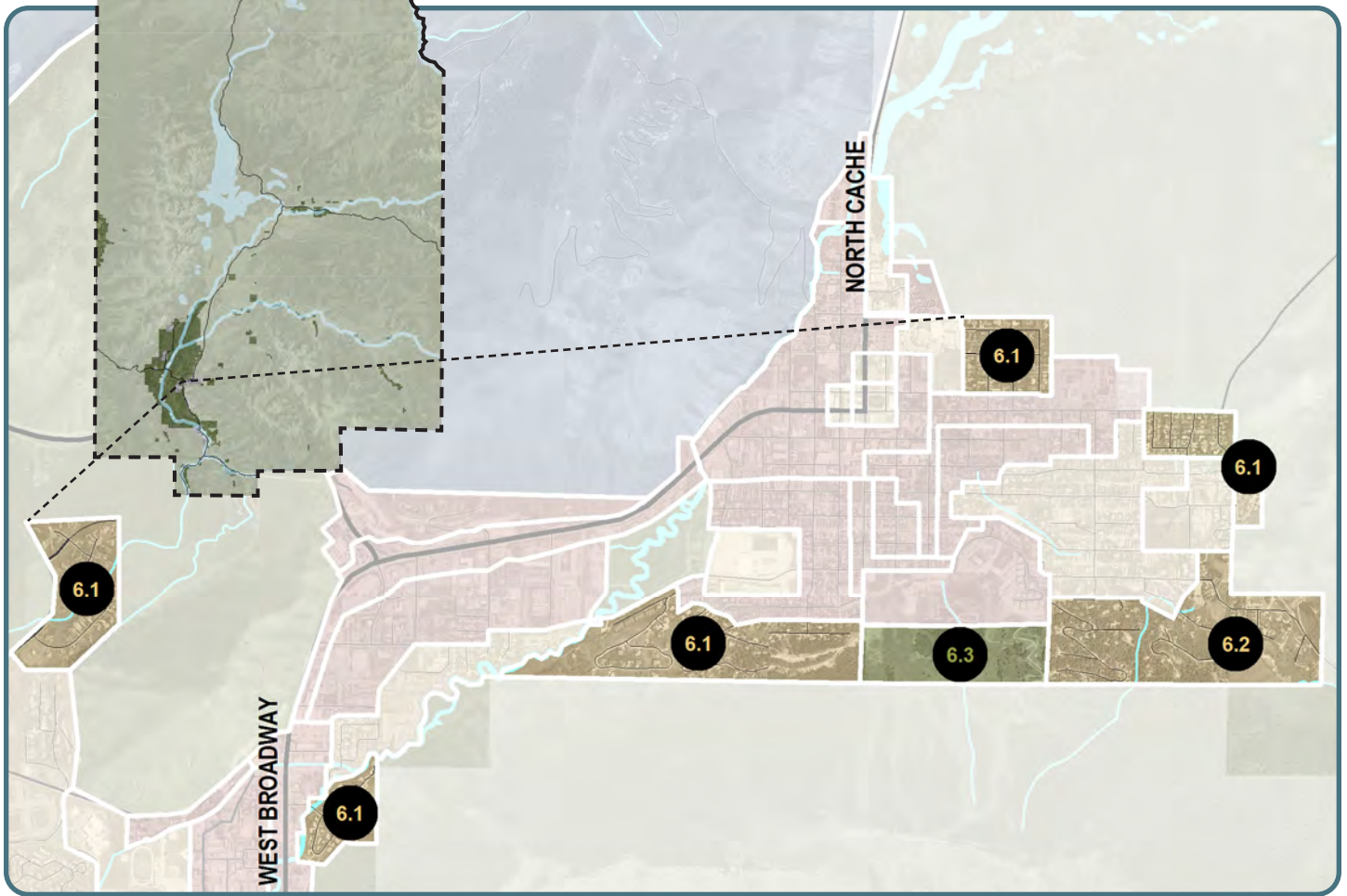
This TRANSITIONAL Subarea is identified as a location for future residential development at a similar density to the adjacent West Jackson Residential (Subarea 5.5) neighborhoods. While the priority of the community is to infill and redevelop other already developed Stable/Transitional Subareas to meet the Growth Management goals of the Plan, this subarea is also a suitable location to meet those goals due to its close proximity to many

Complete Neighborhood amenities. The development of the subarea may be guided by a neighborhood planning effort (referenced in Strategy 3.3.S.5) completed in a timely manner by the County in consultation with the Town and the landowners within the Subarea. Any resulting neighborhood plan will include options to improve transportation, circulation, and connectivity within and around the Subarea. An appropriate Flat Creek buffer will also need to be established to ensure the wildlife, natural and scenic values associated with this community resource are maintained.





# District 6: Town Periphery

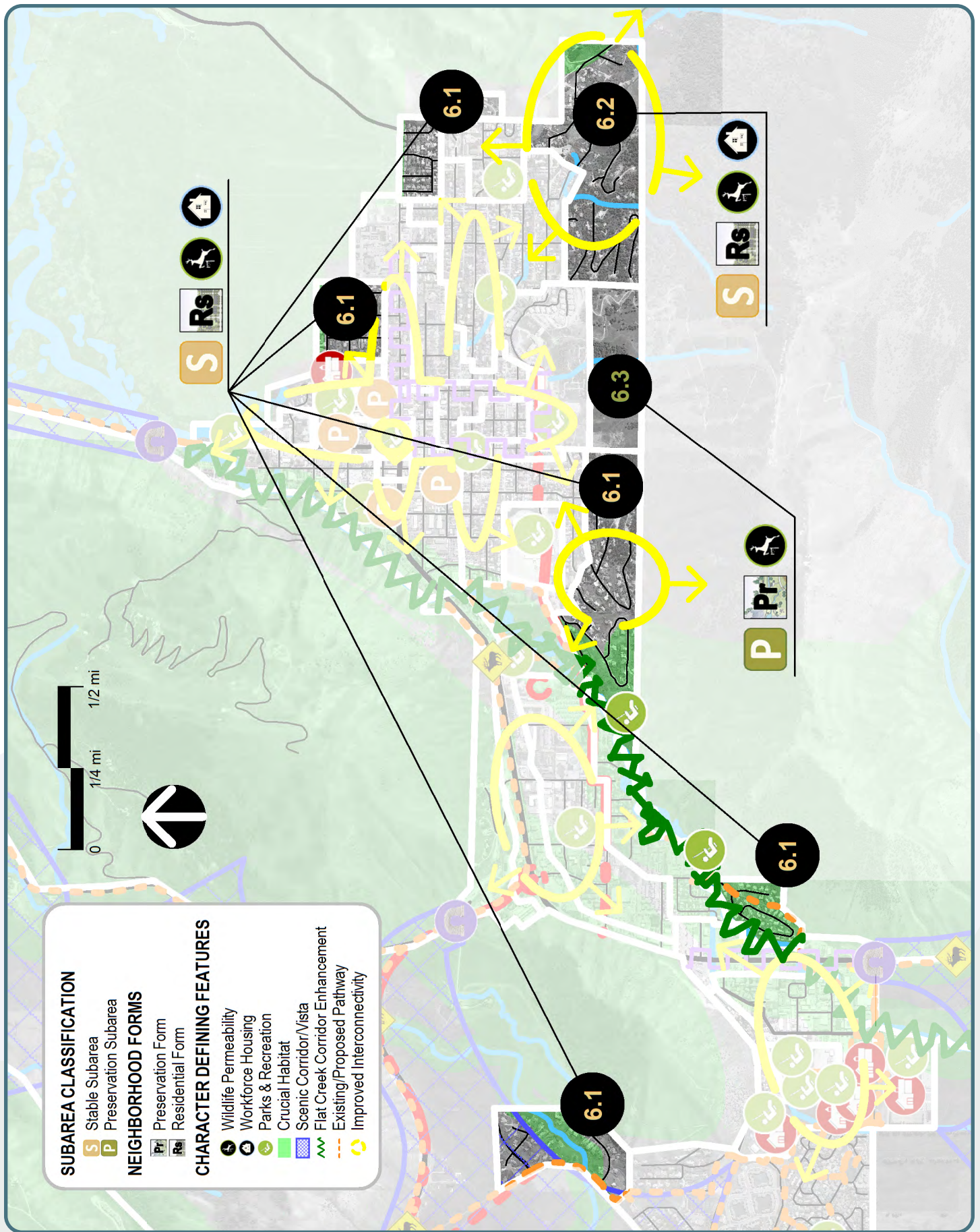


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                                 |
|-----------------------|---------------------------------------------------|------|--------|-----------------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | Single family homes; interface between urban and rural          |
|                       | Public Utilities                                  |      |        | Water, sewer, storm sewer                                       |
|                       | Quality Public Space                              |      |        | Public lands                                                    |
|                       | Variety of Housing Types                          |      |        | Single family detached                                          |
|                       | Walkable Schools, Commercial + Recreation         |      |        | START, schools, parks, pathways over typical ¼ to ½ mile        |
|                       | Connection by Complete Streets                    |      |        | Alternative transportation a priority on collector streets only |
|                       |                                                   |      |        |                                                                 |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Flat Creek and Cache Creek enhancements, wildlife permeability  |
|                       | Natural Scenic Vistas                             |      |        | Forested hillsides                                              |
|                       | Agricultural + Undeveloped Open Space             |      |        | Snow King hillside                                              |
|                       | Abundance of Landscape over Built Form            |      |        | Maintain current character                                      |
|                       | Limited, Detached, Single family Res. Development |      |        |                                                                 |
|                       | Minimal Nonresidential Development                |      |        |                                                                 |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

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

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

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

## Policy Objectives

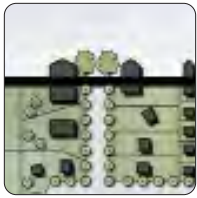
|                                                  |                                                          |
|--------------------------------------------------|----------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife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





# Character Defining Features

## 6.1: Low to Medium Density Neighborhoods



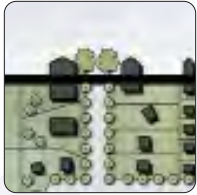
Residential  
Form

This residential, STABLE Subarea is defined by low to medium density platted single family homes with some pockets of multifamily development which should be maintained in the future. Consideration of clustered/multifamily development to preserve large portions of open space and/or wildlife habitat/movement corridors will

also remain an option. In the future, building size should maintain the bulk and scale to avoid the construction of much larger homes than existed in 2012. Development should be sensitive to the steep slopes, avalanche terrain and other natural features found in the subarea. Portions of this subarea also function as a wildlife movement corridor between the National Forest, Karns Meadow and the Southern hillsides of East Gros Ventre Butte. Wildlife permeability should be maintained or improved.



## 6.2: Upper Cache



Residential  
Form

This residential, STABLE Subarea is defined as low density single family with a prevalence of landscape over the built environment. Future subdivision will be in keeping with the traditional development pattern with no increase in density beyond what existed in 2012. On each lot, only a single family home will be allowed. In the

future, building size should maintain the predominance of landscape over the built environment to avoid the construction of much larger homes than existed in 2012. Wildlife permeability should be maintained or improved. Development should also occur in a manner that is sensitive to the steep slopes, avalanche terrain and other natural features found in the subarea. Commercial and recreational equestrian uses will be allowed, while other commercial uses producing large amounts of traffic and high impacts should be reduced. The addition of other Complete Neighborhood amenities is not desirable. Local residential streets will continue to be low volume with limited alternative mode improvements. Consideration of alternative mode improvements will be made on collector streets such as Cache Creek Drive.





### 6.3: Snow King Slope



*Preservation  
Form*

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

Future development should be limited to recreational amenities and supporting structures allowed under the Snow King Master Plan, including but not limited to, multi-purpose pathways, terrain parks, up-hill transportation, ski terrain and amenities.

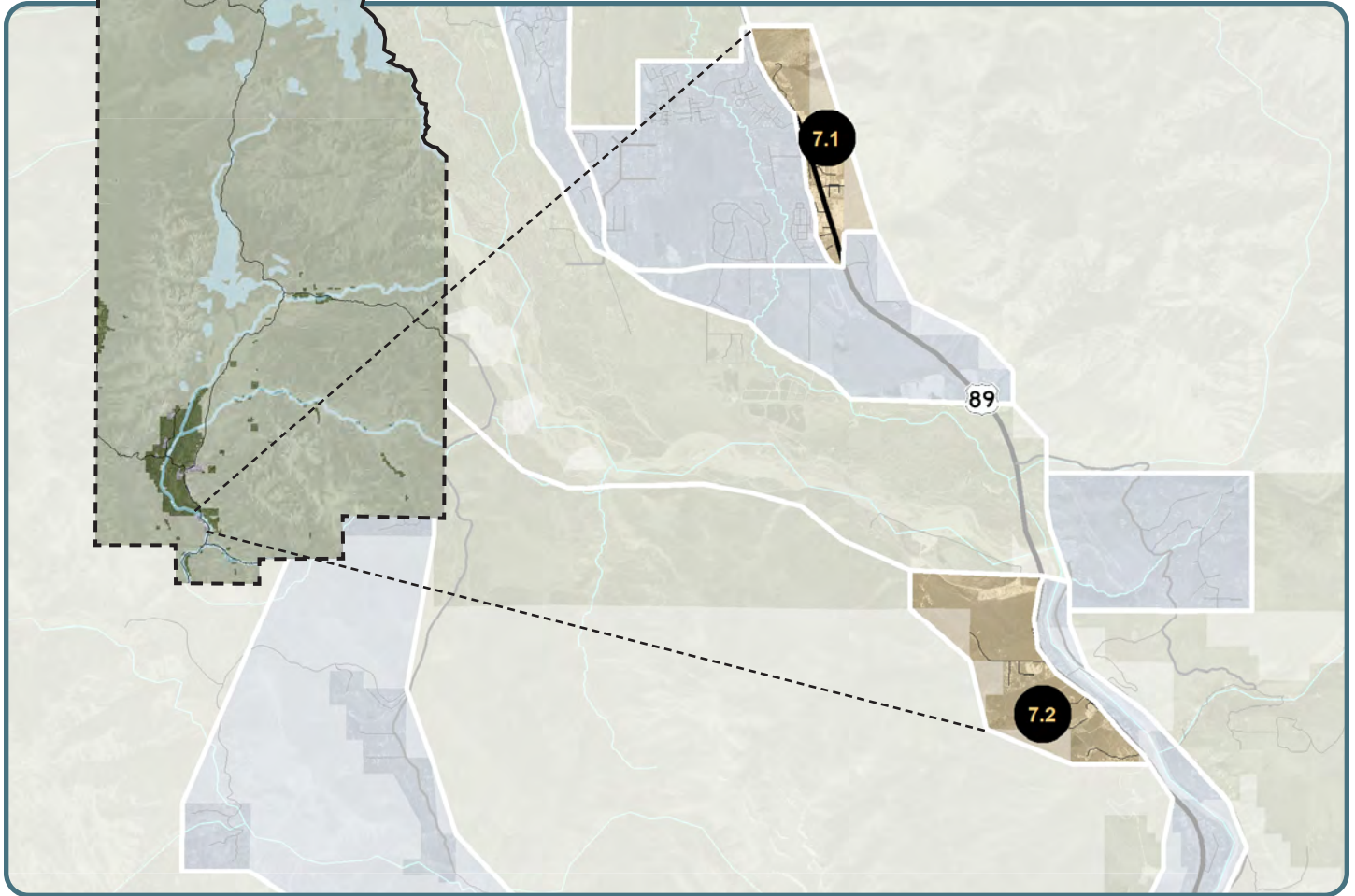


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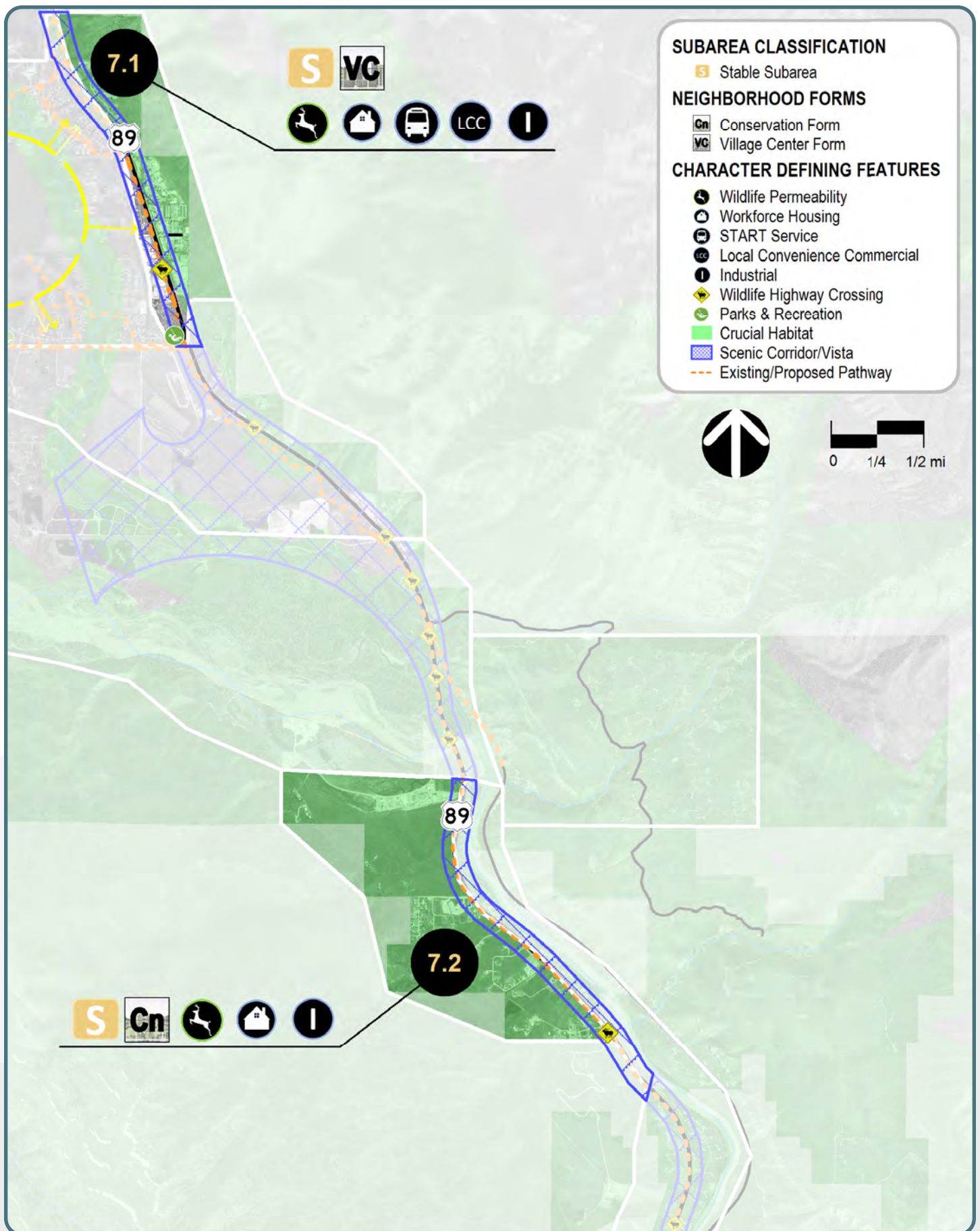
# District 7: South Highway 89



## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                   |
|-----------------------|---------------------------------------------------|------|--------|---------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | Improve highway gateway treatment                 |
|                       | Public Utilities                                  |      |        | Sewer in some areas                               |
|                       | Quality Public Space                              |      |        | Improve livability of industrial areas            |
|                       | Variety of Housing Types                          |      |        | Encourage ARUs with industrial                    |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Improve walkability in north                      |
|                       | Connection by Complete Streets                    |      |        | Improve safety for all modes in industrial areas  |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Enhance wildlife permeability and protect habitat |
|                       | Natural Scenic Vistas                             |      |        | Enhance foreground and corridor as gateway        |
|                       | Agricultural + Undeveloped Open Space             |      |        | Maintain open space through clustered development |
|                       | Abundance of Landscape over Built Form            |      |        | Maintain landscape abundance in south             |
|                       | Limited, Detached, Single Family Res. Development |      |        | Predominately single family in south              |
|                       | Minimal Nonresidential Development                |      |        | Accessory nonresidential in south                 |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

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

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

## Policy Objectives

---

### *Common Value 1: Ecosystem Stewardship*

- 1.1.b: Protect wildlife from the impacts of development
- 1.1.c: Design for wildlife permeability
- 1.3.b: Maintain expansive hillside and foreground vistas

---

### *Common Value 2: Growth Management*

- 3.2.b: Locate nonresidential development in Complete Neighborhoods

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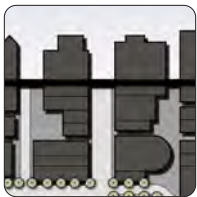
### *Common Value 3: Quality of Life*

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



# Character Defining Features

## 7.1: South Park Business Park



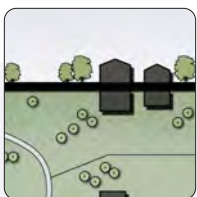
*Village Center  
Form*

This STABLE Subarea is defined by light industry and protection of light industrial opportunities is the priority. Light industrial development and redevelopment will be promoted. Bulk, scale, and use allowances will first and foremost accommodate light industry and heavy retail. A secondary goal is to enhance the appearance of the highway

corridor as a gateway. Development should be located, designed and landscaped to provide as scenic a corridor as possible, given the industrial priority. The limited local convenience commercial that exists should be maintained with enhanced connection to Southern South Park (Subarea 10.1). Residential units should continue to be accessory to industrial uses or incorporated as live/work units. While these units may not be appropriate for all households because of the industrial priority of the subarea, they do provide workforce housing opportunities. Livability of these units should be maximized to the extent possible given the industrial priority through design and provision for pedestrian connections to public land, local convenience commercial, and bike paths. As wildlife also depend on the hillside and move across the highway in this subarea, attention should be given to wildlife permeability through development and across the highway.



## 7.2: Hog Island Home Business



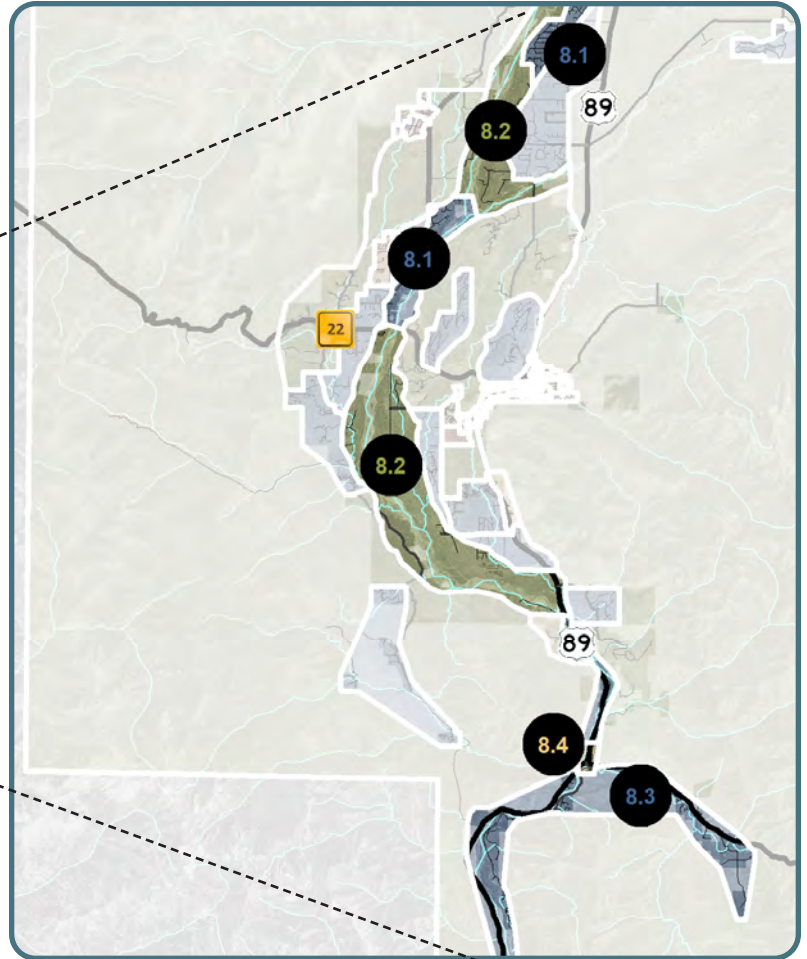
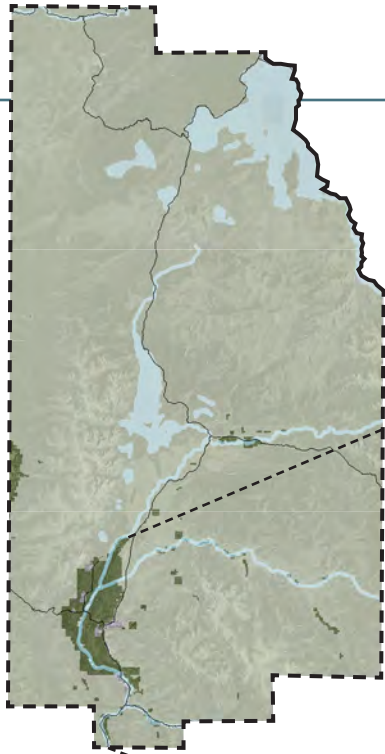
*Conservation  
Form*

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as

an accessory use. This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1), although the gravel and concrete and heavy government uses will continue to be appropriate. Nor should it transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.



# District 8: River Bottom

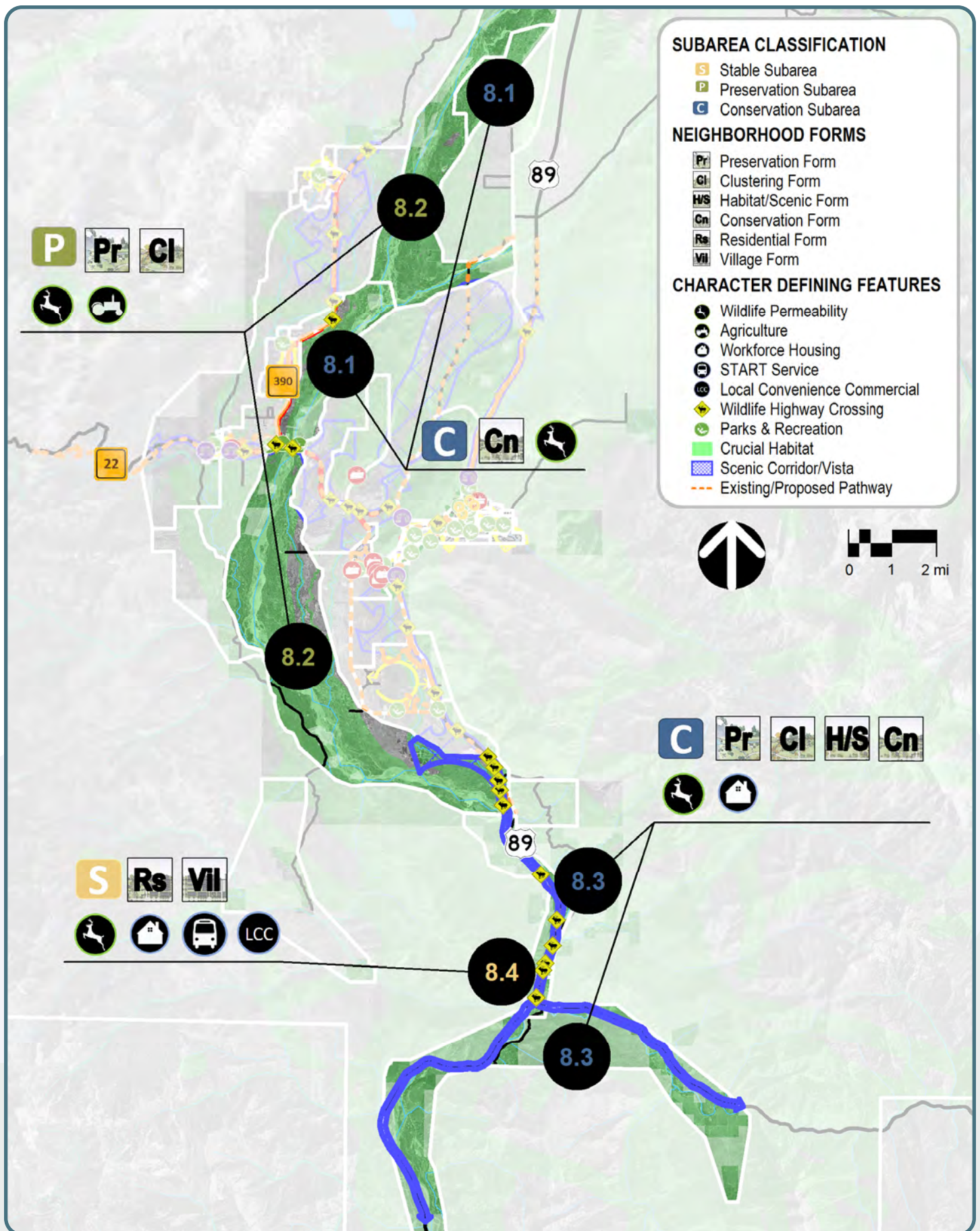


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                        |
|-----------------------|---------------------------------------------------|------|--------|--------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | Implement wildlife friendly design best practices      |
|                       | Public Utilities                                  |      |        | Water and sewer in some areas                          |
|                       | Quality Public Space                              |      |        | Responsible public use of Snake River levees           |
|                       | Variety of Housing Types                          |      |        |                                                        |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Pedestrian connectivity in Hoback                      |
|                       | Connection by Complete Streets                    |      |        |                                                        |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Maintain and enhance crucial habitat/connectivity      |
|                       | Natural Scenic Vistas                             |      |        | Enhance scenic treatment where highway parallels river |
|                       | Agricultural + Undeveloped Open Space             |      |        | Conserve existing open space                           |
|                       | Abundance of Landscape over Built Form            |      |        | Increase clustering                                    |
|                       | Limited, Detached, Single Family Res. Development |      |        | Detached single family                                 |
|                       | Minimal Nonresidential Development                |      |        | Concentrate nonresidential development in Hoback       |

Legend: Generally Present; Partially Present; Generally absent







# 2012 + Future Desired Characteristics

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

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

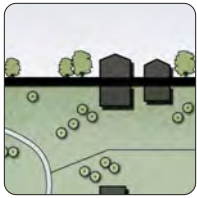
Responsible public use of the rivers and eco-tourism that maintains or enhances wildlife viability are desired. The levee system along the Snake River provides an opportunity for residents and tourists to appreciate the ecosystem and engage in stewardship. Public and commercial access to the levee and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

## Policy Objectives

|                                                  |                                                                           |
|--------------------------------------------------|---------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.b: Protect wildlife from the impacts of development                   |
|                                                  | 1.1.c: Design for wildlife permeability                                   |
|                                                  | 1.1.h: Promote the responsible use of public lands                        |
|                                                  | 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development  |
|                                                  | 1.3.b: Maintain expansive hillside and foreground vistas                  |
|                                                  | 1.4.a: Encourage non-development conservation of wildlife habitat         |
|                                                  | 1.4.c: Encourage rural development to include quality open space          |
|                                                  |                                                                           |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.1.b: Direct development toward suitable Complete Neighborhoods subareas |
|                                                  | 3.1.c: Maintain rural character outside of Complete Neighborhoods         |
| <i>Common Value 3:<br/>Quality of Life</i>       | 6.1.b: Promote eco-tourism                                                |

# Character Defining Features

## 8.1: Existing River Bottom Subdivisions



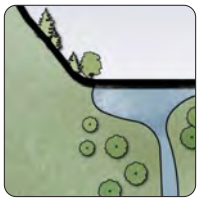
Conservation  
Form

This CONSERVATION Subarea is characterized by single family homes on multiple acres adjacent to the Snake River. While this subarea is largely developed, it is increasingly inhabited by wildlife because of the effective wildlife friendly design standards that have been implemented in many subdivisions such as tight building

envelopes, prohibitions on boundary fencing and strict dog controls. Implementation of such wildlife friendly design best practices will be encouraged throughout existing subdivisions where they may not currently exist. Undeveloped lands should also be designed based on wildlife friendly principles, if non-development conservation cannot be accomplished. Additional public access to the Snake River should be designed and managed to protect wildlife viability.



## 8.2: Large River Bottom Parcels



Preservation  
Form



Clustering  
Form

This PRESERVATION Subarea is characterized by large lot development and undeveloped crucial habitat that will ideally remain in an undeveloped natural state. Non-development conservation

is the preferred land use in this subarea, but private property rights will be respected. Agriculture will continue to be encouraged and accessory uses that facilitate the viability of agriculture may be appropriate. Efforts and incentives should focus on directing development potential out of the subarea into Complete Neighborhoods. Development that does occur should be clustered in a manner that improves the function of the overall network of wildlife habitat throughout the community. The scale of development should be rural in character, consistent with the historic agricultural compounds of the community. Habitat should continue to be protected and restored, and public access and commercial efforts along the Snake and Gros Ventre Rivers should be managed to respect wildlife use of the area.



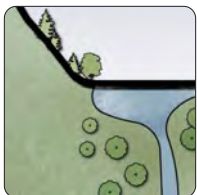
### 8.3: Canyon Corridor



Habitat/ Scenic  
Form



Conservation  
Form



Preservation  
Form



Clustering  
Form

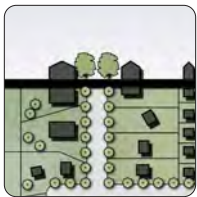
This CONSERVATION Subarea is characterized by river canyons, with highway development parallel to the rivers that is more intense than the development elsewhere in the district. The goal for the future is to reduce impacts on wildlife and scenic resources while respecting property rights. Development and redevelopment should incorporate aesthetic features to improve the scenic quality of the highway corridor. Redevelopment should eliminate or reduce non-residential use and implement wildlife friendly and scenic corridor design best practices, if incentives to reduce density

are not successful. New development should be located away from the river and screened from the highway, if non-development conservation cannot be accomplished. Measures to avoid or mitigate wildlife vehicle collisions should become a defining characteristic of the subarea, and development should be designed to facilitate the effectiveness of these measures. Public and commercial access to the Snake and Hoback Rivers should be preserved and managed with a focus on stewardship of the ecosystem.





## 8.4: Hoback Junction



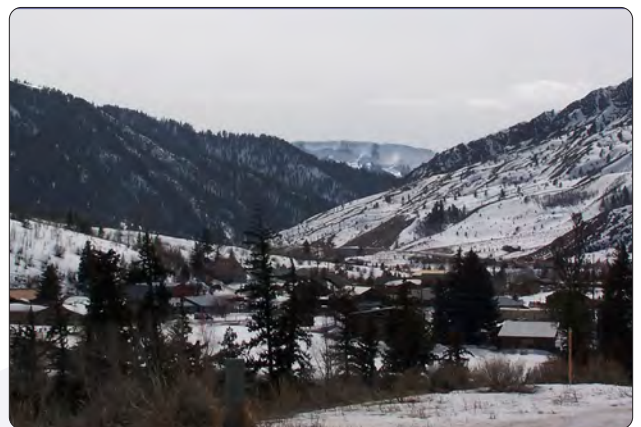
*Residential  
Form*



*Village Form*

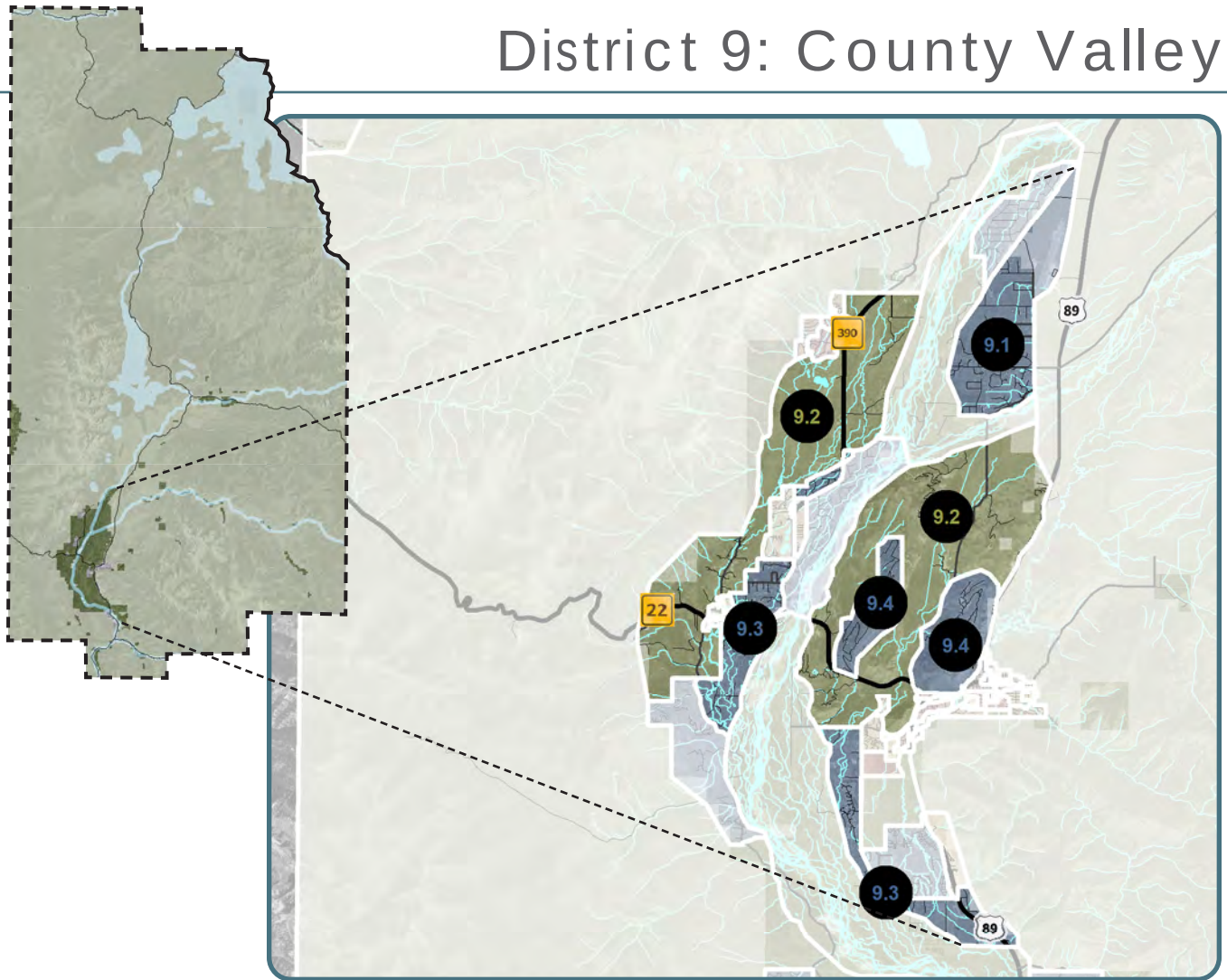
This STABLE Subarea is a small highway commercial neighborhood within the Canyon Corridor (Subarea 8.3). Hoback Junction should continue to provide convenience commercial to the residents

of the district and other areas in the southern portion of the community, as well as those traveling through the district. The subarea will also continue to support outdoor recreation businesses, especially those reliant upon the river. Within walking distance of the commercial area the residential character should continue to emphasize single family housing, including workforce housing, on town-sized lots. Future amenities for this subarea might include increased pedestrian connection from residential areas to the commercial area and a park 'n' ride facility to increase transit viability.





# District 9: County Valley

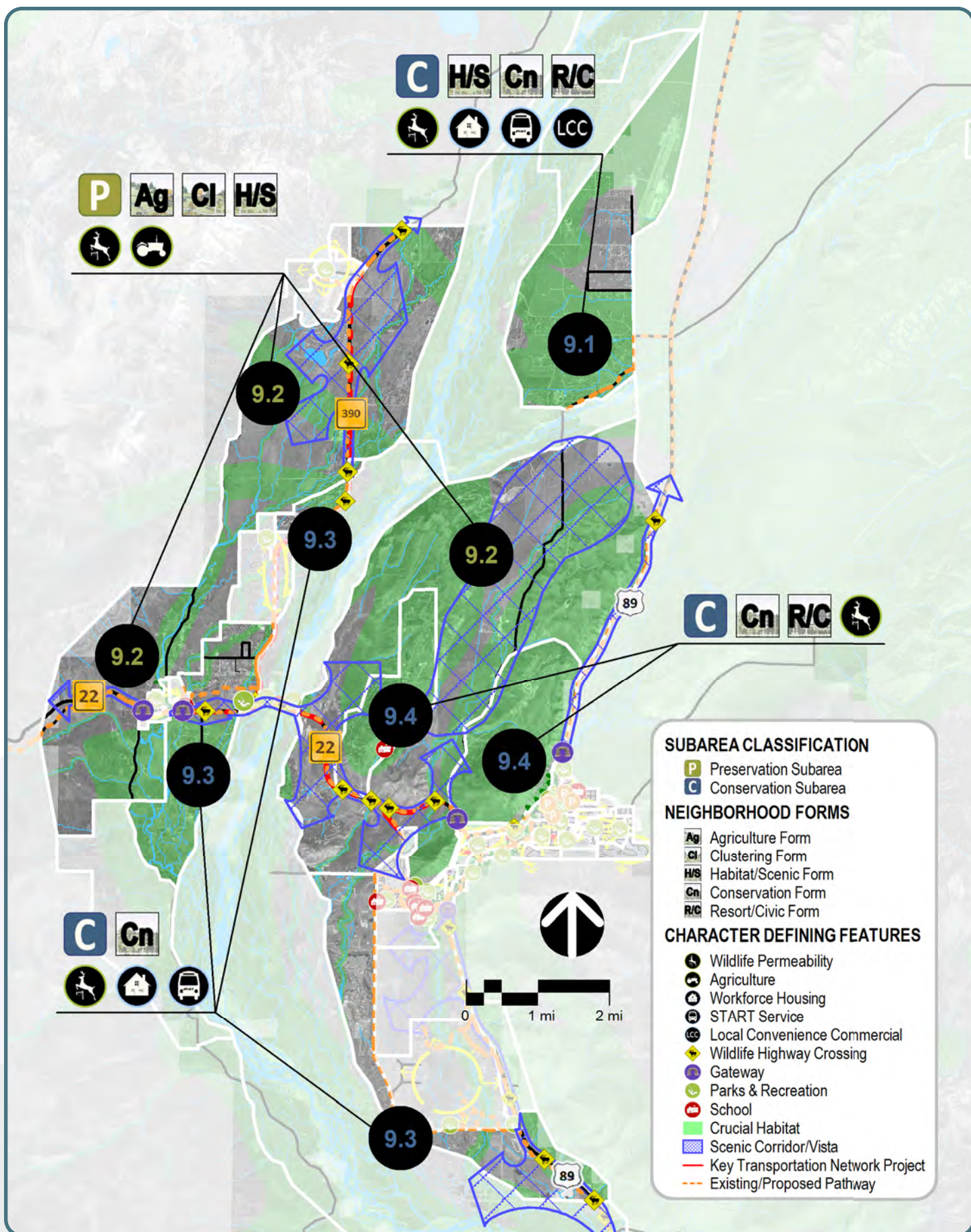


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                      |
|-----------------------|---------------------------------------------------|------|--------|------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        |                                                      |
|                       | Public Utilities                                  |      |        | Water/sewer in some areas                            |
|                       | Quality Public Space                              |      |        |                                                      |
|                       | Variety of Housing Types                          |      |        |                                                      |
|                       | Walkable Schools, Commercial + Recreation         |      |        |                                                      |
|                       | Connection by Complete Streets                    |      |        | Design transportation network projects for all modes |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Protect existing habitat and connectivity            |
|                       | Natural Scenic Vistas                             |      |        | Preserve iconic scenic vistas                        |
|                       | Agricultural + Undeveloped Open Space             |      |        | Conserve agricultural open space                     |
|                       | Abundance of Landscape over Built Form            |      |        | Cluster built form and preserve open space           |
|                       | Limited, Detached, Single Family Res. Development |      |        | Detached single family                               |
|                       | Minimal Nonresidential Development                |      |        | Additional commercial development inappropriate      |

Legend: Generally Present; Partially Present; Generally absent





# 2012 + Future Desired Characteristics

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

Scenic vistas should continue to be the primary characteristic of the district. The continuation of agriculture and other means of avoiding development should be encouraged. Development potential that is realized would ideally be directed into a Complete Neighborhood. Development that does occur should be clustered adjacent to existing development and designed to protect scenic vistas and agricultural viability. Additional non-residential development is inappropriate; however, provision of convenience commercial within resort development may provide an amenity for surrounding residents. Both residential and non-residential redevelopment should encourage additional clustering and otherwise reduce scenic and wildlife impacts while preserving workforce housing opportunities.

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

## Policy Objectives

|                                                  |                                                                                     |
|--------------------------------------------------|-------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                             |
|                                                  | 1.3.a: Maintain natural skylines                                                    |
|                                                  | 1.3.b: Maintain expansive hillside and foreground vistas                            |
|                                                  | 1.3.c: Maintain natural landforms                                                   |
|                                                  | 1.4.b: Conserve agricultural lands and agriculture                                  |
| <i>Common Value 2:<br/>Growth Management</i>     | 1.4.c: Encourage rural development to include quality open space                    |
|                                                  | 3.1.b: Direct development toward suitable Complete Neighborhood subareas            |
|                                                  | 3.1.c: Maintain rural character outside of Complete Neighborhoods                   |
| <i>Common Value 3:<br/>Quality of Life</i>       | 5.3.b: Preserve existing workforce housing stock                                    |
|                                                  | 7.1.f: Complete major transportation projects based on Major Capital Group approach |
|                                                  | 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts       |

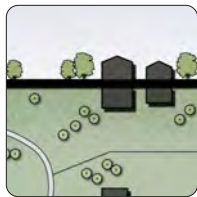


# Character Defining Features

## 9.1: Jackson Hole Golf & Tennis



Habitat/ Scenic Form



Conservation Form



Resort/ Civic Form

This CONSERVATION Subarea in the elbow between the Snake and Gros Ventre Rivers is characterized by medium to low density resort development and housing historically occupied by

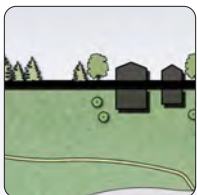
the workforce. The existing development is visually buffered from North Highway 89 by Grand Teton National Park, but is very important for wildlife movement between the two rivers. The future character of this subarea should be more natural than

it is today while respecting property rights. Redevelopment projects should be encouraged to restore natural landforms and vegetation and should be designed to increase wildlife

permeability if incentives to reduce density are not successful. New development should implement wildlife friendly design best practices if non-development conservation cannot be accomplished. The workforce housing character of the areas of older development should be preserved to the extent possible. The Jackson Hole Golf and Tennis Planned Resort should not expand in footprint or entitlements, but provision of locally oriented services within the existing allowed floor area would benefit the residents of the area and is encouraged. An additional amenity to the subarea could be START service as part of a route from Town to the airport.



## 9.2: Agricultural Foreground



Agriculture Form



Clustering Form

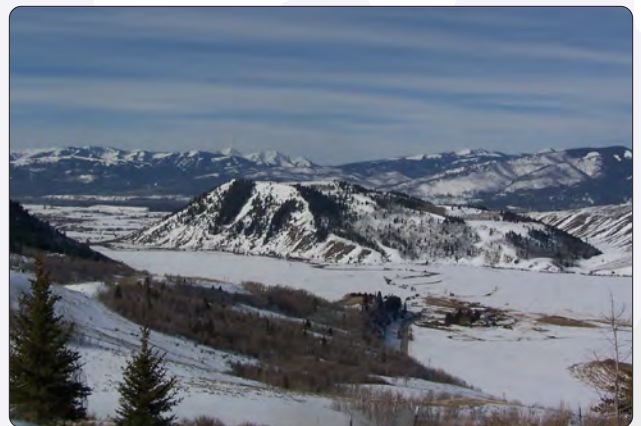


Habitat/ Scenic Form

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

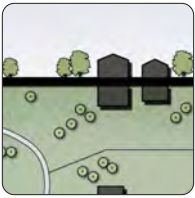
property rights, are the priority. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Where possible, development potential should be directed into the Complete Neighborhoods that border this subarea. Development that does occur should be clustered near existing development and be designed to protect

scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds of the community. Identified road projects through this subarea should increase connectivity for all modes travel, incorporate wildlife crossings or other wildlife-vehicle collision mitigation where appropriate, and include scenic enhancements such as burying the power lines along Highway 22.





### 9.3: Existing County Valley Subdivisions



Conservation  
Form

This CONSERVATION Subarea borders the River Bottom (District 8) and agricultural open space. It is currently characterized by older, low density, single family, workforce housing, but it is important for wildlife movement. The goal for this subarea is to improve wildlife permeability and maintain the workforce housing character to the extent possible, while respecting private property rights. Improved screening of

development using natural vegetation and landforms that draw attention away from the development and toward the adjacent scenic foregrounds should also be encouraged. Redevelopment should be sited and designed to improve wildlife permeability and enhance wildlife habitat connections regardless of whether incentives to preserve workforce housing or reduce density are successful. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.



#### 9.4: Gros Ventre Buttes



Conservation  
Form



Resort/ Civic  
Form

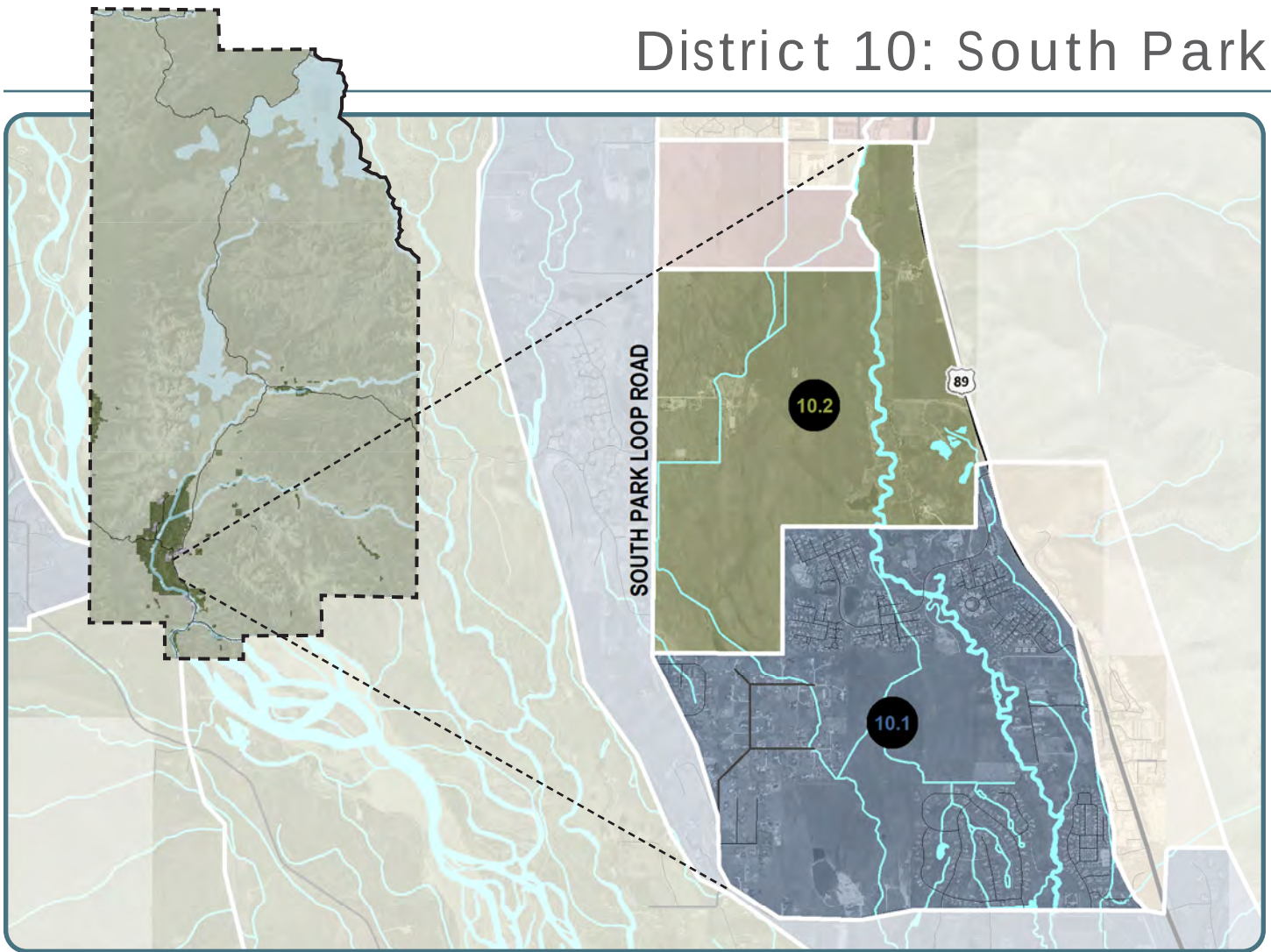
This CONSERVATION Subarea is characterized by scenic skylines and residential and resort-type development, as well as slope habitat for wildlife. Natural skylines should remain the defining characteristic of the subarea, while respecting private property rights. Development and redevelopment should be located and

designed to preserve natural skylines, if non-development conservation and incentives to restore natural skylines are not successful. Wildlife habitat and habitat connections should also be protected and enhanced through the location and design of development. In addition, existing highway commercial should be redeveloped into a residential character more consistent with the rest of the subarea to the extent possible.





# District 10: South Park

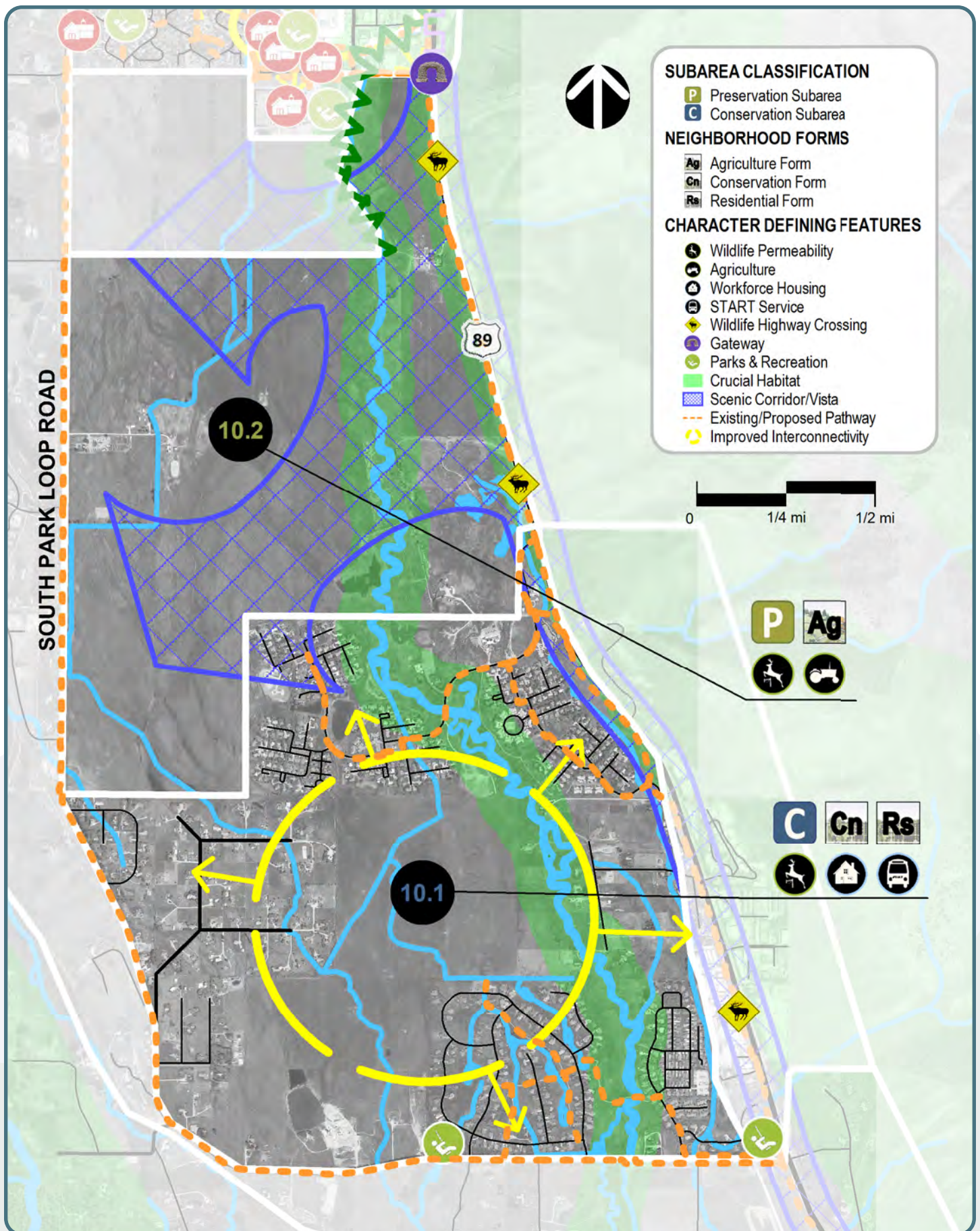


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                         |
|-----------------------|---------------------------------------------------|------|--------|---------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        |                                                         |
|                       | Public Utilities                                  |      |        | Sewer and some water                                    |
|                       | Quality Public Space                              |      |        | Neighborhood parks, pathways                            |
|                       | Variety of Housing Types                          |      |        |                                                         |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Potentially add a school and increase interconnectivity |
|                       | Connection by Complete Streets                    |      |        |                                                         |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Protect Flat Creek and open space                       |
|                       | Natural Scenic Vistas                             |      |        | Preserve agricultural foreground gateway                |
|                       | Agricultural + Undeveloped Open Space             |      |        | Conserve agricultural open space                        |
|                       | Abundance of Landscape over Built Form            |      |        | Improve clustering                                      |
|                       | Limited, Detached, Single Family Res. Development |      |        | Predominately detached single family                    |
|                       | Minimal Nonresidential Development                |      |        | Maintain existing                                       |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

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

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

## Policy Objectives

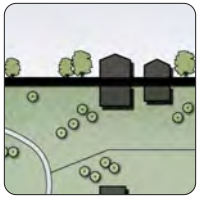
|                                                  |                                                                               |
|--------------------------------------------------|-------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                       |
|                                                  | 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development      |
|                                                  | 1.3.b: Maintain expansive hillside and foreground vistas                      |
|                                                  | 1.4.b: Conserve agricultural lands and agriculture                            |
|                                                  | 1.4.c: Encourage rural development to include quality open space              |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.1.b: Direct development toward suitable Complete Neighborhoods subareas     |
|                                                  | 3.1.c: Maintain rural character outside of Complete Neighborhoods             |
| <i>Common Value 3:<br/>Quality of Life</i>       | 5.3.b: Preserve existing workforce housing stock                              |
|                                                  | 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts |
|                                                  | 7.3.d: Develop a land use pattern based on transportation connectivity        |



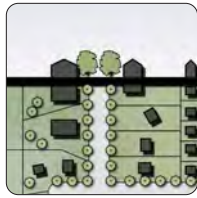


# Character Defining Features

## 10.1: Southern South Park



Conservation  
Form



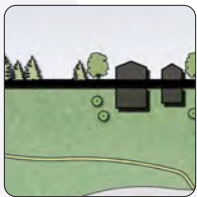
Residential  
Form

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

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



## 10.2: Central South Park



Agriculture  
Form

This PRESERVATION Subarea is defined by agricultural open space. The most important of these open spaces is the area between Flat Creek and the highway. This area not only provides the scenic gateway into Town, but also preserves an open area for a wildlife crossing of the highway that would allow for movement of wildlife throughout the

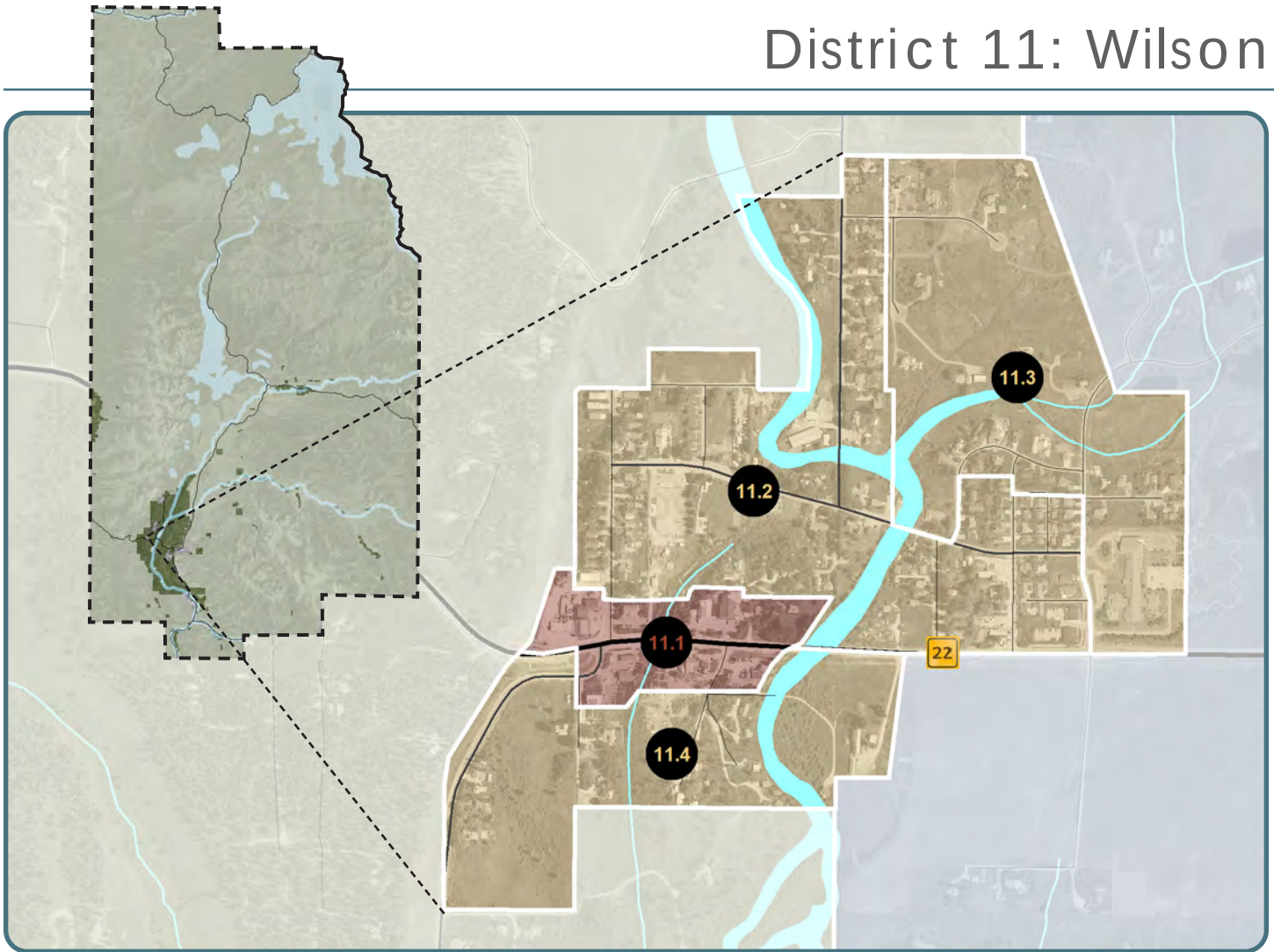
district to crucial habitat nearby. Continued agricultural use of the subarea will maintain the open space that defines the district and is the ideal use of the subarea. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate

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





# District 11: Wilson

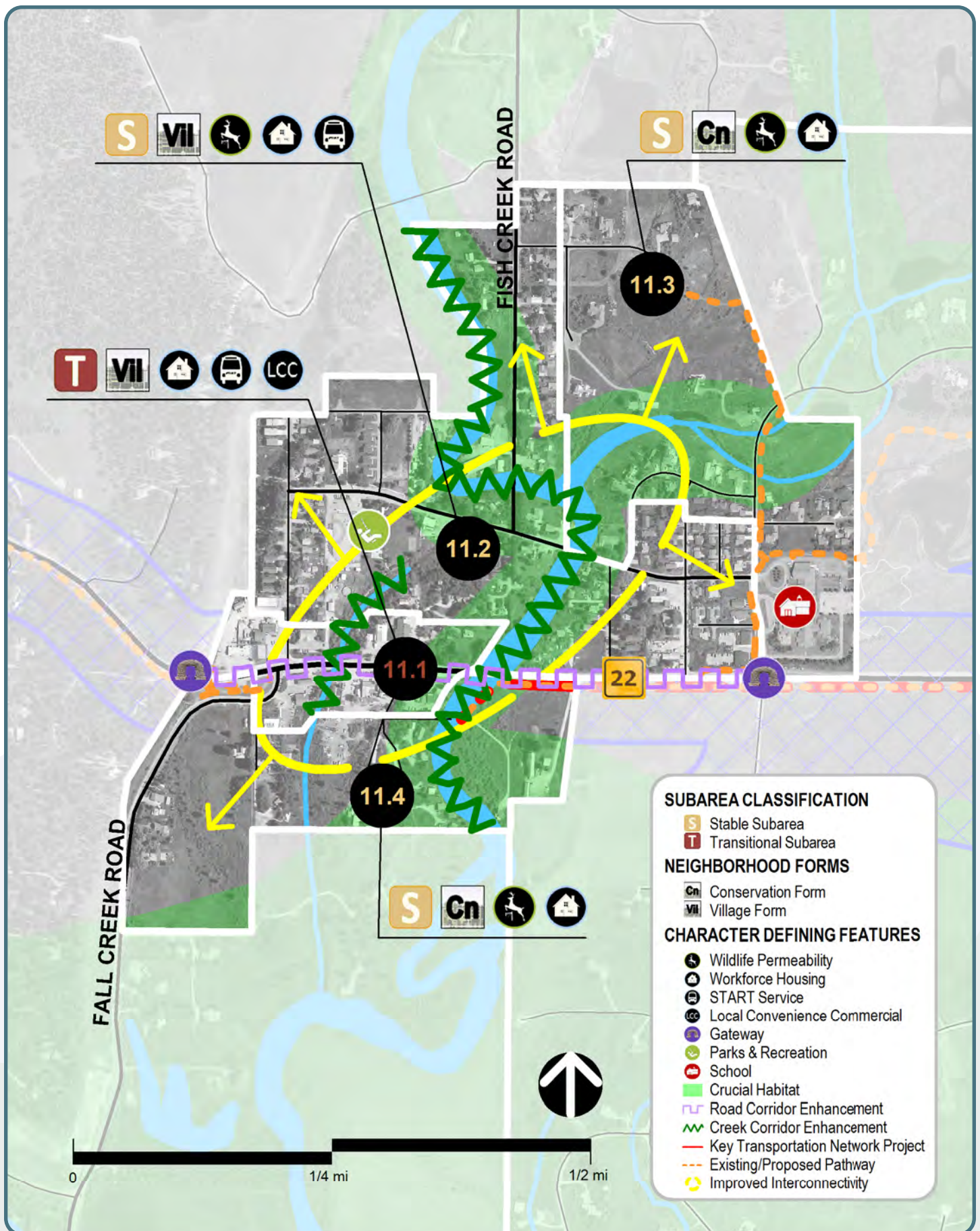


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                            |
|-----------------------|---------------------------------------------------|------|--------|--------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | Defined character for subareas             |
|                       | Public Utilities                                  |      |        | Sewer                                      |
|                       | Quality Public Space                              |      |        | Enhance parks, pathways, Fish Creek        |
|                       | Variety of Housing Types                          |      |        | Single family with some ARU/duplex         |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Maintain local oriented core and amenities |
|                       | Connection by Complete Streets                    |      |        | Improve pedestrian connectivity            |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Maintain/enhance permeability              |
|                       | Natural Scenic Vistas                             |      |        |                                            |
|                       | Agricultural + Undeveloped Open Space             |      |        |                                            |
|                       | Abundance of Landscape over Built Form            |      |        | Maintain existing ratio                    |
|                       | Limited, Detached, Single Family Res. Development |      |        |                                            |
|                       | Minimal Nonresidential Development                |      |        |                                            |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

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

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

## Policy Objectives

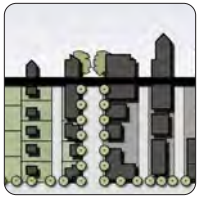
|                                                  |                                                                                 |
|--------------------------------------------------|---------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                         |
|                                                  | 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development        |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.2.b: Locate nonresidential development in Complete Neighborhoods              |
|                                                  | 3.2.d: Emphasize a variety of housing types                                     |
|                                                  | 3.2.f: Enhance natural features in the built environment                        |
| <i>Common Value 3:<br/>Quality of Life</i>       | 5.3.b: Preserve existing workforce housing stock                                |
|                                                  | 6.2.c: Encourage local entrepreneurial opportunities                            |
|                                                  | 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit |





# Character Defining Features

## 11.1: Wilson Commercial Core



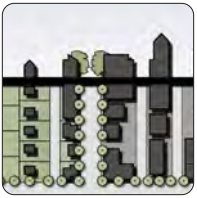
*Village Form*

This TRANSITIONAL Subarea is defined by its future character as a vibrant, mixed use, active, pedestrian core. It will retain its commercial character, providing locally-oriented commercial uses that serve the residents and visitors of Wilson without attracting additional vehicle trips. Small unit attached and detached housing, including workforce housing, should be added to enhance the residential character of the subarea.

However, buildings should continue to be no more than two stories. Development should be set back from, but also oriented toward, Fish Creek and Edmiston Spring Creek to preserve their ecological value while drawing attention to them as natural amenities. The design of the Highway 22 corridor is key to addressing all users of the commercial core. Calming highway traffic and improving highway crossings will enhance the pedestrian character of the subarea, inviting residents of the district to travel by foot or bike into the commercial core. Pedestrian and bicycle infrastructure should be separated from the highway, and a median should be added to the highway cross section. At the eastern and western entrances to the subarea, buildings should be pulled to the highway to create a gateway into the core. Within the core, buildings may be pushed back further from the street to allow an on street parking character without requiring parking on the highway. However, the majority of the parking should be located behind buildings or screened from view.



### 11.2: Wilson Townsite



*Village Form*

This STABLE Subarea is defined by its history as the original Wilson townsite. The 50 foot by 150 foot lot pattern should be preserved and creation of smaller or larger lots should be discouraged. Each lot should contain a single family home with a possible accessory residential unit. Building size should be consistent with the 2012 character of the

subarea. Protection of this character will allow this subarea to continue to provide workforce housing opportunities. Wildlife permeability should be maintained through the location and design of development and redevelopment. Streets should continue to be rural in character with natural drainage swales and no sidewalks, while being enhanced with off street pathways connecting the residential subareas of Wilson to the commercial core.



### 11.3: Wilson Meadows



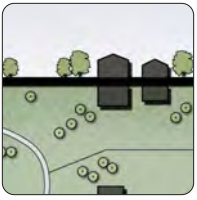
*Conservation Form*

This STABLE Subarea is defined by larger platted lots than the Wilson Townsite and serves to blend the townsite density into the more rural surroundings. The one to two-acre lots in this subarea should continue to be developed with detached single family homes. Development should be located and designed for wildlife permeability.

Development should be set back from Fish Creek and the adjacent riparian area to preserve their habitat function. Pedestrian and bike connections to the commercial core would enhance the livability of this subarea, and connections from other subareas of the district to the school would enhance the livability of the entire district. At the school, traffic should be slowed and a safe Highway 22 crossing for schoolchildren and other pedestrians is encouraged.



## 11.4: South Wilson



Conservation  
Form

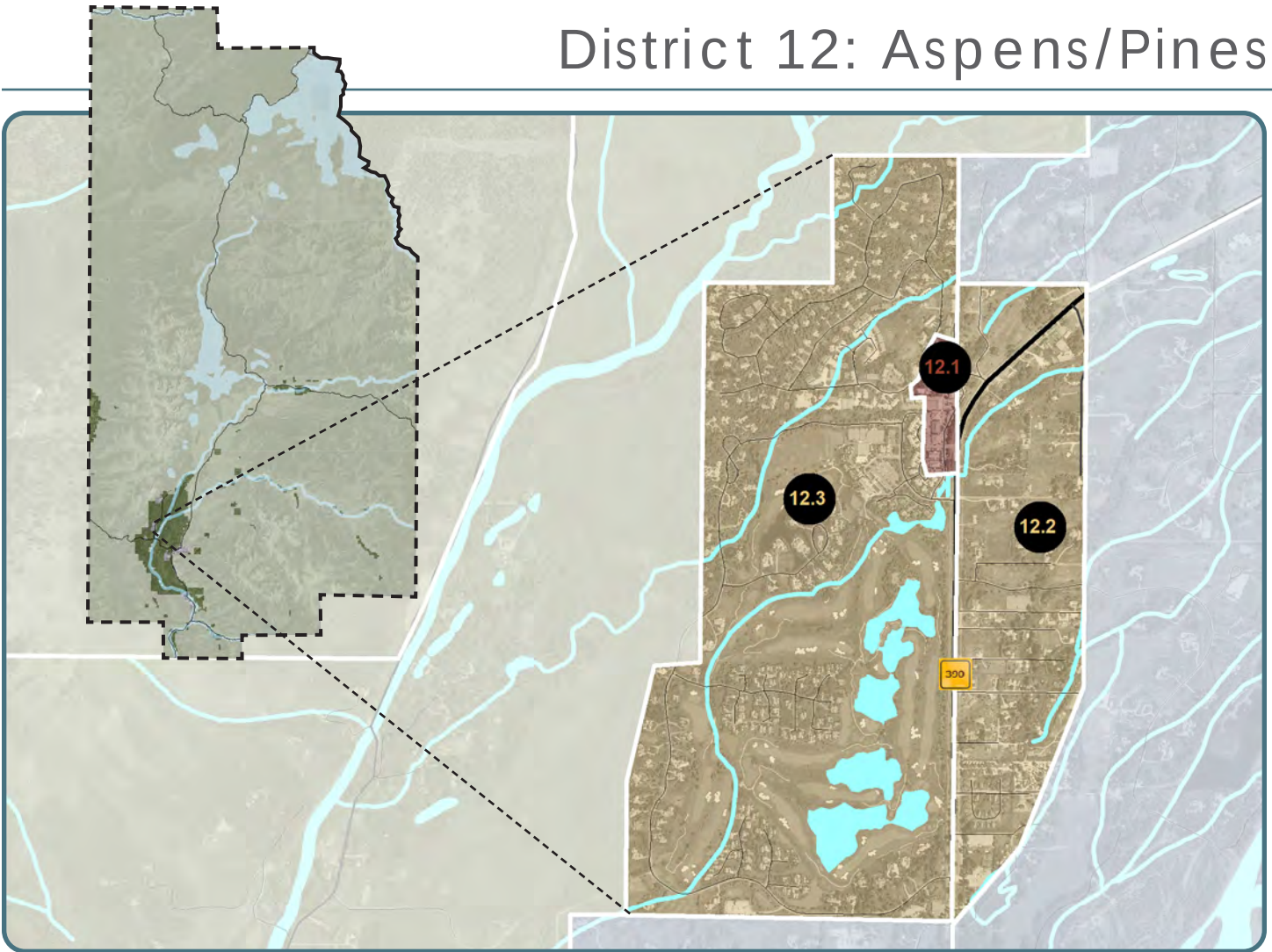
This STABLE Subarea, south of the commercial core, is defined by wildlife movement and larger lots than the rest of Wilson. It is less developed than the subareas to the north and serves as a corridor for wildlife to move from the Teton Pass area to Fish Creek and the Snake River.

One detached residential unit per three acres or more will continue to characterize development. Obstructions to wildlife movement should be avoided or minimized through development and redevelopment. Of special consideration are Fish Creek, Edmiston Spring Creek and the wetlands of this district, which should be protected and enhanced to provide habitat and habitat connectivity. The proximity of this subarea to the commercial core, coupled with its relatively low density, should allow pedestrians and cyclists to share the internal roads with vehicles to access the amenities of the commercial core.





# District 12: Aspens/Pines

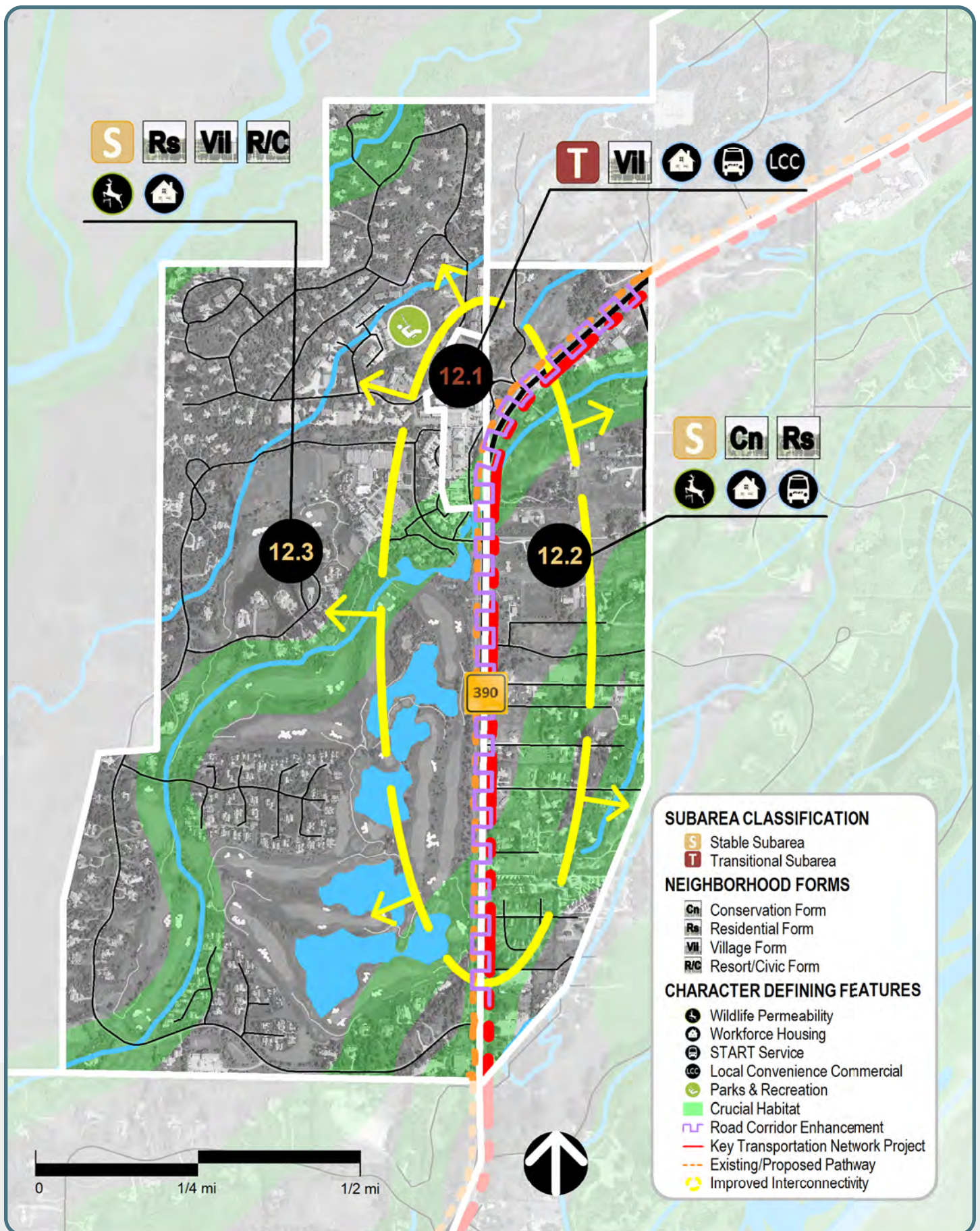


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                      |
|-----------------------|---------------------------------------------------|------|--------|------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | Connect subareas                                     |
|                       | Public Utilities                                  |      |        | Water and sewer                                      |
|                       | Quality Public Space                              |      |        | Improved access to quality public spaces             |
|                       | Variety of Housing Types                          |      |        | Maintain housing variety                             |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Improved pedestrian connection to existing amenities |
|                       | Connection by Complete Streets                    |      |        | Improved safety and connectivity for all modes       |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Preserve riparian areas and permeability             |
|                       | Natural Scenic Vistas                             |      |        |                                                      |
|                       | Agricultural + Undeveloped Open Space             |      |        |                                                      |
|                       | Abundance of Landscape over Built Form            |      |        | Maintain ratio                                       |
|                       | Limited, Detached, Single Family Res. Development |      |        |                                                      |
|                       | Minimal Nonresidential Development                |      |        |                                                      |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

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

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

## Policy Objectives

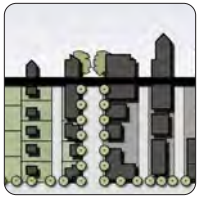
|                                                  |                                                                                     |
|--------------------------------------------------|-------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                             |
|                                                  | 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development            |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.2.b: Locate nonresidential development in Complete Neighborhoods                  |
|                                                  | 3.2.d: Emphasize a variety of housing types                                         |
|                                                  | 3.2.e: Promote quality public spaces in Complete Neighborhoods                      |
| <i>Common Value 3:<br/>Quality of Life</i>       | 5.2.a: Provide a variety of housing options                                         |
|                                                  | 5.3.b: Preserve existing workforce housing stock                                    |
|                                                  | 6.2.b: Support businesses located in the community because of our lifestyle         |
|                                                  | 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit     |
|                                                  | 7.1.f: Complete major transportation projects based on Major Capital Group approach |
|                                                  | 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts       |





# Character Defining Features

## 12.1: *Aspens/Pines Commercial Core*



*Village Form*

This TRANSITIONAL Subarea should redevelop to become a more vibrant, active, pedestrian, mixed use core. The mix of local and visitor services as well as office opportunities for business located in the community because of our lifestyle should be preserved as the subarea redevelops. Non-residential development in other parts of the district would be better located within this subarea as well. Residential opportunities should

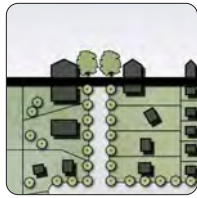
be incorporated into the subarea without adding height to the two-story character. As redevelopment occurs it should become more oriented toward a complete “main street” parallel to the highway that may be a continuation of the existing frontage road. The “main street” should be developed with pedestrian-oriented buildings on both sides. In areas between the “main street” and the highway, buildings should address both frontages. The existing pathway and other pedestrian infrastructure should connect this subarea to residential subareas. Parking should be consolidated off of the main street and double as a park n’ ride facility in conjunction with increased START service to the district.



## 12.2: 390 Residential



Conservation  
Form



Residential  
Form

This largely developed STABLE Subarea is characterized primarily by detached single family homes, including homes occupied long-term by the workforce. In the future, the denser development in

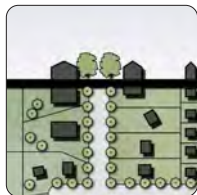
the southern portion of the subarea should be designed to better blend into this character. Non-residential development should be directed into the Aspens/Pines Commercial Core (Subarea 12.1) to the extent possible. Enhancements to the district should include increased wildlife permeability and improvements to the connectivity within the subarea and to other subareas of the district. Highway access should be consolidated to the extent possible to minimize congestion on the highway and enhance the sense of community within the subarea. Year-round pedestrian connections should be established to the existing pathway across the highway that connects to the commercial core.



### 12.3: Aspens/Pines Residential



*Village Form*



*Residential Form*



*Resort/ Civic Form*

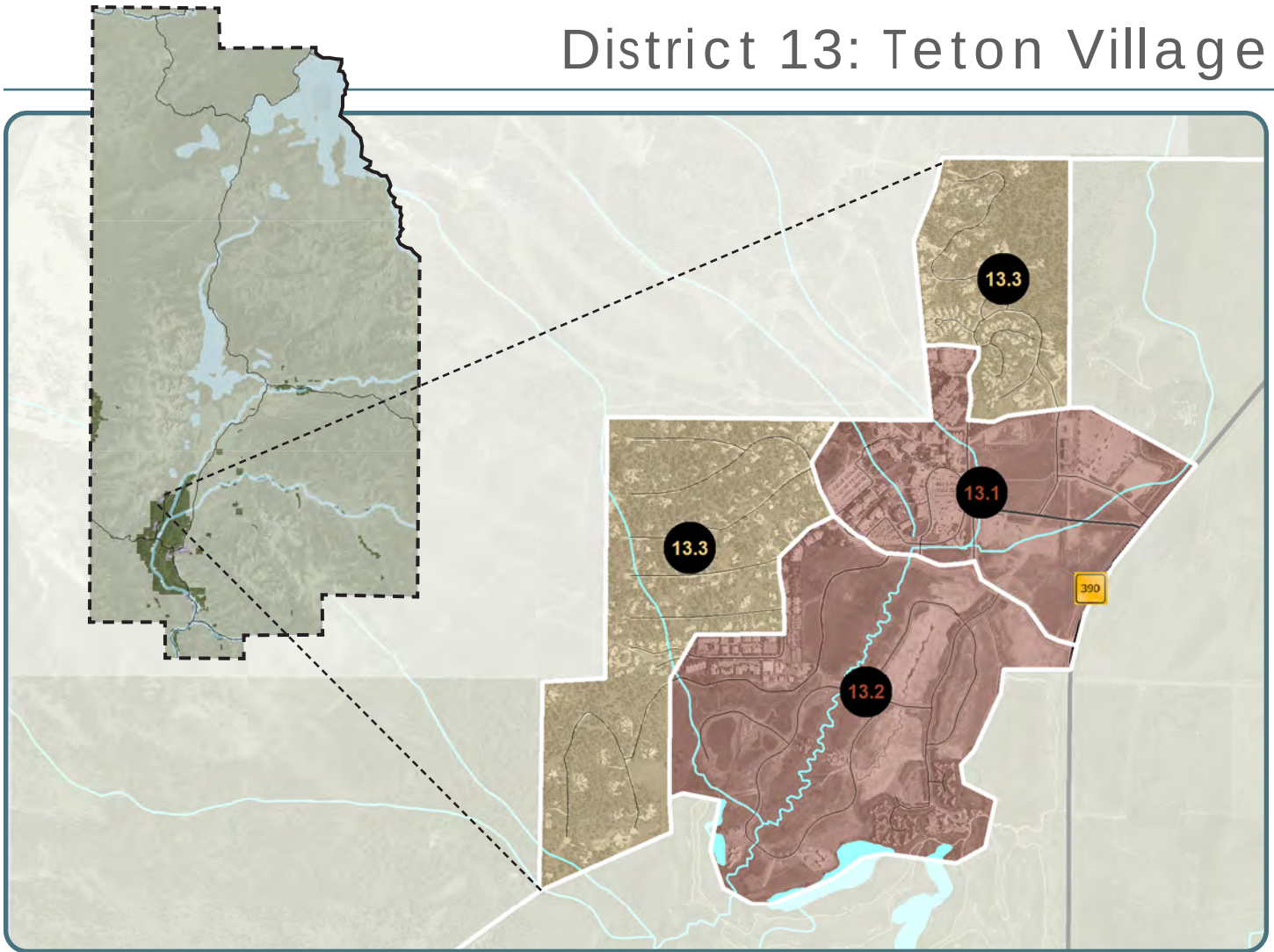
This STABLE Subarea should remain a mix of housing types organized around open space. The subarea will continue to be characterized by retiree, workforce, and visitor occupation; however, a more year-round, workforce character will be encouraged. The wildlife permeability that comes from clustered development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

Throughout the subarea, year-round pedestrian amenities should be improved to reduce the need for vehicle travel within the district.





# District 13: Teton Village



## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                |
|-----------------------|---------------------------------------------------|------|--------|------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             | ●    | ●      | Bavarian/mountain modern resort community      |
|                       | Public Utilities                                  | ●    | ●      | Water and sewer                                |
|                       | Quality Public Space                              | ●    | ●      | Expand village commons as core expands         |
|                       | Variety of Housing Types                          | ●    | ●      | Continue to develop a variety of housing types |
|                       | Walkable Schools, Commercial + Recreation         | ◐    | ●      | Add amenities and pedestrian connectivity      |
|                       | Connection by Complete Streets                    | ○    | ●      | Improve transportation network for all modes   |
| RURAL                 | Viable Wildlife Habitat + Connectivity            | ○    | ○      |                                                |
|                       | Natural Scenic Vistas                             | ●    | ●      | Maintain scenic foreground                     |
|                       | Agricultural + Undeveloped Open Space             | ◐    | ○      |                                                |
|                       | Abundance of Landscape over Built Form            | ○    | ○      |                                                |
|                       | Limited, Detached, Single Family Res. Development | ○    | ○      |                                                |
|                       | Minimal Nonresidential Development                | ○    | ○      |                                                |

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





## 2012 + Future Desired Characteristics

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

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

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





# Policy Objectives

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



# Character Defining Features

## 13.1: Teton Village Commercial Core



*Town Form*

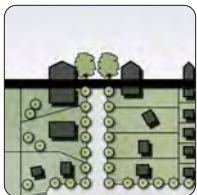


*Resort/ Civic Form*

The future character of this TRANSITIONAL Subarea is a walkable, urban commercial core. Development of this subarea should occur from the Village core toward the highway between the access roads. The location of transit hubs and the layout of the interconnected complete streets will define circulation in the district. A pedestrian mall anchored at one end by the tram and at the other by a future community building should act as the district's primary mixed use corridor. The subarea should include local and visitor-oriented non-residential uses that enhance our tourist economy and provide

an inviting atmosphere for entrepreneurs and business located here because of our lifestyle. Multifamily workforce housing, separated from lodging but with access to amenities, should be located toward the edges of the subarea. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Buildings should be set close to street corridors with height and bulk decreasing from the core to the periphery, stepping down from multi-story, multi-use buildings near the base of the Mountain Resort to two or three-story buildings along the eastern edge, eventually transitioning to a park, recreational fields or open space as a visual buffer along the highway. Pathways and sidewalks leading out of the commercial core should be implemented to improve connectivity with adjacent residential subareas.

## 13.2: Teton Village Residential Core

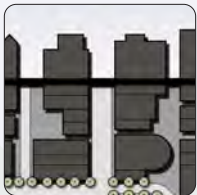


*Residential Form*



*Village Form*

This TRANSITIONAL Subarea is comprised of multifamily housing and the area planned for future development of a variety of housing types. Its future character will be as a residential subarea with a mix of housing densities and types, workforce housing opportunities. Density should decrease from the areas adjacent to the Teton Village Commercial Core (Subarea 13.1) to the south. Development along the northern edge could consist of multifamily housing to blend the bulk of the Teton Village Commercial Core (Subarea 13.1) into the subarea. Development along the western edge will be of a style and scale compatible with adjacent residential development. Farther south,



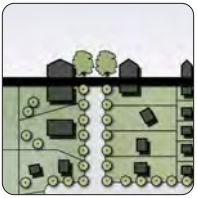
*Village Center Form*

density will decrease to large single family lots and be designed to be more permeable for wildlife. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Pathways, trails and transit service connecting this residential subarea to the Teton Village Commercial Core (Subarea 13.1) should be designed to provide access to amenities.





### 13.3: Teton Village Single Family



*Residential  
Form*



*Village Form*

This STABLE Subarea is characterized by a lower density residential development pattern. The pattern of single family lots should continue to be permitted and preserved in this portion of the

district. Development should work with the topography, rather than against it, with buildings constructed into the hillside to avoid significant grading and protect the forested hillside views. Houses should be designed to allow wildlife movement through the subarea. Additional residential potential may be directed into this subarea from Rural Areas if it can be incorporated into the existing character as year-round workforce housing. Increased pedestrian and shuttle connections into the Teton Village Commercial Core (Subarea 13.1) should be encouraged to provide enhanced access to amenities and recreation.

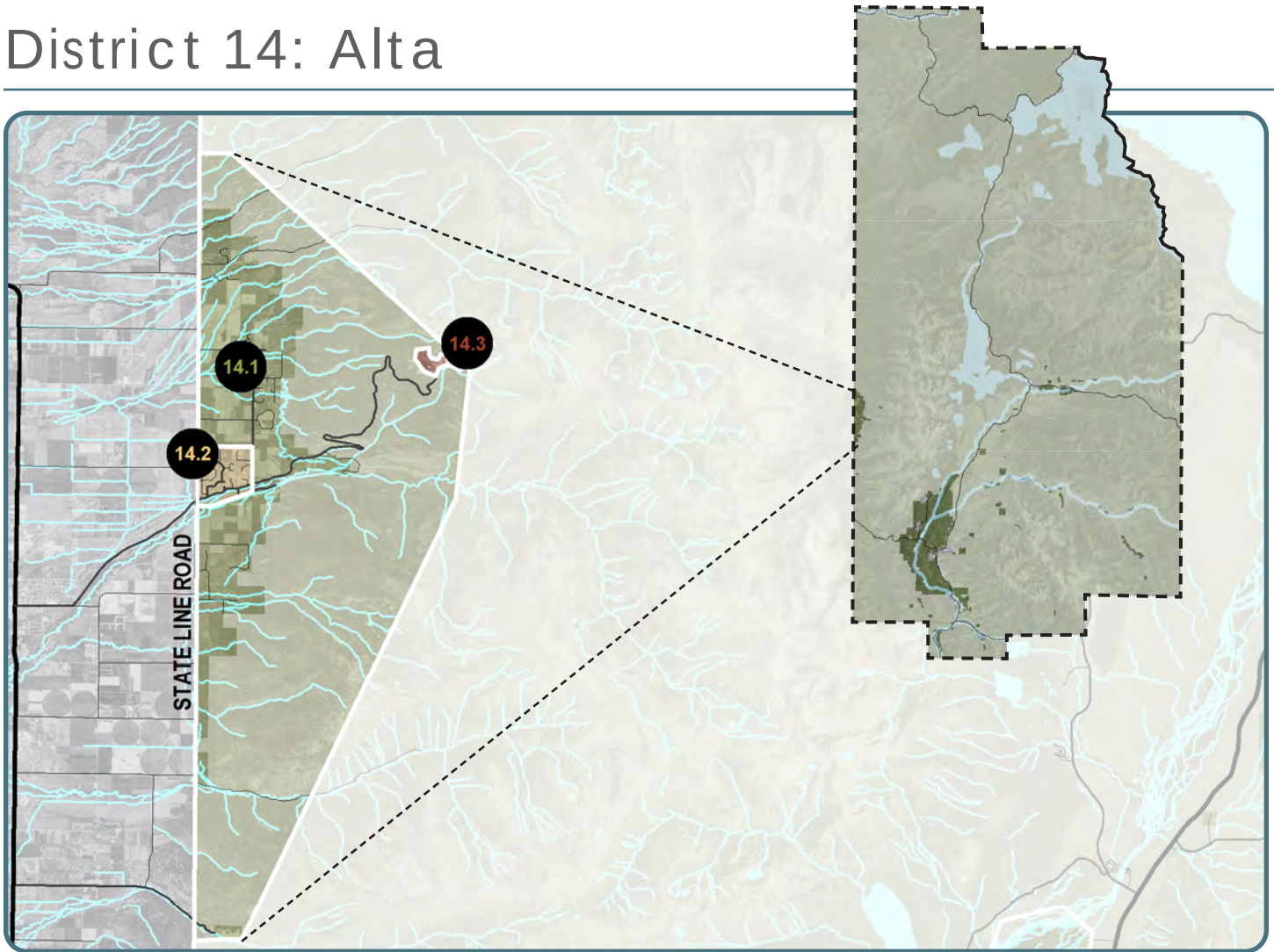


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# District 14: Alta

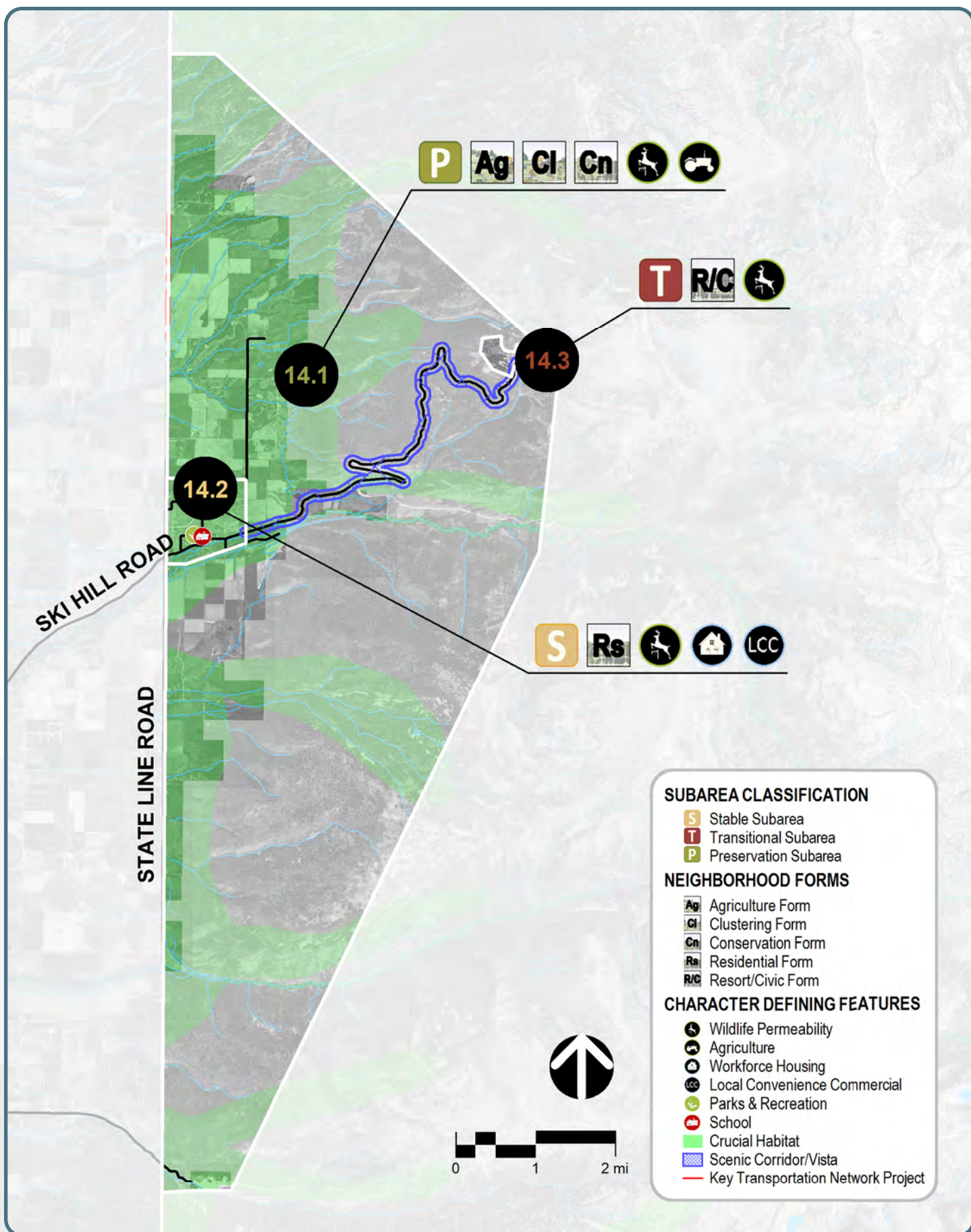


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                  |
|-----------------------|---------------------------------------------------|------|--------|--------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        | Targhee Town cluster character                   |
|                       | Public Utilities                                  |      |        |                                                  |
|                       | Quality Public Space                              |      |        | Community park                                   |
|                       | Variety of Housing Types                          |      |        |                                                  |
|                       | Walkable Schools, Commercial + Recreation         |      |        | Cluster development to be walkable to amenities  |
|                       | Connection by Complete Streets                    |      |        | Connect State Line Road                          |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Maintain/enhance existing habitat/connectivity   |
|                       | Natural Scenic Vistas                             |      |        | Maintain scenic agricultural foregrounds         |
|                       | Agricultural + Undeveloped Open Space             |      |        | Conserve agriculture and agricultural open space |
|                       | Abundance of Landscape over Built Form            |      |        | Cluster development in the Alta core             |
|                       | Limited, Detached, Single Family Res. Development |      |        | Detached single family                           |
|                       | Minimal Nonresidential Development                |      |        | Revitalize existing nonresidential               |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

Alta is one of the last districts in the County to have its character predominantly defined by active agriculture. Agriculture and its inherent benefits – including scenic vistas, wildlife use and local crop production – combine to serve as the primary basis of the Alta economy. Alta’s limited residential and non-residential development is generally dispersed; however, Alta does have a core of clustered workforce housing around a park, school, and library. Alta remains reliant on Teton County, Idaho for most retail needs and some municipal services.

Maintenance of agricultural character is the priority in Alta. Future development should be directed into the Alta Core (Subarea 14.2) as infill or clustered adjacent to existing development, while respecting private property rights. The Alta Core (Subarea 14.2) provides more compact single family uses, a limited amount of non-residential and commercial uses and several community amenities. Pedestrian connectivity should be improved in the Alta Core (Subarea 14.2) and the district should be further enhanced by connecting the community to South Leigh Canyon via the completion of State Line Road. Grand Targhee Resort should develop consistent with its recently approved master plan.

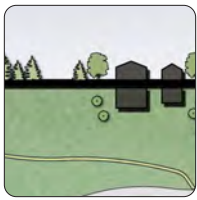
## Policy Objectives

|                                                  |                                                                                 |
|--------------------------------------------------|---------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.b: Protect wildlife from the impacts of development                         |
|                                                  | 1.1.c: Design for wildlife permeability                                         |
|                                                  | 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development        |
|                                                  | 1.4.a: Encourage non-development conservation of wildlife habitat               |
|                                                  | 1.4.b: Conserve agricultural lands and agriculture                              |
|                                                  | 1.4.c: Encourage rural development to include quality open space                |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.1.b: Direct development toward suitable Complete Neighborhood subareas        |
|                                                  | 3.1.c: Maintain rural character outside of Complete Neighborhoods               |
| <i>Common Value 3:<br/>Quality of Life</i>       | 5.3.b: Preserve existing workforce housing stock                                |
|                                                  | 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit |
|                                                  | 7.3.d: Develop a land use pattern based on transportation connectivity          |



# Character Defining Features

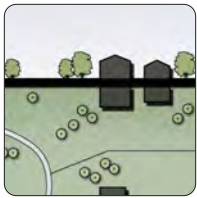
## 14.1: Alta Farmland



Agriculture  
Form



Clustering  
Form



Conservation  
Form

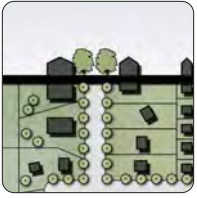
This PRESERVATION Subarea is characterized by large parcels and accounts for the majority of the land area in Alta. The highest priority for this subarea is to preserve agricultural lands and uses, while respecting private property rights. Agriculture will be encouraged through regulatory exemptions and allowances. Existing home business, contractor and other accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate.

Development potential should be directed into the Alta Core (Subarea 14.2) wherever possible. Development that does occur should be clustered near existing development and be designed to protect the viability of agriculture and wildlife permeability. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. The preservation of scenic vistas, wildlife habitat, riparian areas and wildlife permeability is another priority. A key transportation project for this subarea that will improve connectivity, reduce vehicle miles traveled and improve the sense of community is completing the connection of State Line Road to South Leigh Creek Canyon.





## 14.2: Alta Core



*Residential  
Form*

This STABLE Subarea is presently characterized by the Alta School, the Alta Library, a church, a partially complete park, lodging and a cross country ski track. These amenities are located next to subdivisions with lots ranging in size from 1/3 to 5 acres. The goal for this subarea is to maintain character while allowing for infill of 1/3-acre lots to accommodate the preservation of agricultural lands. Development should be located within walking distance of community amenities, and individual developments should be interconnected. Commercial uses should not expand; however, efforts to revitalize existing commercial uses are appropriate and should be of a nature and scale to protect the character of the Alta community. Completing the park is a priority.



## 14.3: Grand Targhee Resort



*Resort/ Civic  
Form*

The focus of this TRANSITIONAL Subarea is to create a year-round, small scale resort community that is pedestrian-oriented. A primary objective is to enhance year-round visitation and to provide recreation and job opportunities for the local community. This subarea will develop in accordance with the recently approved master plan. The master plan is intended to be dynamic and subject to some evolution in design but not density, intensity, or footprint.

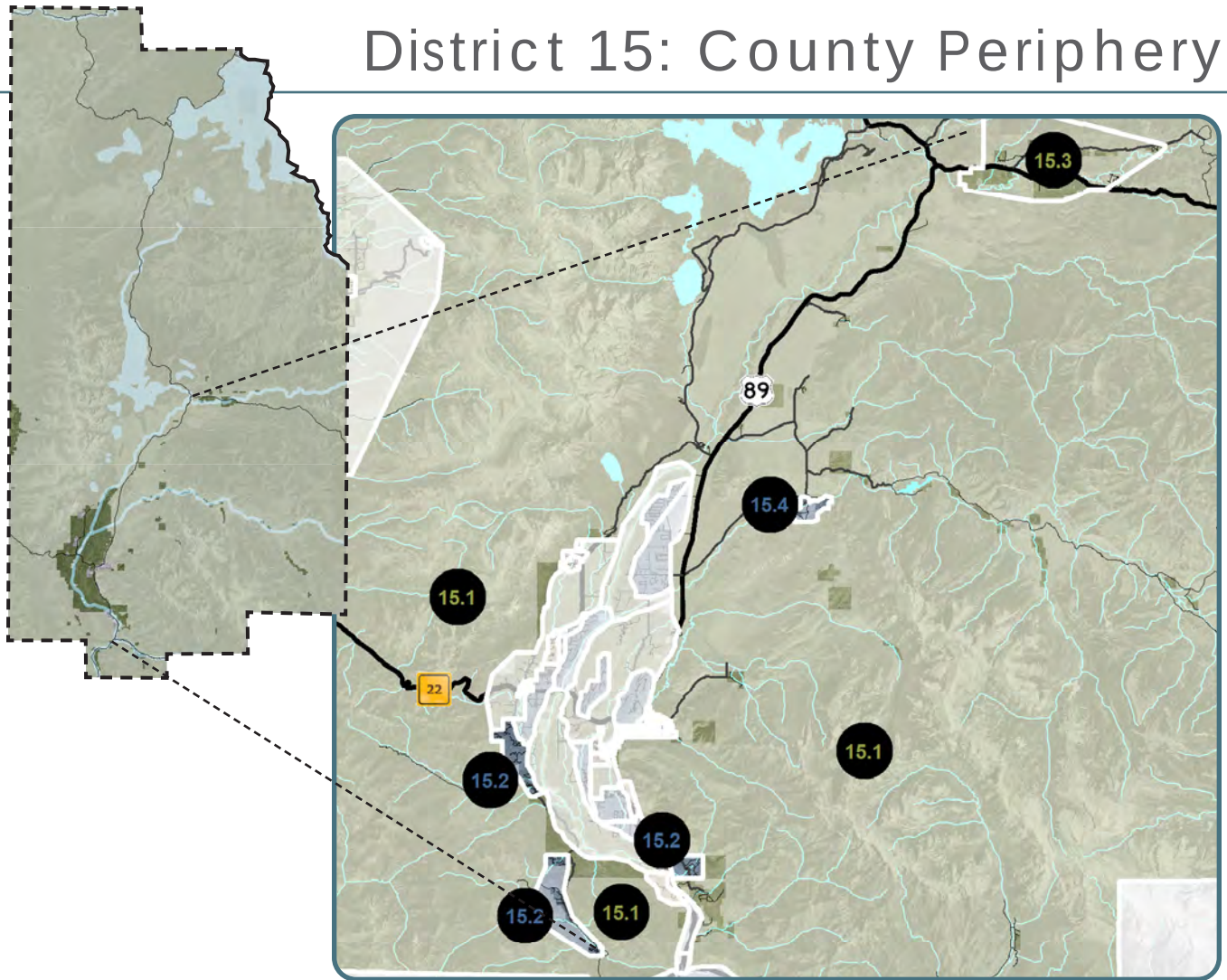


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# District 15: County Periphery

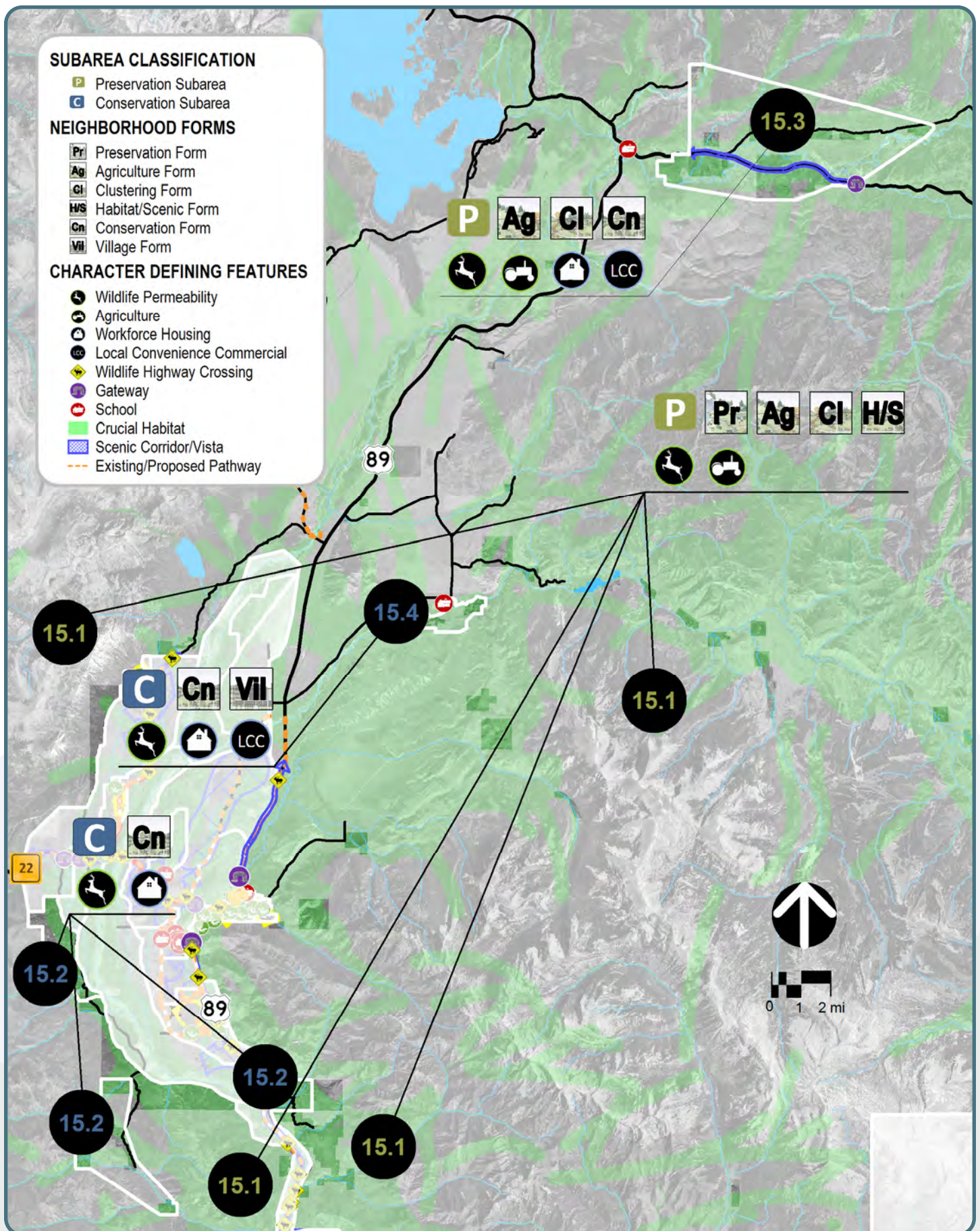


## Complete Neighborhood + Rural Area Chart

| DEFINITION            |                                                   | 2012 | FUTURE |                                                        |
|-----------------------|---------------------------------------------------|------|--------|--------------------------------------------------------|
| COMPLETE NEIGHBORHOOD | Defined Character/High Quality Design             |      |        |                                                        |
|                       | Public Utilities                                  |      |        |                                                        |
|                       | Quality Public Space                              |      |        |                                                        |
|                       | Variety of Housing Types                          |      |        |                                                        |
|                       | Walkable Schools, Commercial + Recreation         |      |        |                                                        |
|                       | Connection by Complete Streets                    |      |        |                                                        |
| RURAL                 | Viable Wildlife Habitat + Connectivity            |      |        | Preserve habitat/connections at federal land interface |
|                       | Natural Scenic Vistas                             |      |        | Protect agricultural foreground in Buffalo Valley      |
|                       | Agricultural + Undeveloped Open Space             |      |        | Conservation of existing open space                    |
|                       | Abundance of Landscape over Built Form            |      |        | Continue to cluster and minimize development           |
|                       | Limited, Detached, Single Family Res. Development |      |        | Detached single family                                 |
|                       | Minimal Nonresidential Development                |      |        | Enhance existing convenience commercial                |

Legend: Generally Present; Partially Present; Generally absent





## 2012 + Future Desired Characteristics

The County Periphery is by far the largest of the Character Districts, encompassing the agricultural lands and open space that surround the more developed areas of the Town and County. The character of the County Periphery is overwhelmingly rural. Development consists primarily of single family dwellings on large lots and dispersed non-residential uses such as dude ranches, outfitters, schools and limited local commercial. The prevalence of landscape over built form supports crucial wildlife habitat and migration corridors at the interface between private and Federal lands. The open spaces also provide scenic vistas, particularly in the foreground along the highway in areas such as Buffalo Valley. While the district is characterized by relatively dispersed development, the County Periphery contains a handful of small, remote communities including Buffalo Valley, Red Top and Kelly, each with a distinct, strong identity.

In the future, the County Periphery should remain rural in character, with a focus on preservation of wildlife habitat, wildlife movement corridors, scenic vistas, agriculture and open space, while respecting private property rights. New development should be directed into Complete Neighborhoods elsewhere in the community or clustered near existing development. Development that does occur should be clustered and designed to protect wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The preservation of the small outlying communities in the district is a priority. Improvements to roadways, connectivity and convenience commercial access in key locations should be encouraged to enhance livability and self-sufficiency and reduce vehicle trips into Town. Coordination with neighboring federal agencies is important to ensure these communities remain viable.

## Policy Objectives

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### *Common Value 1: Ecosystem Stewardship*

- 1.1.c: Design for wildlife permeability
- 1.1.b: Protect wildlife from the impacts of development
- 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
- 1.3.b: Maintain expansive hillside and foreground vistas
- 1.4.a: Encourage non-development conservation of wildlife habitat
- 1.4.b: Conserve agricultural lands and agriculture
- 1.4.c: Encourage rural development to include quality open space

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### *Common Value 2: Growth Management*

- 3.1.b: Direct development toward suitable Complete Neighborhood subareas
- 3.1.c: Maintain rural character outside of Complete Neighborhoods
- 3.3.d: Strive not to export impacts to other jurisdictions in the region

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### *Common Value 3: Quality of Life*

- 7.2.d: Reduce wildlife and natural and scenic resource transportation impacts



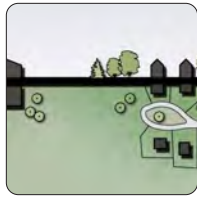


# Character Defining Features

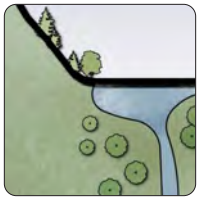
## 15.1: Large Outlying Parcels



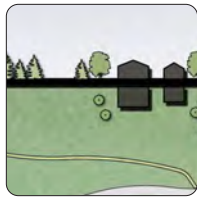
Clustering Form



Habitat/ Scenic Form



Preservation Form



Agriculture Form

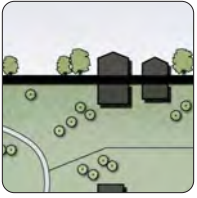
This PRESERVATION Subarea is characterized by open space and rural character. It is comprised of large lots and isolated smaller lot subdivisions surrounded by public land. Generally the subarea has limited, clustered built form and provides critical wildlife habitat and movement corridors. Conservation is a priority, with a focus on preserving wildlife habitat and connectivity, while respecting private property rights. Development potential should be directed away from these critical areas where possible. Development that does occur should be clustered and designed to protect,

wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Given the remote nature of this subarea, on-site renewable energy and coordinating provision of services with adjacent jurisdictions is encouraged. Environmentally-sensitive roadway system enhancements that minimize impacts to the environment while improving the safety of access should be pursued.





## 15.2: Game Creek/South Fall Creek



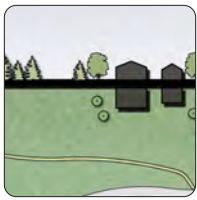
Conservation  
Form

This CONSERVATION Subarea is characterized by single family homes on multiple acres that are removed from the core of the community and surrounded by National Forest. The priority in this subarea is preserving and enhancing wildlife permeability while respecting private property rights. Incentives to reduce density and the human impact on wildlife habitat through redevelopment should be explored. Redevelopment

should be designed to improve wildlife permeability and enhance wildlife habitat connections, if incentives to reduce density are not successful. Where lot combination is achieved, development should still be of a scale consistent with 2012 character. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.



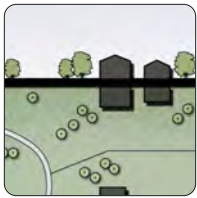
### 15.3: Buffalo Valley



*Agriculture Form*



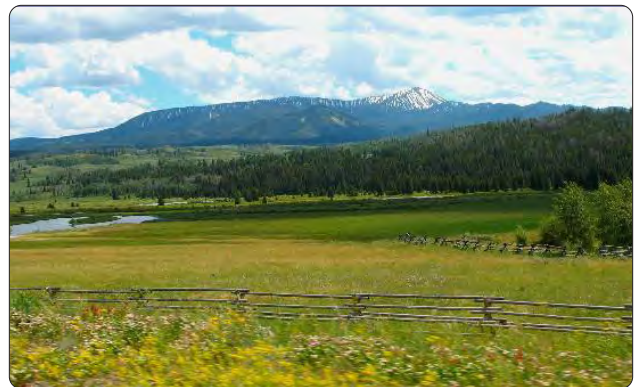
*Clustering Form*



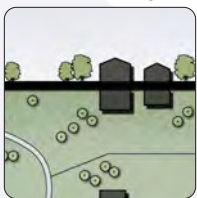
*Conservation Form*

This PRESERVATION Subarea stretching from Moran to the base of Togwotee Pass is the scenic gateway to the National Parks and our community for drivers coming from the northeast.

The focus of this subarea will be preserving the scenic agricultural foregrounds as well as a year-round community. Like existing development, new development should be clustered and be designed to preserve the scenic agricultural foregrounds. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Ideally, development will be occupied by year-round residents that will continue to support the convenience commercial and elementary school amenities that define Buffalo Valley as a community. Opportunities may exist to coordinate with adjacent federal land managers and concessionaires that are in need of workforce housing. Maintaining the blend of resort, local convenience commercial and dude ranch uses will keep the subarea viable and self-sufficient and reduce the need for residents to travel into Town.



### 15.4: Kelly



*Conservation Form*



*Village Form*

This CONSERVATION Subarea is characterized by the original Kelly townsite and surrounding lower density residential development on the hillside. The focus in this

subarea will be on maintaining the existing development pattern while seeking opportunities for improved wildlife permeability in crucial areas for wildlife. The local school and small store that provide many needed amenities to residents should be maintained, but allowances for solely commercial uses should not be expanded. Future development should be limited to promote wildlife permeability and protect rural character, though private property rights will be respected. A reduction of density through lot combinations or additional conservation will be encouraged. New structures should be limited to a scale consistent with a 50 by 150 lot to match character, even where lot combination is achieved. All development should be designed to facilitate wildlife movement.









# Glossary

## *Appendix A*

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

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

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

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

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

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

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

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

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

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

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

**Complete Neighborhood.** A Character District that provides: defined character and high quality design; access to public utilities such as water, sewer and storm sewer; quality public spaces; a variety of housing types; schools, childcare, commercial, recreation and other amenities within walking distance (1/4 to 1/2 mile) of residences; and, connection by complete streets that are safe for all modes of travel.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

**Market Housing.** Housing that is not restricted.

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

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

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

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

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

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

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

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

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

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

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

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

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

**Rural Area.** A Character District that provides: viable wildlife habitat and connections between wildlife habitat; natural scenic vistas; agricultural and undeveloped open space; abundance of landscape over built form; limited, detached single family residential development; and minimal additional nonresidential development.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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



# Appendix B 2012 Conditions Analysis







# 2012 Conditions Analysis

## *Appendix B*

### Introduction

This report presents the information on the socio-economic, land use, and transportation conditions and trends of Jackson/Teton County, Wyoming that were considered as the Comprehensive Plan was updated in 2012.

### 1994 Comprehensive Plan Themes

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

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

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

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

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

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

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

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

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

## Community Character

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

### *Cluster Subdivisions — Preservation of Open Space*

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

### *Cluster Subdivisions — Scattered*

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

### *Town Redevelopment*

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

## Preservation of Natural, Scenic, Agricultural Resources

### *Scenic Corridors*

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

### *Preserved Open Space – Acres*

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



## *Wildlife Habitat*

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

## Development Pattern

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

### *Unincorporated Teton County*

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

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

### Open Space Preservation

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

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

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

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

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

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

### *Areas Suitable for Development*

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

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

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

### *Affordable Housing Centers*

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

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

### *Town Development*

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

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

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

## Redevelopment

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

## Affordable Housing

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

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

### *Amount of Affordable Housing Since 1995*

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

### *Location of Affordable Housing*

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

### *Affordable Housing Provided a Variety of Ways*

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

## Transportation

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



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

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

### *Daily Traffic Volume*

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

### *Mixed-Use Development Policies*

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

### *Alternative Modes*

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

## Resort/Community Balance

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

### *2020 Projections for Balance*

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

## Themes Not Addressed in 1994 Plan

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

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

# Analysis of 2012 Conditions

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

## Community Character

### *Population and Households*

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

**Table 1: Population and Household Trends, 1990-2010**

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

Source: US Census, 2010

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

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

### *Population and Households – Projections*

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



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

**Table 2: Population and Household Forecast 2020**

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

Source: US Census; Housing Needs Assessment (2007)

### *Seasonal Population Fluctuations*

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

### *Community Diversity*

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

**Table 3: Change in Hispanic Population in Teton County**

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

Source: US Census, 2010

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

## Age

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

## Preservation of Natural, Scenic, Agricultural Resources

### Open Space

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

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

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

Source: Teton County, February 2011

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

**Table 5: Agricultural Open Space in Teton County, 2011**

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

Source: Teton County, February 2011

### Resource Protection

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

## Natural Resource Overlay(NRO)

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

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

## Scenic Resource Overlay (SRO)

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

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

## *Natural Features Protection*

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

### Rivers, Streams, and Wetlands

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

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

### Slopes

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



# Development pattern

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

## General Land Ownership

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

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

**Table 6: Countywide Ownership**

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

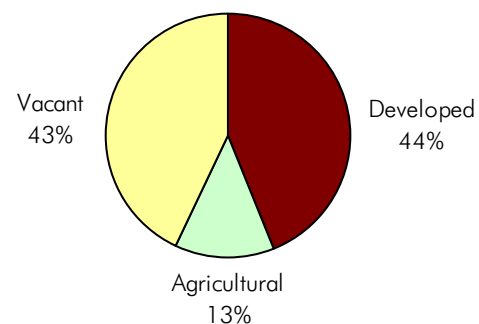
Source: Teton County, 2007

## Land Development Status

### Countywide

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

### Private Land Uses



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

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

### Town of Jackson

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

**Table 7: Development Status (for County and Town)**

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

Source: Teton County, October 2007.

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

### Existing Development

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

**Table 8: Existing Development (for County and Town)**

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

Source: Buildout Taskforce 2009, Teton County

### Potential Development

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

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

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

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

Source: Buildout Taskforce 2009, Teton County

### *Development Pattern*

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

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

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

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

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

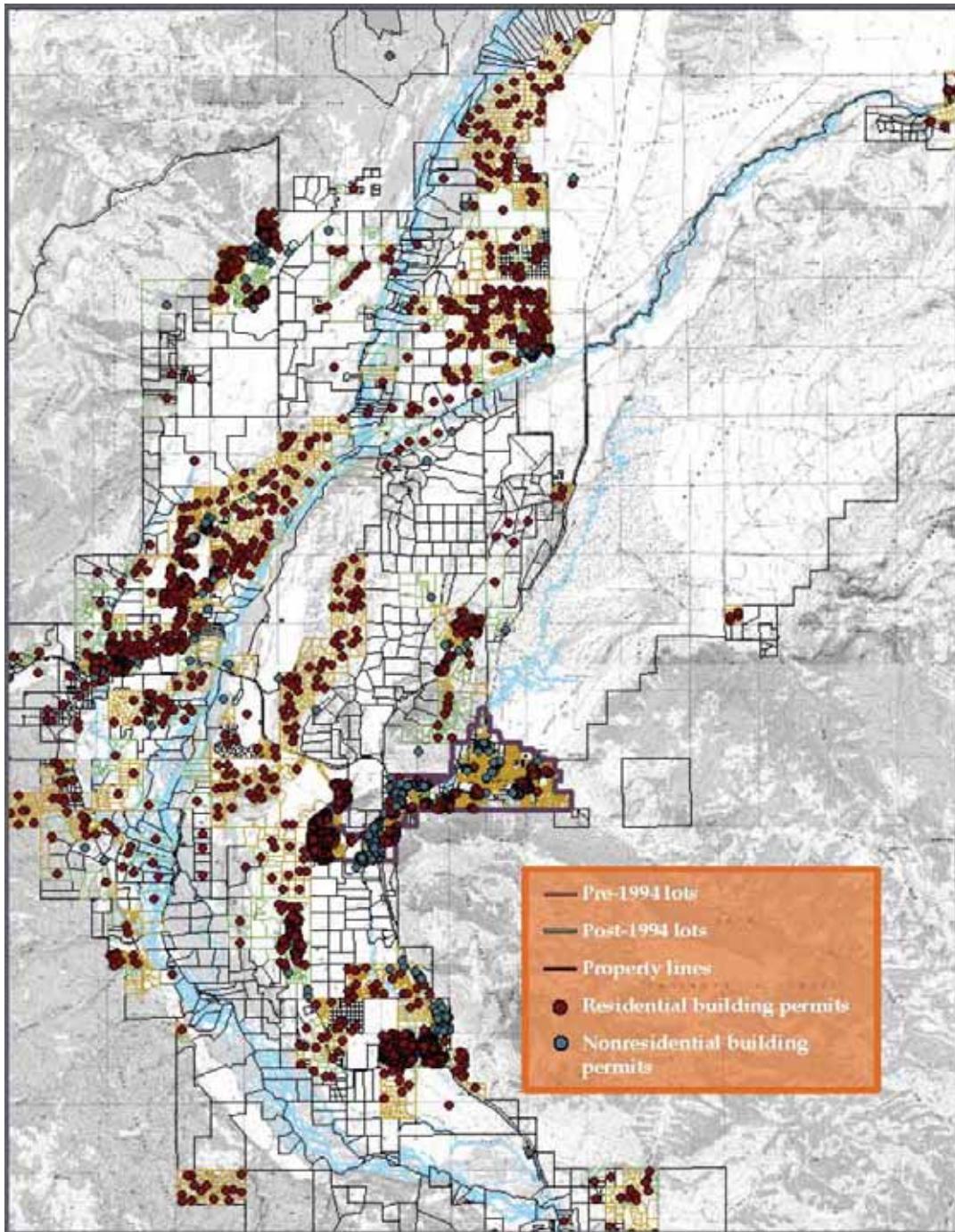
**Table 10: Net Change in Development Potential 1994-2007**

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

Source: Teton County, June 2007



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



### *Infrastructure and Service Districts*

#### Water

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

- Saddle Butte,
- Three Creeks, and

- Teton Science School.

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

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

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

## Sewer

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

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

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

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

## Schools

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

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

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

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

**Table 12: Teton County School District Student Demographic Composition**

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

## Fire Stations

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

## Affordable Housing

### *Housing Units*

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

### *Prices and Affordability*

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



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

*Second Homes*

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

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

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

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

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

*Employee Generation*

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

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

**Table 14: Employee Generation from Potential Future Development, 2009**

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

Source: *Employee Generation Taskforce, 2009*

### *Livable Wages & Income Levels*

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

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

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

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

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

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

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

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

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

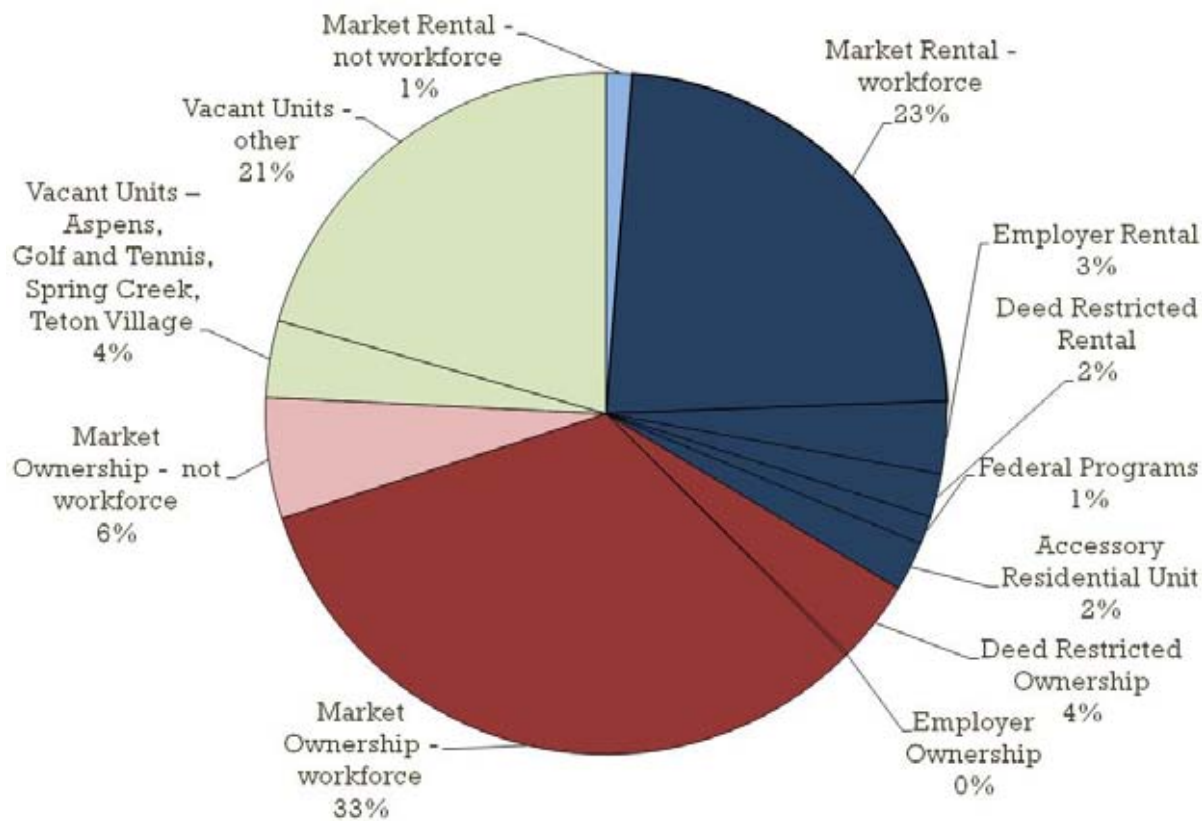
### *Commuting*

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

### *Workforce Housing Stock*

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





# Transportation

## Traffic Growth

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

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

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

**Table 17: Goals and Traffic Counts**

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

Source: 2000 Transportation Plan and Wyoming Department of Transportation

## Transit

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

**Table 18: START Ridership**

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

Source: START, 2007

## Bike/Pedestrian Opportunities

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

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

## Road Projects

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

## Resort/Community Balance

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

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

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

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

## *Income*

### Per Capita Income

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

### Income by Place

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

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

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

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

### Sources of Income

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



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

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

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

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

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

Source: *Jackson Hole Compass*, 2011

## Themes Not Addressed in 1994 Plan

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

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

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

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

## Sources:

Charture Institute. Sustaining Jackson Hole. Land Use & Housing Socio-Economic Overview. July 31, 2007.

Charture Institute, Jackson Hole Chamber of Commerce, The Northern Rockies Conservation Cooperative. Sustaining Jackson Hole: A Community Exploration, 2005

Charture Institute. Jackson Hole News & Guide. "Jackson Hole Compass, 2011 Edition"

Heede, Richard. "Jackson Hole Energy and Emissions Inventor for 2008" September 2, 2009.

Holmes, F. Patrick. "Creative Occupation Patterns". 2005 State of the Rockies Report Card. Colorado College, 2005. [http://www.coloradocollege.edu/stateoftherockies/05ReportCard/Creative\\_Occupations\\_Patterns.pdf](http://www.coloradocollege.edu/stateoftherockies/05ReportCard/Creative_Occupations_Patterns.pdf)

U.S. Bureau of Economic Analysis <http://www.bea.gov/bea/regional>

Pennsylvania State University. Poverty in America Living Wage Calculator, 2007. <http://www.livingwage.geog.psu.edu/results.php?location=3188>

State of Wyoming Department of Administration and Information, Economic Analysis Division. [http://eadiv.state.wy.us/demog\\_data/pop2000/ProfilePDFsWY/C2K-Profiles.html](http://eadiv.state.wy.us/demog_data/pop2000/ProfilePDFsWY/C2K-Profiles.html)

Economic and Planning Systems. Teton County Housing Needs Assessment. January 2007.

Teton County School District #1 [www.tcsd.org/](http://www.tcsd.org/)

Buildout Taskforce, 2009

Employee Generation Taskforce, 2009

## Framework Maps:

### Common Value 1: Ecosystem Stewardship

Teton County Core

Alta Buffalo Valley, Hoback and Snake River Canyons

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

### Common Value 2: Growth Management

Teton County Core

Alta Buffalo Valley, Hoback and Snake River Canyons

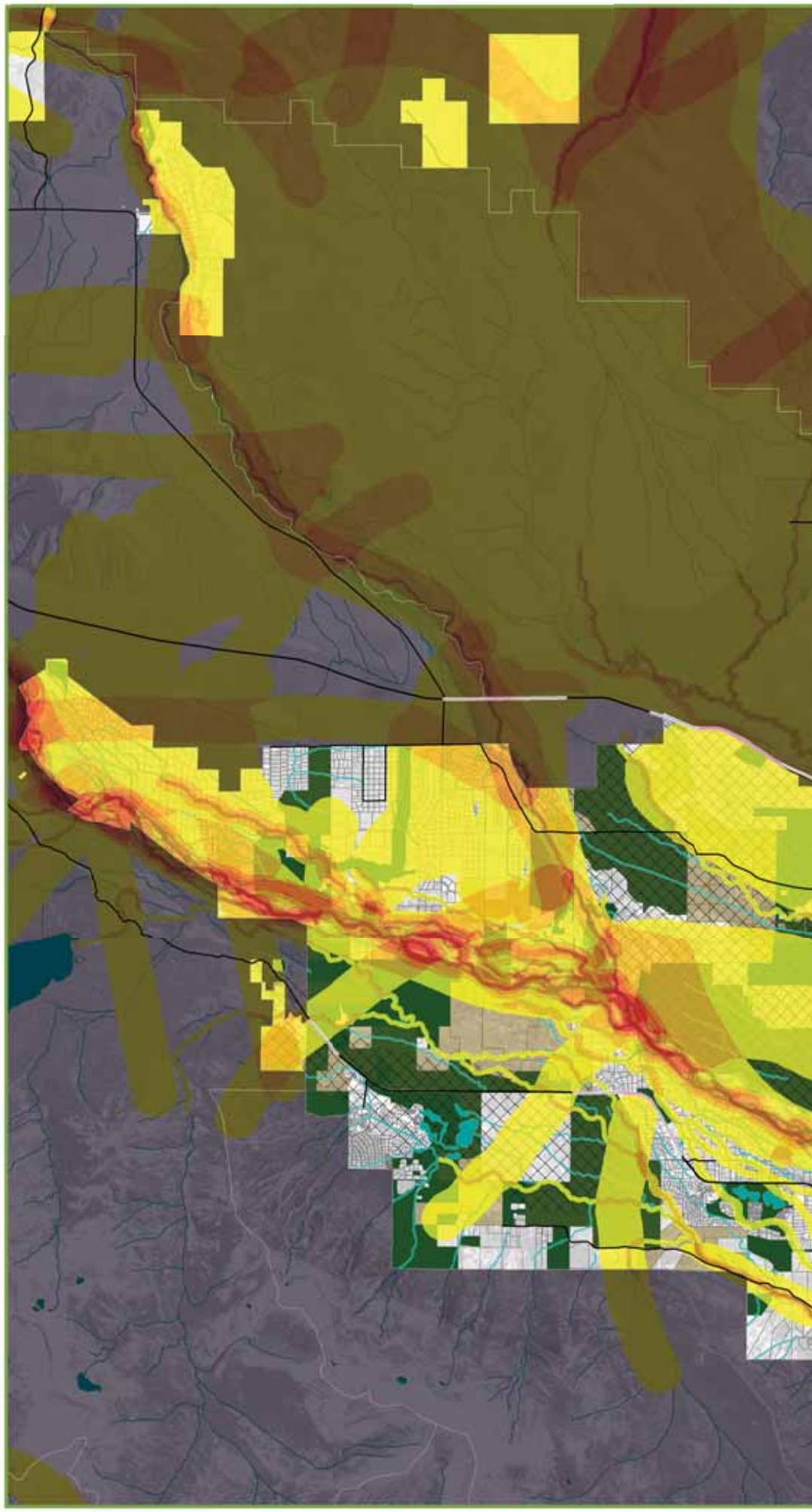
Zoom: Town of Jackson, Aspens/Pines, Teton Village, Wilson

### Common Value 3: Quality of Life

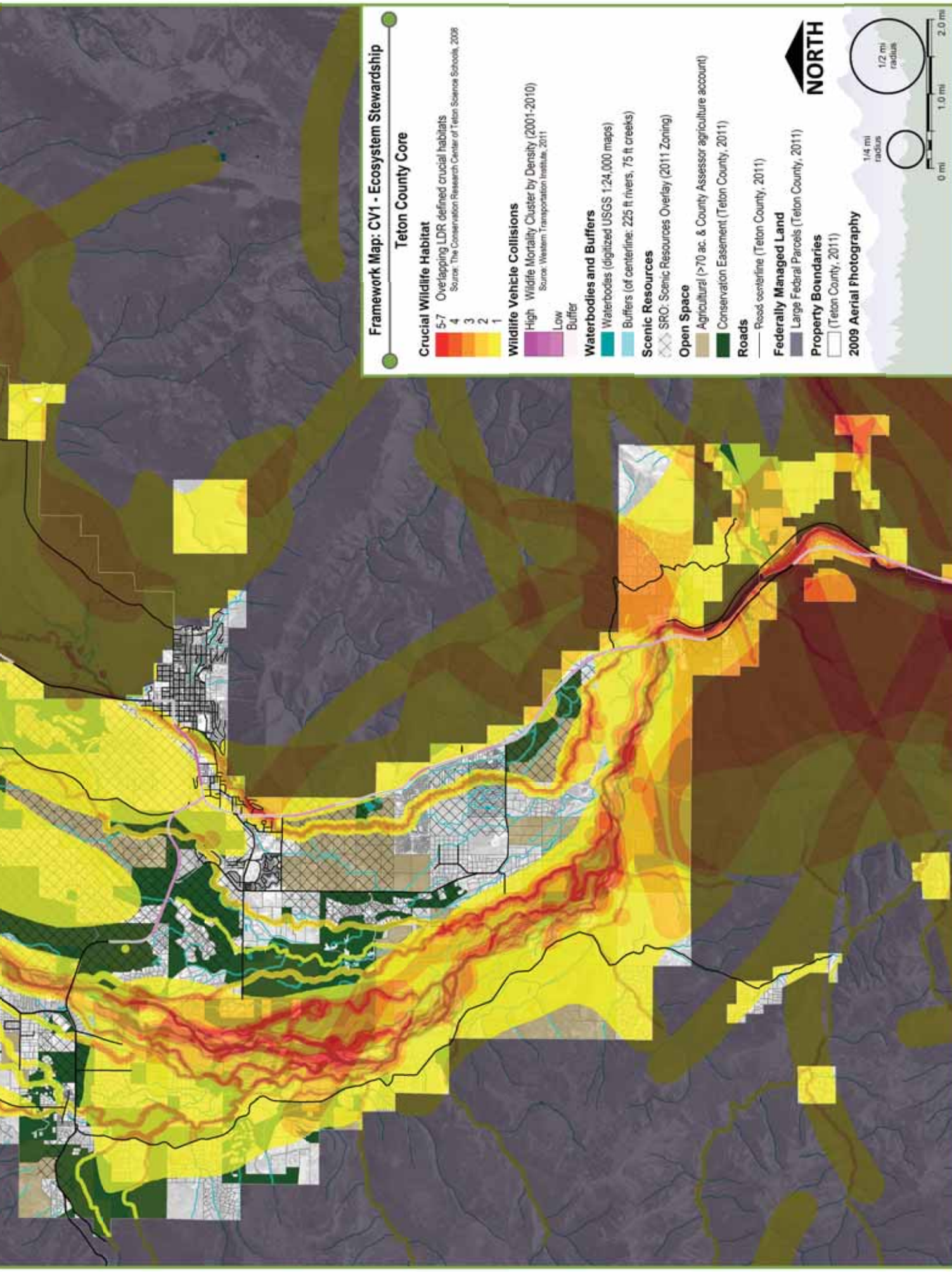
Teton County Core

Alta Buffalo Valley, Hoback and Snake River Canyons

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







**Framework Map: CV1 - Ecosystem Stewardship**

**Teton County Core**

**Crucial Wildlife Habitat**

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



**Wildlife Vehicle Collisions**

High Wildlife Mortality Cluster by Density (2001-2010)  
Source: Western Transportation Institute, 2011



**Waterbodies and Buffers**

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



**Scenic Resources**

SRO: Scenic Resources Overlay (2011 Zoning)



**Open Space**

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



**Roads**

Road centerline (Teton County, 2011)



**Federally Managed Land**

Large Federal Parcels (Teton County, 2011)



**Property Boundaries**

(Teton County, 2011)



**2009 Aerial Photography**

1/4 mi radius

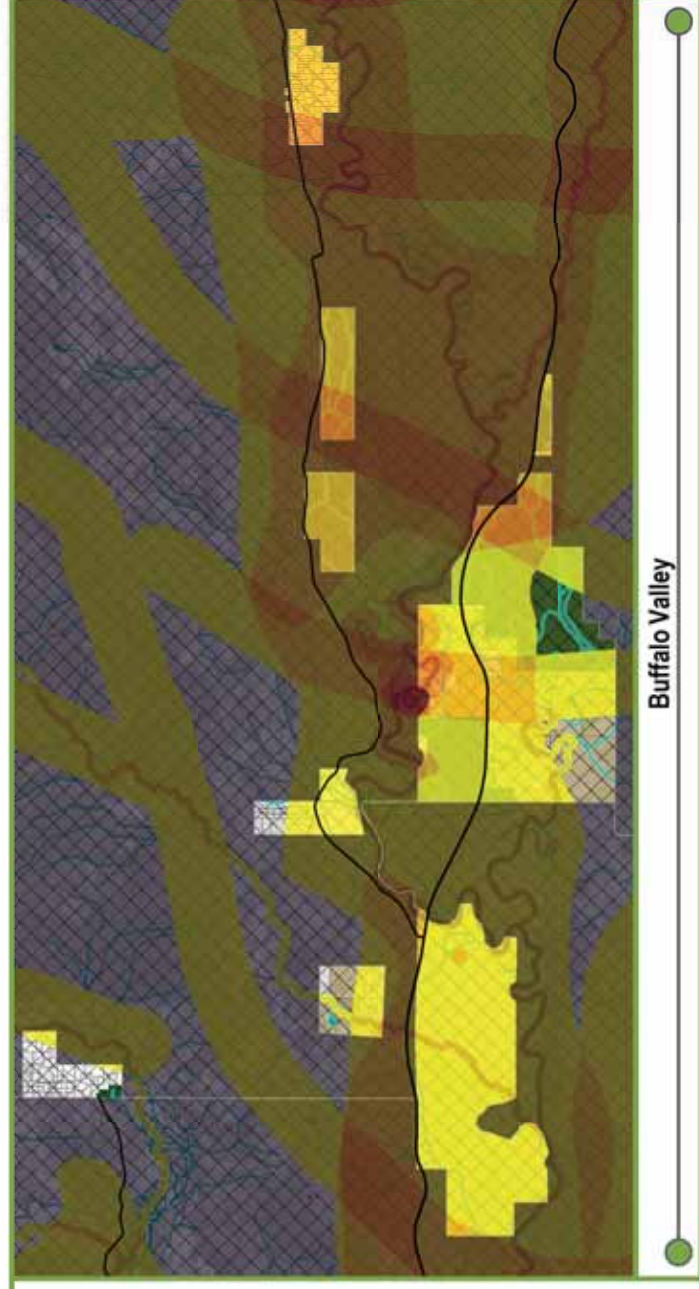
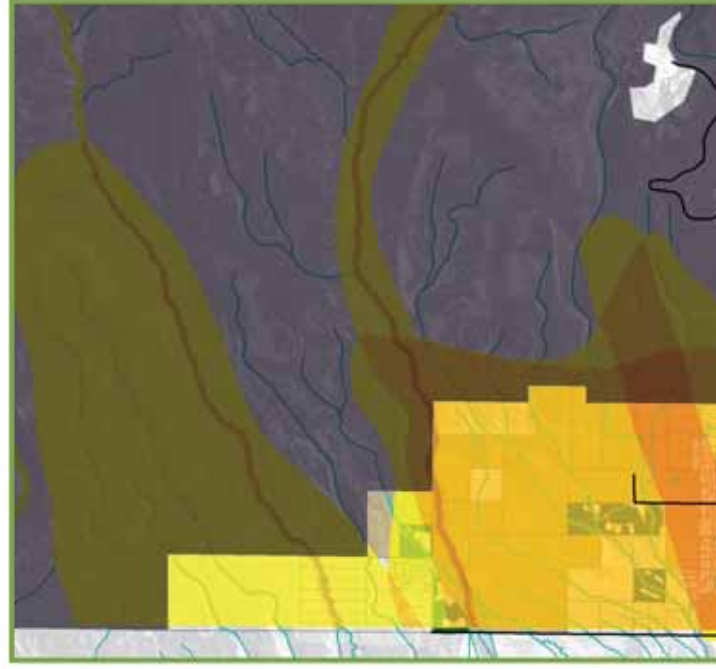


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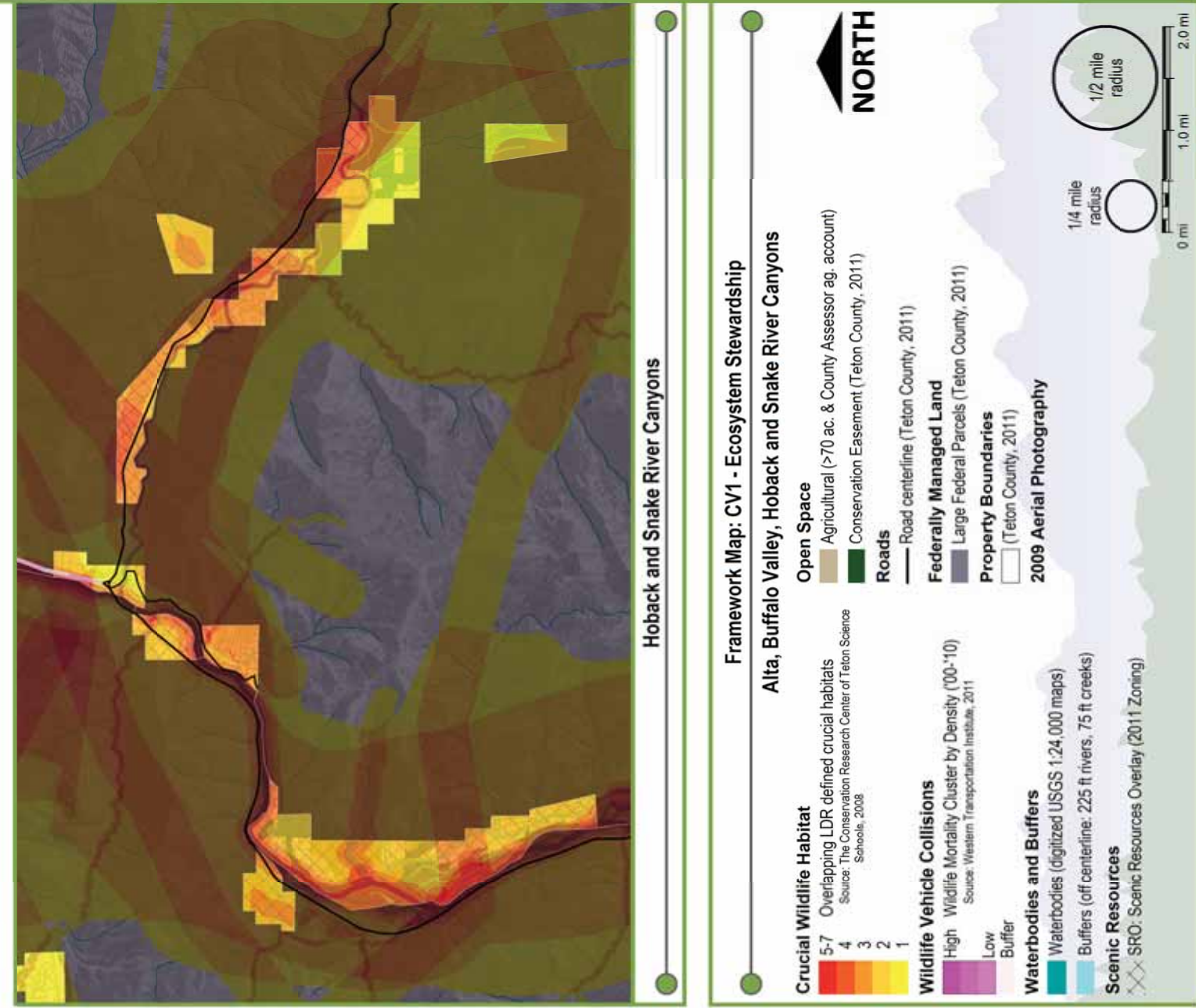
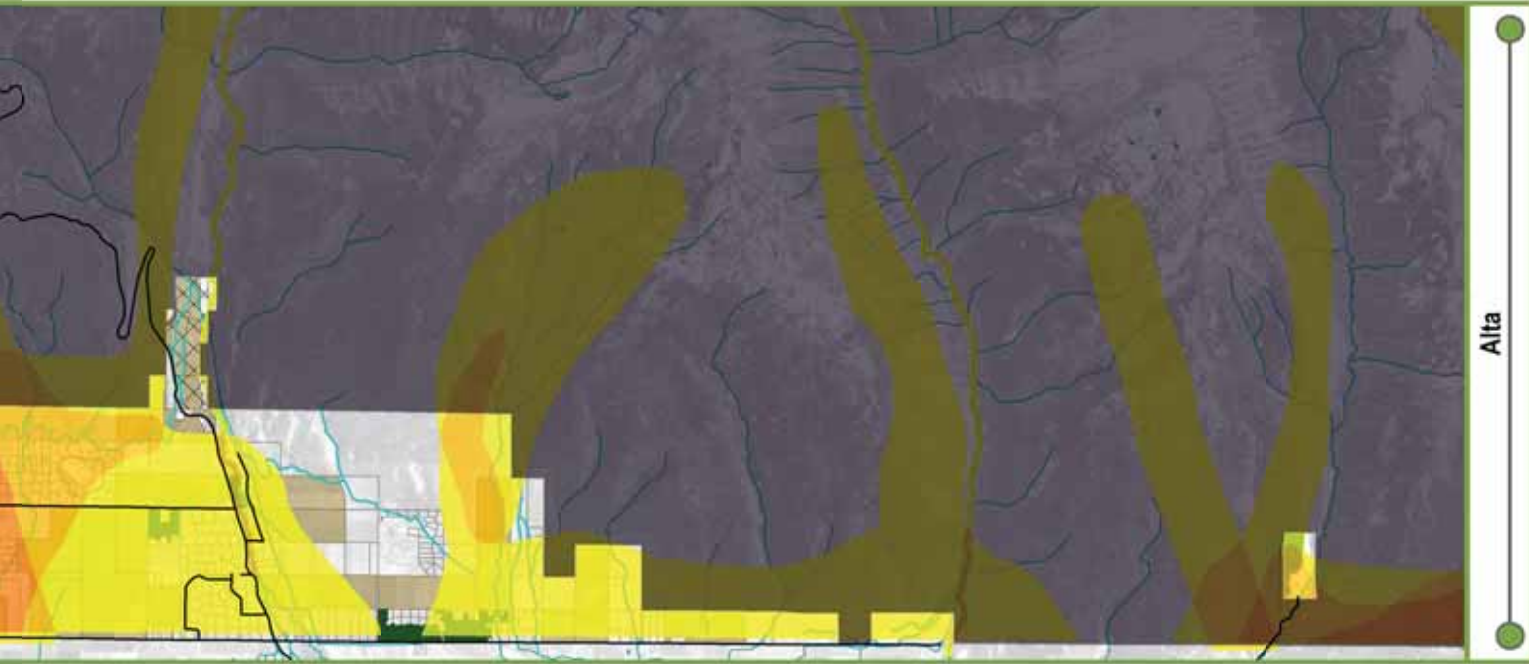


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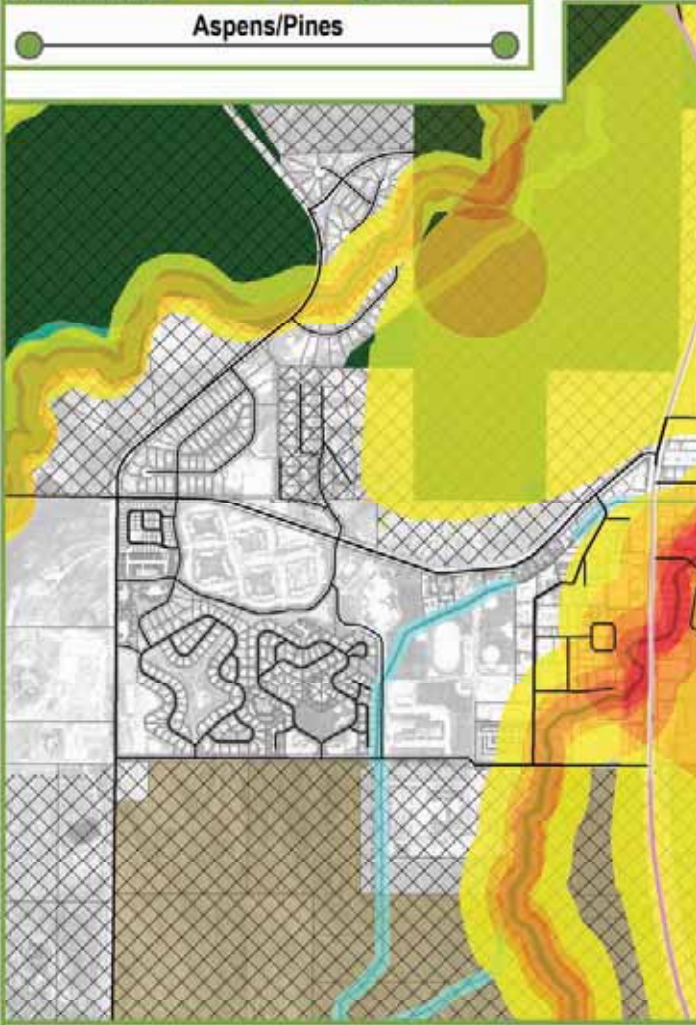






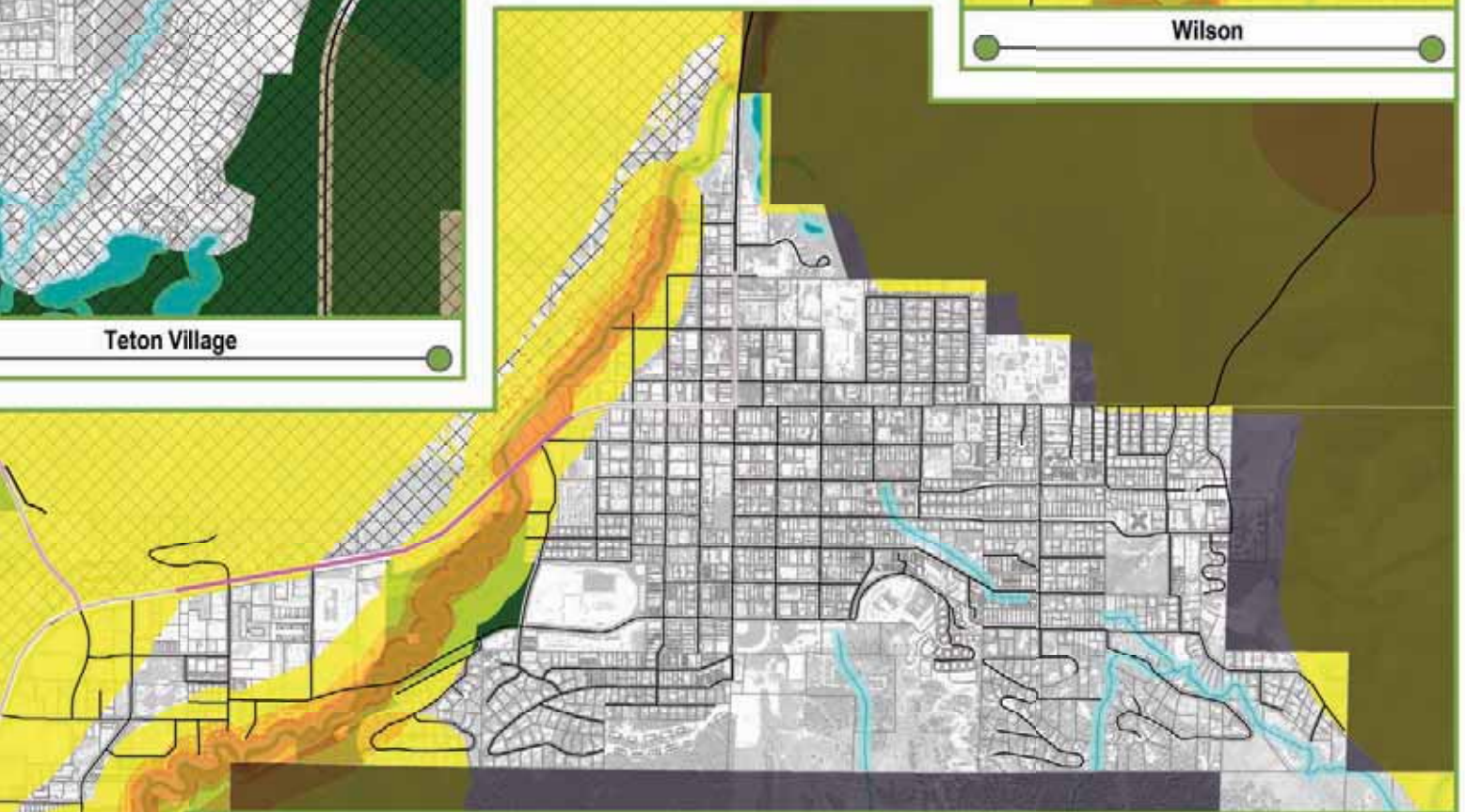


Aspens/Pines



Town of Jackson

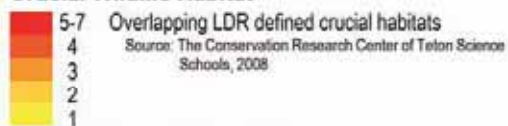




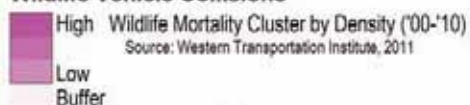
### Framework Map: CV1 - Ecosystem Stewardship: Zoom

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

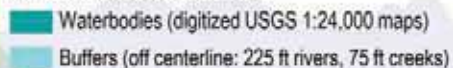
##### Crucial Wildlife Habitat



##### Wildlife Vehicle Collisions



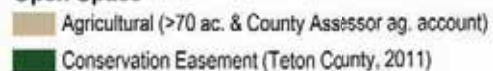
##### Waterbodies and Buffers



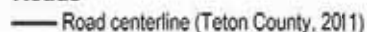
##### Scenic Resources



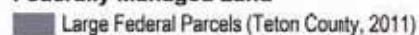
##### Open Space



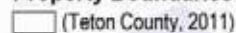
##### Roads



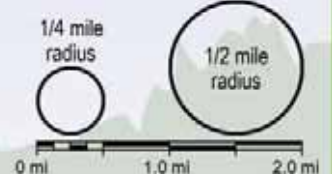
##### Federally Managed Land



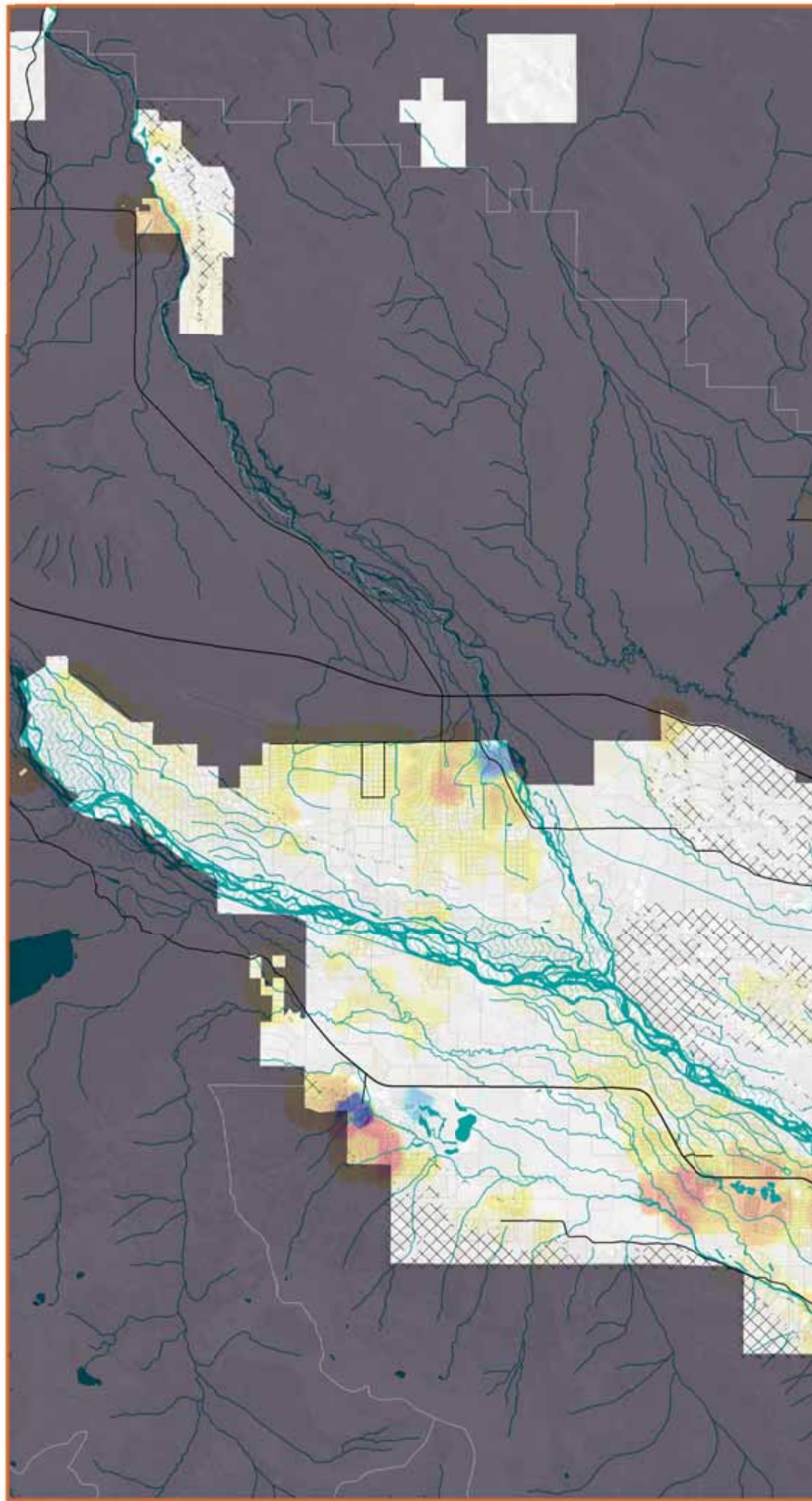
##### Property Boundaries



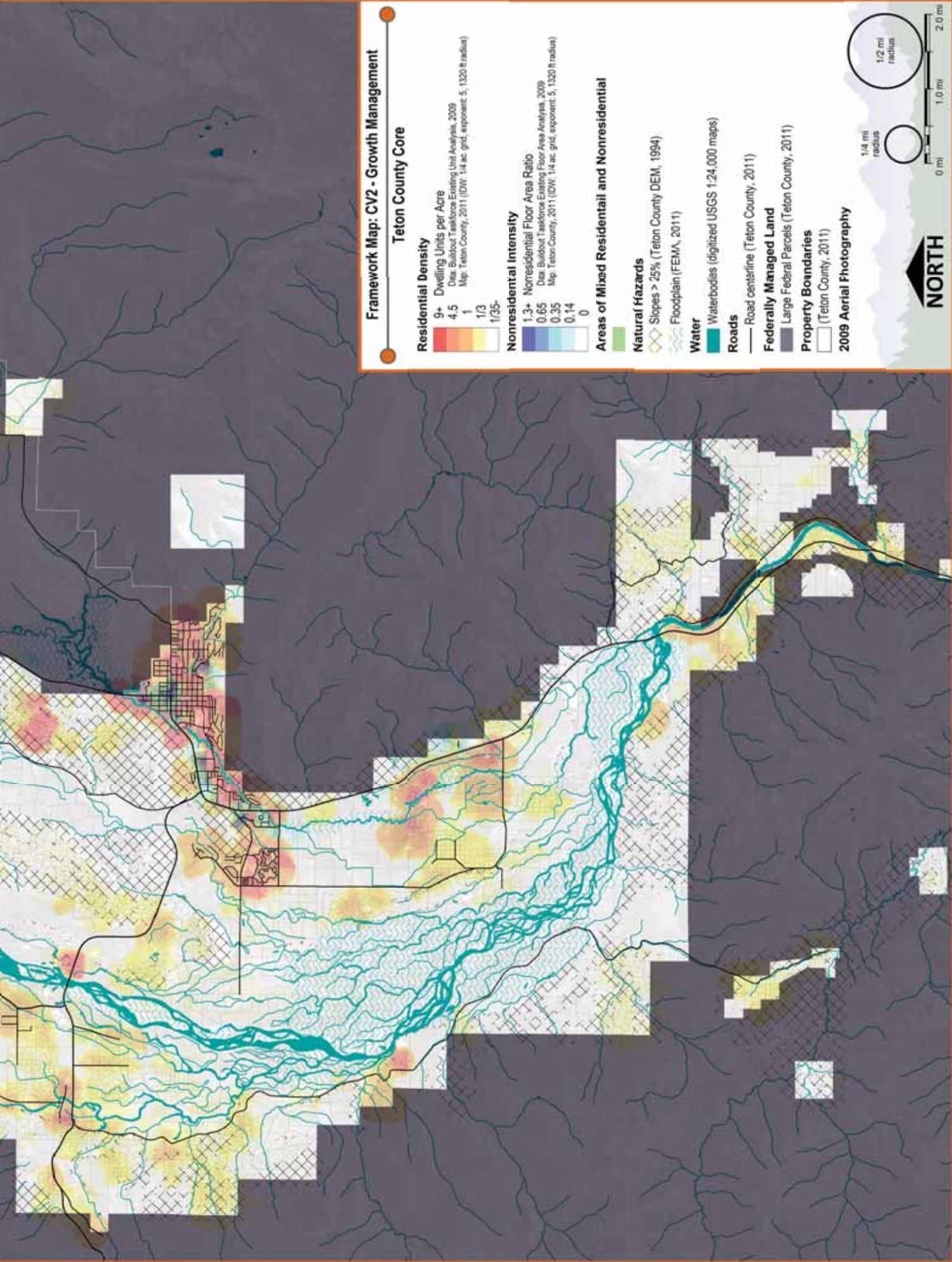
##### 2009 Aerial Photography











## Framework Map: CV2 - Growth Management

### Teton County Core

#### Residential Density

9+ Dwelling Units per Acre  
Data: Buildout Taskforce Existing Unit Analysis, 2009  
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 1320 ft radius)

#### Nonresidential Intensity

1.3+ Nonresidential Floor Area Ratio  
Data: Buildout Taskforce Existing Floor Area Analysis, 2009  
Map: Teton County, 2011 (IDW: 1/4 ac. grid, exponent: 5, 1320 ft radius)

#### Areas of Mixed Residential and Nonresidential

#### Natural Hazards

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

#### Water

Waterbodies (digitized USGS 1:24,000 maps)

#### Roads

Road centerline (Teton County, 2011)

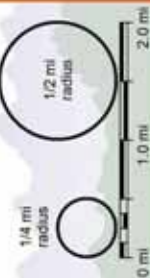
#### Federally Managed Land

Large Federal Parcels (Teton County, 2011)

#### Property Boundaries

(Teton County, 2011)

#### 2009 Aerial Photography





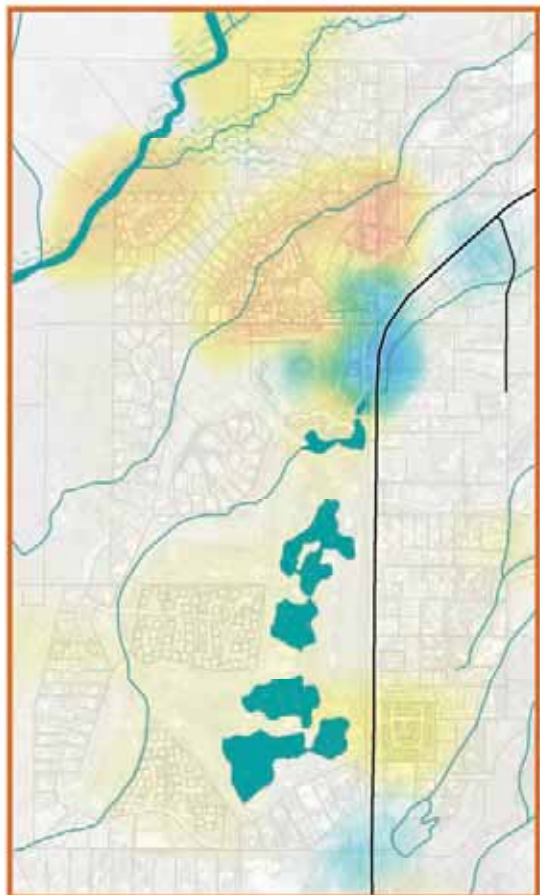




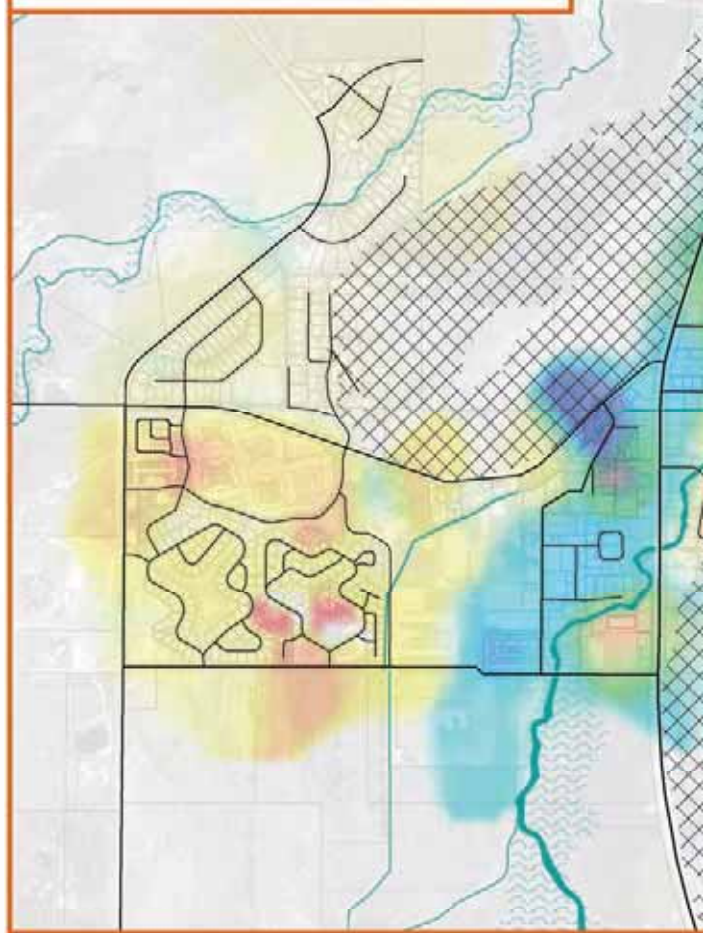
## Framework Map: CV2 - Growth Management Alta, Buffalo Valley, Hoback and Snake River Canyons



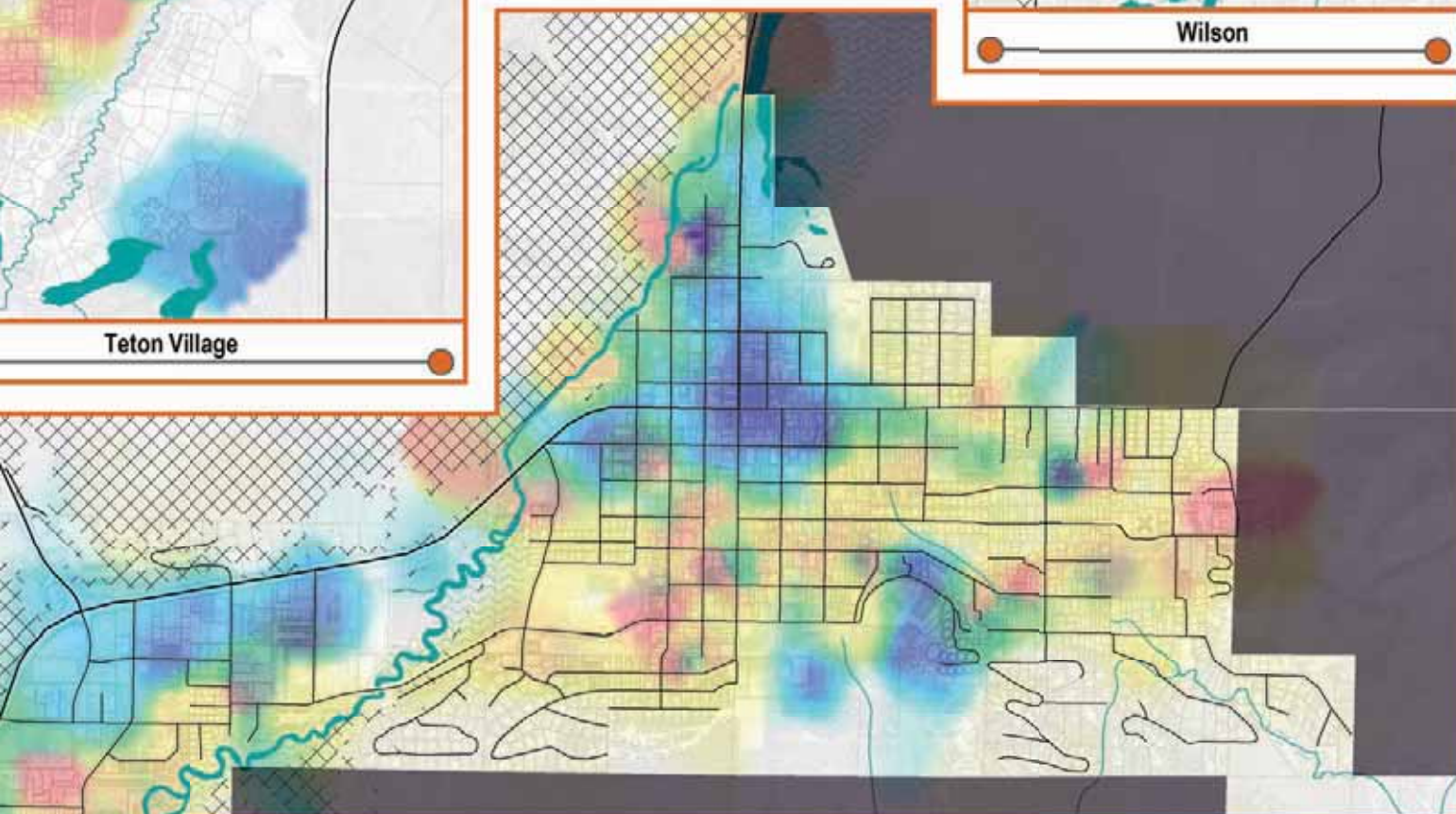
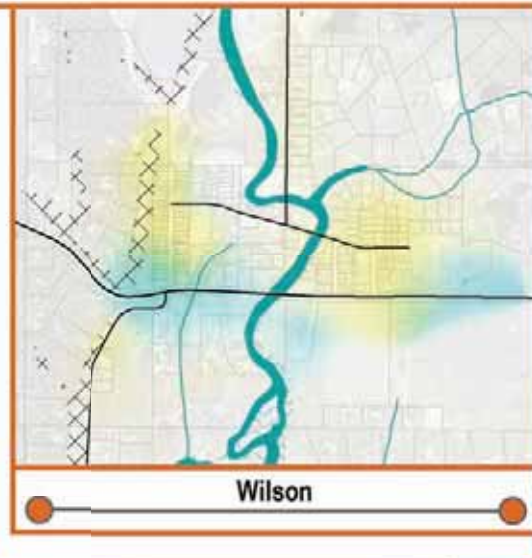




Aspens/Pines



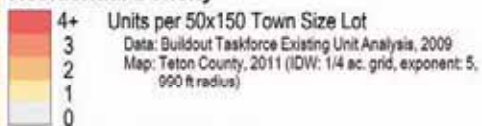
Town of Jackson



### Framework Map: CV2 - Growth Management: Zoom

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

#### Residential Density



#### Nonresidential Intensity



#### Areas of Mixed Residential and Nonresidential

#### Natural Hazards

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

#### Water

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

#### Roads

- Road centerline (Teton County, 2011)

#### Federally Managed Land

- Large Federal Parcels (Teton County, 2011)

#### Property Boundaries

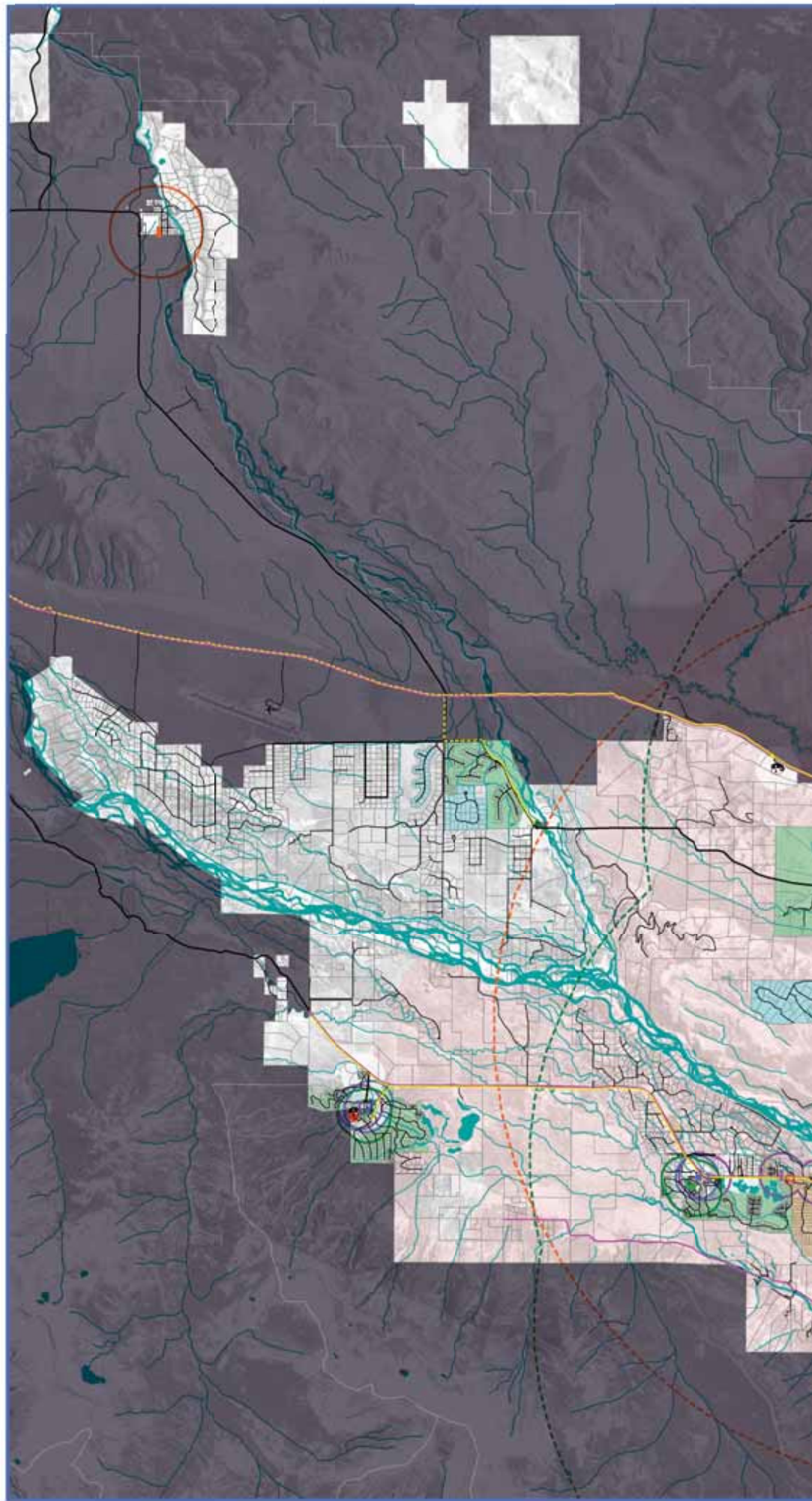
- (Teton County, 2011)

#### 2009 Aerial Photography



0 mi 0.25 mi 0.5 mi







# Framework Map: CV3 - Quality of Life

## Teton County Core

### Transportation Infrastructure

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

### Service Areas

- 1/2 mile to an elementary school (TCSD #1, 2011)
- 1/4 mile to a neighborhood park (TCP&R, 2011)
- 1/4 mile to Convenience Commercial (Teton County, 2011)
- 1/4 mile to a START stop (START, 2011)
- 5 miles to a middle or high school (TCSD #1, 2011)
- 4 miles to a community park (TCP&R 2011)
- Public Water (Teton County, 2011)
- Public Sewer (Teton County, 2011)
- Public Water and Sewer
- Emergency Response Time
  - 3 Fire Insurance (ISO) Rating (JH Fire/EMS, 2011)
  - 10

### Other Facilities

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

### Facilities

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

### Waterbodies

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

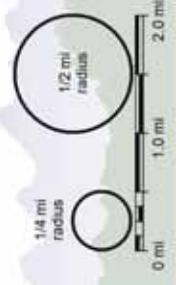
### Federally Managed Land

- Large Federal Parcels (Teton County, 2011)

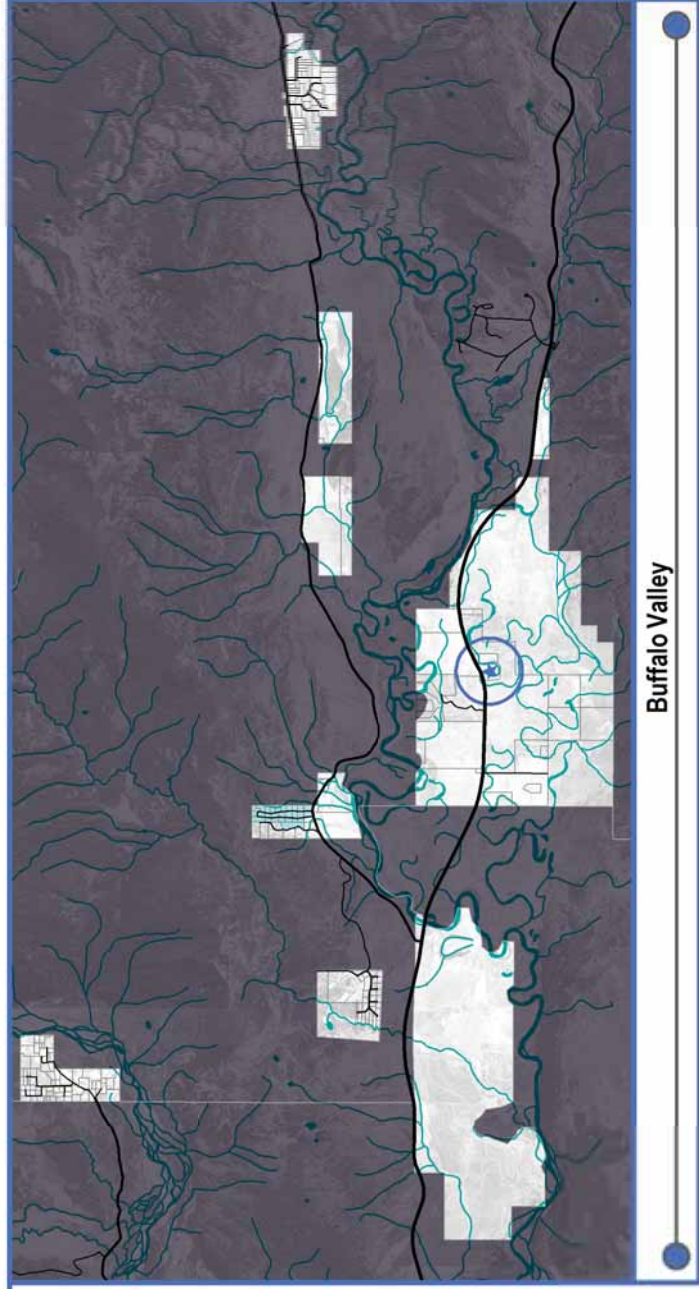
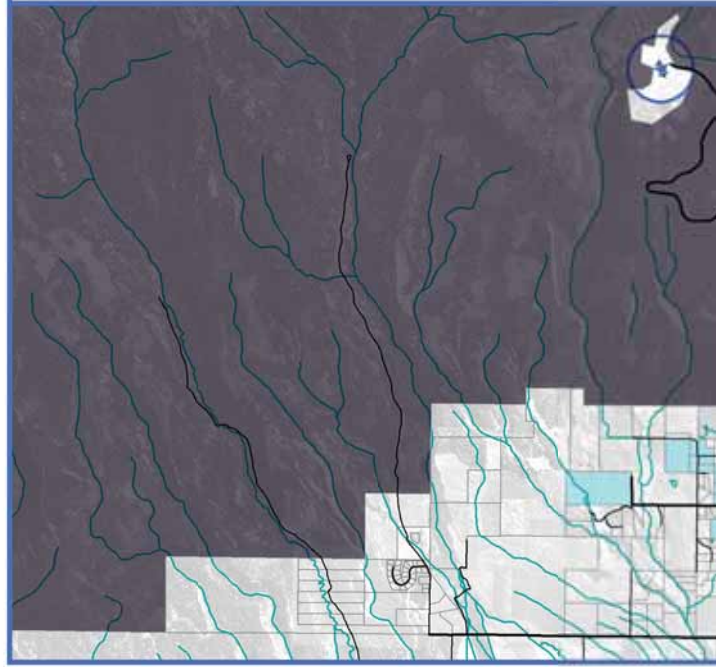
### Property Boundaries

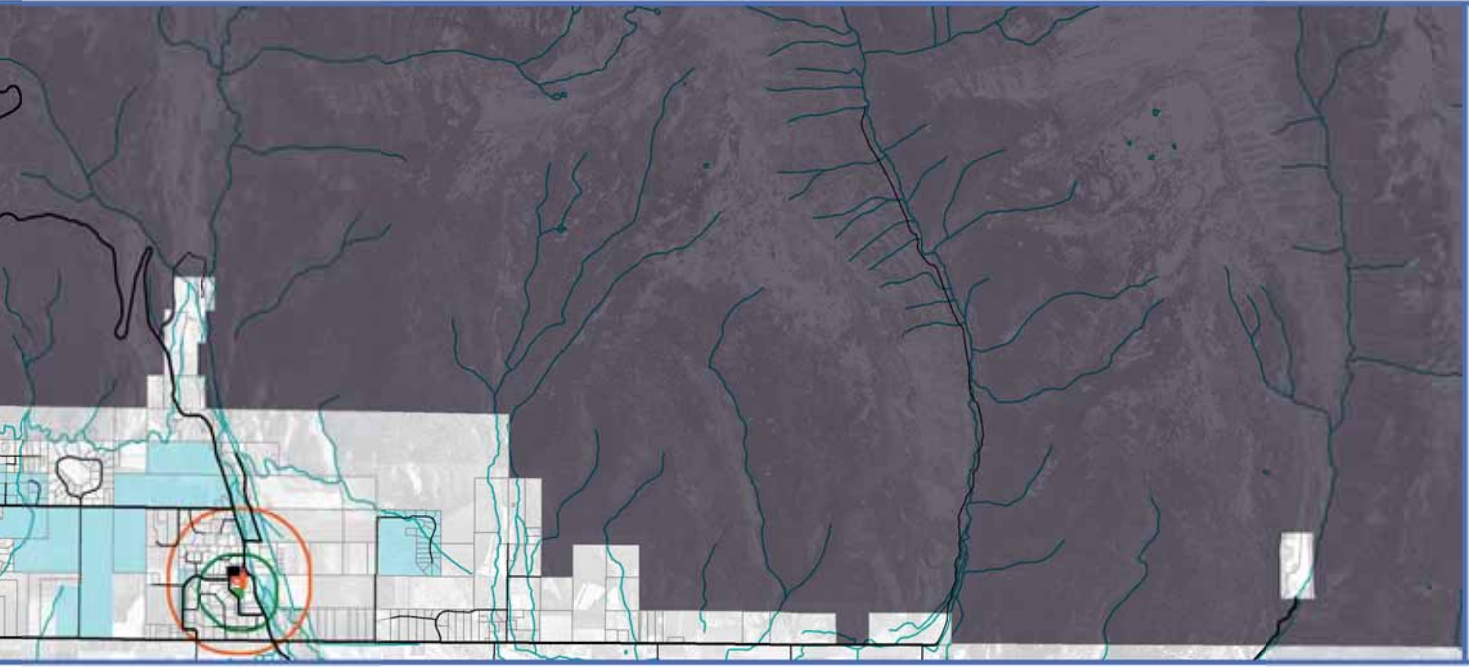
- Teton County, 2011

### 2009 Aerial Photography

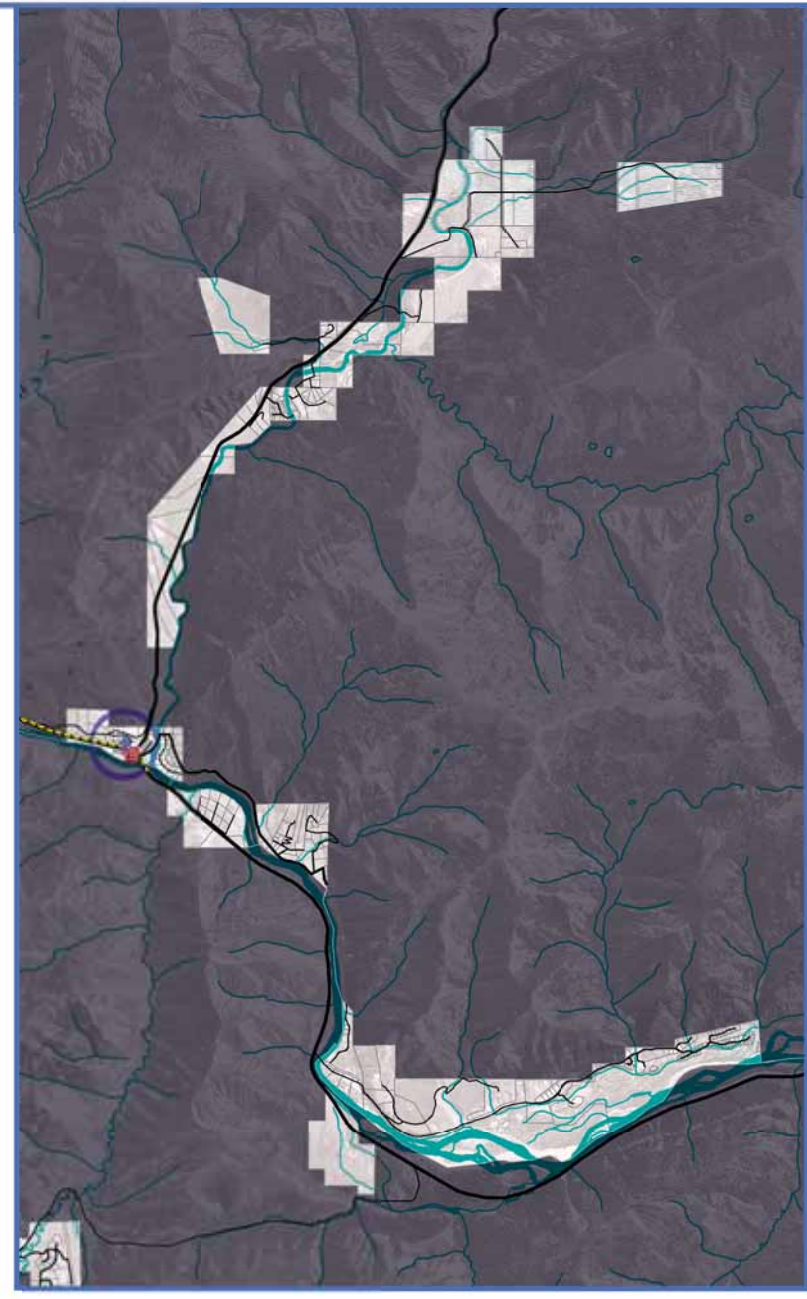








Alta



Hoback and Snake River Canyons

### Framework Map: CV3 - Quality of Life

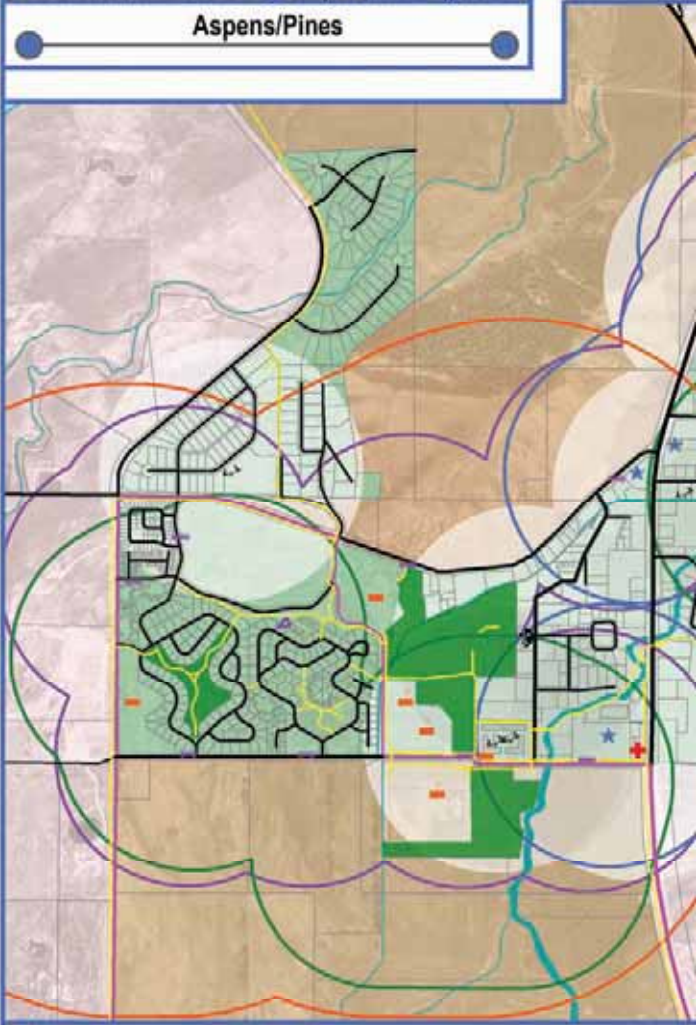
#### Alta, Buffalo Valley, Hoback and Snake River Canyons





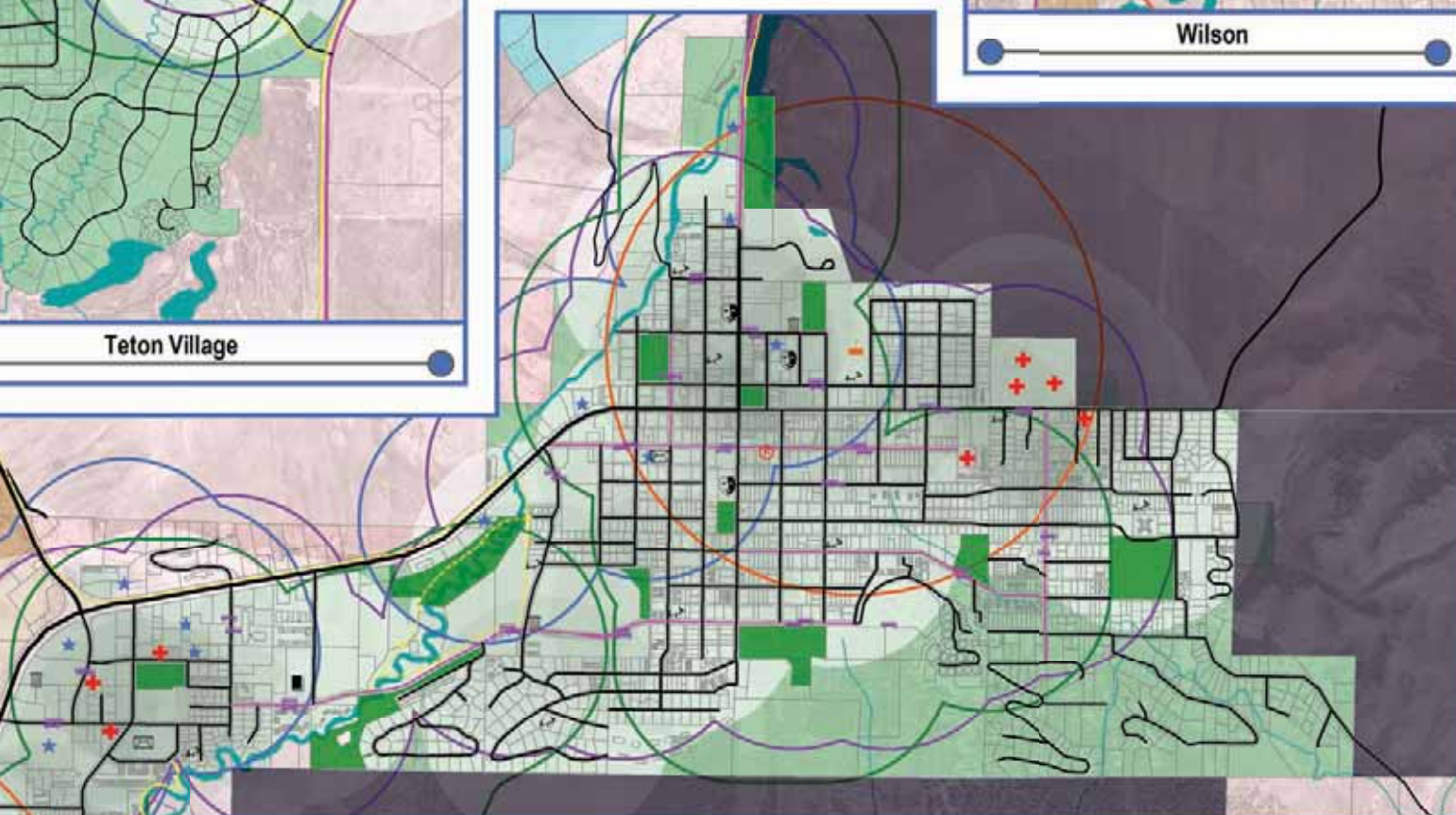


Aspens/Pines



Town of Jackson





**Framework Map: CV3 - Quality of Life: Zoom**  
**Town of Jackson, Aspen/Pines, Teton Village, Wilson**

**Transportation Infrastructure**

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

**Service Areas**

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

**Emergency Response Time**

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

**Other Facilities**

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

**Facilities**

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

**Waterbodies**

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

**Federally Managed Land**

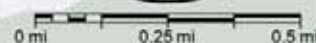
- Large Federal Parcels (Teton County, 2011)

**Property Boundaries**

- Teton County, 2011

**2009 Aerial Photography**

**NORTH**









# Appendix C

## 2012 Public Process

### Summary





# Public Process Summary

## *Appendix C*

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

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

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

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

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



# Clarion (July 2007 – July 2008)

## Task #1: Start-Up/Public Participation Strategy

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

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

### *Materials Produced*

- Plan and Policy Summary

### *Meetings Held*

- Old Bill's Fun Run Kick Off Event

## Task #2: Issues and Inventory

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

### *Materials Produced*

- 1994 Comprehensive Plan Analysis
- Existing Condition Snapshot

### *Meetings Held*

- Initial Interviews with Community Leaders

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

## Task #3: Community Vision, Goals and Policies

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

### *Materials Produced*

- Meeting materials and agendas

### *Meetings Held*

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

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

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

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

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

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

### *Materials Produced*

- Community Vision and Guiding Principles
- Existing Conditions Snapshot Update

### *Meetings Held*

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

## Task #5: Implementation Strategies and Action Plan

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



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

### *Materials Produced*

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

### *Meetings Held*

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

# Staff Draft (August 2008-May 2009)

## Review of Summer 2008 Public Comment

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

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

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

### *Materials Produced*

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

### *Meetings Held*

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

## April 2009 Draft Plan

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

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

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

### *Materials Produced*

- April 2009 Draft
- STAG Recommendation Memo

### *Meetings Held*

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

## **PC Policy Review (June 2009 – Sept. 2010)**

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



# Initial Review

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

## *Materials Produced*

- June 29, 2009 County Planning Commission Recommendations

## *Meetings Held*

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

# Joint Review and PC Certified Draft

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

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

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

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

### *Materials Produced*

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

### *Meetings Held*

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

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



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

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

## Taskforce Work

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

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

### *Materials Produced*

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

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

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

### **Facilitator Selection**

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

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

### *Materials Produced*

- Request for Qualifications
- Facilitator Finalist Supplementary Questions



- Scope of Work

### *Meetings Held*

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

## Stakeholder Interviews

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

### *Materials Produced*

- Interview Handout
- Summary of Interviews

## Review Process and Schedule

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

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

### *Materials Produced*

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

### *Meetings Held*

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

## Topic Discussion

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

### *Materials Produced*

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

### *Meetings Held*

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

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

## Policy Approval

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

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

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



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

### *Materials Produced*

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

### *Meetings Held*

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

## **Character District Development (July 2011 – March 2012):**

### **Process Development**

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

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

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

### *Materials Produced*

- Framework Maps

- Preliminary Character District Maps

### *Meetings Held*

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

## Character District Development Phase I

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

### *Materials Produced*

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

### *Meetings Held*

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

## Character District Development Phase II

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

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

### *Materials Produced*

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

### *Meetings Held*

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

## Character District Development Phase III

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

### *Materials Produced*

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



- Open House Agenda

### *Meetings Held*

- December 7, 2011 – Open House

## Character District Development Phase IV

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

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

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

### *Materials Produced*

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

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

### *Meetings Held*

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

## **Adoption (March 2012 – May 2012)**

### Approved Jackson/Teton County Comprehensive Plan Production

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

### *Materials Produced*

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

## Consideration of Adoption

Discussion to be updated following adoption.

### *Meetings Held*

- May 8, 2012 – JIM Adoption Hearing





# Appendix D Workforce Housing Action Plan







JACKSON/TETON COUNTY

# WORKFORCE HOUSING ACTION PLAN

NOVEMBER 2015



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## PREFACE

... We have the opportunity to enjoy each other's company and learn from each other through conversation and discourse – that's the best part. Don't lose sight of the fact that, while it might not be presented in your favorite way or the way you would have done it, we are going to have the strength to have the conversations that we are here to have. Count on that as my commitment to each of you for being generous with your time, and problem solve with us. As I look around this room I am so proud of this community. I see diversity in terms of professional skill set, in terms of community constituencies, nonprofit, for profit, representing every level of socio-economics that we have in the community. I hope that ten years from now the Chairperson of the County Commission or the Mayor or other elected officials can look out and see this kind of representation of community, what I am looking at right now. That will mean we have succeeded in what we have come here to do, which is to protect our community, to protect the very fabric of our community. That is why we are here and that is why we are here to work together.

- Mayor Sara Flitner, Opening the 2015 Housing Summit







The Housing Action Plan maps a new community-driven course for the future of housing production, preservation, and management. Based on policy directives from the Jackson/Teton County Comprehensive Plan and informed by eight housing studies prepared since 2007, the plan is the outcome of the 2015 Housing Summit, which convened elected officials, stakeholders, and the public to examine workforce housing in Teton County and the Town of Jackson.

Workforce housing is not a new challenge to the valley; for more than 30 years, employers, the government, housing organizations, and the private sector have come up with creative ways to house our community's workforce. The 2012 Comprehensive Plan set the target of housing 65% of the workforce locally as part of community character preservation. Currently, 62% of the workforce lives in nearly 1,500 restricted units and free market housing. To bridge the gap, the community must address the following challenges:

- Affordability of market housing and existing shortages of workforce housing
- Loss of market workforce housing stock (leakage) as the workforce ages and retires
- Employees generated from new development

The Housing Action Plan is comprised of six chapters, each detailing an integrated approach toward housing 65% of the workforce locally; the housing goal is too ambitious to rest on the shoulders of a single approach. Interrelated and interdependent, the chapters outline the work to be done by the community.



## What is a Housing Action Plan?

The Jackson/Teton County Comprehensive Plan, adopted in 2012, plots implementation of community principles, of which housing is considered a critical component of achieving our community Vision. Policy 5.4.a calls for development of a Workforce Housing Action Plan through a cooperative effort of the Town, County, local housing agencies, and other workforce housing stakeholders, all working together to achieve the community's housing goal. The purpose of the Workforce Housing Action Plan is to: Evaluate the costs and benefits of various housing tools; establish a system for monitoring the success of those tools in meeting our housing goal; and establish the roles that various entities, including the free market, will play in goal attainment.

The community's commitment to housing 65% of the workforce locally does not negate the importance of workers commuting from neighboring communities; their needs are addressed in the Integrated Transportation Plan, which identifies actions for addressing transportation strategies for commuters. Nor does the community's commitment to housing the local workforce diminish the contributions of non-workers. The Comprehensive Plan identifies housing, economic, transportation, and level of service policies to improve quality of life for all members of the community. The Housing Action Plan focuses on the local housing piece of the puzzle.

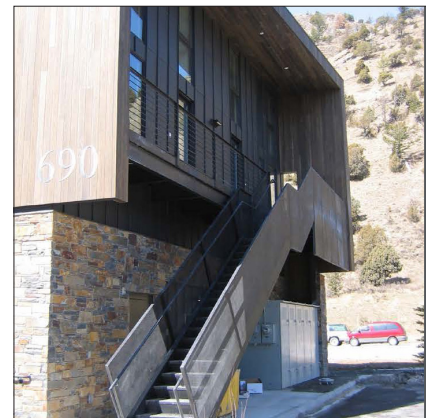
## Housing Summit

The Housing Summit, held May 20-21, 2015, set out to determine a structure for meeting the community vision and workforce housing goal by providing a venue for distilling the ideas presented in previous housing studies. In practice, the Summit represented an unprecedented collaboration between stakeholders, elected officials, and the public as everyone considered the housing needs of Teton County and the Town of Jackson and made critical decisions about how to meet housing goals. Key Summit discussions focused on:

- Evaluating potential tools
- Determining the role of the Town/County in plan implementation
- The expected housing produced from each tool by income category
- The organizational structure and related duties necessary for plan implementation

### Summit Stakeholders

Adam Janak  
Anne Cresswell  
Brendan Schulte  
Brian Siegfried  
Craig Benjamin  
Don Opatrny  
Kelly Lockhart  
Lou Hochheiser  
Mary Erickson  
Patricia Russell Nichols  
S.R. Mills  
Scott Horn  
KJ Morris



## How to Use This Plan

The Housing Action Plan is a cooperative effort of public and private housing providers to identify and monitor housing needs, evaluate costs and benefits of various housing tools, and establish the roles various housing providers will play in meeting the community's housing goals.

Each chapter builds on housing policies in the Comprehensive Plan, and therefore must be read in the context of the entire plan and the desired future character of each subarea described in the Illustration of Our Vision chapter.

Some housing plans are organized with data, discussion, and conclusions grouped together. In contrast, this plan is action-oriented, with future directives making up the bulk of the plan and data/discussion attached as appendices.

Chapter 1 - Organizational Structure

Chapter 2 - Housing Supply Plan

Chapter 3 - Housing Management Plan

Chapter 4 - Funding for Housing Plan

Chapter 5 - Zoning for Housing Plan

Chapter 6 - Housing Action Timeline

Appendix A - Housing Summit Materials

A:1 - Policy Guidance

A:2 - Objectives: Housing Supply + Need

A:3 - Analysis of Tools

A:4 - Providers and Organizational Structure

Appendix B - Housing Studies

The first chapter introduces a modified organizational structure for the supply and management of workforce housing in Jackson and Teton County: a joint Jackson/Teton County Housing Authority, which adds the Town to the governance of the Authority and shifts staff accountability from the Authority Board to the Board of County Commissioners Administrator. The joint housing staff will be separated into two divisions: Housing Supply and Housing Management. A new Housing Director will oversee the Housing Supply Program at the

helm of the Housing Supply Division with a Housing Manager leading the Housing Management Division.

Chapters 2-5 are each made up of a set of initiatives linking back to the objectives, tools and providers discussed at the 2015 Housing Summit (see Appendix A). The initiatives are intended to focus and guide future housing efforts and decisions; they are not intended to limit options, nor are they a commentary on the significant work that has been done to provide workforce housing in the past. Instead, they are a statement of forward-thinking purpose.

Each initiative also includes action items. Far from an exhaustive checklist, the action items are priorities identified as essential for successful implementation. The final chapter pulls together all of the action items into a prioritized timeline identifying the steps that must be taken in the short, medium, and longer-term.



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# CHAPTER 1

## ORGANIZATIONAL STRUCTURE





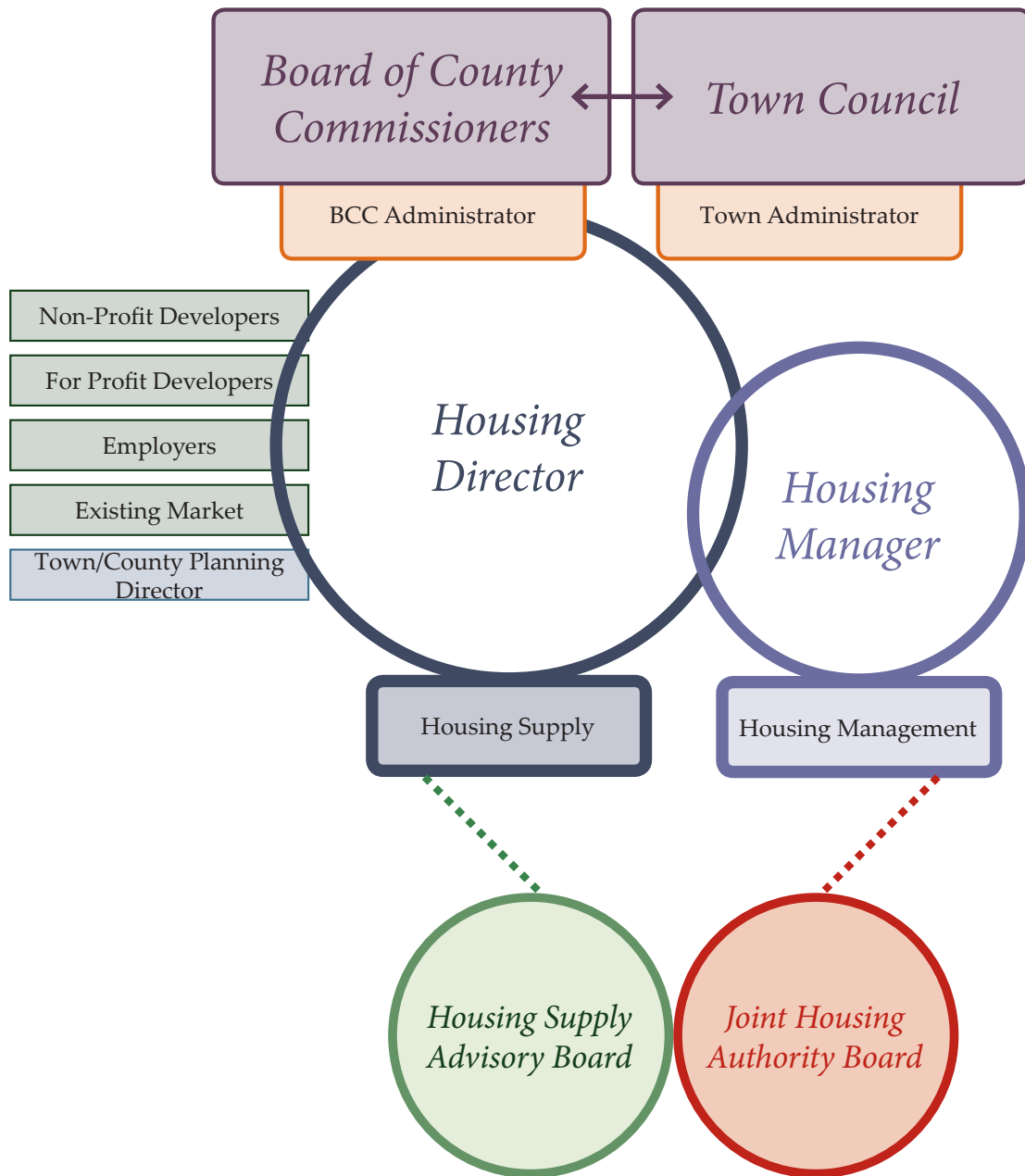
## INTRODUCTION

After 20 years of actively providing workforce housing through requirements and development, the Town and County must evolve its public housing program to better meet the demands of the local workforce. Since 1995, the Teton County Housing Authority has served as the agent of public housing, building or facilitating the development of hundreds of units and managing the restrictions of hundreds more. As the community's housing program grows into its second generation, the Town and County must refocus efforts on supplying housing and managing the existing housing stock.

At the 2015 Housing Summit, stakeholders and elected officials considered two core questions: What is the role of the Town/County in producing and preserving workforce housing? What organizational structure (and other duties related to workforce housing) will the Town/County assume? Summit participants agreed on three key points: The forming of a joint Town/County housing program; the separation of housing supply and housing management functions to specialize each role; and greater elected official accountability for housing supply.

From the ensuing public process, a new organizational structure emerged. The Workforce Housing Action Plan establishes new reporting and partnering relationships, and assigns responsibility for implementing the various initiatives. Intentionally, many details have been left for the plan implementers to determine, so as to provide them with flexibility and efficacy. By empowering them to fully flesh-out the organizational structure, this plan ensures accountability for implementation. The graphic on the opposite page represents the organizational structure described in this chapter. Delineating both operational and strategic structure, the diagram is further explored in the description of duties that follows.





## ORGANIZATIONAL STRUCTURE

The most significant restructure is making the housing program a shared effort between the Town and County; from now on, a joint Town/County program will direct workforce housing. The Town Council and Board of County Commissioners will coordinate to provide policy direction, and staff will report to the Administrator of the Board of County Commissioners. A joint Town/County Housing Authority will continue to function and execute the statutory housing powers of

holding assets and debt as assigned by the Board of County Commissioners and Town Council, as well as acting as a Board of Appeals in the case of housing management appeals. This restructure establishes the desired elected official accountability and separation of duties without distracting resources away from putting units on the ground. The new structure also ensures enforcement continuity of existing Teton County Housing Authority restrictions.

### Strategic Relationships

The strategic purpose of the organizational restructure is simple: To separate housing supply efforts from housing management so steady focus remains on each effort and neither overshadows the other.

The new role of the Housing Director will lead the new Housing Supply Program (described in Chapter 2), an initiative led, on the policy level, by the Town Council and Board of County Commissioners. The Housing Director will implement the policy by developing programs and building relationships with housing suppliers (Chapter 2). A Housing Supply Advisory Board will offer recommendations to the Board of County Commissioners and Town Council and advise the Housing Director on implementation.

The Housing Management Plan described in Chapter 3 will be the responsibility of the new Housing Manager role. The Town Council and Board of County Commissioners will adopt a set of Housing Management Guidelines for the Housing Manager to implement and enforce.

The Jackson/Teton County Housing Authority Board will hold assets and debt per state statute as assigned by the Board of County Commissioners and Town Council; these responsibilities will be carried out by utilizing staff from the Housing Supply and Housing Management Divisions.

### Operational Relationships

To achieve the goal of accountability, the Housing Director will report to the Board of County Commissioners' Administrator, thereby ensuring elected officials are ultimately accountable for the Housing Supply Program. Housing Supply Division staff and contractors will report to the Housing Director. The Housing Director will have expertise in all of the production and preservation initiatives and activities discussed in Chapter 2. The County Attorney will serve as legal counsel for the Housing Director as needed. The Town Council and Board of County Commissioners will appoint the Housing Supply Advisory Board, or ask the Jackson/Teton County Housing Authority Board to serve this function. Whether a separate board is created will be determined at a later date with input from the Housing Director.

A Housing Manager will be appointed to head the Housing Management Division. The Housing Manager may report to the Housing Director or to the Board of County Commissioners' Administrator; the reporting relationship that best enables the Housing Director to focus on housing supply will be determined by the Administrator and Housing Director. Housing Management Division staff and contractors will report to the Housing Manager. The Housing Manager will have experience and expertise in all of the management initiatives and actions described in Chapter 3.

Appeals of the Housing Manager will be heard by the Jackson/Teton County Housing Authority Board sitting as an independent Board of Appeals. The task of hearing of appeals constitutes the Jackson/Teton County Housing Authority Board's only link to the Housing Management Division. The Housing Manager will seek advice from the Board of County Commissioners' Administrator and/or the County Attorney. This structure allows the Town Council and Board of County Commissioners to set policy, ensures policy implementation is independent of the appeals body, and removes politics from the review of policy implementation; all with the goal of fair, consistent enforcement of restrictions and housing guidelines.

The Town Council and Board of County Commissioners will appoint the Jackson/Teton County Housing Authority Board pursuant to state statute. Current statute directs the Jackson/Teton County Housing Authority Board to have three members, two joint appointments by the Town Council and Board of County Commissioners, and the third appointed by the two members of the Jackson/Teton County Housing Authority Board. The Jackson/Teton County Housing Authority Board will not have any staff of its own, but will utilize (as appropriate) the staff of the Housing Supply and Management Divisions to carry out its delegated statutory duties of holding assets and debt.

### Operational Funding

Funding for the Housing Supply and Housing Management Divisions will come primarily from the Town and County general fund. Partnership funding may be pursued to support cooperative management efforts. To offset administrative costs, fees may also be charged for certain management and administrative services.

### Housing Supply Funding

Production and preservation projects will be funded through mitigation fees exacted on new developments (to address employee housing needs), as well as the new Community Priorities Fund. The Housing Supply Program will use these funds to initiate new housing projects (initiatives explored in-depth in Chapter 2).

### *Organizational Structure Actions (with the first four implemented in tandem)*

- Amend the Resolution creating (and bylaws governing) the Teton County Housing Authority to establish a regional housing authority of the Town and County
- Work with the legislature to make necessary changes related to regional housing authority commission duties and structure
- Hire the Housing Director and staff
- Appoint the Jackson/Teton County Housing Authority Board pursuant to statute regarding regional housing authorities (as potentially amended) and the direction of this Plan
- Determine Town/County split of administrative funding for Housing Supply and Housing Management Divisions.
- Appoint the Housing Supply Advisory Board or delegate the Jackson/Teton County Housing Authority Board to provide recommendations on housing supply.
- Hire the Housing Manager and staff



## DUTIES

The text colors of the following titles correspond to the positions listed in the organizational structure diagram on page 1-3.

### **Board of County Commissioners and Town Council**

The Board of County Commissioners and Town Council will be accountable for the housing program by:

- Annually approving the rolling 5-year Housing Supply Program that will inform how the Community Priorities Fund and other housing funding is used to produce and preserve workforce housing;
- Providing direction on specific projects and partnerships to the Housing Director;
- Appointing the Jackson/Teton County Housing Authority Board per State Statute and directing their execution of statutory housing project powers through project funding;
- Appointing the Housing Supply Advisory Board (if that board becomes a separate entity from the Jackson/Teton County Housing Authority Board); and
- Adopting, and amending as needed, the Housing Management Guidelines to be implemented by the Housing Manager.

### **Board of County Commissioners' Administrator (or Town Administrator)**

The Administrator, responsible for funding and staff supervision, will:

- Supervise the restructuring of the housing program in collaboration with the Town and County Attorneys to accomplish the Organizational Structure Actions listed above;
- Hire, discipline, and fire the Housing Director;
- Manage the Community Priorities Fund; and
- Explore additional funding options with the legislature, advocating options directed by the Town Council and Board of County Commissioners.
- The Administrator also may hire, discipline, and fire the Housing Manager, according to the most appropriate reporting structure devised in collaboration with the Housing Director.

### **Housing Director**

The Housing Director's primary responsibility is the implementation of Chapter 2, which includes:

- Hiring, disciplining, and firing any staff of the Housing Supply Division and managing any contractors or partnerships;
- Annually updating the rolling 5-year Housing Supply Program that will inform how the Community Priorities Fund and other housing funding is used to produce and preserve workforce housing;
- Establishing the target income categories and unit types for housing projects with recommendations from the Housing Supply Advisory Board and approval from the Town Council and Board of County Commissioners;
- Facilitating the RFP process with for-profit developers, non-profit developers, and employers to

develop partnerships to produce housing;

- Developing a housing preservation program;
- Facilitating relationships between developers and employers and providing other forms of technical assistance for housing production and preservation; and
- Coordinate a cooperative effort on education and outreach, thereby increasing community understanding.
- Beyond the responsibilities outlined in Chapter 2, the Housing Director will: Secure other sources of funding (grants, loans, etc.); provide technical assistance to developers seeking similar funds; and work with the Long-Range Planner to monitor housing needs.
- The Housing Director may also: Hire, discipline, and fire the Housing Manager (according to the most appropriate structure developed by the Housing Director, Board of County Commissioners' Administrator and Town Administrator); and coordinate with transportation and housing planners locally and regionally on issues related to workforce housing connectivity and corridor issues such as transit schedules.

### **Housing Manager**

The Housing Manager's primary responsibility is the implementation of Chapter 3, which includes:

- Hiring, discipline, and firing of the Housing Management Division staff and managing any contractors or partnerships;
- Updating the current Teton County Housing Authority Guidelines for adoption by the Town Council and Board of County Commissioners as the Housing Management Guidelines;
- Management and enforcement of Housing Authority restrictions;
- Review of new Housing Authority restrictions and restrictions proposed to meet housing requirements;
- Coordination with other housing program managers on community access to programs; and
- Evaluation of programs and standards to ensure adequate quality of housing.

### **Jackson/Teton County Housing Authority Board**

The Jackson/Teton County Housing Authority Board has two, potentially three, duties:

- Hold the assets and debt related to the provision of housing per State Statute, as directed by the Town Council and Board of County Commissioners.
- When the Housing Manager is appealed, the Jackson/Teton County Housing Authority Board will act as the board of appeals.
- The Jackson/Teton County Housing Authority Board also may serve as the Housing Supply Advisory Board.

### **Housing Supply Advisory Board**

The Housing Supply Advisory Board will provide recommendations to the Town and County on the annual Housing Supply Program (see Chapter 2) and other housing supply policy decisions. The Housing Supply Advisory Board will provide the Housing Director with technical recommendations on policy implementation. The Jackson/Teton County Housing Authority Board may sit as the Housing Supply Advisory Board, or it may exist as a separate group. During

development of the Housing Supply Program, the Housing Director will make a recommendation on this dynamic to the Board of County Commissioners and Town Council. Regardless of whether the Housing Supply Advisory Board is a unique entity or not, each board member should contribute professional experience in one of the following disciplines:

- Federal/State Housing Programs
- Land Acquisition/Sale
- Site Design
- Building Design
- Housing Finance
- Construction Management
- Preservation/Conservation

### **Town/County Planning Director**

The Town/County Planning Director's primary housing duty is zoning for housing (i.e. implementation of Chapter 5). More specifically, the Town/County Planning Director will be responsible for:

- Working with the Housing Director to monitor housing need;
- Working with the Housing Director to identify potential property appropriate for production or preservation of housing;
- Updating the Land Development Regulations and Zoning Map to allow more opportunities for the development of workforce housing in appropriate areas;
- Creating incentives in the Land Development Regulations for the development of workforce housing in appropriate areas; and
- Updating housing mitigation requirements and exploring growth management solutions to ensure the community's housing stock keeps up with employment growth.

### **Developers, Employers, Non-Profits**

Employers, for-profit developers, and non-profit housing organizations working to produce and preserve housing will be responsible for forging relationships with the Housing Director and each other. They will be expected to apply for public funding through the Housing Supply Program, as described in Chapter 2.





# CHAPTER 2

## HOUSING SUPPLY PLAN





## INTRODUCTION

In the next decade, the community will need about 200 additional units each year to house local employees who make 120% or less of the area median income, according to projections done for the 2015 Housing Summit (see Appendix A2). Much of this demand, resulting from our growing community's employee generation, will be met by employers and developers as mitigation (see Chapter 5). And yet, even if the market provides housing for every new employee, housing supply will continue to fall short of demand as a result of workforce retirement, leakage of workforce units, and existing housing shortages. While current stock and some employers will partially makeup for this shortfall, many new units will require public subsidy.

At the 2015 Housing Summit, stakeholders and elected officials approached this challenge by discussing the following questions: What are the tools that may be used to produce and preserve workforce housing? What is the role of the Town and County in the implementation of each tool? How much housing can be expected from each tool per income category? From these exercises emerged the concept of a Housing Supply Program.

This chapter offers a framework for providing workforce housing in Jackson and Teton County. Implementation of the chapter will be the primary responsibility of the new Housing Director. With flexibility in mind, this framework is designed to represent the priorities of the Housing Supply Program, not to set strict limits on types of public housing. That said, public production and preservation will focus on the lower income levels, delegating housing for higher income brackets to the private sector through allowances and incentives (see Chapter 5). In tandem with housing supply efforts, the Town and County will expand transportation options for those seeking to live more affordably in neighboring communities.

This chapter also recognizes the importance of outreach that not only highlights our successes, but also educates the community on continuing needs. This chapter also maps a path toward a more coordinated approach to distribution and collection of housing information, so as to increase public understanding of the issues and related programs.

## HOUSING SUPPLY PROGRAM

Housing production and preservation projects, coordinated by the Housing Supply Program, will tap two primary funding sources: Mitigation fees collected from new development to offset employee generation (see Chapter 5); and the new Community Priorities Fund (see Chapter 4).

The new Housing Director will develop a rolling 5-year Housing Supply Program, updated annually by the Town and County as part of the budget process. The Housing Supply Program will identify and prioritize housing projects envisioned through the following initiatives. Elected officials' annual approval of this 5-year program will allow lead time for the planning and development process and for leveraging other funding sources and partnerships; all Town and County funding of housing will occur through the Housing Supply Program. Non-profit and for-profit private developers requesting public subsidy will make their requests through the Housing Supply Program.

The Housing Supply Program will be based on housing indicators including employee generation and loss of existing workforce housing stock. Given indicated need, the program will establish metrics and objectives for specific projects including unit type, target income and quantity. The community's goal is to have, each year, one project in construction or execution and one project in planning and design. Attainment of this goal will hinge on establishment of a dedicated funding source for housing production and preservation. During development of the Housing Supply Program, the Housing Director will focus on "shovel-ready" projects with the initial goal of having a property designed by June 2016 so as to break ground by Spring 2017.

### *Housing Supply Program Actions*

- Develop the initial 5-year supply plan as part of the FY16-17 Budget proposal based on housing need, including projected funding as well as target income categories and unit types.
- Hire key staff and/or contractors needed to operate the Housing Supply Division.
- Update the 5-year Housing Supply Program annually.

## INITIATIVES

### **2A. Prioritize lower-income, year-round housing**

In 2014, a household needed to make 2.7 times the median family income to afford the median home in Teton County (see the 2015 Indicator Report). To meet the greatest need, public subsidy will focus on the 70% of workforce households making less than 120% of area median income, of which the year-round workforce will be the priority; the community will rely on employers to provide seasonal housing, offering technical assistance as needed (see Initiative 2D below). To coordinate efforts, non-profits are encouraged to mirror this focus by concentrating their efforts on the lower-income, year-round workforce.



| OBJECTIVE (APPENDIX A <sub>2</sub> )                              | TOOLS (APPENDIX A <sub>3</sub> )                                                                                                                                 | PROVIDERS (APPENDIX A <sub>4</sub> )                                             |
|-------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• &lt; 120% AMI</li> </ul> | <ul style="list-style-type: none"> <li>• Preservation</li> <li>• Land Acquisition</li> <li>• Public Development</li> <li>• Public/Private Partnership</li> </ul> | <ul style="list-style-type: none"> <li>• Non-profit</li> <li>• Public</li> </ul> |

#### *Prioritization Actions*

- Define “year-round” workforce.

### **2B. Provide land as a public subsidy and build development partnerships**

The most difficult task is also the most important: Production of new, affordable workforce housing stock. The new preferred method of government involvement in housing production will be providing land through partnerships or contracts. Through land provision, the Housing Supply Program will engage the expertise of for-profit and non-profit private developers. The Housing Supply Program will also favor rental units over ownership. Long-term leases of restricted units provide stability for occupants as well as recurring revenue for the housing provider. Even though the more familiar model – where the public develops and then sells housing – will remain a secondary option, partnering with private developers (non-profit or for-profit) offers the potential to yield a greater mix of unit types and incomes within a single development, while still providing the community with deed restricted units. The Supply Program will face new challenges when establishing partnerships pursuant to statute (to maintain proper public accountability and benefit). The Housing Trust, Habitat for Humanity, and other non-profit developers are excited by the prospect of such partnerships, but need longer-term commitments than potential for-profit partners so as to maintain staff levels between projects.

| OBJECTIVE (APPENDIX A <sub>2</sub> )                              | TOOLS (APPENDIX A <sub>3</sub> )                                                                                                         | PROVIDERS (APPENDIX A <sub>4</sub> )                                             |
|-------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• &lt; 120% AMI</li> </ul> | <ul style="list-style-type: none"> <li>• Land Acquisition</li> <li>• Public Development</li> <li>• Public/Private Partnership</li> </ul> | <ul style="list-style-type: none"> <li>• Non-profit</li> <li>• Public</li> </ul> |

#### *Production Actions*

- Identify potential land appropriate for housing development based on the Illustration of Our Vision Chapter of the Comprehensive Plan.
- Work on a partnership model that allows the Town and County to stay out of the role of developer, yet ensures the security of the public investment in workforce housing.

### **2C. Preserve existing workforce housing stock to avoid leakage**

The imminent spike in retirement challenges preservation of the workforce housing supply. In the next 10 years, the workforce will retire at a rate that makes 50 units per year vulnerable to redevelopment or resale, thus leaking out of the workforce housing pool. The community’s conservation and growth management values bar us from simply building our way out of the housing demand, therefore the public must implement programs to keep the workforce in existing housing stock. Preservation is as important as production in meeting our housing goal. However, as new preservation programs are

being established, the majority of housing resources will remain dedicated to production. Avoiding leakage will remain the primary focus of preservation efforts. In the past, employers have led such efforts; to nurture public leadership, the Housing Supply Division will work with employers and homeowners to ensure public subsidy enhances existing efforts.

| OBJECTIVE (APPENDIX A <sub>2</sub> )                              | TOOLS (APPENDIX A <sub>3</sub> )                                                                       | PROVIDERS (APPENDIX A <sub>4</sub> )                                                                                            |
|-------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• &lt; 120% AMI</li> </ul> | <ul style="list-style-type: none"> <li>• Preservation</li> <li>• Public/Private Partnership</li> </ul> | <ul style="list-style-type: none"> <li>• Existing Market</li> <li>• Employer</li> <li>• Non-profit</li> <li>• Public</li> </ul> |

#### *Preservation Actions*

- Develop opportunities for buy downs, rehabilitation, reverse mortgages, conversion of trailer parks to microhousing, and other programs to restrict existing workforce housing, ensuring programs for households in different income categories exist.
- Identify existing developments appropriate for public subsidy for preservation as workforce housing.
- Develop a program to ensure that restricted and employer provided workforce housing meets adequacy, suitability, and affordability standards.
- Explore a program to subsidize upgrades above minimum standards through technical expertise, loans, grants, or other means.
- Monitor the net loss (leakage) of workforce housing that is occurring.
- Enforce short-term rental prohibitions.

## **2D. Provide public technical assistance for housing providers**

Technical assistance, provided by the Housing Supply Division, will further support housing production and preservation efforts. Providing staff expertise to developers and employers as they produce/preserve workforce housing represents public support without subsidizing actual production or preservation. Technical assistance on project design, grant application, partnership building, and program start-up will help providers with the will but not the expertise. Provision of expertise will be the preferred method for publicly supporting employers in their efforts to house seasonal employees.

| OBJECTIVE (APPENDIX A <sub>2</sub> )                              | TOOLS (APPENDIX A <sub>3</sub> )                                                              | PROVIDERS (APPENDIX A <sub>4</sub> )                                                                            |
|-------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• &lt; 120% AMI</li> </ul> | <ul style="list-style-type: none"> <li>• Technical Assistance</li> <li>• Education</li> </ul> | <ul style="list-style-type: none"> <li>• Private Developer</li> <li>• Employer</li> <li>• Non-profit</li> </ul> |

#### *Technical Assistance Actions*

- Work with the public to gather information on what technical assistance programs would be most useful.
- Work with interested parties to catalyze an employee-housing cooperative for employers who want to provide housing units but cannot develop housing on their own.
- Facilitate relationships between interested developers and employers.

## 2E. Lead by example by housing public employees

As one of the largest employers in the community, local government will continue to model best-practices production and preservation methods for housing Town and County employees. The Town and County will share ideas and provide technical support to other employers interested in learning from government efforts.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> )                                                                                                      | PROVIDERS (APPENDIX A <sub>4</sub> )                        |
|--------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------|
| • < 120% AMI                         | • Preservation<br>• Land Acquisition<br>• Public Development<br>• Public/Private Partnership<br>• Technical Assistance<br>• Education | • Existing Market<br>• Employer<br>• Non-profit<br>• Public |

### *Housing Public Employee Actions*

- Identify housing projects for public investment as an employer.

## 2F. Coordinate outreach on housing

Community education is fundamental to the successful implementation of the Workforce Housing Action Plan; an informed community will result in a supportive community. The key to education is a balanced message highlighting the progress made while also conveying the need for continued effort. Educating the community on the roles of public and private programs will generate support and investment in those programs. The goal of outreach is to clearly present the totality of the issue and the variety of housing opportunities; there is no silver bullet and no single culprit. Information must be coordinated, consolidated and accessible; the community should not have to search multiple sources to get the full picture.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> ) | PROVIDERS (APPENDIX A <sub>4</sub> ) |
|--------------------------------------|----------------------------------|--------------------------------------|
| • Entire Spectrum                    | • Education                      | • Non-profit<br>• Public             |

### *Outreach Actions*

- Lead a cooperative effort to develop a “Housing 101” presentation, given to new elected officials, board members, and the general public to provide baseline knowledge of the community housing efforts.
- Develop a centralized and/or coordinated message on housing need, updated annually with indicator information.
- Develop a centralized and/or coordinated web presence describing all of the community’s housing efforts.
- Visually communicate the demographic served.
- Conduct community outreach inclusive of public workshops, sessions with employee groups, and consistent media appearances.







# CHAPTER 3

## HOUSING MANAGEMENT PLAN





## INTRODUCTION

The current stock of restricted housing totals nearly 1,500 units (Appendix A2), a number slated to jump in the next 10 years through aforementioned production and preservation strategies (Chapter 2). That number is malleable as not all restricted units have recorded deed restrictions. Nor is it consolidated; not all deed-restrictions are managed by the same entity. The introduction of a Housing Management Plan aims to address such inconsistencies by providing coordinated management of the restricted workforce housing stock. Only through coordination will a sustainable housing program be achieved; continued public investment in a housing program relies on the housing being well-managed. Despite the diverse inventory, the current management approach is well-established, which allows the focus to become improving coordination between housing providers and increasing efficiency.

At the 2015 Housing Summit, stakeholders and elected officials weighed different ways to organizationally build a joint Town/County housing program. Consensus formed around the importance of evolving the current foundation into a coordinated, accessible management plan that not only maximizes available products, but also educates the community on housing opportunities.

The Housing Management Plan outlines the efforts to ensure fair, consistent, and efficient enforcement of restrictions that are respectful of workforce housing occupants and validate the community's investment in housing. The Housing Management Plan also maps a path toward a more coordinated approach to distribution and collection of housing information, so as to increase public understanding of the housing program: The community will better understand the issues and related programs; and those seeking housing will know their options, rights, and application process. The Housing Management Plan's implementation and coordination building is the purview of the new Housing Manager.

# HOUSING MANAGEMENT GUIDELINES

The Housing Manager will revise the existing Teton County Housing Authority guidelines into a unified set of rules that address: standards and processes for enforcement and monitoring of restrictions (including existing restrictions and their delineated processes); maintenance and improvement of restricted housing units; minimum requirements for new restricted units; and minimum standards of livability for existing units. The new Housing Management Guidelines will be reviewed and adopted by the Town Council and Board of County Commissioners and then implemented by the Housing Manager.

## *Management Guidelines Actions*

- Hire key staff and/or contractors needed to operate the Housing Management Division.
- Adopt Jackson/Teton County Housing Management Guidelines with recommendations from the Jackson/Teton County Housing Authority Board.

## INITIATIVES

### **3A. Coordinate consistent enforcement of existing restrictions**

The 1,500 restrictions placed on units in the past 20 years vary widely in form, content, and responsibility. To ensure fair and consistent enforcement going forward, the Management Division will inventory all units and then standardize and simplify restrictions in accordance with the new Housing Management Guidelines. The Management Division will continue the work of the current Housing Authority, providing support for occupants and helping them better understand restrictions and opportunities. The Town and County will work with other restricted-housing managers to explore third party management of all restrictions, which could introduce greater efficiency and consistency.

| <b>OBJECTIVE (APPENDIX A<sub>2</sub>)</b> | <b>TOOLS (APPENDIX A<sub>3</sub>)</b> | <b>PROVIDERS (APPENDIX A<sub>4</sub>)</b> |
|-------------------------------------------|---------------------------------------|-------------------------------------------|
| • < 120% AMI                              | • Management of Units                 | • Employer<br>• Non-profit<br>• Public    |

## *Restriction Management Actions*

- Expand existing information to develop a full inventory of restricted units.
- Explore contracting some management functions to a private property manager in coordination with non-profits and employers.
- Work with owners of existing restricted units to update restrictions consistent with new structure and Guidelines.

### **3B. Consistent review of new restrictions**

Moving forward, consistent review of new units and standardization of new restrictions will ensure efficient management of workforce housing. Even though the community desires a variety of units and programs, minimum standards and consistent restrictions will streamline administration.



The Management Division will work with all housing providers to develop standardized formats for the various types of restrictions to the extent practical, and establish minimum standards for restricted housing. The community's preference for rental product will require ensuring standards are appropriate for rental product, which may differ from the standards employed in the past for ownership product.

| OBJECTIVE (APPENDIX A <sub>2</sub> )                              | TOOLS (APPENDIX A <sub>3</sub> )                                                                                             | PROVIDERS (APPENDIX A <sub>4</sub> )                                                                 |
|-------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• &lt; 120% AMI</li> </ul> | <ul style="list-style-type: none"> <li>• Management of Units</li> <li>• Enforcement</li> <li>• Consistent Process</li> </ul> | <ul style="list-style-type: none"> <li>• Employer</li> <li>• Non-profit</li> <li>• Public</li> </ul> |

#### *New Unit Review Actions*

- Develop restriction templates for price restricted and occupancy restricted units so that the terms are consistently located in all restrictions even if their content varies.
- Review new restricted housing stock for minimum standards.

### **3C. Coordinate access to housing opportunities**

One-stop access to housing opportunities is a crucial component of the coordinated information distribution program. The community needs a clearinghouse of housing opportunities, public and private, and a single form to apply for all restricted housing programs. The Housing Trust, having recently created a site aggregating all housing opportunities, is willing to share the platform with the Housing Manager and other providers. Each provider will still select occupants through their own procedures, but the application process will become streamlined across programs, enabling residents to apply for various housing opportunities through a single form. Coordination will be facilitated by simple application requirements.

| OBJECTIVE (APPENDIX A <sub>2</sub> )                              | TOOLS (APPENDIX A <sub>3</sub> )                                                             | PROVIDERS (APPENDIX A <sub>4</sub> )                                                                 |
|-------------------------------------------------------------------|----------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• &lt; 120% AMI</li> </ul> | <ul style="list-style-type: none"> <li>• Management of Units</li> <li>• Education</li> </ul> | <ul style="list-style-type: none"> <li>• Employer</li> <li>• Non-profit</li> <li>• Public</li> </ul> |

#### *Housing Opportunities Actions*

- Develop a single application for all subsidized housing programs and a system for distribution of the applications to providers.
- Consolidate all subsidized housing programs in a single interface so the workforce can understand requirements, qualifications, and prioritization.
- Provide an opportunity for advertisement of private housing opportunities through the clearinghouse (advertisement may fund administration of the clearinghouse).

### **3D. Ensure adequate standards of housing**

The topic of adequate housing, and the lack thereof particularly at the lowest income categories, weighed heavily on 2015 Housing Summit participants. An issue not specifically addressed in the Comprehensive Plan, the community must ensure a basic level of livability across all housing.

Increasingly, the community seems concerned that projections of housing need at the lowest levels understate the magnitude of the issue by failing to account for needed improvements to existing yet inadequate low-income housing. As an evolution of the support provided by the Town and County, the Management Division will look at the adequacy of existing housing. Provision of Fair Housing education for residents as well as local realtors would result in better understanding of the necessity and associated benefits of the federal law.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> ) | PROVIDERS (APPENDIX A <sub>4</sub> ) |
|--------------------------------------|----------------------------------|--------------------------------------|
| • < 80% AMI                          | • Enforcement                    | • Public                             |

#### *Adequacy Actions*

- Inventory the standard of living in our workforce housing stock, market and restricted, especially at the lowest income categories.
- Develop an education program for housing occupants and providers on Fair Housing standards and recourse.
- Develop a maintenance and improvement program that provides assistance for the upgrade of housing stock for the lowest income categories so that it meets minimum livability standards.
- Explore statutory options to develop adequate standard of living requirements.

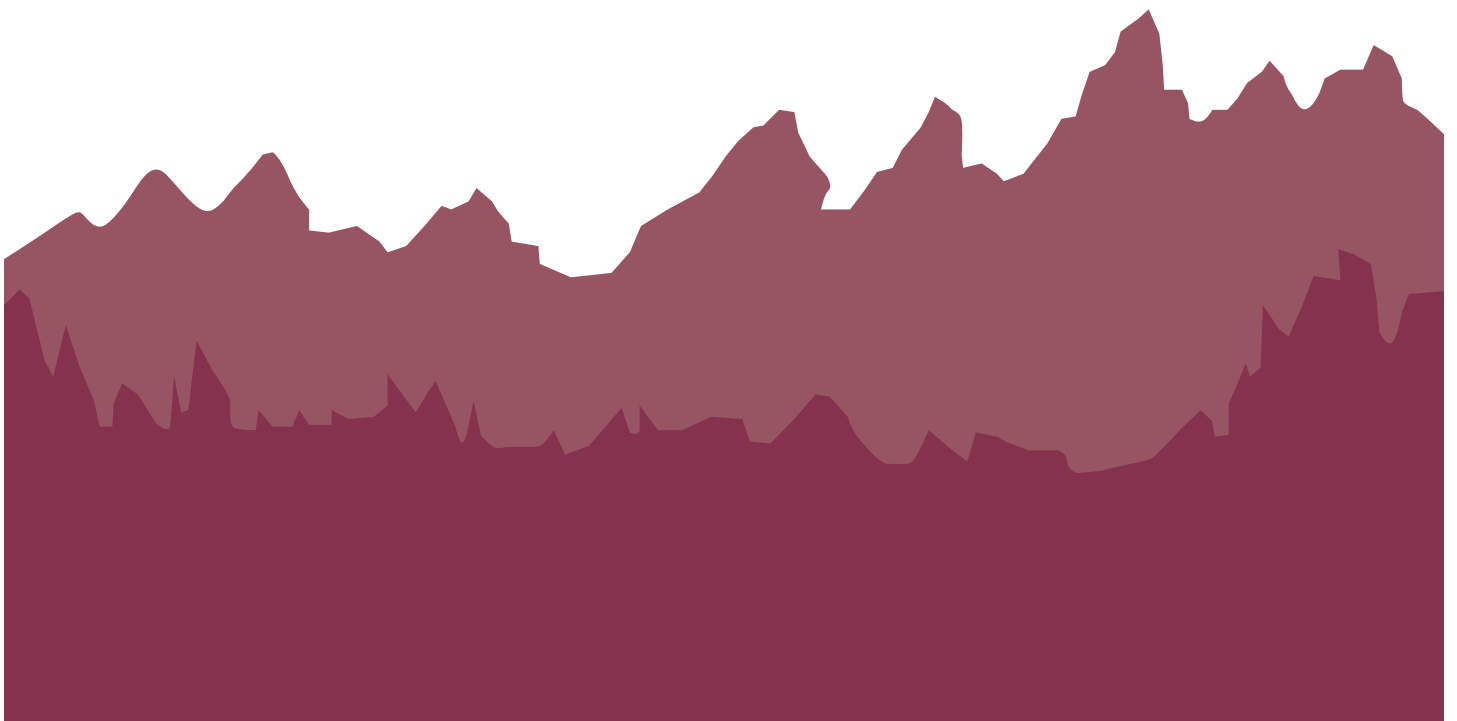
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# CHAPTER 4

## FUNDING FOR HOUSING PLAN





## INTRODUCTION

From the eight studies that informed this Housing Action Plan, one recommendation emerged as a clarion call: the Town and County must establish a dedicated funding source for housing provision. A dedicated source will provide consistent, predictable funding for workforce housing, enabling supply planning, partnership development, and leverage of public money.

At the 2015 Housing Summit, stakeholders and elected officials considered different tools that may be used to provide and preserve workforce housing, and the Town/County's role in implementation of each tool. Their conclusion: Keep all long-term options open, but focus now on a dedicated penny of sales tax to fund housing and transportation initiatives.

The Funding for Housing Plan outlines the process the community will pursue to consider a dedicated penny of sales tax. As top priorities, the plan identifies the continuing community efforts to: monitor the need for funding; seek private, state, and federal funding; and explore additional funding options with the State Legislature. This chapter on funding initiatives complements the Housing Supply Plan's funding considerations (Chapter 2). Without dedicated funding, the community will not be able to achieve its housing goals.

Raising funds is the responsibility of the Town Council and Board of County Commissioners with some decisions placed directly in the hands of the public through ballot measures. Charged with providing administrative support, the Board of County Commissioners' Administrator and/or Town Administrator will lead the funding discussions as part of budgeting duties, with some assistance from the Town/County Planning Director and new Housing Director.

# INITIATIVES

## 4A. Establish a Community Priorities Fund

The headline outcome of the 2015 Housing Summit: Establish dedicated sales tax to fund housing and transportation. The potential yield of sales tax makes it the preferred approach over property tax. Decisions remain unmade regarding the amount and type of sales tax and timing of implementation. Logistics aside, Summit participants were resolute in their belief that the community's ability to meet its housing goals depends on dedicated funding in support of the new Housing Supply Program (see Chapter 2). Because the proposed Community Priorities Fund addresses both transportation and housing, its creation is happening outside of this Housing Action Plan in coordination with transportation initiatives. However, the method for directing the dedicated sales tax into housing is identified within the rolling 5-year Housing Supply Program (see Chapter 2).

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> )                     | PROVIDERS (APPENDIX A <sub>4</sub> ) |
|--------------------------------------|------------------------------------------------------|--------------------------------------|
| • < 120% AMI                         | • Dedicated Sales Tax<br>• SPET Secondary Additional | • Public                             |

### *Community Priorities Fund Actions*

- See Chapter 2 for description of the Housing Supply Program that identifies how the Community Priorities Fund would be used to fund housing.
- Actions to design and implement the Community Priorities Fund are being developed outside of this Housing Action Plan in coordination with transportation initiatives.

## 4B. Monitor need to determine funding strategies

The community must continually study workforce housing to better understand demographic needs. Working together, the Housing Director and Town/County Planning Director will identify the most appropriate indicators and methodology for gathering data annually as part of the Comprehensive Plan indicator report, information that will be incorporated into the Housing Supply Program as well as housing outreach materials.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> )                        | PROVIDERS (APPENDIX A <sub>4</sub> ) |
|--------------------------------------|---------------------------------------------------------|--------------------------------------|
| • < 120% AMI                         | • Stated Objectives and Metrics<br>• Monitor Indicators | • Public                             |

### *Indicator Monitoring Actions*

- Review the housing indicators currently monitored and refine methodology as needed.
- Evaluate any variables likely to impact the supply of workforce housing that are not being monitored and develop a method for monitoring them.



#### 4C. Seek and support grants, tax credits, loans, and other sources of funding

A number of state and federal programs provide funding for housing, particularly for the lowest income categories. Although these funds can be challenging to access, the Town and County will continue to seek state and federal funding, and provide technical assistance to private entities applying for such funds (the role, largely, of the Housing Director). The Town and County will not actively seek private funding, but instead encourage housing providers to leverage public funds with private donations, thereby maximizing impact. In addition to the dedicated funding previously discussed (Initiative 4A), the Town and County will consider proposing a Special Purpose Excise Tax (SPET) for voter approval toward certain projects, as pursued in the past.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> )                                    | PROVIDERS (APPENDIX A <sub>4</sub> )                            |
|--------------------------------------|---------------------------------------------------------------------|-----------------------------------------------------------------|
| • < 120% AMI                         | • Donations and Grants<br>• Tax Credits<br>• Other Government Funds | • Private Developers<br>• Employers<br>• Non-profit<br>• Public |

##### *Tax Credit/Grant Actions*

- Ensure the Housing Director is familiar with programs and works to secure state and federal funding.
- Develop a technical assistance and support program to assist private housing providers seeking state and federal funds.

#### 4D. Advocate alternate funding options for the future

Future housing funds may come from sources not currently enabled in Wyoming, yet successful in other states. The Town and County will continue to explore instituting a real estate transfer tax as it directly relates to the primary hurdle to workforce housing – the cost of land. Future conversations with our legislators surrounding this currently unused option would lay the framework for future implementation that would expand the housing toolbox. The Town and County will also consider other funding sources, such as amendments to the statute dictating disbursement of lodging tax money and leases or purchases of federal land for housing.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> ) | PROVIDERS (APPENDIX A <sub>4</sub> ) |
|--------------------------------------|----------------------------------|--------------------------------------|
| • < 120% AMI                         | • Real Estate Transfer Tax       | • Public                             |

##### *Advocacy Actions*

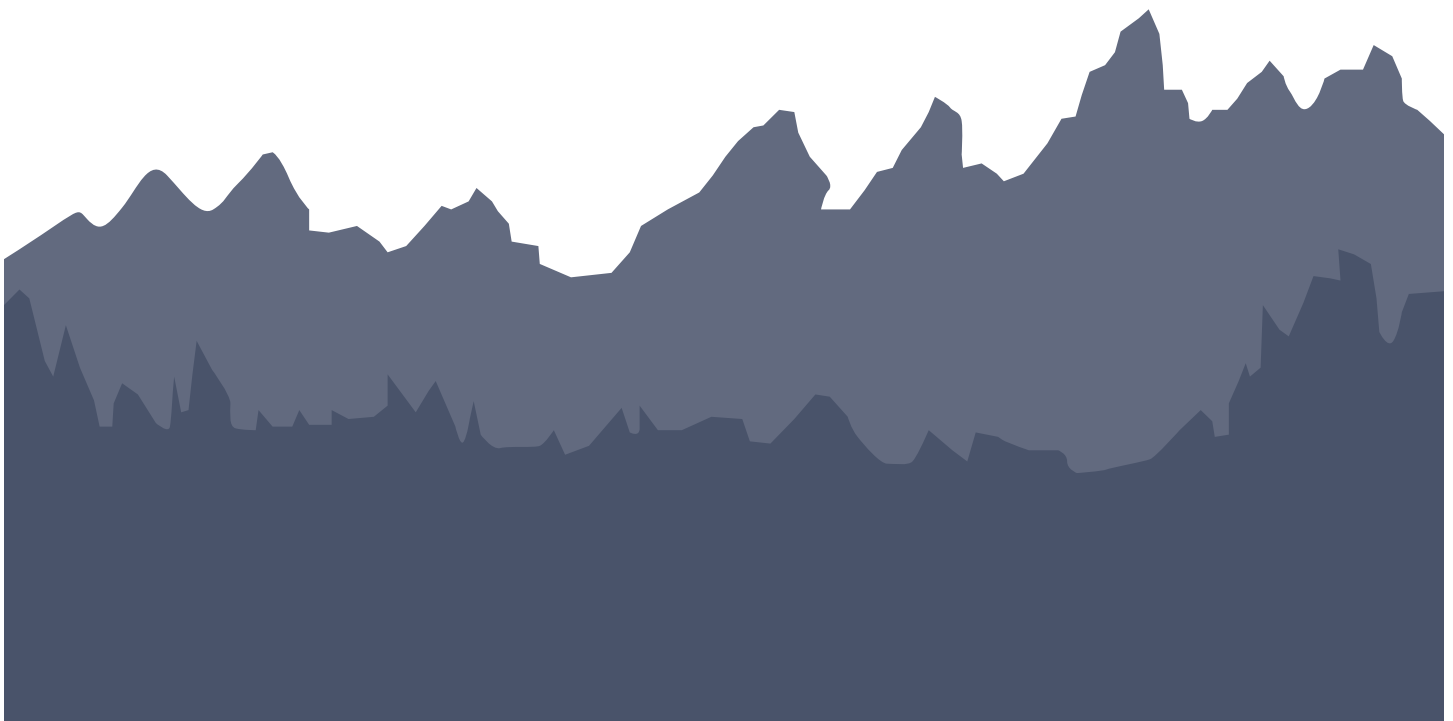
- Explore a real estate transfer tax and other funding options.
- Support discussions of a statewide housing fund.





# CHAPTER 5

## ZONING FOR HOUSING PLAN





## INTRODUCTION

Workforce housing must develop within the context of the Comprehensive Plan, specifically the Illustration of Our Vision chapter describing existing and desired future character by subarea. If land use policy does not allow for the residential supply occupied by the workforce, the community will not be able to achieve its housing goals. Conversely, zoning can encourage housing to be built through incentives. Zoning also manages physical growth by mitigating impacts. As such, contextual zoning is the cornerstone of the housing conversation.

At the 2015 Housing Summit, stakeholders and elected officials discussed issues surrounding the tools used to provide and preserve workforce housing: the Town/County role in implementation, the housing expected from each tool per income category, and the duties and organizational structure necessary to support workforce housing. Two main conclusions emerged: We need to stay out of our own way and embrace the housing opportunities that present themselves; and we need to be clear and simple about the requirements we put in place.

The goal of the Zoning for Housing Plan chapter is to accelerate the update of housing-related Land Development Regulations by highlighting the zoning and land use tools the community can implement to address housing issues. Set within the context of the Comprehensive Plan, the plan does not supersede other community goals, but rather draws attention to housing-based initiatives that should be included in larger zoning conversations. The initiatives look at the allowances, incentives, and requirements for the supply of housing. Each zoning initiative lists a number of potential actions, although specific actions may vary across character districts.

Zoning for housing is the responsibility of the Town/County Planning Director through the Land Development Regulations and Zoning Maps. The new Housing Director and Town/County Planning Director will work together to understand any existing barriers and desired incentives or requirements, but implementation rests with the Town/County Planning Director, acting within the existing structure of the Town and County Planning Departments.



# INITIATIVES

## 5A. Allow for supply of workforce housing by removing barriers

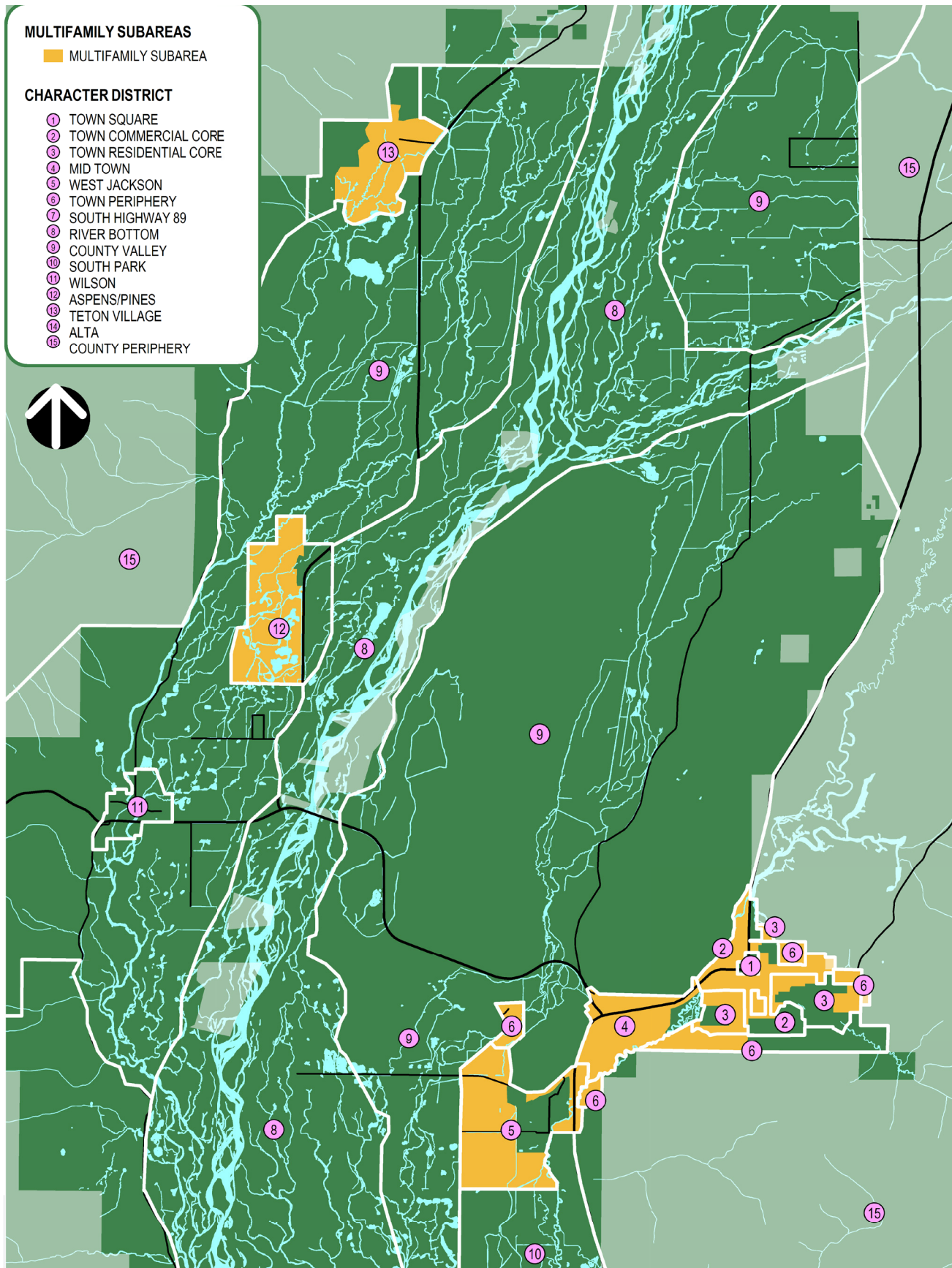
Well-meaning requirements enacted in isolation can result in unintended barriers to housing. Similarly, the planning approvals process can hinder housing through the quantity of community requirements placed on development, and the community's desire to publicly review individual projects. For example, rental units tend to be more affordable than ownership units; even if only restricted by a Planning Department use permit, rentals tend to provide workforce housing. Allowing rentals in more areas is important to workforce housing supply; however, the success of such allowances depends on protecting against short-term rentals.

Future zoning must allow for maximum density consistent with desired community character. Limiting growth is a part of our community vision, but so is providing opportunities for 65% of the workforce to live locally. To meet this housing goal, changes in density allowances must be considered, which may mean introducing greater flexibility in how we track and measure buildout to allow for the use of workforce housing incentives.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> )                                                                   | PROVIDERS (APPENDIX A <sub>4</sub> )                                               |
|--------------------------------------|----------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| • Entire Spectrum                    | • Rental Zoning<br>• Zone for Density<br>• ARUs<br>• Trailer Parks/Microhousing<br>• Flexible LDRs | • Existing Market<br>• Private Developer<br>• Employer<br>• Non-profit<br>• Public |

### *Housing Allowance Actions*

- Consider allowing ARUs in all Town and County zones with limits on size and/or density to ensure desired character.
- Update zoning in appropriate Comprehensive Plan subareas to find locations for density. For example, allow apartments in multifamily subareas as identified in the Comprehensive Plan (see map on reverse page).
- Where multifamily character is allowed and desired (see map), move away from buildout projections and density limitations toward more flexible allowances within the allowed floor area and monitoring of units built.
- Review zoning against Fair Housing standards in coordination with the Housing Director and the County Attorney.
- Avoid barriers to housing supply such as mixed-use requirements in favor of allowances.
- Revise parking requirements to facilitate additional density for housing.
- Avoid change of use penalties that are barriers to housing.



## 5B. Incentivize the supply of restricted housing

Incentives are crucial to avoiding loss of existing housing stock and addressing the existing supply shortage. Even if we keep pace with growth, we must still provide workforce housing to remedy the existing shortfall and minimize leakage of workforce housing stock. Incentives for workforce housing will most often take the form of density bonuses that allow a developer more density or intensity if used to provide restricted housing. These bonuses, applicable to preservation of existing housing and production of new housing, will vary by zone in keeping with desired future character. Incentives also may take the form of procedural exemptions to fast-track projects with more restricted housing than required. Many of these tools, already in place, must be refined as zoning districts are updated.

| OBJECTIVE (APPENDIX A <sub>2</sub> ) | TOOLS (APPENDIX A <sub>3</sub> )                               | PROVIDERS (APPENDIX A <sub>4</sub> )                                               |
|--------------------------------------|----------------------------------------------------------------|------------------------------------------------------------------------------------|
| • < 120% AMI                         | • Density Bonus<br>• Rental Incentives<br>• Expedited Approval | • Existing Market<br>• Private Developer<br>• Employer<br>• Non-profit<br>• Public |

### *Housing Incentive Actions*

- Develop incentives to avoid loss of workforce housing through redevelopment, such as allowing for retention of nonconforming density.
- Provide a density bonus for the preservation and production of workforce housing, such as additional height or floor area, or reduced landscaping, setback, or parking requirements.
- Implement an expedited approvals process for price-restricted housing projects.
- Implement automatic waivers from some fees for price restricted housing projects.

## 5C. Require mitigation of employees generated by growth that cannot afford housing

Housing mitigation must remain an integral part of growth management considering the projections of 200 additional workforce housing units needed on an annual basis for the next decade. The existing housing shortage is too great for the community to bear the future burden of housing employees generated by growth. Development must contribute its fair share. By updating these mitigation standards, the community will move away from subdivision based requirements to floor area based requirements. Floor area based requirements are easier to track over time and also more consistent with the type of growth desired in the Comprehensive Plan. Future mitigation requirements will balance residential and nonresidential growth to achieve a more consistent growth management approach, which will mean increased mitigation requirements on nonresidential development (previously required to house only a portion of seasonal employees). To achieve this new mitigation approach, the Town and County must forge a single coordinated program.

In addition to mitigation requirements, the Town and County will look at limitations on growth and requirements in appropriate zones to ensure potential for workforce housing. The Town and County will consider residential zones in areas with larger buildings that allow for high density instead of allowing commercial uses. Commercial allowance tends to lead to commercial development or no development, decreasing the likelihood of housing production.



| OBJECTIVE (APPENDIX A <sub>2</sub> )                                | TOOLS (APPENDIX A <sub>3</sub> )                                                                                                                                | PROVIDERS (APPENDIX A <sub>4</sub> )                                                                                              |
|---------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Entire Spectrum</li> </ul> | <ul style="list-style-type: none"> <li>• Residential Linkage</li> <li>• Commercial Linkage</li> <li>• Limit Commercial Growth</li> <li>• No Net Loss</li> </ul> | <ul style="list-style-type: none"> <li>• Private Developer</li> <li>• Employer</li> <li>• Non-profit</li> <li>• Public</li> </ul> |

#### *Housing Requirement Actions*

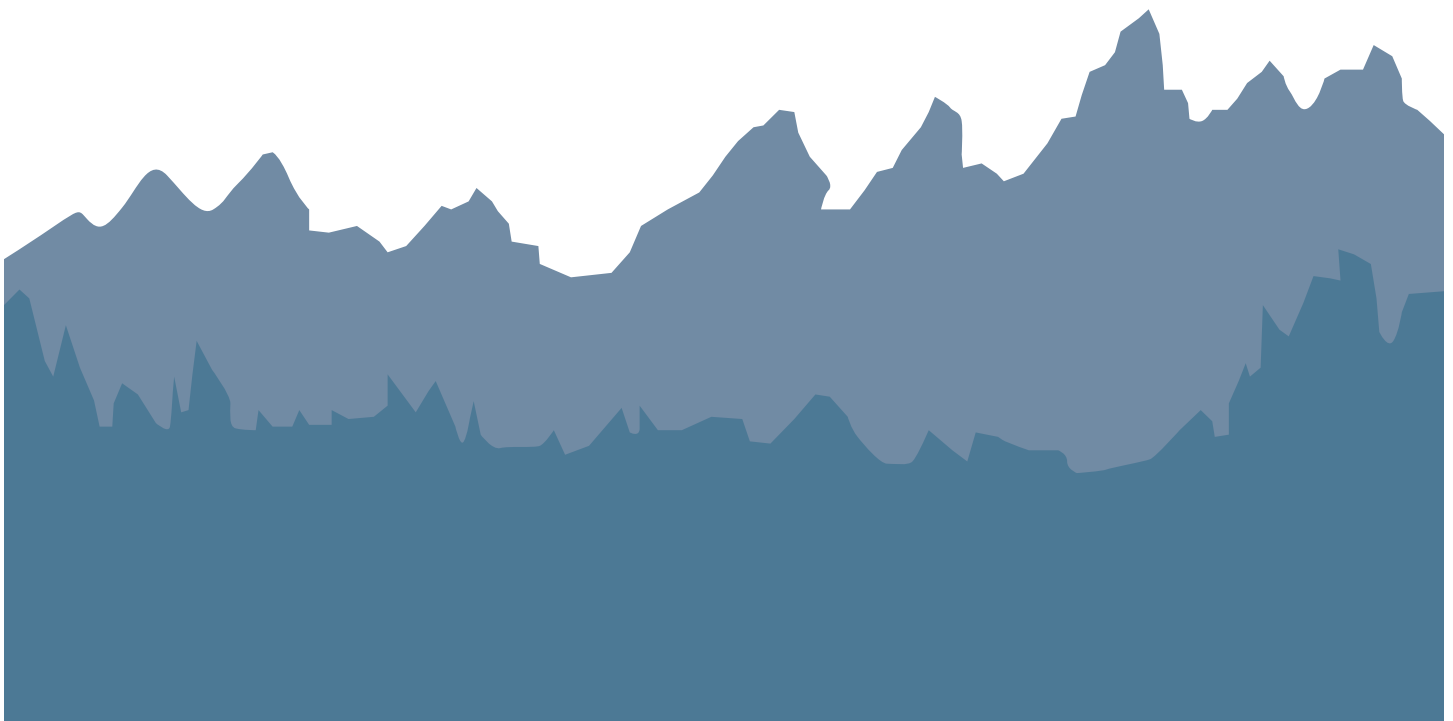
- Update the mitigation requirement for residential development to a simpler standard based on floor area (see Housing Nexus Study).
- Update the mitigation requirement for commercial development to a standard that mitigates for year-round employee generation (Housing Nexus Study).
- Ensure Town and County requirements work together as a single, simpler system.
- Create zones where housing is the only allowed use in areas where the desired bulk and scale will allow for more density.
- Explore limits on the rate of residential and nonresidential growth to limit employee generation.
- Explore limiting the type of housing allowed in some zones to only those types most likely to be occupied by the workforce.





# CHAPTER 6

## HOUSING ACTION TIMELINE



# OVERVIEW

This Chapter identifies timing and priorities for the action items found in Chapters 1 -5. Along with a restatement of each action item is a parenthetical reference to the initiative with which the action is associated and who is primarily responsible for the action item.

## ACTION ITEMS TIMELINE

### FIRST 6 MONTHS (by July 1, 2016)

#### *Organizational Structure Actions (Chapter 1)*

- Amend the Resolution creating (and bylaws governing) the Teton County Housing Authority to establish a regional housing authority of the Town and County. (1, County Attorney)
- Work with the legislature to make necessary changes related to regional housing authority commission duties and structure. (1, County Attorney)
- Hire the Housing Director and staff (1, BCC Administrator)
- Appoint the Jackson/Teton County Housing Authority Board pursuant to statute regarding regional housing authorities (as potentially amended) and the direction of this Plan. (1, Board of County Commissioners/Town Council)
- Determine Town/County split of administrative funding for Housing Supply and Housing Management Divisions. (1, Board of County Commissioners/Town Council)
- Appoint the Housing Supply Advisory Board or ask the Jackson/Teton County Housing Authority Board to provide recommendations on housing supply. (1, Board of County Commissioners/Town Council)
- Hire the Housing Manager and staff (1, BCC Administrator/Housing Director)

#### *Housing Supply Actions (Chapter 2)*

- Identify potential land appropriate for housing development based on the Illustration of Our Vision Chapter of the Comprehensive Plan. (2B, Town/County Planning Director/Housing Director)
- Develop the initial 5-year supply plan as part of the FY16-17 Budget proposal based on housing need, including projected funding as well as target income categories and unit types. (2, Town/County Planning Director)
- Hire key staff and/or contractors needed to operate the Housing Supply Division. (2, Housing Director)

#### *Housing Management Actions (Chapter 3)*

- Hire key staff and/or contractors needed to operate the Housing Management Division. (3, Housing Director)
- Expand existing information to develop a full inventory of restricted units. (3A, Housing Manager)



#### *Funding for Housing Actions (Chapter 4)*

- Actions to establish and implement the Community Priorities Fund are being developed outside of this Housing Action Plan in coordination with transportation initiatives. (4A, Town/BCC Administrator)

#### *Zoning for Housing Actions (Chapter 5)*

- Where multifamily character is allowed and desired (see map on page 5-4), move away from buildout projections and density limitations toward more flexible allowances within the allowed floor area and monitoring of units built. (5A, Town/County Planning Director)
- Consider allowing ARUs in all Town and County zones with limits on size and/or density to ensure desired character. (5A, Town/County Planning Director)
- Update zoning in appropriate Comprehensive Plan subareas to find locations for density. For example, allow apartments in multifamily subareas as identified in the Comprehensive Plan (see map on page 5-4). (5A, Town/County Planning Director)
- Revise parking requirements to facilitate additional density for housing. (5A, Town/County Planning Director)
- Provide a density bonus for the preservation and production of workforce housing, such as additional height or floor area, or reduced landscaping, setback, or parking requirements. (5B, Town/County Planning Director)
- Implement an expedited approvals process for price-restricted housing projects. (5B, Town/County Planning Director)
- Implement automatic waivers from some fees for price restricted housing projects. (5B, Town/County Planning Director)

### **FIRST 2 YEARS (by January 1, 2018)**

#### *Housing Supply Actions (Chapter 2)*

- Define “year-round” workforce. (2A, Housing Director)
- Work on a partnership model that allows the Town and County to stay out of the role of developer, yet ensures the security of the public investment in workforce housing. (2B, Housing Director)
- Identify existing developments appropriate for public subsidy for preservation as workforce housing. (2C, Housing Director)
- Identify housing projects for public investment as an employer. (2E, Housing Director)
- Lead a cooperative effort to develop a “Housing 101” presentation, given to new elected officials, board members, and the general public to provide baseline knowledge of the community housing efforts. (2F, Housing Director)
- Develop a centralized and/or coordinated web presence describing all of the community’s housing efforts. (2F, Housing Director)
- Visually communicate the demographic served. (2F, Housing Director)

### *Housing Management Actions (Chapter 3)*

- Adopt Jackson/Teton County Housing Management Guidelines with recommendations from the Jackson/Teton County Housing Authority Board. (3, Board of County Commissioners/Town Council)
- Develop restriction templates for price restricted and occupancy restricted units so that the terms are consistently located in all restrictions even if their content varies. (3B, Housing Manager)
- Explore contracting some management functions to a private property manager in coordination with non-profits and employers. (3A, Housing Manager)
- Develop a single application for all subsidized housing programs and a system for distribution of the applications to providers. (3C, Housing Manager)

### *Funding for Housing Actions (Chapter 4)*

- Review the housing indicators currently monitored and refine methodology as needed. (4B, Town/County Planning Director/Housing Director)
- Evaluate any variables likely to impact the supply of workforce housing that are not being monitored and develop a method for monitoring them. (4B, Town/County Planning Director/Housing Director)

### *Zoning for Housing Actions (Chapter 5)*

- Review zoning against Fair Housing standards in coordination with the Housing Director. (5A, Town/County Planning Director)
- Develop incentives to avoid loss of workforce housing through redevelopment, such as allowing for retention of nonconforming density. (5B, Town/County Planning Director)
- Update the mitigation requirement for residential development to a simpler standard based on floor area (see Housing Nexus Study). (5C, Town/County Planning Director)
- Update the mitigation requirement for commercial development to a standard that mitigates for year-round employee generation (Housing Nexus Study). (5C, Town/County Planning Director)
- Ensure Town and County requirements work together as a single, simpler system. (5C, Town/County Planning Director)

## **ONGOING or LONG-RANGE**

### *Housing Supply Actions (Chapter 2)*

- Update the 5-year Housing Supply Program annually. (2, Housing Director)
- Develop opportunities for buy downs, rehabilitation, reverse mortgages, conversion of trailer parks to microhousing, and other programs to restrict existing workforce housing, ensuring that there are programs for households in different income categories. (2C, Housing Director)
- Develop a program to ensure that restricted and employee provided workforce housing meets adequacy, suitability, and affordability standards. (2C, Housing Director)
- Explore a program to subsidize upgrades above minimum standards through technical expertise, loans, grants, or other means. (2C, Housing Director)

- Monitor the net loss (leakage) of workforce housing that is occurring. (2C, Town/County Planning Director/Housing Director)
- Enforce short-term rental prohibitions. (2C, Town/County Planning Director)
- Work with the public to gather information on what technical assistance programs would be most useful. (2D, Housing Director)
- Work with interested parties to catalyze an employee housing cooperative for employers who want to provide housing units but cannot develop housing on their own. (2D, Housing Director)
- Facilitate relationships between interested developers and employers. (2D, Housing Director)
- Develop a centralized and/or coordinated message on housing need, updated annually with indicator information. (2F, Housing Director)
- Conduct community outreach inclusive of public workshops, sessions with employee groups, and consistent media appearances. (2F, Housing Director)

#### *Housing Management Actions (Chapter 3)*

- Work with owners of existing restricted units to update restrictions consistent with new structure and Guidelines. (3A, Housing Manager)
- Review new restricted housing stock for minimum standards. (3B, Housing Manager)
- Consolidate all subsidized housing programs in a single interface so the workforce can understand requirements, qualifications, and prioritization. (3C, Housing Manager)
- Provide an opportunity for advertisement of private housing opportunities through the clearinghouse (advertisement may fund administration of the clearinghouse). (3C, Housing Manager)
- Inventory the standard of living in our workforce housing stock, market and restricted, especially at the lowest income categories. (3D, Housing Manager)
- Develop an education program for housing occupants and providers on Fair Housing standards and recourse. (3D, Housing Manager)
- Develop a maintenance and improvement program that provides assistance for the upgrade of housing stock for the lowest income categories so that it meets minimum livability standards. (3D, Housing Manager)
- Explore statutory options to develop adequate standard of living requirements. (3D, Housing Manager)

#### *Funding for Housing Actions (Chapter 4)*

- Ensure the Housing Director is familiar with programs and works to secure state and federal funding. (4C, Housing Director)
- Develop a technical assistance and support program to assist private housing providers seeking state and federal funds. (4C, Housing Director)
- Explore a real estate transfer tax and other funding options. (4D, Town/BCC Administrator)
- Support discussions of a statewide housing fund. (4D, Town/BCC Administrator)



### *Zoning for Housing Actions (Chapter 5)*

- Avoid barriers to housing supply such as mixed-use requirements in favor of allowances. (5A, Town/County Planning Director)
- Eliminate change of use penalties that may be barriers to housing. (5A, Town/County Planning Director)
- Create zones where housing is the only allowed use in areas where the desired bulk and scale will allow for more density. (5C, Town/County Planning Director)
- Explore limits on the rate of residential and nonresidential growth to limit employee generation. (5C, Town/County Planning Director)
- Explore limiting the type of housing allowed in some zones to only those types most likely to be occupied by the workforce. (5C, Town/County Planning Director)





# APPENDIX A

## HOUSING SUMMIT MATERIALS



## FOUNDATION

Appendix A1 presents an overview of the plans and studies that provide the foundation of the Housing Action Plan. The Housing Action Plan is an elaboration on the housing policies of the Jackson/Teton Comprehensive Plan. The data and recommendations at the foundation of the Plan is are largely a reference to the 8 housings studies that have been completed since 2007.

## DISCUSSION

The discussion of the data and recommendations at the foundation of the Plan was the primary focus of the Housing Summit held May 20-21, 2015. The remainder of Appendix A organizes the analyses and recommendations identified in Appendix A1 into discussion of Objectives (A2), Tools (A3), and Providers (A4). Each chapter includes discussion on the topic of the chapter that introduces some new analysis but pulls from the eight housing studies cited in Chapter A1. Each chapter also includes key highlights from the eight housing studies related to the topic. Finally, each chapter includes a summary of the discussion of Town Council and Board of County Commissioners at the Housing Summit and a depiction of the working boards that were created.

On May 20-21, 2015 the Housing Summit was held to cure the community of its “analysis paralysis” and provide direction based on the best available information. This is not to say that a solution or silver bullet was identified, but it was time to discuss moving forward instead of rehashing the past. The Housing Summit was an unprecedented and collaborative effort of technical resources, stakeholders, and elected officials to: identify the trends and gaps in housing supply over the next 10 years, enumerate the opportunities and hurdles of available housing tools, and discuss the roles of housing providers. The Housing Summit opened with presentation of the analysis and housing study recommendations found in Appendix A. Following the presentation, stakeholders then elected officials completed four exercises to provide direction on housing objectives, tools, and providers. Part of the Housing Summit was acknowledging the gaps in our data and understanding and commitment to moving forward. Chapters A2-A4 represent the best information available at the Housing Summit. It was the analysis and discussion at the Summit that informs the conclusions and future actions of the Housing Action Plan.





# APPENDIX A:1

## POLICY GUIDANCE



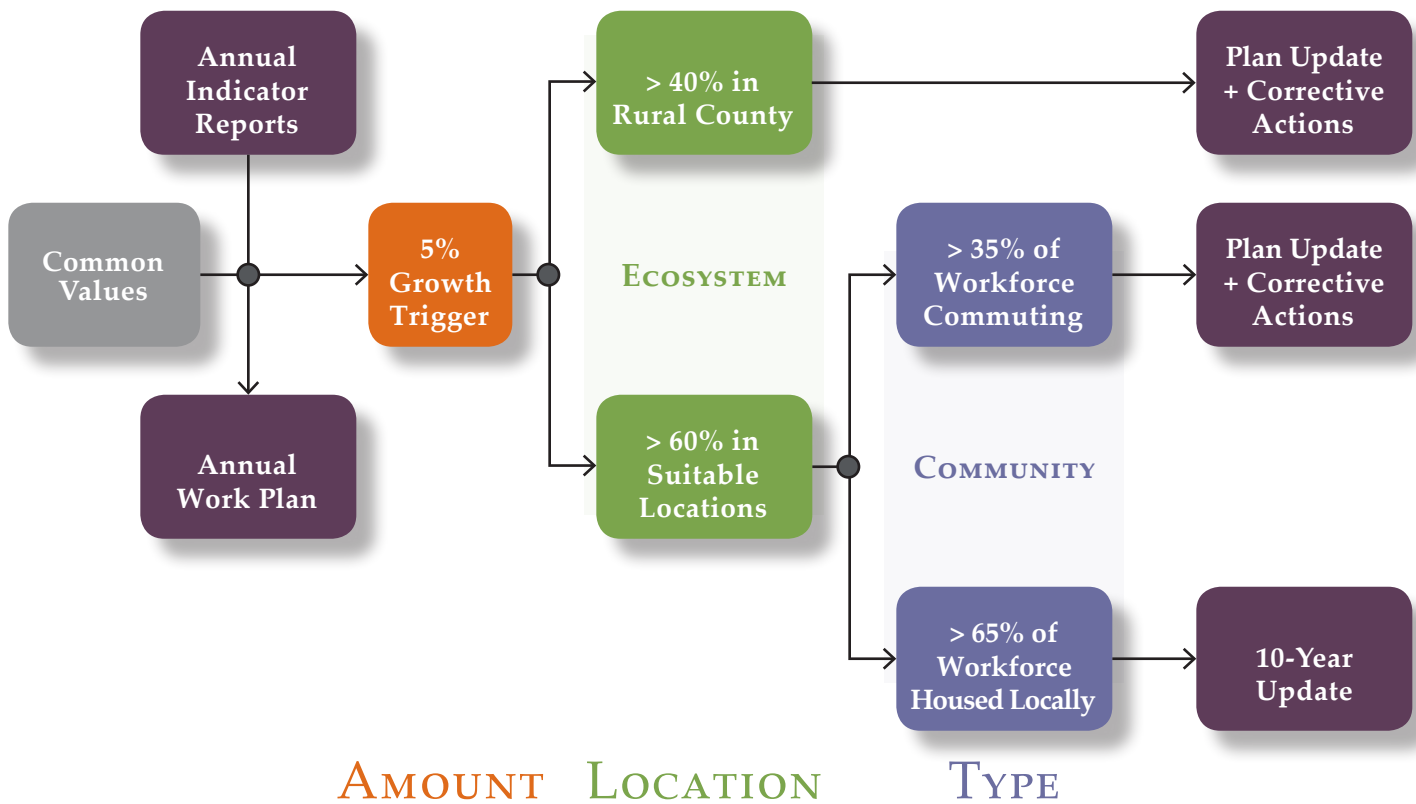
# COMPREHENSIVE PLAN DIRECTION

## Comprehensive Plan Vision

The vision of the Jackson/Teton County Comprehensive Plan is to “Preserve and protect the area’s ecosystem in order to ensure a healthy environment, community and economy for current and future generations.” 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
- Growth Management
- Quality of Life

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 (Jackson/Teton County Comprehensive Plan).



### **Comprehensive Plan Housing Policy**

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

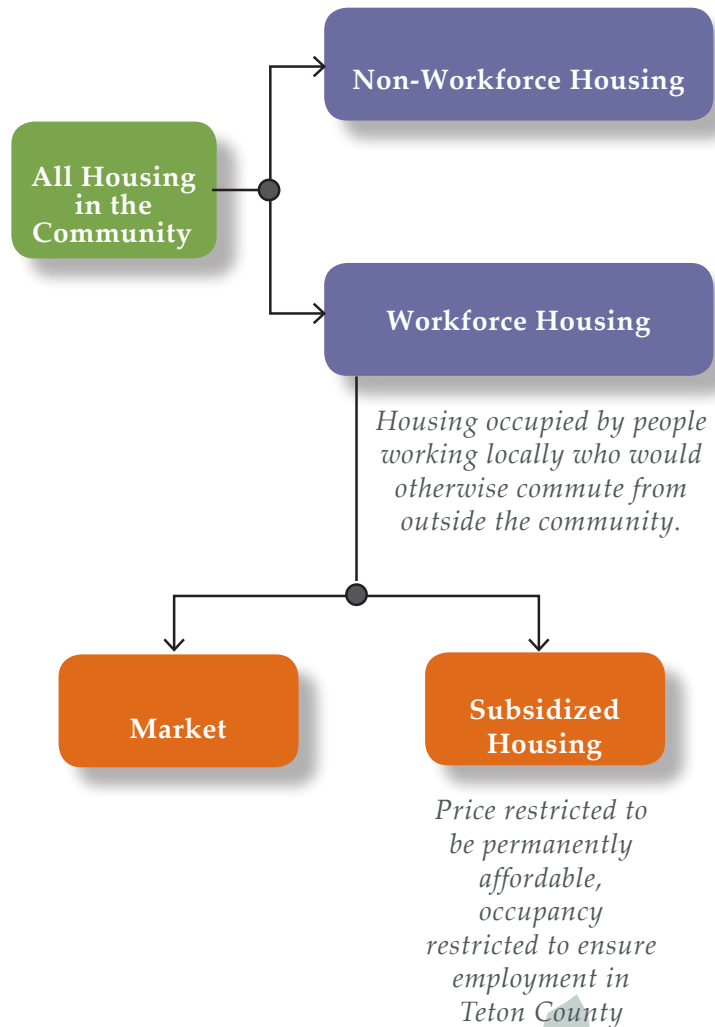
By ensuring that at least 65% of the area workforce lives locally, the existing valued community character can be maintained. Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community's Common Values by integrating understanding and appreciation of where we have been with efforts for the future.





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

Lack of housing that is affordable is a primary reason many local employees choose to commute. Over the past 25 years land values in Jackson and Teton County have risen faster than local wages. The median home price has grown from 354% of the median income in 1986 to 1,400% in 2010. As a result, many people cannot afford to live in the community. Over the same period, the number of commuters has grown from less than 10% to 33% of the local workforce. The formal housing program established by the 1994 Comprehensive Plan has successfully used regulations, incentives, and additional funding to create restricted housing opportunities to date. The community must continue these efforts, but must also broaden efforts to consider all available market, restricted, and cooperative solutions if we are to maintain our resident workforce and the community character it provides. (Jackson/Teton County Comprehensive Plan)



### **Principle 5.1 - Maintain a diverse population by providing workforce housing.**

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

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

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

*Policy 5.1.c: Prioritize housing for critical service providers*

### **Principle 5.2 - Strategically locate a variety of housing types.**

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

*Policy 5.2.a: Provide a variety of housing options*

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

*Policy 5.2.c: Provide workforce housing solutions locally*

*Policy 5.2.d: Encourage restricted rental units*

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



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

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

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

*Policy 5.3.b: Preserve existing workforce housing stock*

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

One of the key policies under this principle is continuing and updating the Town and County's current requirements on new development to ensure the need it creates for affordable workforce housing is mitigated. The Residential Affordable Housing Standards, and the Employee Housing Standards of the Town and County's Land Development Regulations set out specific requirements for affordable workforce housing as part of new developments. (Clarion 2013)

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

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

*Policy 5.4.a: Create a community housing implementation plan or key action plan*

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

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

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

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

In particular, Policy 5.4.a: directs the creation of this Housing Action Plan. This Action Plan is to be a coordinated effort of the Town, County, all local housing agencies and organizations, and other workforce housing stakeholders. It is to accomplish the following:

- Evaluate the costs and benefits of various housing tools
- Establish a system for monitoring the success of tools in meeting our housing goal
- Establish the roles of various entities, including the free market, in meeting the housing goal





## STUDIES/WORK TO INFORM THE ACTION PLAN

Eight recent studies are available to inform this Housing Action Plan. These studies are summarized in the sections below. They provide recommendations for how to meet the goals of the Comprehensive Plan and provide a resource in answering the hard questions related to housing in Jackson and Teton County. The studies are available on the Town/ County long-range planning website: [www.jacksontetonplan.com](http://www.jacksontetonplan.com).

The studies highlighted in this plan are:

- 2013-2014 Housing Action Plan Stakeholder Group Work
- 2007 Housing Needs Assessment
- 2010 Housing Jackson Hole - Strategies to keep two-thirds of the Teton County workforce living locally
- 2013 Teton County & Town of Jackson Employee Generation by Land Use Study (Nexus Study)
- 2014 Western Greater Yellowstone Regional Housing Needs Assessment
- 2014 Western Greater Yellowstone Regional Analysis of Impediments
- 2014 Assessment of Workforce Housing Provision and Management – Jackson/ Teton County Wyoming
- 2015 Affordable Housing Review Draft (Opatrny Study, private)



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# APPENDIX A:2

OBJECTIVES: HOUSING SUPPLY + NEED



## INTRODUCTION

Chapter A2 presents potential objectives for the workforce housing program classified by rental and ownership housing units and broken into income categories relative to Area Median Income (AMI). The discussion at the Housing Summit focused on understanding supply and demand for workforce housing in the community now and in the future. This discussion was based on the approximate numbers and recommendations presented here. The tables provide a visual representation of where we are in the process and how to move forward to achieve the housing objectives.

The potential objectives of the Housing Action Plan are focused on assessing the current condition of housing in the Town of Jackson and Teton County, establishing projected housing supply and need, and identifying what will have to be done to close the gap.

In comparing Jackson/Teton County with other resort communities where workforce housing has been a challenge, there are examples where a strong and broad-based program is in place, and others that have been less successful but have still produced significant results. Aspen and Whistler show the largest percentage of housing units that are restricted to the workforce, however there is a large variation in the percentage of workforce housed in those two communities: Aspen at 47%, and Whistler at 81%. Meanwhile, Summit County, Colorado houses 97% of its workforce locally with a lower percentage of restricted units and fewer tools. Jackson/Teton County is in the middle of the group at approximately 62% of the workforce being housed locally.





All numbers presented in the tables below are rounded so as not to give the impression of precision, projections are estimates meant to inform policy decisions. The purpose of providing these projections is for the community to understand what direction it needs to take to make progress on the meeting the target of housing 65% of the workforce locally.

## DEMAND

Strategy 5.4.S.1 of the Comprehensive Plan is to adopt a 10-year coordinated workforce housing action plan. In the next 10 years projections indicate the need to double the amount of production of workforce housing that we have provided in the recent past.

### PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2015-2024

|               | Total | <50% | 50-80% | 80-120% | 120-150% | >150% |
|---------------|-------|------|--------|---------|----------|-------|
| Annual Demand | 280   | 30   | 40     | 130     | 40       | 40    |
| Ownership     | 165   | 10   | 20     | 80      | 25       | 30    |
| Rental        | 115   | 20   | 20     | 50      | 15       | 10    |

The distribution of ownership and rental units by income group presented in the table above reflects the current distribution. However, recommendations from the eight housing studies suggest that the community's housing objectives should move more toward the provision of rental product in the future.

Of those 280 units, 30 result from catching-up from our current deficit. Two hundred (200) are the result of employment growth, and the remaining 50 are the result of the pending retirement of the baby boomers. Providing catch-up units and anticipating retirement are new demands on workforce housing provision.

### SOURCE OF PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2015-2024

|                   | Total |
|-------------------|-------|
| Annual Demand     | 280   |
| Catch-Up          | 30    |
| Employment Growth | 200   |
| Retirement        | 50    |

## CATCH-UP

### SOURCE OF PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2015-2024

|               | Total | <50% | 50-80% | 80-120% | 120-150% | >150% |
|---------------|-------|------|--------|---------|----------|-------|
| Annual Demand | 30    | 8    | 0      | 20      | 0        | 2     |

The 30 units per year of catch-up demand are the result of a current deficit of approximately 340 units needed to house 65% of the workforce locally. The survey data collected for the 2014 Regional Housing Needs Assessment indicates that only about 62% of the workforce lives locally. This number is consistent with recent US Census Bureau estimates, as well as indications by the trends in job growth compared to employee growth. It is also consistent with the deficit we would expect given that job growth out of the recession has outpaced housing growth. This catch-up number does not address overcrowding, condition of home, cost-burden, or other existing housing deficiencies identified in the 2014 Regional Housing Needs Assessment. Nor does the catch-up number include a projection of units that will leak out of the workforce housing pool as second homes.

### Employment Growth

The 200 units from employment growth are based on a 2.1% annual employment growth rate that is consistent with our average annual growth rate over the past 10 years. Short-term growth will likely out-pace this projection, but should stabilize over the course of the Action Plan implementation. When we include the peaks and valleys of the past ten years, housing growth, job growth, and nonresidential floor area growth are remarkably consistent.

### Retirement

The 2014 Regional Housing Needs Assessment indicates that approximately 600 resident workers will retire in the next 5 years and that another 440 (total 1,040) will retire by 2025. Those jobs will be filled, however in order to maintain a resident workforce, they must be filled by residents. The 1,040 workers that move into the vacated jobs will demand 574 units. Some of those units may already exist and may become available as they are vacated by the retirees. Other retirees will retire in place, removing their housing stock from the workforce housing pool. Other housing stock currently occupied by retirees will no longer be affordable to the new workers moving into the vacated positions.

## SUPPLY

Teton County has approximately 8,400 resident workforce households based on the 2014 Regional Needs Assessment and Census data. The 2014 Regional Needs Assessment tallied the current stock of “restricted” (not necessarily deed restricted – for example: employer units restricted by the nature of their ownership, and ARUs restricted by the LDRs are included) workforce housing at about 1,400 units. This means that about 17% of the workforce housing stock is restricted and the other 83% is provided by the free market.

### 2014 SUPPLY OF WORKFORCE HOUSING

|                             | Total | <50% | 50-80% | 80-120% | 120-150% | >150% |
|-----------------------------|-------|------|--------|---------|----------|-------|
| Workforce Households        | 8,390 | 860  | 1,390  | 3,440   | 1,340    | 1,360 |
| Number Restricted           | 1,410 | 200  | 270    | 840     | 100      | 0     |
| Percentage Restricted       | 17%   | 23%  | 19%    | 24%     | 7%       | 0%    |
| Owned Workforce Households  | 4,750 | 390  | 610    | 1,730   | 840      | 1,180 |
| Number Restricted           | 520   | 20   | 130    | 270     | 100      | 0     |
| Percentage Restricted       | 11%   | 5%   | 21%    | 16%     | 12%      | 0%    |
| Rented Workforce Households | 3,640 | 470  | 780    | 1,700   | 500      | 180   |
| Number Restricted           | 970   | 260  | 140    | 570     | 0        | 0     |
| Percentage Restricted       | 27%   | 55%  | 18%    | 34%     | 0%       | 0%    |

From 2007 to 2014, an average of 108 units of restricted workforce housing were provided each year. Of those 108 units provided annually, approximately 38% (or 41 units per year) were provided by major employers. While some of these units were new, many if not most, were the restriction of existing units. Over the same time period we only added an average of 130 total units per year. Even after discounting for restriction of existing units to assume that only about 70 (108-41=67) new restricted units were produced annually, these numbers indicate that about half of units constructed in the past seven years have been restricted.

### JACKSON/ TETON COUNTY WORKFORCE HOUSING UNIT PRODUCTION

|                        | 2007-2014  | Percent of 2007-2014 Total | Per Year   |
|------------------------|------------|----------------------------|------------|
| TCHA Developed         | 14         | 2%                         | 2          |
| Habitat                | 18         | 2%                         | 3          |
| JHCHT                  | 20         | 3%                         | 3          |
| Live/ Work             | 21         | 3%                         | 3          |
| ARU's                  | 42*        | 6%                         | 6          |
| TCHA Regulatory        | 63         | 8%                         | 9          |
| Regulatory             | 114        | 15%                        | 16         |
| Tax Credits            | 178        | 23%                        | 25         |
| Major Employers        | 286        | 38%                        | 41         |
| <b>2007-2014 Total</b> | <b>756</b> | <b>100%</b>                | <b>108</b> |

*\*The inventory of ARU's in the 2007 Needs Assessment was 141, but the 2014 TCHA inventory is only 96, and 42 have been registered since the beginning of 2007, so 87 ARU's are "missing" from the TCHA inventory.*

Production of restricted rental units has outpaced production of restricted ownership units over the past seven years, due in large part to the number of units provided by employers.

### JACKSON/ TETON COUNTY WORKFORCE HOUSING PRODUCTION BY TENURE

|                        | 2007-2014  |             | 2014 Total  |             |
|------------------------|------------|-------------|-------------|-------------|
|                        | Units      | %           | Units       | %           |
| Rental                 | 578        | 76%         | 950         | 64%         |
| Ownership              | 178        | 24%         | 538         | 36%         |
| <b>2007-2014 Total</b> | <b>756</b> | <b>100%</b> | <b>1488</b> | <b>100%</b> |





## KEY HIGHLIGHTS

The following provides an overview of key highlights from the eight housing studies related to housing supply and needs.

### Stakeholder Supply and Need Considerations

At their first meeting in March 2013 the Housing Action Plan Stakeholder Group developed the following considerations related to housing:

#### *Number of Units (Pace of Development)*

Keep pace with new job generation from residential and commercial production plus projected loss of workforce housing stock to retirees, non-local residents, lodging, demolition, redevelopment, etc. Track pace of workforce housing development annually in monitoring plan.

#### *Income Targets*

Create opportunities for workforce housing market solutions to the largest extent possible. Historically, the market has been unproductive at providing ownership opportunities below 120% AMI and rental product below 80% AMI. Publicly subsidized housing programs should target these underserved markets with attention focused on the lower income ranges.

#### *Workforce Priorities*

Continue to prioritize critical service providers in the publicly subsidized housing programs. Additionally, the selection process for the publicly subsidized housing programs should be objective, equitable, and prioritize years working in valley, time looking for a home, and bedroom size. Employers should be encouraged through technical assistance and other incentives to provide housing in accordance with their priorities.

#### *++Owner/Renter Mix*

Strive for a recommended equal mix of ownership and rental product to meet employer priority for rental housing and entry-level for-sale housing for year-round employees. A higher percentage of rental units for seasonal workers and a higher percentage of ownership units for year-round workers will better suit their respective needs and be more cost effective to construct.

#### *Bedroom Mix*

Encourage a mix of bedrooms to serve different segments of the workforce across the spectrum. In other words, an equal mix of bedrooms in the lower income ranges as well as the higher levels. Publicly subsidized units should include larger units (2+ bedrooms) as the emphasis with this product is year-round employees and allows greater movement within workforce housing programs.

#### *Type/ Quality Design*

Consider providing a variety of housing types that fit within the existing character of the neighborhood. Address inadequate market workforce housing stock.

#### *Location*

Consider locating workforce housing within complete neighborhoods according to the Character Districts.

## Other Recommendations

- Understand the demographic spectrum of needs (by profession, income, status): Maintain versatility in the type of products developed and specifically target housing for priority groups, recognizing that housing requirements differ considerably among socio-economic and demographic groups.
- Enable all housing providers to create workforce housing opportunities at adequacy, suitability and affordability standards.
- Preserve existing workforce housing stock and ensure that it meets provides a variety of unity types integrated within Complete Neighborhoods.
- Be Creative with Seasonal Rental Housing Solutions. Provide options for summer workers, such as onsite seasonal housing, lofts/apartments in refurbished industrial areas, or other high density, summer workforce housing.
- Incentivize development of rental opportunities in the free market through zoning, fee waivers, funding and technical advice and offer opportunities for entry level ownership housing.
- Recognize market trends and adapt policies and regulations to tap into the market. Encourage residential development that most effectively generates affordable housing such as developments of 120 or more acres. Continue to implement important mitigation tools as they shift from the County to the Town.
- Adopt a no net loss policy that includes the replacement of existing dwelling units (for example if they have been razed for redevelopment), as well as mitigation requirements imposed on new development.
- Address the housing issue and strive to house 65% of the workforce locally by being methodical, respecting neighbors, and slowly putting units on the ground.
- Increase Production of Restricted Units. Additional units, both rental and ownership, are now needed. Demand for workforce housing is out pacing the development of workforce housing. The rental market is the most out of balance at this time, meaning initial efforts should be focused on rentals; however, within a few years, ownership demand should equal or exceed rental demand.
- Improve resident education about the availability of ADA accessible and adaptable units and support programs that help households with disabilities afford needed renovations. Explore partnerships and opportunities to leverage resources with Habitat for Humanity.
- Evaluate improving transportation options available to residents to provide access to services and options to commuters.
- Works towards a provision of workforce housing that keeps up with the increase in demand.
- Encourage the use of “% of AMI” categories in the delivery of low income subsidized housing (typically rental housing). This approach, also called “rent geared to income”, recognizes the importance of keeping monthly rent in the order of 30% of household income. A monthly subsidy may still be required to achieve this. Deed-restricted ownership housing is intended to take the place market homes that are no longer affordable to the workforce. These households can afford to pay to own their housing, just not at the prices the market is charging.

## HOUSING SUMMIT DIRECTION

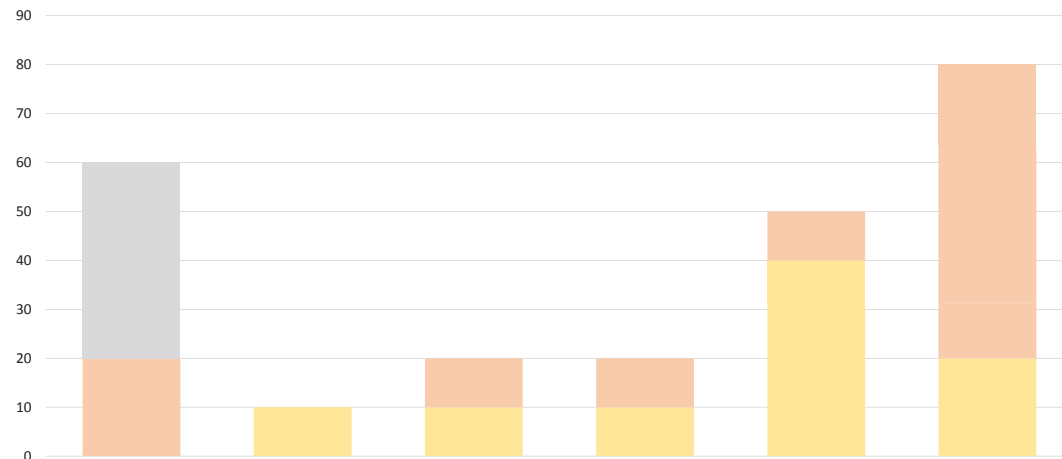
Based on projected demand, status quo housing provision would lead to an annual decrease of about one percentage point in the percentage of the workforce living locally. It should be acknowledged that 2007-2014 was largely defined by a time of recession and recovery, but all indicators point to the need for an increase in workforce housing provision.

Participants in the Housing Summit discussed the objectives for workforce housing in the community now and in the future. Objectives were discussed in relation to rental and ownership uses and in terms of which tools can be implemented to achieve the designated objectives. The discussion focused on targeting subsidies towards lower-income categories and the cost of subsidies. The chart on the following pages illustrates the tools emphasized for each income category and the supply objectives. The bullets below summarize the discussion of the exercise.

- Zoning and other market-based tools are key in addressing the higher end of the housing spectrum
- Public subsidies should be strategically focused on the lower income categories; it is difficult, but is the role of government
- Rental housing opportunities address the entire housing spectrum
- Focus subsidies based on need indicated through monitoring
- Address needs for adequate housing at the lowest income levels



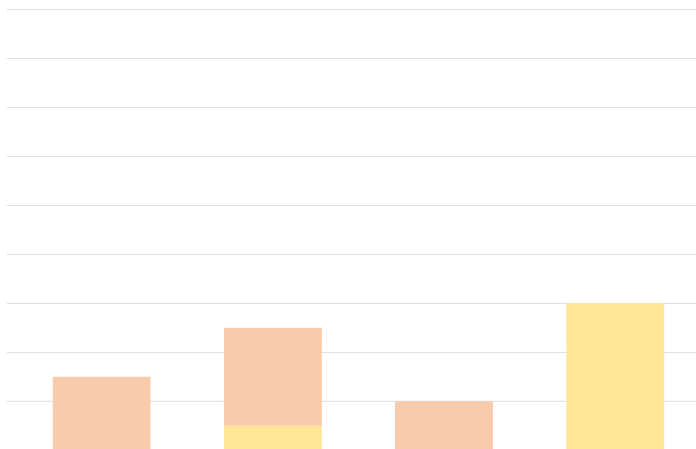
## SUPPLY AND DEMAND



## APPROPRIATE TOOLS

| < 50% AMI                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                            | 50-80% AMI                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | 80-120% AMI                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Rental                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Owner                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Rental                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | Owner                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Rental                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Owner                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| <ul style="list-style-type: none"> <li>Subsidize Housing Development</li> <li>Tax Credits and Other Fed/State Funds</li> <li>SPET Secondary Additional</li> <li>Residential Inclusionary</li> <li>Residential Linkage</li> <li>Commercial Linkage</li> <li>Consistent Predictable Process</li> <li>No Net Loss</li> <li>Public Private Partnerships</li> <li>Education</li> <li>Flexible LDRs</li> <li>Trailer Parks/Microhousing</li> <li>Rental Development Incentives</li> </ul> | <ul style="list-style-type: none"> <li>Subsidize Housing Development</li> <li>Preservation</li> <li>SPET Secondary Additional</li> <li>Residential Inclusionary</li> <li>Residential Linkage</li> <li>Commercial Linkage</li> <li>Consistent Predictable Process</li> <li>No Net Loss</li> <li>Public Private Partnerships</li> <li>Education</li> <li>Flexible LDRs</li> <li>Trailer Parks/Microhousing</li> <li>Rental Development Incentives</li> </ul> | <ul style="list-style-type: none"> <li>Technical Assistance</li> <li>Land Acquisition</li> <li>Preservation</li> <li>Granting</li> <li>Subsidize Housing Development</li> <li>Private Donations &amp; Grants</li> <li>Dedicated Sales Tax</li> <li>Tax Credits and Other Fed/State Funds</li> <li>Dedicated Property Tax</li> <li>Residential Inclusionary</li> <li>Commercial Linkage</li> <li>Residential Linkage</li> <li>Consistent Predictable Process</li> <li>No Net Loss</li> <li>Public Private Partnerships</li> <li>Education</li> <li>Flexible LDRs</li> <li>Trailer Parks/Microhousing</li> <li>Rental Development Incentives</li> </ul> | <ul style="list-style-type: none"> <li>Technical Assistance</li> <li>Density Bonus</li> <li>Land Acquisition</li> <li>Granting</li> <li>Subsidize Housing Development</li> <li>Private Donations &amp; Grants</li> <li>Dedicated Sales Tax</li> <li>Dedicated Property Tax</li> <li>SPET Secondary Additional</li> <li>Residential Inclusionary</li> <li>Residential Linkage</li> <li>Commercial Linkage</li> <li>Consistent Predictable Process</li> <li>No Net Loss</li> <li>Public Private Partnerships</li> <li>Education</li> <li>Flexible LDRs</li> <li>Trailer Parks/Microhousing</li> <li>Rental Development Incentives</li> </ul> | <ul style="list-style-type: none"> <li>Technical Assistance</li> <li>Density Bonus</li> <li>Land Acquisition</li> <li>Granting</li> <li>Subsidize Housing Development</li> <li>Private Donations &amp; Grants</li> <li>Dedicated Property Tax</li> <li>SPET Secondary Additional</li> <li>Commercial Linkage</li> <li>ARUs</li> <li>Rental Zoning</li> <li>Consistent Predictable Process</li> <li>No Net Loss</li> <li>Public Private Partnerships</li> <li>Education</li> <li>Flexible LDRs</li> <li>Trailer Parks/Microhousing</li> <li>Rental Development Incentives</li> </ul> | <ul style="list-style-type: none"> <li>Technical Assistance</li> <li>Density Bonus</li> <li>Land Acquisition</li> <li>Granting</li> <li>Subsidize Housing Development</li> <li>Private Donations &amp; Grants</li> <li>Dedicated Property Tax</li> <li>Dedicated Sales Tax</li> <li>SPET Secondary Additional</li> <li>Commercial Linkage</li> <li>Zone for Density</li> <li>Consistent Predictable Process</li> <li>No Net Loss</li> <li>Public Private Partnerships</li> <li>Education</li> <li>Flexible LDRs</li> <li>Trailer Parks/Microhousing</li> <li>Rental Development Incentives</li> </ul> |





| 120-150% AMI                     |                                  | > 150% AMI                       |                                  |
|----------------------------------|----------------------------------|----------------------------------|----------------------------------|
| Rental                           | Owner                            | Rental                           | Owner                            |
| • Density Bonus                  | • Density Bonus                  | • Density Bonus                  | • Density Bonus                  |
| • Angel Fund                     | • Angel Fund                     | • Angel Fund                     | • Angel Fund                     |
| • Subsidize Housing Development  | • Subsidize Housing Development  | • Subsidize Housing Development  | • Subsidize Housing Development  |
| • Rental Zoning                  | • Rental Zoning                  | • Rental Zoning                  | • Rental Zoning                  |
| • Consistent Predictable Process | • Consistent Predictable Process | • Consistent Predictable Process | • Consistent Predictable Process |
| • No Net Loss                    | • No Net Loss                    | • No Net Loss                    | • No Net Loss                    |
| • Public Private Partnerships    | • Public Private Partnerships    | • Public Private Partnerships    | • Public Private Partnerships    |
| • Education                      | • Education                      | • Education                      | • Education                      |
| • Flexible LDRs                  | • Flexible LDRs                  | • Flexible LDRs                  | • Flexible LDRs                  |
| • Trailer Parks/ Microhousing    | • Trailer Parks/ Microhousing    | • Trailer Parks/ Microhousing    | • Trailer Parks/ Microhousing    |
| • Rental Development Incentives  | • Rental Development Incentives  | • Rental Development Incentives  | • Rental Development Incentives  |

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# APPENDIX A:3

## ANALYSIS OF TOOLS





## INTRODUCTION

Chapter A3 presents existing and potential tools evaluated at the Housing Summit based on costs and benefits of efficiency and effectiveness in preserving and producing housing across the housing spectrum. Tools can be further characterized by cost, complexity, and provision of housing. Each tool is described in the following pages. Direction from the Housing Summit concludes the Chapter.





## Tools Analysis

The tools presented in this chapter are options for implementing the workforce housing program organized by the following categories:

- Mitigation
- Funding Sources
- Uses of Public/Non-Profit Funds
- Zoning
- Incentives

Each tool represents a vehicle to implement the recommendations of the Housing Action Plan, and provides benefits to the community.

To achieve a goal of 65%, a variety of tools must be utilized. The availability of workforce housing is the result of a combination of market opportunities and many tools (zoning, commercial mitigation, federal housing programs, bonuses, incentives, private employer initiatives, and the work of local housing organizations, to name a few). The combination of these tools works best when balanced with other community values.

This community has been fortunate to have a variety of tools available to address housing our workforce. Some strategies have been more successful during strong economic times, and others in weaker economies. Housing tools include market solutions, regulations, and funding sources that have led to a variety of housing options. Tools are often combined when they can leverage each other's strengths.

A variety of tools is necessary as not all tools work for all situations. For example, several large workforce housing developments were proposed but not approved because of the perceived cost to the community in terms of traffic, wildlife habitat or other values which outweighed the benefits of proposed housing.

## Use of Housing Tools in the Past

According to the 2014 Teton County Housing Needs Assessment, prior to 2007 52% of restricted workforce housing production came from commercial and residential mitigation requirements, 33% through incentives (ARU's, units built by employers, density bonus, planned unit developments) in Land Development Regulations (LDR's) and 16% through unrequired or voluntary efforts by housing providers. Mitigation requirements and incentives work very well during periods of strong development and Jackson/Teton County should be commended for harnessing that development strength to produce workforce units. As development slowed after 2007, the situation began to change.

### JACKSON/ TETON COUNTY WORKFORCE HOUSING PRODUCTION TOOLS (2007-2014)

|                        | 2007-2014  | %           | Pre-2007    |
|------------------------|------------|-------------|-------------|
| Residential Mitigation | 81         | 11%         | 52%         |
| Commercial Mitigation  | 79         | 10%         | 52%         |
| Incentive              | 80         | 11%         | 32%         |
| Tax Credits            | 178        | 24%         | -           |
| Habitat/ JHCHT/ TCHA   | 52         | 7%          | -           |
| Other Voluntary        | 286        | 38%         | 16%         |
| <b>2007-2014 Total</b> | <b>756</b> | <b>100%</b> | <b>100%</b> |

In the last seven years, production through mitigation requirements and incentives has dropped from 84% (prior to 2007) to 32%. Voluntary production has dramatically increased largely due to rental units being used by large employers. Only 7% of the units created in recent years that did not relate to mitigation have come from the efforts of the three housing providers: Habitat/JHCHT/ TCHA. 38% (286 units) is presumed to have been voluntary from employers. However, there is no central registry or inventory of those units, and it appears no formal restriction on their occupancy nor use exists other than those imposed by the employer.

## General Highlights on Tools

The following provides an overview of key highlights from the eight housing studies related to housing tools.

- Utilize the following array of tools to help the community achieve its housing goals: commercial mitigation, residential mitigation, ARUs (County, AR Zone, and Town), land development regulations, and lodging overlay.
- Conduct thoughtful and strategic development of housing through the continued use of a balance of all the existing tools to be effective during both up and down markets. Respect neighborhood conservation by including neighbor input from the beginning of any workforce housing development.

## MITIGATION

Mitigation tools are zoning provisions in LDRs that require workforce housing to offset impacts. Mitigation has produced 23% of restricted housing since 2007. (Wake Assessment)

### *Residential Inclusionary*

In a residential inclusionary requirement a percentage of new residential units are required to be workforce housing. The requirement is typically construction units. Currently 25% of new residential units are required to be deed restricted to be affordable at 80%-120% AMI and occupied by a member of the local workforce. Residential inclusionary housing can be applied to require either ownership or rental units, although ownership is more common. Requirements can be complex and determining compliance is staff intensive. Residential inclusionary housing is only effective if density is increased, however the benefit is that the developer builds the units instead of the public having to turn a fee into a unit.

### *Residential Linkage*

Residential linkage is a requirement to provide workforce housing based on employee generation from new residential construction. Requirements are typically in the form of a fee and increase with house size. This tool is not widely used in Jackson and Teton County. Residential linkage fees can yield either ownership or rental units, however rental is most common with this tool. The income category for residential linkage is typically less than or equal to 80% because it is typically designed to mitigate the impact of employees generated to maintain property, who often have lower incomes. This housing type is used to house low wage workers, but could be used in any spectrum. Costs are broadly spread among all new homes, with housing additions and construction paying for units.

The process is simple to administer - if collecting a fee, but turning the fee into units requires administration. Yet residential linkage provides several benefits. For example, there is flexibility in how funds can be spent, construction is more stable than a density increase, and there is the potential for more funding than inclusionary housing. In addition, fees can be used to leverage other funding opportunities.

### *Commercial Linkage*

Commercial linkage is the requirement to provide workforce housing based on employee generation from new commercial development. In the Town/ County's current program, mitigation rates, which vary by industry, are set to house seasonal workers who cannot afford market rent (based on 1994 Needs Assessment). Mitigation units are required to be deed restricted to be affordable at less than or equal to 120% AMI and occupied by a member of the local workforce. However, commercial linkage does not have to be intended for seasonal employees only, in fact most programs focus on all employees or year-round employees. Commercial linkage housing can be applied either through ownership or rental units. Like residential linkage, rental is most common with most programs targeting lower income categories than our current programs. This tool can be simple, employers pay when they expand, but current regulations and guidelines need substantial modification as they are overly complex and confusing. If collecting a fee, turning the fee into units requires administration. Benefits are currently significantly lower than they could be, but potential benefits are high if the focus is on year round workers. Fees can be used to leverage other funding.

## Mitigation Highlights

The following provides an overview of key highlights from the eight housing studies related to mitigation.

- Apply updated residential mitigation fees to County building permits issued on lots platted prior to 1997, lots formed through the family subdivision exemption, and homes permitted on 35-acre tracts. Include lots created outside the subdivision process in a comprehensive residential mitigation program.
- Apply commercial mitigation throughout the County and require standards from all commercial development throughout the County to provide consistency at the community level.
- Modify the residential mitigation fees to base requirements on floor area rather than bedrooms. Ensure residential mitigation requirements are commensurate with the size of home. Mitigation requirements should be assessed at time of plat for new development and should be based on the maximum FAR allowed per the subdivision plat.
- Update commercial mitigation to reflect current year-round employment levels. The standards should be updated to reflect current employment ratios and should be aggregated to simplify the administration, such as accounting for changes in use over time.
- Update commercial mitigation regulations to allow ownership units to meet mitigation requirements. Allow commercial developers to choose to build ownership or rental housing, depending on the needs of their commercial operations and their resources for property management.
- Simplify commercial mitigation requirements to eliminate review of changes in use. Consolidate the different categories of uses to simplify the program while maintaining its effectiveness.
- Revise the commercial mitigation requirements to be consistent between the Town and County, ultimately providing a square footage based requirement that can be easily quantified and enforced that is an accurate reflection of the employees to be housed.
- Lower the AMI cap for rental mitigation from 120% to 80% of AMI.
- Increase the residential and commercial mitigation standards above the current 15 % level to 40%.
- Update residential and commercial affordable housing fees to reflect current market conditions.
- Update commercial mitigation regulations to allow ownership units to meet mitigation requirements. Allow commercial developers to choose to build ownership or rental housing, depending on the needs of their commercial operations and their resources for property management.
- Formalize the selection of mitigation methods, requiring developers to construct the required housing on site. Update mitigation fees, restrict mitigation payments and require more on-site development.
- Develop rental, ownership, and seasonal housing developments that business owners and small-scale developers can buy into to fulfill their mitigation requirements.



## FUNDING SOURCES

All projects built by the Housing Authority have included some subsidy by the community taxpayer. Teton County and Jackson are blessed with significant financial resources - the question is how best to harness them in a fair and equitable way to address housing solutions. Teton County has a Specific Purpose Excise Tax approved by voters through which various community projects and programs are funded. Revenues from this tax have twice been allocated to TCHA for workforce housing, in 2001 for \$9.3 million and in 2006 for \$5 million. Options to fund the organizations that deliver housing include the following:

- A 1% sales tax (only 6 of 7% available is being used currently)
- A 1% Local Option Tax (SPET)
- A portion of the Lodging Tax (housing has a direct impact on Tourism)
- A 0.5% Real Estate Transfer Tax (would require amendment of state statute)
- A 1 mill levy on property tax in the Town

### *Angel Fund*

The Angel Fund (AKA L3) is a for-profit social enterprise with the goal of performing a socially beneficial purpose. Angel Fund developers are not currently providing housing in Teton County, and we are unaware of comparable communities using this type of resource. Angel Fund can be used for both ownership or rental units. While ownership provides a quick return, rental is a long term investment. The income category (AMI) for Angel Funds would be greater than 100%. because projects must generate a return on investment for the tool to work. Start-up time and expenses are required, as well as administration. This is not a public cost but there is limited applicability because of the need to generate a return. This tool may have greater potential when financing is more expensive.

### *Private Donations and Grants*

Private donations and grants are tax deductible contributions to a non-profit organization. Currently JHCHT and Habitat raise funds to augment other funding sources and construct housing. JHCHT is unique among peer resort communities, where non-government housing organizations are rare. Private donations and grants can be applied to ownership or rental units, although ownership seems to have more appeal to donors. The income category (AMI) for private donations and grants is 50% - 150%. Fundraising can be time consuming but the system is established. This is not a public cost rather it is a private decision. There is flexibility in how funds can be spent and the tool builds goodwill within the community regarding housing provision, however it is unlikely to become a major funding source.

### *Dedicated Sales Taxes*

Dedicated sales taxes include optional sales tax, SPET, lodging, and real estate transfer. Currently only SPET has been used as a funding source directed specifically for housing. Dedicated sales taxes can be applied both to ownership or rental units and can respond to changing needs in income category and unit type. The community and visitors are paying for units, and while the public vote is time consuming, long term administrative costs are low. Real Estate Transfer Tax is not currently permissible by statute, so costs to enable Real Estate Transfer Tax at the State level are high. Similarly, requirements on the use of a lodging tax limits effectiveness. A dedicated revenue stream is very beneficial and flexible and can be used to leverage other funding sources. A SPET type funding stream is less beneficial because it is unsteady. The yield is about \$11M per year per penny sales tax.

### *Dedicated Property Taxes*

Dedicated property taxes are property taxes earmarked for housing provision, however they are not currently used by the Town and County. Dedicated property taxes can be used to create ownership or rental units and can respond to changing needs in income category and unit type. The public is paying for units, but the funding is a good source of leverage for other funding mechanisms. Long-term administrative costs are low and the tool provides a dedicated revenue stream that is very beneficial and flexible, yet can be used to leverage other funding sources. Yield is about \$1.1M per County mil of property tax.

### *Tax Credits and Other Fed/State Funds*

Tax Credits and Other Fed/State Funds are programs that directly fund low income housing or authorize credits that can be sold to raise funds. Tax credits have been used by the Town and County in the past. Tax Credits are widely used for rental housing. The income category (AMI) for this tool is less than or equal to 60%. These programs are often done through public/private partnerships and there are some local administration costs. Application for credits requires resources and some are competitive although the market for tax credits is currently quite high. Multifamily zoning is needed. Although infrequently used, Tax Credits and Other Fed/State Funds have provided a number of units when used.

### **Funding Source Highlights**

The following provides an overview of key highlights from the eight housing studies related to funding sources.

- Establish a dedicated revenue source for housing such as a tax or fee specifically for housing.
- Establish a secure funding source after an analysis of viable options. Create a housing fund to manage funds and allocate to all housing providers based on criteria which accomplish the housing objectives and on fee for services such as stewardship of restricted units.
- Pursue additional dedicated revenue sources to diversify revenue sources, and help to stabilize revenue fluctuations due to market upturns and downturns. Local officials should lobby state representatives to change the legislation to allow a Real Estate Transfer Tax (RETT).
- Apply updated residential mitigation fees to County building permits issued on lots platted prior to 1997, lots formed through the family subdivision exemption, and homes permitted on 35-acre tracts. Include lots created outside the subdivision process in a comprehensive residential mitigation program.
- In order to better meet workforce housing demand these funds must be more consistent annually, come from more than one source (SPET) and flow to all housing providers rather than being funneled to one (TCHA).

## USES OF PUBLIC/ NON-PROFIT FUNDS

Funds from public and non-profit groups play an important role in supporting workforce housing programs. In order to better meet workforce housing demand these funds need to be more consistent annually, come from more than one source, and flow to all housing providers rather than being funneled to one. Public/non-profit funds can be used for preservation of existing housing, land acquisition, subsidizing of housing development, and granting.

### *Preservation*

Preservation programs are dedicated to preserving existing housing stock as workforce housing through buy downs, rehab, reverse mortgages, etc. Currently employers are buying existing housing stock to keep it available for their employees and preserving the units as workforce housing. Preservation can be applied to both ownership and rental units. Buy downs and reverse mortgages are oriented toward ownership; while employer rehab is suited for rental units. Preservation programs typically target income categories (AMI) less than or equal to 80%. Buy down and reverse mortgage type programs are staff intensive and start-up and funding have a steep learning curve. This is a unit-by-unit effort. Preservation is arguably more important than production given then limit on the overall amount of growth. Efforts to preserve units that would otherwise leak out of the workforce housing pool are more impactful than the preservation of rental units.

### *Land Acquisition*

Land acquisition consists of funding used to purchase land for future development of housing, prior to and separate from actual design of the development. TCHA has used this approach in the past to leverage current funds against future projects, when funds for a full project are unavailable. Land acquisition

can be applied to an eventual project is either ownership or rental. Similarly, the income category (AMI) can be determined when an eventual project is designed. Some design process efficiencies may be lost by acquiring land separate from project development. However, land acquisition can be leveraged into partnerships and stabilize rising land cost. The benefit can be high if land acquisition is the major project barrier and can catalyze development.

### *Subsidize Housing Development*

Subsidized Housing Development involves the design, permitting, and construction of a workforce housing project where the project costs are subsidized so that the sales or rental price is affordable to the target occupant.. Non-profits and local government have utilized funding for this purpose in the past. Subsidized Housing Development can be applied to either ownership or rental units, however previous efforts have largely focused on ownership. The income category (AMI) is greater than or equal to 80%. Development of new product is often in partnership with non-profits or private developers. This tool has provided a number of units when used, but would be more effective in the future with consistent funding.

### *Granting*

“Granting” is subsidized housing development by contracting for the entire development process rather than managing development with staff. In the past the Town and County have partnered with non-profits and private developers contributing land and/or mitigation fees for development, but have not contracted out of all phases of development. “Granting” could be used to produce either ownership or rental units, however past efforts have focused on ownership. The income category (AMI)

is flexible and projects could be designed to address the highest need at the time of the grant. “Granting” still requires considerable administration but less development management, yet contract fees can cost more than staff resources. The idea behind “Granting” is to optimize development cost through grant application competition.

### **Highlights of Use of Public/ Non-Profit Funds**

The following provides an overview of key highlights from the eight housing studies related to the use of public/non-profit funds.

- Create a housing preservation program and consider methods to improve the condition and livability of existing homes and to preserve affordability through rehabilitation/ weatherization that entail placement of restrictions, buy down assistance and subdivision of lots in some areas within town.
- Create a housing fund by pooling revenues from commercial mitigation, in lieu payments, residential linkage fees, other new taxes or fees that might be created, donations, and the Special Purpose Excise Tax if additional allocations are awarded to housing.
- Develop a program to create units for small employers
- Develop an inventory of potential affordable housing sites and prioritize acquisitions.
- Monitor the rental market and rental housing needs. Look for opportunities to purchase existing rental and lodging properties for affordable housing.
- Develop an inventory of existing multifamily developments including free market and affordable units and identify opportunities for potential acquisition.
- Increasing density from single family and duplex to townhome and condominium can reduce the amount of that per unit funding, but that extra funding should not be further increased by lowering the sale price to a household in a lower AMI category.



# ZONING

## *Existing Zoning*

Workforce housing successes such as Cottonwood Park have been measured by the developments' use of mixed housing types that ranged from single family units to apartments, duplexes and townhomes or small lot offerings. While some deed restricted housing is also offered, the overall neighborhood offerings are targeted at working families and have typically offered free-market ownership opportunities for working families of Teton County.

Existing zoning refers to the market provision and preservation of workforce housing that is going on today. The share of workforce housing provided by the market is diminishing as housing stock turns over, but not all workforce housing has to be restricted. Employers are buying existing stock for use as workforce housing. Existing zoning can be applied to either ownership or rental units, although it is increasingly focused on rentals. The income category (AMI) is greater than 100%. The cost to the public is as low as the market or employer, and provides housing for profit. However, employer preservation of units more often preserves units that would be affordable on the free market than units that would leak out of the workforce housing pool.

## *Rental Zoning*

Rental zoning is zoning that allows multi-unit development but prohibits separate sale of those units. This tool is not currently used by the Town and County. Rental zoning would provide rental units in the income category (AMI) greater than 100% although new units would tend toward higher incomes. The public cost would be to allow zoning to be implemented, and the developer builds units. Market rental product is difficult to pencil but it facilitates the use of other tools.

## *Zone for Density*

Zoning for density seeks to increase by-right density to promote housing that is more affordable. This tool has been used in the past but infrequently, as most density has come in the form of incentivized density bonuses. Zoning for density can be applied to ownership units, or in combination with rental zoning. The income category (AMI) is likely to be greater than 100%. The public allows zoning to be implemented, and the developer builds units. The community character may be compromised if the zoning is not in the right area. The benefit depends on how many unrestricted units are occupied by the workforce.

Accessory Residential Units (ARUs) Accessory Residential Units (ARUs) are secondary rental units allowed as additional density. ARUs are currently allowed in most Town and County zones. Only some units have deed restrictions, but regulations require units be occupied by the local workforce if rented. The income category (AMI) is 80-120%. Enforcement could grow to be more staff intensive without deed restrictions. Use of the ARU tool has resulted in a number of units in the past, however some owners do not want to manage rentals.

## Zoning Highlights

The following provides an overview of key highlights from the eight housing studies related to zoning.

- Zone for workforce housing that will not be desirable to the second home buyer.
- Modify group home provisions. The Town and County both permit group homes within their development codes as an “institutional residential” use, but have slightly different definitions. To reduce confusion among developers, the town and county should explore using a common definition.
- Identify locations for multi-family rental units (four-plex or more) and workforce housing neighborhoods to create predictability and transparency.
- Create an overlay district for affordable housing and establish minimum density standards within the Affordable Housing Overlay.
- Review and modify zoned densities to ensure they have the needed diversity in type and affordability of housing product in alignment with town goal of housing 65% of the workforce and the immediate need for more affordable rental units.
- Increase site coverage and building height to enable the development of workforce housing units by reducing per unit land cost.
- Continue supporting the development of ARUs as another way of providing affordable rental housing for the local workforce and providing local families space for aging relatives. Keep the size at or below 1,000 square feet to maintain affordability and use as long-term rentals.
- Adjust accessory unit regulations. In town, require that the units be rented long term or sold to employee households and enforce prohibitions against renting in the short term (nightly and weekly).
- Consider revisions to the affordable housing sections of Land Development Regulations.
- Work with the Town and County to adopt a uniform set of affordable housing regulations.
- Continue to create subdivisions in the County outside the Town of Jackson will compound the problem
- Land constraints dictate that population growth can only be accommodated by increases in residential density
- Create plenty of opportunity for creative mixed-use and residential solutions

# INCENTIVES

In addition to requirements for housing, the Town and County land development regulations also include some incentives to encourage the development of workforce housing. These incentives allow more square footage or units on a property in exchange for permanent restricted workforce housing.

## *Density Bonus*

Density bonus is the granting of additional floor area or density if the bonus allowance is for workforce housing. The Town currently allows a 25% FAR bonus for price and occupancy restricted housing, however the County's PUD for Affordable Housing has been repealed. Density bonuses can be applied to either ownership or rental units and the income category (AMI) is typically greater than 100%. A developer is unlikely to use a bonus if it does not pencil. Much of the public cost is political in contentious review of individual projects although when utilized, it can yield a lot of units, especially when used in combination with other tools.

## *Technical Assistance*

Technical assistance is the provision of assistance in project design, grant application, partnership building, etc. TCHA and JHCHT currently provide some of these services informally. Technical assistance can be a variety of ownership or rental units categories (AMI). Technical assistance requires staff time and resources, but most of the work is done by the developer. Technical assistance does not provide for units itself, but is helpful in conjunction with other tools.

## Incentives Highlights

The following provides an overview of key highlights from the eight housing studies related to incentives.

- Explore more incentives to build affordable housing, maintain no net loss of units, provide resident relocation assistance, expand the first-right of refusal purchase regulations for tenants residing in converted apartments, modify ADU standards for affordable housing, and offer renovation programs/assistance.
- Be creative with seasonal rental housing solutions. Provide options for summer workers, such as on-site seasonal housing, lofts/apartments in refurbished industrial areas, or other high density, summer workforce housing.
- Incentivize development of rental opportunities in the free market through zoning, fee waivers, funding and technical advice and offer opportunities for entry level ownership housing.
- Implement responsible development across municipal borders for a comprehensive community strategy for sustaining workforce housing. Embrace density, unite open space and affordable housing, and encourage development through incentives such as density bonuses.
- Revise the Affordable Housing Planned Unit Development (PUD) standards.
- Adjust Accessory Unit Regulations. In town, require that the units be rented long term or sold to employee households and enforce prohibitions against renting in the short term (nightly and weekly).

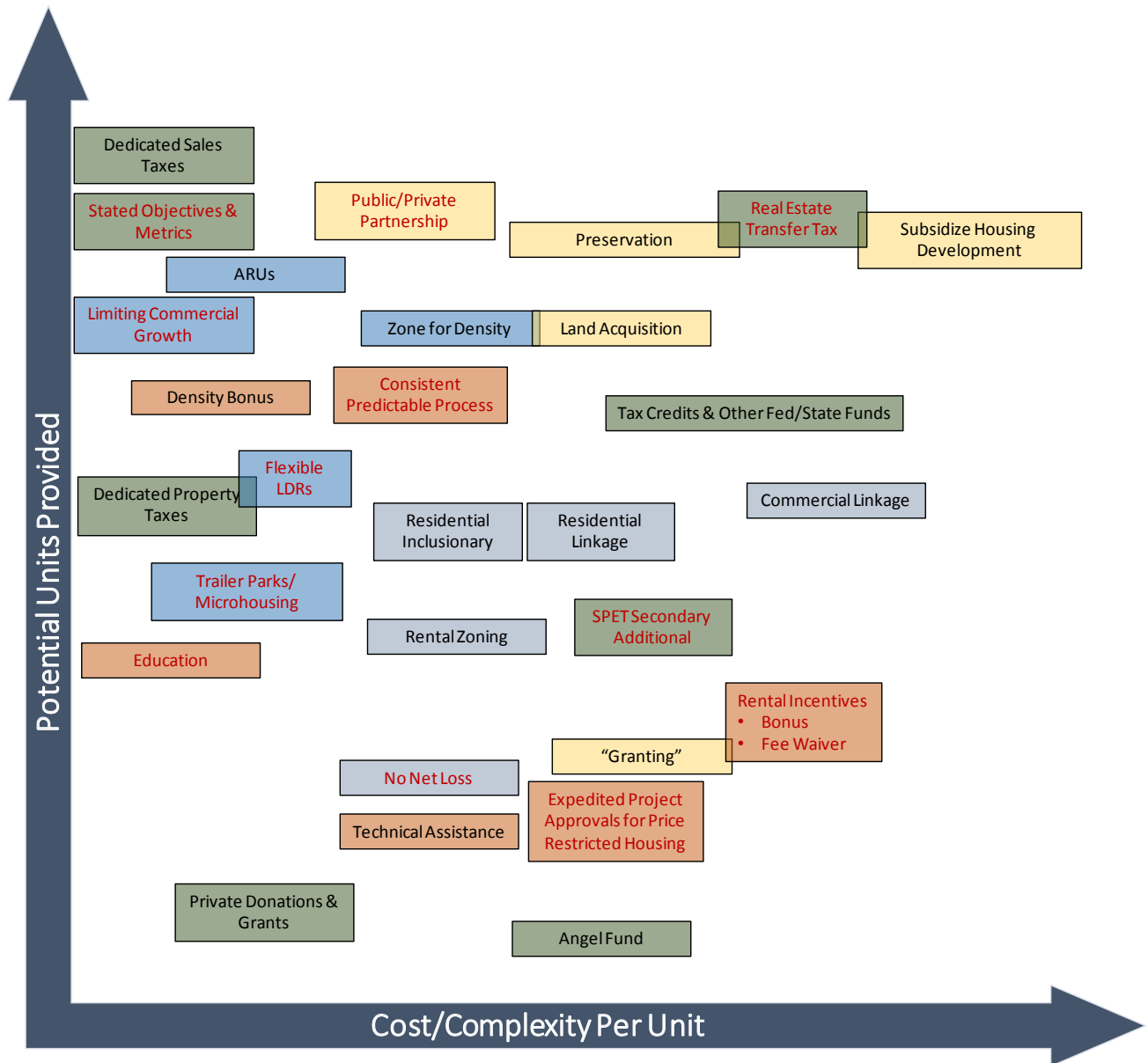
## HOUSING SUMMIT DIRECTION

Participants in the Housing Summit were asked to evaluate which tools would be best used to provide and preserve workforce housing. The discussion that followed focused on how effective each tool is in providing housing and how costly and complex each tool is to implement. The chart on the following page shows the outcome of the Summit discussion. The bullets below summarize the discussion of the exercise.

- All housing tools are necessary to address the entire spectrum of housing
- Direct a dedicated sales tax to housing provision and transportation
- Focus on the following efforts to provide housing
  - Preserving existing workforce housing stock
  - Providing land as the subsidy and working with developers to get units on the ground
  - Allow the maximum densities permissible in Comp Plan to provide housing
  - Prioritize keeping pace with growth
  - Consolidate/simplify mitigation requirements
- Monitoring progress toward the community's goal of housing 65% of the workforce locally is key







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# APPENDIX A:4

## PROVIDERS AND ORGANIZATIONAL STRUCTURE

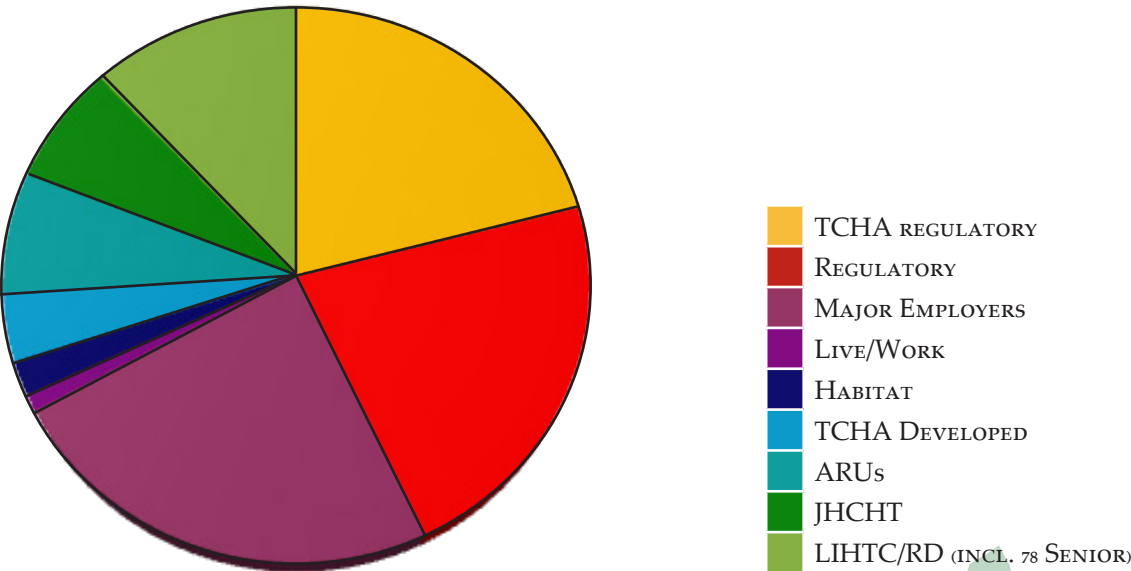


# INTRODUCTION

Chapter A4 presents an overview of the providers of workforce housing and discusses the organizational structure of the public workforce housing program. Discussions at the Housing Summit focused on the Town and County role in enabling provision of workforce housing by the existing market, private developers, employers, non-profits, and the public; and the organizational structure of the public housing entity and the administrative functions related to workforce housing.

The Assessment of Workforce Housing Provision and Management study prepared by Tim Wake in 2014 provides an assessment of the efficiency and effectiveness of various housing providers in preserving and producing housing across the all housing categories. Ensuring an adequate supply of workforce housing has been a challenge in Teton County for decades. The Town of Jackson, the Teton County Commissioners, Housing Authority, JHCHT, Habitat and employers and developers have worked effectively in the past to address this challenge and maintain a vibrant, diverse local workforce. Major employers including the local governments, the ski area, the hospital, grocery stores and the school board have also worked to produce workforce housing, mostly rental, and private sector developers have produced market and deed-restricted units. (Wake)

The chart below shows the total inventory of restricted workforce housing units in Jackson and Teton County in 2014, as quantified by Time Wake. The total of 1488 housing units represents all housing units (restricted formally or informally) that are dedicated to the local workforce including 178 Low Income Housing Tax Credit and Seniors units (presumably housing predominantly employees and retirees).







## **PROVIDERS**

For the purposes of Workforce Housing Action Plan, providers of workforce housing are classified as the existing market, private developers, employers, non-profit organizations and the public. Each of these providers contributes to opportunities for housing and each has its own strengths. There are currently three main providers of restricted workforce housing in Jackson and Teton County, the Teton County Housing Authority, Jackson Hole Community Housing Trust, and Habitat for Humanity. These providers have overlapping and disparate roles. (Wake) The Housing Summit allowed an opportunity for discussion regarding how all providers can contribute to workforce housing, and what role the Town and County can play in supporting these providers.

### **Existing Market**

The workforce housing being provided by the existing market is identified in the 2014 Regional Housing Needs Assessment. That study shows that only 2% of ownership units listed are affordable under 120% of Area Median Income. Rental occupancy in 2014 was extremely high indicating a need for rental product. As might be expected this means that households of less than 50% AMI are burdened by the price of their rents.

### **Private Developers**

Chapter A2 provides some insight into the workforce housing being provided by private developers, as does the 2014 Regional Needs Assessment. The market is providing a limited number of housing units (60-70 annually over the past 7 years). A portion of these are being occupied by the workforce, and are likely being built by the workers themselves, because listing data would indicate that developed and sold units are only affordable to households making more than 120% of Area Median Income. Private developers are not building rental units.

### **Employers**

Chapter A2 also identifies the significant contributions of workforce housing by employers over the past 7 years. Many of these units are existing units bought by employers to rent to employees. Others are units built as ARUs or standalone employee housing projects.



### **Non-Profits**

#### *The Jackson Hole Community Housing Trust (JHCHT)*

JHCHT generates considerable funding for housing through private donations and combines this with public funding and other grants to produce workforce housing units, but does not have a clearly defined role that would allow it to collaborate with TCHA. Instead, these two organizations essentially compete with one another to deliver similar products. While competition is beneficial in the delivery of market housing, it is not helpful in the non-profit sector which shares the same resources. (Wake)

#### *Habitat for Humanity*

Habitat for Humanity has a distinct and proven program that has delivered 27 homes to date and plans to build 4 homes per year moving forward. It does seem to have a clear and separate role in housing delivery and works well within the larger system, but would benefit from being part of a more collaborative and integrated delivery system across all forms of workforce housing. (Wake)

### **Public**

#### *Teton County Housing Authority*

The Teton County Housing Authority (TCHA) plays a lead role in the delivery of deed-restricted and some long term rental housing. TCHA reviews plans for the Town and the County, purchases land for its own projects and collaborates, at times, with the Trust and Habitat on land purchases. In some cases it may actually compete with other stakeholders on land purchase. TCHA oversees the restrictions on workforce housing rental units produced by small employers, while large employers tend to create their workforce units voluntarily and operate them independently. TCHA also develops its own projects and administers rentals, sales, resales and restrictions on that inventory. Current activities include both oversight of existing inventory of deed restricted homes and facilitation of building new rental and ownership opportunities at the Category 1 – 3 range. (Wake)

## TCHA STRUCTURE

Structural change in the provision of workforce housing is needed. Small adjustments within the delivery system as currently constructed are unlikely to increase the production and protection of workforce housing that is clearly needed. (Wake) In order to implement a successful workforce housing program and action plan, we should implement a directed management team, create a structure for enforcement, monitor the progress of the program, and educate community members on how they can participate and contribute to its success. The figure below presents the options discussed at the Housing Summit for the structure of workforce housing management and responsibilities a jurisdiction, organization or board could hold. Housing Summit participants reviewed the options and discussed specifics of how to implement.

### *TCHA Organization*

The work of the Housing Authority is driven largely at the staff level and a Board of Directors governs the Housing Authority. Restructuring the housing provider delivery system could be an important change that is needed to more efficiently and effectively deliver all forms of workforce housing. Under the Wyoming statutes, a housing authority is a separate legal entity, meaning that they make all of their own decisions separate and distinct from the governing body that created them (such as the County). The exception is the approval of a housing project to proceed. The powers are vested in a board of housing commissioners that are appointed by the creating government body. The Teton County Board of County Commissioners appoints the housing authority commissioners. Options for the management structure of the Teton County Housing Authority, as detailed by the Teton County Attorney, include:

- The Town of Jackson could jointly with Teton County create the Jackson/Teton County Housing Authority.
- Teton County could dissolve the current Teton County Housing Authority and reconstitute it as a joint department with the Town of Jackson.
- The Town of Jackson could create their own housing department.
- The Town of Jackson could create their own housing authority. (County Attorney)

### **TCHA Organizational Highlights**

The following provides an overview of key highlights from the eight housing studies related to TCHA structure.

- Reduce the TCHA mandate to focus on either project development or administering all restrictions protecting workforce housing inventory.
- Broaden the Board to include broader stakeholder participation and expertise on the reduced mandate.
- Expand the focus of TCHA to that of a master developer that acquires and entitles land and conveys sites for affordable housing to builders.
- Consider moving plan review back to the Town and County Joint Planning Department
- Identify and appoint a Workforce Housing Coordinator on a cost neutral basis to begin the harmonization of the delivery and administration of the inventory of workforce housing units to reduce duplication and confusion.
- Unify Town and County regulation and activity while enhancing consistency in the approval process.
- Recognize TCHA for its stewardship of funds and programs on behalf of the community.



## **ADMINISTRATIVE DUTIES**

Centralized Town and County Workforce Housing Coordinator reporting to a skills-based Board with representation from all sectors could reduce duplication, confusion and competition. Existing housing providers would “work with” rather than “report to” the Coordinator. Current operational funding (TCHA, JHCHT, Habitat) could be reduced by more than the cost of the Coordinator function. (Wake)

### **Enforcement**

In order for any restrictions to be in place in perpetuity or long term (99 years) they need to be registered and administered, especially during the changeover of a property. While this is happening at Habitat, JHCHT and TCHA, each organization has its own system. There are a multitude of different covenants, ground leases and processes creating confusion for our local employees who are renting, buying and selling.

This administration process could be done in a more comprehensive and consistent manner. It could be located under one roof and include some administration to ensure the employer units without restriction remain workforce housing.

### **Management**

Management of the workforce housing program requires coordination of applications, processes, and restrictions. Currently there are too many portals to access and administrators of workforce housing. Each administrator of workforce housing has its own qualification requirements and process. If you purchase housing through them, there is a multitude of different ground leases, covenants and processes you need to wade through and understand. This is confusing to the user. Harmonizing and centralizing these functions will take a little time and effort but will certainly reduce confusion and increase efficiency with precious resources. (Wake)

### **Monitoring**

An annual monitoring survey should be implemented to measure the progress of the workforce housing program. This monitoring survey could be administered by the Workforce Housing Partnership. Whistler uses an Annual Employer Survey that costs \$10,000 and is conducted by a third party. Aspen and Blaine County (Sun Valley) have utilized similar approaches to avoid costly housing needs assessments. An annual monitoring survey in Teton County would allow ongoing (annual) monitoring of progress towards the 65% target. (Wake)



## Education

Education is fundamental in implementing the workforce housing program and keeping the community informed as the process move forward. The introduction of an educational baseline that would provide a knowledge base to newly elected and appointed individuals would be a first step. Give newly elected/appointed leaders a shared baseline of knowledge by offering a high-quality, day-long seminar covering land use regulations and procedures. Pertinent topics could include: basic building regulations; approval processes; role of planning bodies; case study of a developer (costs, risks); sources of financing; barriers to consistency; role of managing risks in projects; and a detailed description of the current housing program. This intensive session could become a regular occurrence at the onset of new terms.

Educating the community about the role of publicly supported housing programs would generate support and interest in those programs. In addition, increasing opportunities for Fair Housing education of residents and real estate professionals in jurisdictions is an important component of workforce housing, as is improving resident education about the availability of ADA accessible and adaptable units and support programs that help households with disabilities afford needed renovations (2014 RAI).

| Structure                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Additional Duties                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Jurisdiction</p> <ul style="list-style-type: none"> <li>County funds TCHA</li> <li>Town utilizes TCHA and has own programs</li> <li>Single, joint department or entity</li> </ul> <p>Organization</p> <ul style="list-style-type: none"> <li>TCHA is a separate authority</li> <li>Housing could be a department</li> <li>Housing could be a part of an existing department</li> <li>Create Jackson/Teton County Housing Authority</li> </ul> <p>Board (if applicable)</p> <ul style="list-style-type: none"> <li>TCHA has an appointed board</li> <li>Entity could have a board of positions (e.g. Mayor, BCC Chair, Chamber ED, etc.)</li> <li>Develop a Housing Coordinator position to work with the board</li> </ul> | <p>Monitor Indicators</p> <ul style="list-style-type: none"> <li>TCHA does some</li> <li>Planning does some</li> <li>Contract indicator monitoring</li> <li>Provide oversight of monitoring</li> </ul> <p>Management of Restricted Units</p> <ul style="list-style-type: none"> <li>Applications, selections, process varies by restriction</li> <li>Consolidate management of units</li> <li>Identify entity to manage units</li> </ul> <p>Enforcement of Restrictions</p> <ul style="list-style-type: none"> <li>Done by individual entities</li> <li>Consolidate enforcement for consistency</li> <li>Coordinate enforcement</li> </ul> <p>Education</p> <ul style="list-style-type: none"> <li>Done by individual entities</li> <li>Coordinate education and outreach efforts</li> <li>Diversify education and outreach efforts</li> </ul> |

Current Practice
  Option from Studies

## HOUSING SUMMIT DIRECTION

Participants in the Housing Summit discussed what the Town and/or County's role is in the implementation of each tool. The discussion focused on a dedicated funding source such as sales tax, the continuation of SPET, ARUs as a quick and efficient way to address housing, subsidized housing options, and land acquisition, microhomes, and housing preservation. The bullets below summarize the discussion regarding organizational structure and the chart below illustrates the public role in facilitating the use of tools by various providers.

- Joint Town/County housing effort and structure
- Foster a sense of pride in housing work
- Work together and with community
- Elected official accountability for policy decisions
- Separate housing provision and housing management and specialize the structure of each
- Reduce redundancies in process and information between housing organizations

| EXISTING MARKET                                                                                                                                                                                                                                                                                 | PRIVATE DEVELOPER                                                                                                                                                 | EMPLOYER                                                                                                                           | NON-PROFIT                                                                                   | PUBLIC                                                                                                                                                                                                                                                                                         |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>ARUs – ALLOW ARUs IN OTHER AREAS FOR WORKFORCE HOUSING</b><br><b>PRESERVATION – SUPPORT PRIVATE SECTOR ACQUISITION</b><br><b>TRAILER PARKS/ MICROHOUSING</b><br>– PRIVATE SECTOR SEASONAL AND PUBLIC CONTROL<br><b>RESTRICTED RENTAL DEVELOPMENT</b><br><b>INCENTIVES – BONUS FEE WAIVER</b> | <b>PRESERVATION – PREVENT APARTMENT CONVERSION TO CONDO</b><br><b>LAND ACQUISITION – SUPPORT PRIVATE SECTOR ACQUISITION</b><br><b>ZONE FOR DENSITY “GRANTING”</b> | <b>PRESERVATION – ADDRESS THE SHORT-TERM RENTAL ISSUE</b><br><b>LAND ACQUISITION – CREATE A PROGRAM</b><br><b>ZONE FOR DENSITY</b> | <b>PRESERVATION LAND ACQUISITION – VOLUNTARY DEED RESTRICTION</b><br><b>ZONE FOR DENSITY</b> | <b>SUBSIDIZE HOUSING DEVELOPMENT – DIRECT TOWARD LOWER AMIs</b><br><b>DEDICATED SALES TAXES – SALES TAX FLEXIBILITY FOR RELATED PROJECTS SUCH AS TRANSPORTATION</b><br><b>PRESERVATION – POLITICAL WILL</b><br><b>LAND ACQUISITION – VOLUNTARY DEED RESTRICTION</b><br><b>ZONE FOR DENSITY</b> |
| <b>PRESERVATION – PROTECT OPPORTUNITY FOR DENSITY – DIRECT ACQUISITION BY GOVERNMENT, RENOVATE, AND RETROFIT</b>                                                                                                                                                                                |                                                                                                                                                                   |                                                                                                                                    |                                                                                              |                                                                                                                                                                                                                                                                                                |
| <b>LAND ACQUISITION – KEY ROLE OF GOVERNMENT – SUPPORT PRIVATE SECTOR ACQUISITION, CREATE A PROGRAM, VOLUNTARY DEED RESTRICTION</b>                                                                                                                                                             |                                                                                                                                                                   |                                                                                                                                    |                                                                                              |                                                                                                                                                                                                                                                                                                |
| <b>ZONE FOR DENSITY – MAXIMIZE DENSITY WITHIN COMMUNITY CHARACTER THRESHOLDS</b>                                                                                                                                                                                                                |                                                                                                                                                                   |                                                                                                                                    |                                                                                              |                                                                                                                                                                                                                                                                                                |



# APPENDIX B

## SUPPORT STUDIES



## SUPPORT STUDIES

2013-2014 Housing Action Plan Stakeholder Group Work

2007 Housing Needs Assessment

2010 Housing Jackson Hole - Strategies to keep two-thirds of the Teton County workforce living locally

2013 Teton County & Town of Jackson Employee Generation by Land Use Study (Nexus Study)

2014 Western Greater Yellowstone Regional Housing Needs Assessment

2014 Western Greater Yellowstone Regional Analysis of Impediments

2014 Assessment of Workforce Housing Provision and Management – Jackson/Teton County Wyoming

2015 Affordable Housing Review Draft (Opatrny Study, private)



# Appendix E Integrated Transportation Plan







TO TETON VILLAGE

Public Transportation

293

START



**JACKSON / TETON**

# **INTEGRATED TRANSPORTATION PLAN**



**September 2015**

# ACKNOWLEDGEMENTS

SEPTEMBER 2015

## THIS PLAN WAS PREPARED FOR:

Town of Jackson, WY  
Teton County, WY

## TECHNICAL ADVISORY COMMITTEE:

Tyler Sinclair, Town of Jackson, Planning Director  
Larry Pardee, Town of Jackson, Public Works Director  
Sean O'Malley, Teton County, WY, County Engineer  
Brian Schilling, Teton County, WY, Pathways Coordinator  
Michael Wackerly, Southern Teton Area Rapid Transit, Administrator  
Bob Hammond, Wyoming Department of Transportation, Resident Engineer  
Jim Stanford, Jackson Town Council  
Ben Ellis, Teton County Commissioner  
Paul Vogelheim, Teton County Commissioner

## THIS PLAN WAS PREPARED BY:



## IN ASSOCIATION WITH:



LOGAN SIMPSON  
DESIGN INC.

FEHR & PEERS



|                                                         |           |
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- A. Transportation Principles and Policies from the Comprehensive Plan
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- D. Public Workshop #2 Outcomes Summary
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- H. North Bridge Traffic Impact Analysis
- I. Fixed-Guideway Transit Benchmarks
- J. Wildlife Protection Resources
- K. Regional Transportation Planning Organization Resources
- L. Project Development Process - Capital Group 1



# 1. PLAN OVERVIEW

## Blueprint for Implementing Transportation Provisions of the Town/County Comprehensive Plan

### PLAN CONTEXT

This Integrated Transportation Plan (ITP) is based on the multimodal transportation vision set forth in the 2012 Update to the Town and County Comprehensive Plan and implements policies, goals and objectives developed in Chapter 3 of Section 7 of said plan:

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

See Appendix A for the full list of principles and policies from the Comprehensive Plan that were used to guide this ITP.

#### GUIDING PRINCIPLES FROM THE COMPREHENSIVE PLAN

- Meet future transportation demand through the use of alternative modes
- Create a safe, efficient, interconnected, multi-modal transportation network
- Coordinate land use and transportation planning

### PLAN DEVELOPMENT

A Technical Advisory Committee (TAC) made up of staff of the Town, County and Wyoming Department of Transportation (WYDOT) guided the planning process throughout 2014. Extensive public outreach included interviews with community leaders and two public workshops attended by more than 190 people.

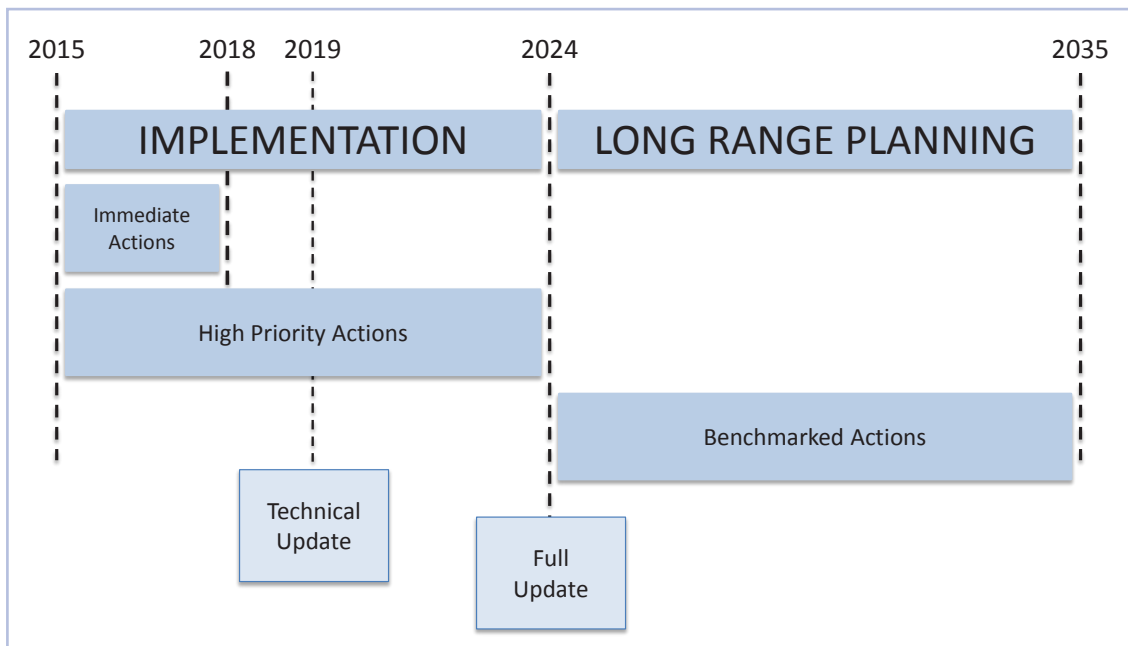
Details and outcomes of the public involvement process may be found in Appendices B, C and D.



## PLAN HORIZONS AND FUTURE UPDATES

The Integrated Transportation Plan will be implemented over a twenty-year period. The plan is divided into three time frames as illustrated in Figure 1-1. These include: immediate actions to be implemented in the three years after Plan adoption; high priority actions to be implemented in the first ten years; and a benchmarking system to guide long range actions through 2035. A technical update will occur in 2019 with a full update of the ITP to occur in 2024.

**Figure 1-1. ITP Plan Horizons**



## PLAN SCENARIO

The Plan Scenario is a quantitative and qualitative description of the overall program direction and primary outcomes intended by this Integrated Transportation Plan (ITP). Achievement of the Plan Scenario would represent a significant change in trajectory from the Baseline Scenario. Key indicators for both Scenarios are shown in Table 1-1 for the horizon years of 2024 and 2035.

### BASILINE SCENARIO

- No interventions (programs, policies, capital improvements) to the transportation system
- Land use and demographic trends that occurred between 2001 and 2013 continue
- Travel behavior patterns such as mode share and average trip length will remain at 2013 levels

### PLAN SCENARIO

- ITP programs, policies and capital improvements are implemented
- Transit ridership doubles by 2024 (from 2013) and again by 2035 (from 2024)
- An additional 5% of single occupant vehicles trips shift to non-driving modes (walk, bike, transit) by 2035
- Walk and bike mode shares increase by over 50%

The Baseline Scenario shows what would happen if recent trends in Jackson Hole continue into the future, combined with no change in current travel behavior. The Plan Scenario summarizes how this Integrated Transportation Plan is intended to shape and mitigate ongoing trends, leading to a more desirable set of outcomes. These are intended to be quantitative guidelines.

The Town and County will track performance of its transportation programs, projects and actions over time to determine whether the Action Plan (see Chapter 7), combined with ongoing trends, is leading to the intended outcomes. If not, the Action Plan will be adjusted to bring the regional transportation system back in line with intended outcomes. The performance monitoring and reporting system to be used for this purpose is described in Chapter 4.

**Table 1-1. Key Indicators Under the Baseline and Plan Scenario (Teton County).**

| Indicator                             |                               | Base Year   | Baseline Scenario |             | Plan Scenario |             |
|---------------------------------------|-------------------------------|-------------|-------------------|-------------|---------------|-------------|
|                                       |                               | 2013        | 2024              | 2035        | 2024          | 2035        |
| Mode Share<br>(of total annual trips) | SOV (single occupant vehicle) | 54%         | 54%               | 54%         | 51%           | 48%         |
|                                       | MOA (multiple occupant auto)  | 29%         | 29%               | 29%         | 29%           | 29%         |
|                                       | Walk                          | 9%          | 9%                | 9%          | 10%           | 11%         |
|                                       | Bicycle                       | 7%          | 7%                | 7%          | 8%            | 9%          |
|                                       | Transit                       | 1%          | 1%                | 1%          | 2%            | 3%          |
| Annual vehicle miles traveled (VMT)   |                               | 480 million | 550 million       | 610 million | 525 million   | 560 million |
| % Growth in VMT from 2013             |                               | -           | 14%               | 28%         | 9%            | 17%         |
| Annual transit ridership              |                               | 0.9 million | 1.1 million       | 1.2 million | 1.8 million   | 3.6 million |

## PLAN SCENARIO POLICY DIRECTION

- **Land Use.** Land development will be consistent with the Jackson/Teton County Comprehensive Plan. Development is anticipated to proceed at rates similar to those experienced over the past ten years.
- **Pedestrian.** Both the Town and County will continue to invest in and improve the pedestrian environment, with an emphasis on streets in Town and in the villages and rural neighborhoods of the County. Walking by residents and visitors for short trips within settled areas will be significantly safer and more convenient than today. Jackson and Teton Village will join the ranks of walkable tourism destinations.
- **Transit.** Service increases will focus on making transit a viable choice for all travel markets, including: in-commuters, visitors and workers at Teton Village during all seasons, residents of Jackson, Wilson, Teton Village and South Park, and Grand Teton National Park visitors.
- **Bicycle.** The Town and County will make bicycle infrastructure improvements along streets and roadways in populated areas and will continue to expand and improve the region's highly successful pathways network. Jackson Hole will experience both enhanced appeal as an active recreation destination and expanded bicycling by residents and workers.
- **Mode Share.** Over 5% of daily trips made in Teton County (including Jackson) in 2013 will shift from single-occupant vehicle trips to walk, bike and transit trips by 2035. (see Table 1-1)



## 2. TRANSIT DEVELOPMENT

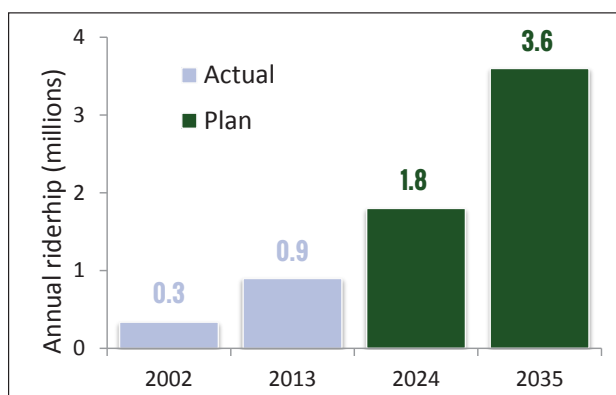
### Make Transit a Viable Choice

#### STRATEGIC TRANSIT PLAN OVERVIEW

In the future, public and private transit in Jackson and Teton County will become a viable daily travel choice for most types of local and regional trips. Transit will be available at service levels sufficient to support convenient, timely trips by residents, commuters (including in-commuters and seasonal workers), and visitors between all destinations in the greater Jackson Hole region. By 2024, significant improvements will be made in existing services — commuter routes, fixed route scheduled local routes, and circulator routes.

The feasibility of peak summer season service between the Town and Grand Teton National Park will be tested through a pilot project coordinated with the Park, and summer service between the Town and Teton Village will be increased. By 2035, the speed of travel between the Town and Teton Village will be significantly enhanced by introduction of bus rapid transit service. All of these improvements will result in significant ridership growth consistent with the Plan Scenario (see Figure 2-1 and Chapter 1).

Figure 2-1. Transit Ridership Targets (Plan Scenario)



#### STRATEGIC TRANSIT PLAN HIGHLIGHTS

- Complete transit vehicle maintenance facility
- Increase commuter service and add local & express runs with stops in Wilson and South Park
- Increase summer service to Teton Village
- Initiate summer pilot service to Grand Teton National Park with a stop at Jackson Hole Airport
- Convert Teton Village route to BRT
- Streamline the town circulator route and increase service
- Expand the employer transit pass program
- Increase marketing of transit service

#### START BUS ROUTE STRUCTURE

- **Commuter Routes.** Longer routes that primarily serve people who work in Jackson or other areas of Teton County, but live outside the County (Star Valley and Teton Valley routes).
- **Corridor Routes.** Medium distance routes that operate along high travel corridors connecting towns, communities and other destinations within Teton County (Teton Village Route).
- **Circulator Routes.** Short distance routes that make frequent stops within a single town or community to provide local circulation and connections to corridor and commuter routes (Town Shuttle).

## EXISTING TRANSIT SYSTEM

### Public Transit System

Southern Teton Area Rapid Transit (START) is the transit provider to Jackson and Teton County, WY. START originated in 1987 as a ski shuttle and has incrementally expanded service over the last 25 years. It now operates year-round service on five fixed-routes, which can be grouped into three service types based on the operating structure, fare type and markets being served (see sidebar on previous page).

**Table 2-1. 2013-2014 START Bus Routes Ridership and Service Levels.**

| Service Type | Route Name       | Destinations          | Fare (per trip) | Daily Runs (round trip) |        |          | Average Daily Ridership |        |          |
|--------------|------------------|-----------------------|-----------------|-------------------------|--------|----------|-------------------------|--------|----------|
|              |                  |                       |                 | Winter                  | Summer | Shoulder | Winter                  | Summer | Shoulder |
| Commuter     | Star Valley      | Jackson-Etna          | \$8             | 3                       | 3      | 3        | 89                      | 73     | 83       |
|              | Teton Valley, ID | Jackson-Driggs, ID    | \$8             | 2                       | 2      | 2        | 74                      | 65     | 69       |
| Corridor     | Teton Village    | Jackson-Teton Village | \$3             | 98                      | 17     | 9        | 2,831                   | 559    | 320      |
|              | North Route      | Jackson-NMWA          | Free            | 10                      | 10     | 0        | N/A                     | N/A    | N/A      |
| Circulator   | Town Shuttle     | Within Jackson        | Free            | 32                      | 33     | 29       | 1,150                   | 1,278  | 814      |
| All routes   |                  |                       |                 | 145                     | 65     | 43       | 4,143                   | 1,975  | 1,287    |

### Ridership Trends

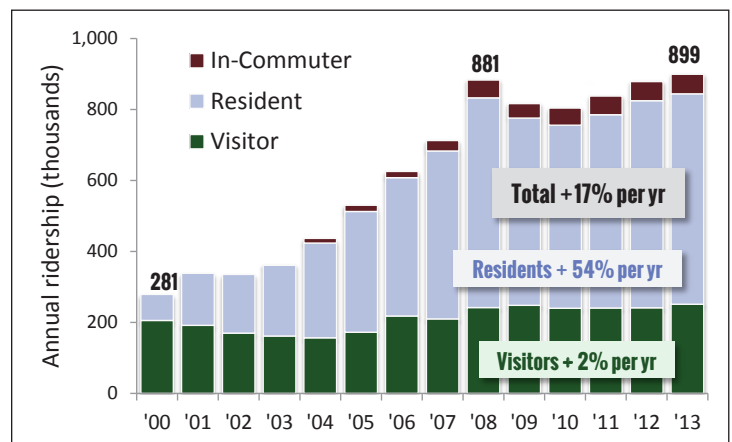
Ridership on START has more than tripled since 2000 (see Figure 2-2), growing about 17% annually, with the majority of that growth among residents (up 54% annually) and in-commuters (service began in 2003).

Despite service expansion in the summer and shoulder seasons, the majority of START's annual ridership still occurs in the winter primarily on the Jackson to Teton Village route (see Table 2-1). Much of the 18% annual ridership growth on that route since 2000 can be attributed to a combination of transportation demand management measures successfully implemented over the last 15 years (see sidebar). In the summer, the Town Shuttle accounts for about 65% of system-wide ridership (see Table 2-1). Additional transit ridership data and analysis is provided in Appendix E.

### Fleet and Budget

START maintains a fleet of 30 buses (19 full size city buses, 4 hybrid 30-foot buses, 5 cutaway buses and 2 coach buses). System-wide operating expenses in 2013 were about \$2.9 million, with about 23% of funding generated from fares and passes, 23% provided by the Town and County, and the remaining 54% funded by the Federal Government.

**Figure 2-2. START annual ridership by demographic group.**



### TETON VILLAGE TDM SUCCESSES SINCE 2000

- Increased transit service (10 minute winter frequencies)
- Implemented an employee bus pass program
- Encouraged hotels in Jackson to purchase bus passes for guests
- Introduced parking fees in Teton Village
- Added an intercept lot/transfer center at Stilson

## Private Transit Services

The private sector operates transit service for specific travel markets within Teton County, including:

- Hotel shuttles in Jackson and Teton Village that transport guests to the airport and ski resorts;
- Group visitor excursions to Grand Teton and Yellowstone National Park (mostly in the summer);
- Year-round shuttle service between the airport, Jackson and Teton Village meeting all commercial planes; and
- Fixed-route service between Jackson and Grand Teton National Park in the summer (5 runs daily to Colter Bay).

## STRATEGIC TRANSIT PLAN

In 2012 START completed its most recent Strategic Transit Development Plan, which established 2-year and 5-year goals for START and provides detail on potential route alternatives and the estimated cost of new service. This section of the ITP builds from that plan by providing a clear set of actions the County will take over the next 10+ years in order to achieve the transit ridership target described in the Plan Scenario and other transportation goals set forth in the 2012 Comprehensive Plan (see Chapter 1).

### STRATEGIC TRANSIT PLAN ELEMENTS

- Transit Facility Improvements
- Service Improvements – Commuter Routes
- Service Improvements – Corridor Routes
- Service Improvements – Circulator Routes
- Transit Pass and Fare Programs
- Marketing and Information

## Transit Facility Improvements

### *Complete build-out of the START transit vehicle maintenance facility*

START will complete future construction phases of the new transit vehicle maintenance and fueling facility in order to enable the service improvements and expansions identified in this Plan. Phase 1 of the transit facility located south of the Karns Meadow in Jackson was completed in late 2014.

### *Add satellite maintenance facilities at the end of commuter routes*

START will add basic maintenance and storage facilities at the end of the commuter routes in Etna and Driggs, ID. These would be much smaller facilities than the existing one in Jackson. New satellite facilities would be capable of basic maintenance, washing and storage and would free up vehicle storage space in the existing facility in Jackson.

### *Provide shelters at more bus stops*

In order to improve the quality of service and raise the system's visibility, START will install shelters at all bus stops with regular boardings that do not currently have shelters. Prioritization of adding shelters to stops will be based on the average number of daily boardings, with a lower priority assigned to stops that are temporary or may move locations in the near future.



New transit vehicle maintenance facility (phase 1 complete)



Bus shelters will be added to more stops



## ***Evaluate demand for park 'n ride facilities***

Working through the Transportation Demand Management Program (Chapter 4), START will evaluate the demand for park 'n ride access to its transit routes, both within and external to Teton County. Potential demand may include remote trip-origin demand for commuter routes, demand for peripheral facilities for intercepting trips into downtown, similar to the way that the Stilson Lot functions intercepts trips to Teton Village. To the extent a need for specific parking facilities is determined, these projects will become candidates for capital funding through the Regional Transportation Planning Organization (Chapter 6).

## ***Evaluate demand for first and last mile access***

Working through the Transportation Demand Management Program (Chapter 4), START will evaluate the demand for walk and bike access to its bus stops throughout the valley to determine whether site-specific improvements would improve access and encourage ridership. To the extent a need for specific active transportation improvements is determined, these projects will become candidates for capital funding through the Regional Transportation Planning Organization (Chapter 6).

## **Service Improvements - Commuter Routes**

### ***Increase service frequency of the commuter routes***

START will increase the peak hour frequency and add one or more midday, evening and weekend runs on its two commuter routes: the Star Valley route between Jackson and Etna (with stops in Hoback and Alpine) and the Teton Valley route between Jackson and Driggs, ID (with stops in Wilson and Victor, ID). The addition of peak hour service will help meet growing demand for these routes (which are at or exceeding capacity). Additionally, many employees in Jackson (and Teton County) work outside normal business hours and cannot utilize the existing commuter routes. The addition of off-peak service will provide more commuters the choice to use transit, while also providing safe-guards and additional flexibility for commuters with more traditional daytime work schedules.

Service increases will be implemented concurrently with the employer pass program expansion (see Chapter 4 - TDM) to accommodate the anticipated increased demand that will be created by that program. Additional service on commuter routes will require the acquisition of new buses and will be contingent upon the completion of future phases of the transit vehicle maintenance facility or the addition of satellite maintenance facilities (see Transit Facilities above).

### ***Implement express and local service on the commuter routes***

As frequencies along the commuter routes are increased, START will begin operating express and local service along these routes particularly during peak hours when demand is high and service will be most frequent. This strategy will allow START to more effectively serve locations along its commuter routes that are closer to Jackson (such as South Park, Rafter J Ranch and Wilson), while maintaining or improving the speed of service between Jackson and communities in adjacent counties.



Service along commuter routes will increase



## Service Improvements - Corridor Routes

### ***Increase service on the Teton Village route in the summer***

START will utilize excess fleet capacity from its winter fleet to increase service (and grow ridership) on the Teton Village route in the summer when the effective county population and traffic volumes are 2-3 times higher than other seasons.

### ***Evaluate a pilot program to provide service to Grand Teton National Park***

There has been growing interest in transit service between Grand Teton National Park (GTNP) and Jackson to serve the following travel markets:

- Recreational trips by visitors and residents to/from/within GTNP;
- Commute trips by employees who work in GTNP; and,
- Personal trips to Jackson by employees who live in GTNP.

The Town and County, working through START, will coordinate with Grand Teton National Park (GTNP) to determine whether such service would be feasible and consistent with National Park Service policies and GTNP operational needs and priorities. These discussions will address whether demand would warrant a permanent fixed-route service and whether START should initiate a 2-3 year pilot program providing hourly service between Jackson and Jenny Lake during the summer months. The analysis also will consider the potential of accommodating bicycles on buses in order to increase multimodal travel options within GTNP and capture this segment of recreational trips.

If such a pilot is initiated, START would use surveys and other means to collect a robust data set of ridership and travel patterns. To provide fleet for the potential pilot service, START would use excess fleet capacity from the winter and could work with GTNP to secure a grant to fund operating expenses.

### ***Improve transit service to Jackson Hole Airport***

In order to improve transit service to Jackson Hole Airport the following actions will be taken:

- The Town and County will continue funding reduced-fares on the private sector shuttles that operate between downtown Jackson and the airport meeting all commercial flights (a 2010 study commissioned by START determined this type of service plan to be the most cost-effective short term solution to providing transit to the Jackson airport);
- The Town, County and START will improve marketing of the existing private sector shuttle service between the airport and downtown to both residents and visitors (this service is not well-advertised today and as a result is not capturing its full ridership potential); and
- An airport stop will be included as part of the Jackson-to-GTNP pilot program to evaluate the long-term viability of such service (see previous action item).



Corridor bus to Teton Village



Pilot program will provide summer service to Jenny Lake



Service will be improved to Jackson Hole Airport

## ***Provide/improve fixed-route transit service to Wilson and South Park***

START currently provides limited transit service to Wilson along the Teton Valley commuter route and no service to South Park or Rafter J Ranch due to low housing densities and operational constraints. Given that the markets for the foreseeable future will be too small to justify adding corridor service, START will take the following steps to provide or improve transit service to these communities:

- Local runs of commuter routes which already pass through both communities will stop in each community while express runs would continue to bypass these communities;
- Bus stops will be improved (or in the case of South park new stop(s) will be added) and will include shelters, bike racks, and crosswalks to enhance visibility and functionality; and
- START will work with WYDOT to add a pedestrian crosswalk across US-26 at South Park so buses can serve the community via a stop along the highway and/or evaluate the feasibility of detouring local commuter runs off the highway to circulate on local roads through South Park and Rafter J Ranch.



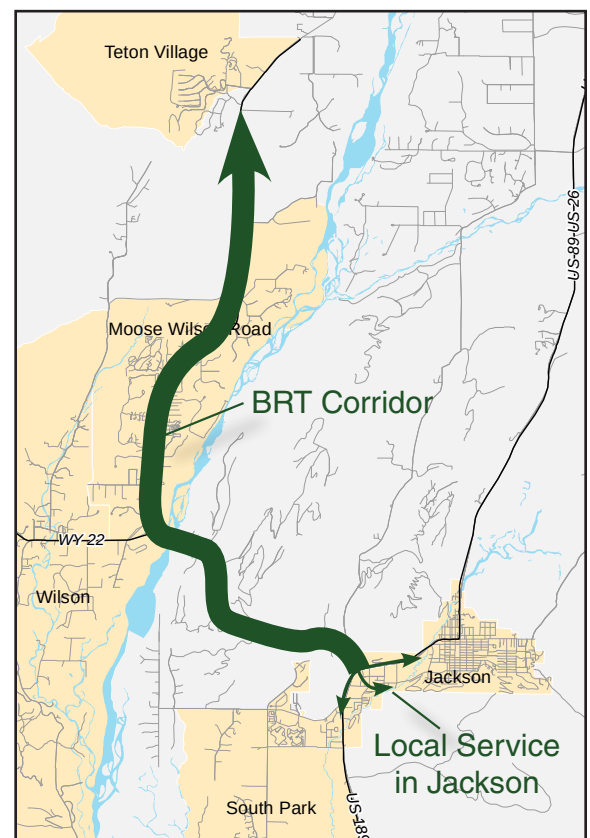
Service will be improved to Wilson (pictured above) and South Park

## ***Implement Bus Rapid Transit between Jackson and Teton Village***

In order to increase transit ridership at all times of the year START will implement Bus Rapid Transit (BRT) along the Jackson-to-Teton Village corridor (see Figure 2-3). BRT would include the following elements:

- Addition of a bus/HOV lane along WY-22. START and Teton County will work closely with WYDOT during project development of WY-22 between Jackson and WY-390 (see Major Capital Projects - Group 1 in Chapter 5) to explore the potential of dedicating new lane capacity to an exclusive bus/HOV (high occupancy vehicle) lane.
- Intersection prioritization. Design of the Y intersection and WY-22/WY-390 intersection will include signal and/or lane prioritization for buses. Implementation of this design feature will require coordination with WYDOT during project development of the Major Capital Projects - Groups 1 & 2 respectively (see Chapter 5).
- Streamline Route Alignments. Bus trip times will be improved by eliminating detours in the route alignments and/or prioritizing highway access for buses along WY-390.
- Increase Service Levels. Both frequency and hours of operation.
- Branding. To enhance the visibility of the new BRT service and differentiate it from other START transit service.
- Off-Board Fare Collection. Implement at major stops (such as Teton Village and Stilson) to reduce dwell times.

**Figure 2-3. Proposed BRT Route Alignment**



Roadway and traffic signal capital improvements associated with BRT (such as the addition of an exclusive bus lane, queue jumps at intersections or signal prioritization as described above) will occur on the WY-22 and WY-390 corridors and will generally not extend into Jackson (although some improvements may be needed along Broadway in Jackson to aid with the transition into a bus/HOV lane at the Y intersection). Buses will generally operate in mixed traffic in Jackson similar to existing service.

While full implementation of BRT service in the Jackson-to-Teton Village corridor is not an immediate priority, the Town, County and START will initiate planning and development for BRT over the next 10 years (through 2024) to set the stage for longer term implementation. One important aspect of planning for BRT will be to incorporate BRT design elements (such as intersection queue jumps or exclusive bus/HOV lanes) into the design and construction phases of the Major Capital Projects along WY-22 and WY-390 (see Groups 1 and 2 in Chapter 5) given the likelihood that some of these projects will be initiated prior to full-scale BRT implementation. Additional explanation of when different phases of BRT implementation shall occur is provided in the Major Capital Projects section (see Chapter 5) as well as in the Action Plan (see Chapter 7). BRT is also one of the projects included in Group 2 of the Major Capital Projects (see Chapter 5).

## RURAL BUS RAPID TRANSIT (BRT)

Aspen, CO, a mountain resort city with a comparable economy and seasonal travel patterns to Jackson Hole, successfully implemented a bus/HOV lane along the main highway into town which hosts BRT operated by the Roaring Fork Transportation Authority.

## Service Improvements - Circulator Routes

### *Streamline the Town Shuttle route*

START will split the current Town Shuttle route into two or more routes to better serve destination-to-destination trips. This change will reduce trip times while providing equal or greater geographic coverage.

### *Increase service on the Town Shuttle route*

START will increase the frequency and operating hours of the Town Shuttle in order to grow transit ridership. Increased frequencies will reduce wait times, enhance connections to commuter and corridor service and increase the shuttle's appeal as an alternative to SOV (single occupancy vehicle) travel.



The Town shuttle route will be improved to provide more direct and frequent service

## Transit Pass and Fare Programs

### *Expand the employer transit pass program*

START currently has a limited, but very successful employer bus pass program through its partnership with Jackson Hole Mountain Resort (JHMR) in Teton Village. This program has contributed to high levels of bus ridership on the Teton Village route. However, there is a large and untapped market of commuters working in Jackson who are likely to utilize transit more if a similar pass program were available. Through the Transportation Demand Management Program, START and Teton County will expand on the successful JHMR program by implementing a county-wide employer bus pass program that would allow and encourage all employers to purchase passes for their employees at a discount and provide them at no or low cost to their employees to encourage transit use (see Chapter 4 for more details).



## Marketing and Information

### *Increase marketing and information of transit services and pass programs*

Through the TDM program (see Chapter 4) marketing and information about transit services and transit pass programs will be increased. START will utilize various interfaces to market transit services to the public. Information will be provided in clear and concise fashion and tailored to meet the various travel markets that utilize START including residents, visitors and commuters. Marketing strategies will include those described in Chapter 4, most notably working with employers to expand the transit pass program, working with lodging companies, ski resorts, the Jackson Hole Chamber of Commerce, and travel agencies to disseminate information about travel options to visitors and provide additional passes to visitors, and increasing information and travel tools available on the internet.

## Transit Program Cost Estimates

Estimates of the annual cost of implementing all the service improvements described in this Strategic Transit Development Plan are shown in Table 2-2. Estimates include operations and maintenance (O&M) costs as well as capital improvement costs, such as purchasing new buses, bus fleet replacement, maintenance facilities, bus stops, etc. Please note that the cost of capital improvements are subject to much more variation from year to year than basic O&M costs and the costs displayed in Table 2-2 represent estimated annual averages. All cost estimates are based on transit ridership targets in the Plan Scenario (see Chapter 1). Potential strategies to manage and fund the expansion of the transit system are identified in Chapter 6 (Regional Transportation Planning Organization) and Chapter 7 (Action Plan).

**Table 2-2. START Plan Scenario Annual Cost Estimates on Plan Horizon Years**

| Plan Scenario                               | 2013        | 2018          | 2024        | 2035         |
|---------------------------------------------|-------------|---------------|-------------|--------------|
| <b>Assumptions</b>                          |             |               |             |              |
| Annual ridership                            | 899,318     | 1,259,045     | 1,798,636   | 3,597,272    |
| Annual bus revenue hours                    | 39,731      | 55,623        | 79,461      | 158,922      |
| Bus fleet size                              | 30          | 42            | 60          | 120          |
| Farebox revenue (23% of O&M)                | \$674,399   | \$944,158.33  | \$1,348,798 | \$2,697,595  |
| <b>Cost Estimates</b>                       |             |               |             |              |
| Operation and maintenance (O&M) cost        | \$2,913,229 | \$4,369,843   | \$6,554,765 | \$14,566,145 |
| Capital cost - bus fleet replacement        | \$750,000   | \$1,125,000   | \$1,687,500 | \$3,750,000  |
| Capital cost - other                        | \$600,000   | \$840,000     | \$1,200,000 | \$2,400,000  |
| Capital cost - transit facility completion* |             | \$30,000,000* |             |              |
| Total cost (O&M + capital)                  | \$4,263,229 | \$6,334,843   | \$9,442,265 | \$20,716,145 |
| Total cost (O&M + capital) less revenue     | \$3,588,830 | \$5,390,685   | \$8,093,468 | \$18,018,550 |

\*Completion of the transit facility is not included in the total cost since this is a one time cost (not annual) and the date at which this would be funded and completed is yet to be determined





# 3. ACTIVE TRANSPORTATION

## Health, Safety, Destination Environment

### ACTIVE TRANSPORTATION OVERVIEW

For many years Jackson Hole has attracted people who seek out and value opportunities to be active and to engage in outdoor recreation activities. This influx of energetic and talented residents and workers has played a major role in regional economic development and has shaped Jackson and Teton County in fundamental ways. At the same time, Jackson Hole has long been perceived (and marketed) as a national and international destination for vacationers and visitors looking for active outdoor recreation opportunities.

In response to these trends, the Town/County pathways program has developed a national-caliber network of rural trails and bicycling facilities that provide significant benefits to residents and expand the visitor base to include destination bicyclists. This network extends to Grand Teton National Park, which has become one of only a handful of national parks to explicitly embrace bicycling as an appropriate park activity. However, neither the Town of Jackson nor the neighborhoods and villages in rural Teton County have extensive, safe accommodation for local bicycling on local roads and streets. Addressing this lack of local connectivity in the bicycling network will be one major focus of this Plan.

Another major emphasis of this Plan will be to improve the “walkability” of Town and the rural villages and neighborhoods. Historically, Jackson Hole went from the days of cowboys riding horses and driving wagons directly into the age of motor vehicle dominance and dependency. Consequently, most of the valley outside of the downtown core has little in the way of pedestrian infrastructure. Many roads and streets do not have sidewalks. Many street crossings lack modern design for pedestrian safety. Traffic moves faster than it should on local streets (and faster than needed). Consequently, the real and perceived lack of safety and convenience discourages walking for ordinary utilitarian purposes. In Jackson Hole it is easy to hike through some of the world’s most beautiful scenery, but difficult to walk to school, to the grocery, or to work.

### PROGRAM BENEFITS

This Integrated Transportation Plan places high priority on upgrading and enhancing the provision of infrastructure and related elements need to support “active transportation” – walking, bicycling and other non-motorized activities. This shift in emphasis to active transportation will provide the following benefits.

#### Public Health

Research has confirmed a significant direct relationship between the walkability and bike-ability of places and general public health. People who are able to be active as part of their daily routines are much healthier than people who must drive for everything. The magnitude of these benefits is great enough to justify significant public (and private) expenditures.

## Destination Environment

Competing on a national and international level as a destination for visitors and tourists now requires a genuinely pedestrian-oriented local setting. Phrases like “walkable village” and “pedestrian-friendly” have become standard fare in the marketing of modern destination environments. Jackson Hole is increasingly at a disadvantage in this respect. Emphasizing walkability for visitors and tourists will not only grow the regional economy, it will also diversify the visitor base, encourage lower impact forms of visitorship, and help Jackson Hole move beyond the era of “drive-through tourism.”

## Short Trips

In the new millennium, most Teton County traffic growth has been local traffic associated with short trips. Figure 3-1 shows that the areas where traffic growth exceeded 2% annually from 2000-2013 were in West Jackson and in Wilson. Figure 3-2 illustrates that vehicle miles traveled (VMT) on state highways within the Town of Jackson grew an average of 2.5% per year from 2000 through 2013, while VMT outside of Jackson grew by an average of only 0.6% annually during the same period. This data supports the conclusion that much of the County’s traffic growth has resulted from short trips within Jackson and other settled places. Many of these shorter trips could be made by walking and bicycling, freeing up street capacity for traffic flow, especially in Town and in rural villages and neighborhoods. This benefit cannot not measured in VMT reduction since average trip lengths for walking and bicycling are short. Rather, the benefit will come from more productive use of road and street capacity, reducing the need to expand traffic capacity in the region’s most congested areas, including West Broadway and the “Y” Intersection.

Figure 3-1. 2000-2013 Traffic Growth in Jackson Hole

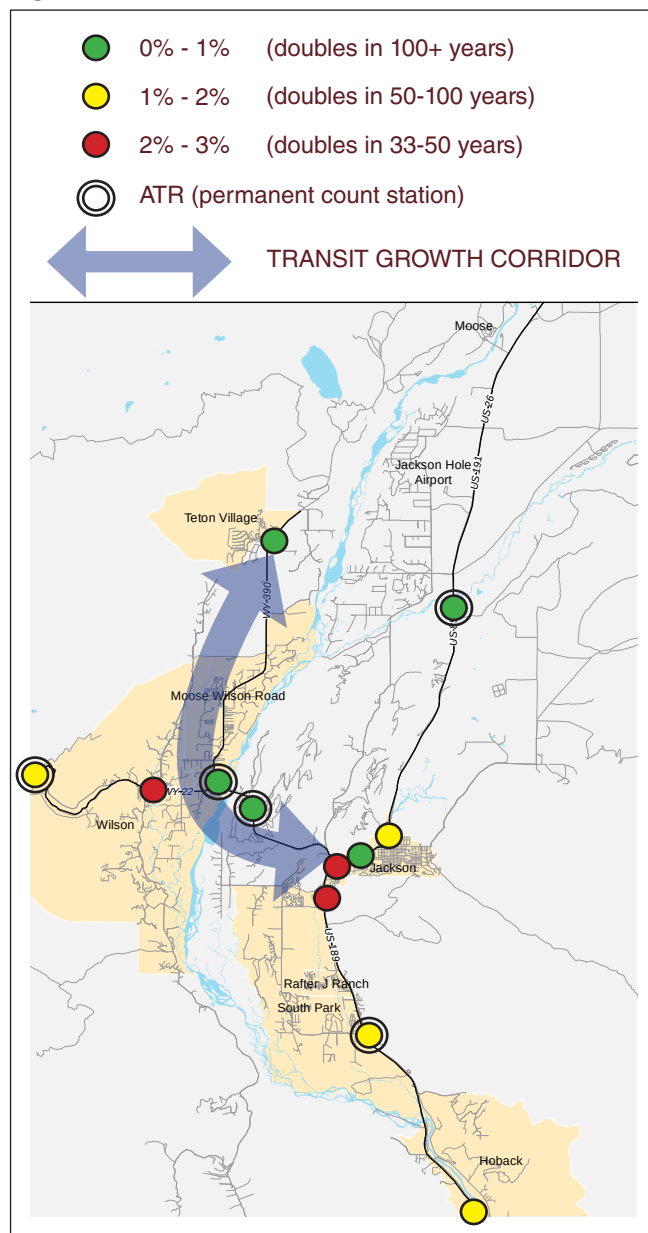
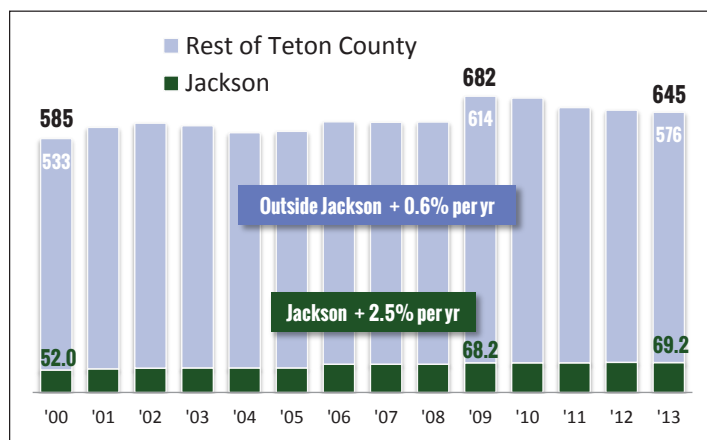


Figure 3-2. Daily VMT on State Highways (in thousands)



Source: WYDOT

Source: WYDOT

## First and Last Mile

This Plan calls for a significant increase in transit service levels throughout Jackson and Teton County (see Chapter 2). In order to achieve the intended increase in transit ridership, it will be essential to improve walk/bike access to transit throughout the region. Investments in active transportation infrastructure and environment to support access to transit – commonly referred to as “first and last mile” – will be targeted to areas surrounding key transit service corridors and will be a priority for both the transportation partners (Town, County and Wyoming DOT).

## Parking Savings

In some areas of Jackson Hole – most importantly the Jackson core and Teton Village – providing adequate parking supply represents a significant financial and urban design challenge. Active transportation investments will provide major benefits by expanding the walkable area within which parking supply can be accessed and by increasing “internal capture” – the tendency for people to walk between nearby destinations rather than driving.

## SPECIFIC ACTIONS

The Town of Jackson and Teton County will take the following actions to increase active transportation in towns and villages:

### ***Town of Jackson Community Streets Plan***

The Town of Jackson will adopt a Community Streets Plan guided by the Town’s Complete Streets Policy. As a result, “the Town of Jackson will routinely design and operate the entire street right-of-way to enable safe access for all users, regardless of age, ability, or mode of transportation.” The Community Streets Plan includes a toolkit of multimodal design treatments for each street in Jackson and an action plan for upgrading the Town’s street network. It will serve as the design guide for improving local connectivity and making pedestrian and bicycle infrastructure improvements within Jackson.



The Town will adopt a Community Streets Plan

### ***Teton County Community Streets Policy and Plan***

Teton County will develop a streets plan (perhaps similar to the Town’s Community Streets Plan) that addresses the multimodal needs and desires of the rural villages and neighborhoods outside of the Town. The County’s Community Streets Plan will focus on infrastructure and safety improvements to the pedestrian and bicycle network within and between the Complete Neighborhoods identified in the Comprehensive Plan, including (but not limited to) Wilson, South Park, Aspen-Pines and Teton Village. Elements will include upgrading pedestrian facilities, increasing local network links (streets and pathways), and improving pedestrian and bicycle access to regional links such as pathways and transit stops within each community.



The County will develop a Streets Plan aimed at making improvements to the bicycle and pedestrian network in the smaller towns and villages (such as Wilson pictured above).

## ***Pathways Program***

The Town and County have made significant progress over the last fifteen years in developing a well-connected off-street rural pathway network. These pathways provide a safe and comfortable option for bicycling between towns, villages and Grand Teton National Park, as well as for recreational touring and exercise. They also support and have attracted environmentally-friendly bicycle tourism. The Town and County will continue to invest in this program by building out the Pathways Plan, connecting missing links and ensuring that existing pathways are maintained in a state of good repair.

## ***Enhanced Winter Maintenance in Town***

The Town will increase winter maintenance resources and practices to enhance snow removal services within selected corridors, including:

- Corridors with bus stops served by START;
- Sidewalks providing access to K-12 schools, within 1,000 feet of school entrances; and,
- Sidewalks within the lodging overlay district.

The Town will also implement design provisions of its Community Streets Plan that reduce conflicts in snow removal practices between streets, sidewalks and on-street bike lanes.



The County will continue to invest in and maintain the rural pathway network (including in South Park pictured above).





# 4. TRANSPORTATION DEMAND MANAGEMENT

## Leverage Our Investment

### TDM OVERVIEW

Teton County will establish a Transportation Demand Management (TDM) Program and hire a TDM coordinator in order to help achieve the Comprehensive Plan goal of meeting future transportation demand by alternative modes. The TDM strategies described in this chapter will complement existing and future START bus service and multi-modal planning efforts laid out in this ITP. TDM strategies will be tailored to four specific travel markets (see sidebar). The TDM program will also manage the performance monitoring and reporting system.

#### TDM TRAVEL MARKETS

- **Commuters** – employer-based strategies
- **New development** – trip reduction requirements
- **Residents** – school trips
- **Visitors** – vacation travel

### TDM STRATEGIES BY TRAVEL MARKET

#### Commuters

Employer-based TDM strategies will be a high priority for the region, in particular to target the approximately 23% of Teton County workers who live outside the county and commute fairly long distances. As large employers, Teton County and the Town of Jackson will directly participate in the program to showcase their support. Employers will be encouraged to adopt the following TDM Strategies:

##### ***Employer Transit Pass Program and Transit Subsidy***

Offer free or discounted transit passes to employees, which can be provided as a tax-free benefit (see *Qualified Transportation Fringe Benefits* sidebar on next page). The TDM coordinator will work with START to implement one or both of the following types of discount employer bus pass programs:

- **Annual or Monthly Pass Program:** employer purchases monthly or annual passes for all interested employees, possibly at a modest discount, such as 5 to 10%.
- **Bulk-Purchase Program/Universal Access Pass Program:** employer purchases passes for all employees at a significant discount. This program generally requires regular ridership surveys to provide a basis for program pricing and a commitment by employers to fully subsidize the pass cost.

##### ***Qualified Transportation Fringe Benefits***

Offer tax-free commuting benefits to employees (see sidebar on next page)

## **Charge for Employee Parking/Parking Cash-Out**

Charge employees for parking or offer cash to those who voluntarily forego their free parking spot.

## **Active Transportation Incentives**

Offer secure bike parking and access to showers to promote active modes of travel to work (biking, walking, skiing, running, etc). Employers may also offer up to \$20 a month in tax-free bicycle commuting reimbursements to their employees (see sidebar).

## **Flexible Work Schedules and Telecommuting**

In order to help relieve traffic during peak hours, allow employees to telecommute some or all of the time and offer compressed work day schedules (for example, working 4 ten-hour days instead of 5 eight-hour days) or flexible or staggered work schedules.

## **Carpooling/Vanpooling Assistance and Promotion**

Encourage carpooling and vanpooling by providing preferential parking to participants, subsidizing the program cost, promoting a regional ride-matching program, and marketing the benefits to employees. The TDM coordinator shall help employers set up vanpools and may contract with a private company to bring vanpool services to the employer base.

## **Regional Ride-Matching**

The TDM Coordinator will implement a regional ride-matching program across multiple employers in order to take advantage of a larger pool of potential participants.

## **Guaranteed Ride Home**

The Guaranteed Ride Home Program, administered by the TDM coordinator, will provide a ride home from work to any commuter who takes the bus, carpools, vanpools, walks or bikes to work in the case of an emergency.

## **Technical Assistance to Employers**

The TDM coordinator will offer the following support to participating employers:

- Training for employer TDM contacts
- Employer starter kits (checklist of TDM measures, policies, forms, etc.)
- Quarterly employer events
- Marketing and outreach materials
- Employee commuter surveys
- Assistance with implementation of Qualified Transportation Fringe Benefits
- Information clearing house/website

## **QUALIFIED TRANSPORTATION FRINGE BENEFITS**

As of 2015 Employers are able to offer the following Qualified Transportation Fringe Benefits tax-free to their employees:

- Transit or Vanpool (6 or more passengers): \$130
- Parking (near business location or at a location from which the employee uses transit, carpool or vanpool): \$250
- Bicycle (reimbursements for purchase, repair, storage or improvement of bicycle): \$20

Employers can implement benefits in one of two ways:

- Employer offers benefit, but does not subsidize: employee pays for commuting expenses with pre-tax dollars and saves on income tax payments.
- Employer subsidizes commuting expense (up to the limits above): employee does not pay income tax on the subsidy received and uses pre-tax dollars to pay for the remainder of the commuting expense. Employer does not pay payroll tax on the subsidy amount.

Note: employees can receive both transit and parking benefits at the same time, but if they choose bicycle benefits, they are not eligible to also receive transit or parking benefits.

See: [http://www.irs.gov/publications/p15b/ar02.html#en\\_US\\_2014\\_publink1000193740](http://www.irs.gov/publications/p15b/ar02.html#en_US_2014_publink1000193740)

## New Development

The Teton Village TDM program required as part of the Teton Village plan is generally viewed as having been a success, particularly in increasing transit mode share for trips to and from the Village.

### *Development Approval Criteria*

In order to mitigate the traffic impacts of future developments, the Town of Jackson and Teton County shall adopt TDM requirements and enforcement measures for commercial and institutional developments above a certain size (to be determined) into their land development regulations. The requirements and measures may be tailored for specific development types, but will include the components listed below. In return developers will be offered reduced parking requirements.

- A TDM plan to be submitted as part of the approval process and updated every two years;
- Reports on key metrics every two years;
- Mandatory participation in key TDM programs –
  - 100% transit subsidy
  - Qualified Transportation Fringe Benefits
  - Charging for parking or offering parking cash-out to employees
  - Ridesharing
- Participation in a minimum number of elective measures, including secure bike parking, walk/bike incentives, flexible work schedules, telecommuting etc.

## Residents

### *Encouraging Active Travel To and From School*

Active travel to school (walking, biking, skating, skiing) can encourage high levels of exercise while reducing vehicular trips and localized air pollution due to idling. The TDM coordinator will work with schools to set up the following programs:

- Traffic safety education and bicycle test for elementary school-aged students.
- Walk/bike to school days.
- Walking School Bus or Bike Train (parents take turns walking or biking to school with a group of students).
- SchoolPool to assist parents and students in finding matches to bike, walk, ride the bus, or carpool to and from school together.
- Free system-wide bus pass for all K-12 students.

### MARKETING TRAVEL OPTIONS THROUGH EVENTS

Events raise the visibility of alternative travel choices and give people the opportunity to try different modes of transportation. Possibilities include:

- Active modes challenge (bike/walk/transit challenge). Build on Active Commuter Choice Challenge organized by the Friends of Pathways.
- Car-free day activities.
- Ciclovía/Green Streets events, where one or several downtown streets are closed to motorized vehicles for a day.
- Bike safety clinics.

## Visitors

Measures are already in place to encourage visitor transit patronage. Jackson Hole Mountain Resort currently provides a season bus pass with most of its ski season passes and the free downtown shuttle provides a great way for visitors (and locals and commuters) to get around. These additional strategies will be used to help alleviate seasonal traffic surges:

### ***Provide real-time traffic information***

Promote Wyoming 511 (travel and weather advisories and webcams) as well as online tools, such as Google Maps or other traffic apps. Work with WYDOT to evaluate the potential for variable message boards that would convey real-time information to travelers and provide them with route and trip timing choices.

### ***Inform visitors of transportation options both before and as they arrive***

Work with lodging companies, ski resorts, the Jackson Hole Chamber of Commerce, and travel agencies and sites to disseminate information about travel options to visitors and/or offer free transportation with their stay (via shuttle, START pass or other).

### ***Consolidated visitor travel information website***

Consolidate visitor travel information in a travel options website, and work with hotels and ski resorts to link from their web sites.

#### **TRAVEL OPTIONS WEBSITE**

This will be a one-stop shop resource for residents, commuters and visitors to obtain travel information. It will include a multi-modal trip planner, maps, program information, events, and news in one location.

## **Additional TDM Program Measures To Be Considered**

### ***Car Share***

Car share could provide convenient, short-term car rentals as an alternative to individual car ownership for those not relying on their car to commute to work. Target users would include seasonal workers who arrive without a car, but also employers, who could substitute fleet vehicles with car share memberships.

### ***Bike Share***

Bike share could offer inexpensive, short-term access to bicycles to residents, employees and visitors and may help shift shorter trips from other modes to bicycling during the months of operation.

### ***Construction TDM Measures***

Construction TDM measures could reduce the impact of site development and building construction on local traffic. They include requiring construction workers to park off-site and either carpool, take the bus or shuttle to the construction site, limiting idling of construction vehicles, and creating a cell phone lot for delivery vehicles.

### ***Trip Planning App***

Develop an easy-to-use trip planning app (software designed for use on mobile devices) for use by residents, commuters and visitors. Incorporate comprehensive (all modes) trip planning features and real-time information about road conditions, transit services and parking supply. Evaluate the potential for integrating this with Wyoming's 511 highway information service.

### ***Parking Management***

Develop parking management programs for downtown Jackson (and other destination areas as needed). Develop parking inventory and utilization databases and monitor parking demand seasonally and update the 2003 Town of Jackson downtown parking study.

Additional options, information and cost estimates for setting up a Transportation Demand Management Program in Teton County are provided in Appendix F.



## PERFORMANCE MONITORING AND REPORTING

The Town and County will implement an annual performance monitoring and reporting system to track trends and evaluate the ongoing effectiveness of implementing the ITP. The system will be part of the Transportation Demand Management Program and include the following elements to be updated annually (or as otherwise indicated):

### **A Transportation Indicators Dashboard** (update annually)

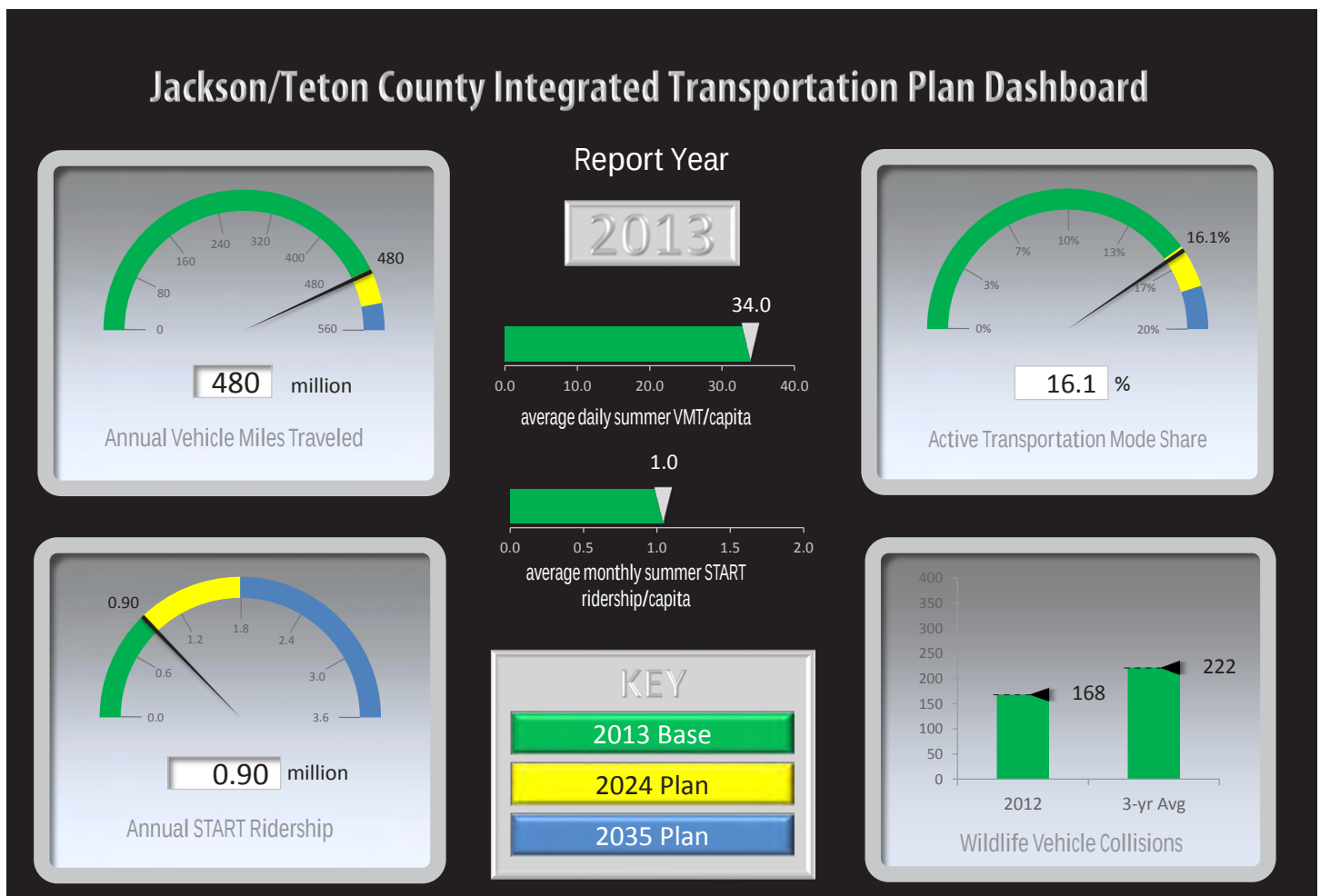
The Town and County will maintain and annually update an online transportation indicators dashboard shown in Figure 4-1. The dashboard will monitor six key indicators (see the side box below) and will be used to evaluate how effectively the Town and County are reaching the transportation related goals identified in the Comprehensive Plan. The Town and County will also improve techniques for monitoring active transportation using the suggested strategies provided in Appendix G.

### DASHBOARD INDICATORS

- Annual Vehicle Miles Traveled
- Annual START Ridership
- Active Transportation Mode Share
- Annual Wildlife-Vehicle Collisions
- Average Daily Summer VMT per Capita\*
- Average Monthly Summer START Ridership per Capita\*

\*per effective population

Figure 4-1. Transportation Indicators Dashboard



***Major Capital Project Benchmarks*** (update annually)

The Town and County will monitor average summer weekday traffic counts at the three indicator count stations identified in Chapter 5 (Major Capital Projects). Summer averages will be estimated by taking the average of the monthly average weekday traffic (MAWD) of each of the four months of the summer: June, July, August and September (available in the *Automatic Traffic Recorder Report* published annually by WYDOT). These counts will be used as benchmarks to determine the timing of project development and construction of the Major Capital Project Groups.

***Technical Update to the Transportation Plan*** (update in 2019)

The Town and County will perform a technical update of the Integrated Transportation Plan in 2019 to incorporate better data and recalibrate the baseline indicators, forecasts and other data components of the ITP, including recalibrating the model used to estimate countywide Vehicle Miles of Travel (VMT) and Person Miles of Travel (PMT). As part of this update the Town and County will explore the potential of using new and emerging data sources, including “big data,” which may provide more accurate and reliable inputs to the model than previously available.



# 5. MAJOR CAPITAL PROJECTS

## Strategic Capital Programming

### MAJOR CAPITAL PROJECTS OVERVIEW

The three entities (transportation partners) involved in implementing this Plan (Town of Jackson, Teton County, Wyoming DOT) have limited resources for capital investment. The highest capital priority for each of these agencies will be placed on maintaining existing facilities (all modes) in a “state of good repair.” The relative priority of specific investments will be guided by system preservation and efficiency needs and will fall in these categories:

- Maintenance and upkeep of existing facilities;
- Recapitalization of existing facilities – replacement, rehabilitation and repair; and,
- System operations and demand management.

This Plan specifically places low priority on expansion of road and street motor vehicle capacity. However, when such expenditures become unavoidable, they will be guided by the following six capital investment principles:

1. **Network Approach.** Lack of road and street connectivity represents a significant challenge in Jackson Hole. Major capital investments in specific corridors will be made based on network analysis, not in isolation one corridor at a time. Design measures will be applied in project development to avoid use of local connections by cut-through and regional bypass traffic.
2. **Interagency Coordination.** Close cooperation and collaboration between the Partners will occur continuously from initial needs analysis, through capital programming (including the State Transportation Improvement Program), conceptual planning and design, final design, right of way acquisition and construction. This coordination among the partners will be facilitated by formation of a Regional Transportation Planning Organization (see Chapter 6).
3. **Multimodal Function.** Capital investments will be planned and designed to provide multimodal corridors that support access and circulation by all modes. The partners will look for opportunities to improve active transportation (walk, bike, etc.) safety and convenience, as well as efficient transit operations in all road and street projects (see also Chapters 2 and 3).
4. **Strategic Timing.** Significant uncertainties in travel behavior trends, population growth and economic development cloud the partners’ ability to forecast exactly when, if ever, certain major capital investments will be needed. To avoid premature investment in potentially-needed future capital projects while at the same time ensuring adequate time for project development of projects that become necessary, the Partners will use a benchmarking system to guide timing of project development and construction of major capital projects.

5. **Project Development.** Major transportation capital projects are important and thus inherently controversial. Effective public involvement in planning and design will be essential to successful project development. Each of the projects in Groups 1 – 4 will be developed from initial planning through conceptual design, final design and construction according to a project chartering process described in the PROJECT DEVELOPMENT SECTION at the end of this chapter. In addition, more specific provisions for Capital Group 1 are provided in Appendix L.
6. **Level of Service.** Comprehensive Plan policy 7.1.d sets forth measures intended to discourage growth in motor vehicle travel. A key part of this policy sets Level of Service D (LOS D) as a threshold for unacceptable traffic congestion and delay. Conditions worse than that are to be avoided but conditions better than that are acceptable. Accordingly, this Integrated Transportation plan uses LOS D to define the benchmarks used in timing of major capital projects. The Plan applies best practices techniques for calculating LOS, deriving LOS estimates based on average daily traffic during a four-month peak season, June – September. The LOS methodology is also context-based, applying different criteria to different settings, depending on the type of surrounding development and the role of each roadway in the network.

## Grouping Major Capital Projects

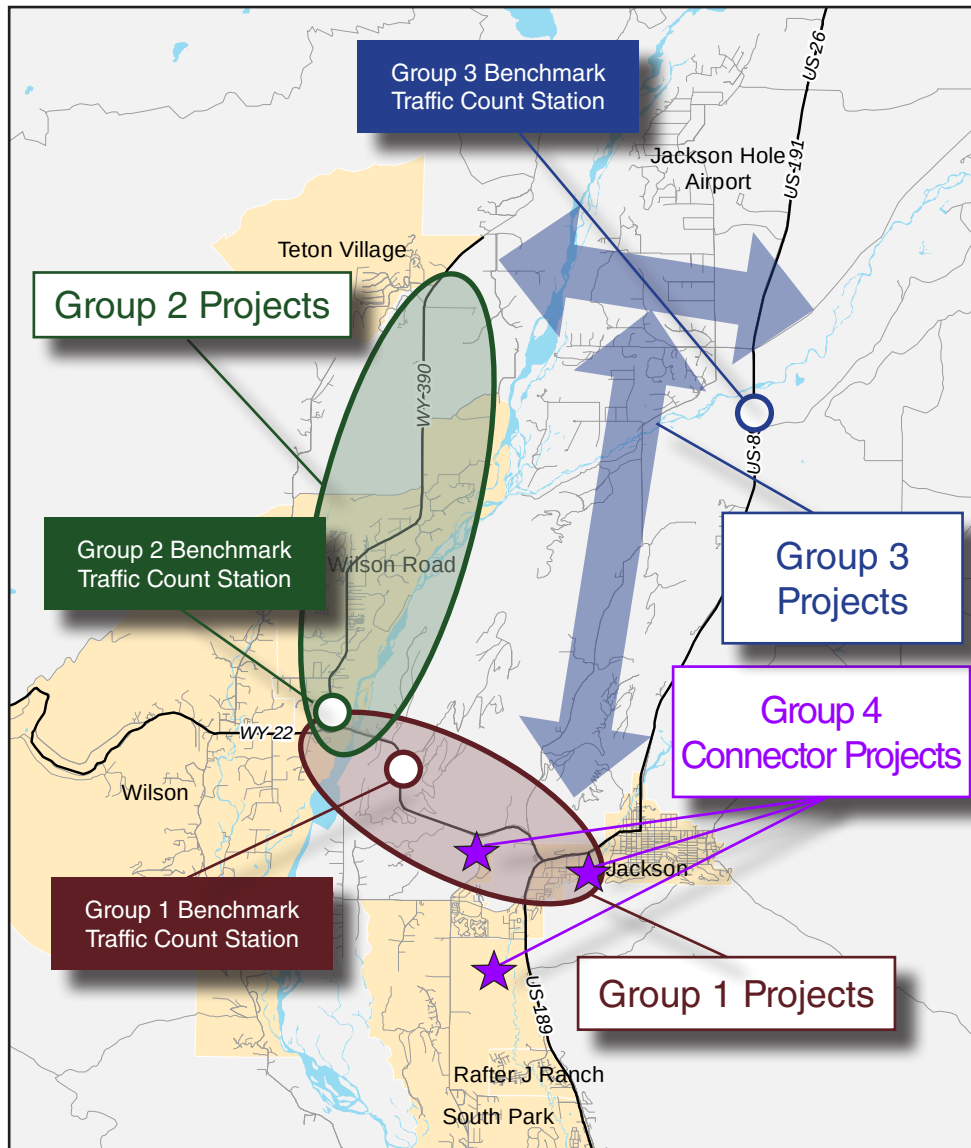
Each major capital project group (listed in Table 5-1) is designed to address existing (or future) traffic congestion and multimodal connectivity along a particular state highway corridor. Groups 1 and 2 represent interrelated projects that will jointly address the needs of the respective corridor. Group 3 lists several alternatives to be evaluated to address congestion on US-26 north and south of Jackson. Group 4 projects are high priority local connector projects.

**Table 5-1. Major Capital Project Groups**

| Group 1<br>WY-22 (Jackson – WY-390)                                                                                                                                                                                                                                                                                                                                                 | Group 2<br>WY-390                                                                                                                                                                                                                                                                                | Group 3<br>Regional Connections                                                                                                                                 | Group 4<br>Key Local Connections                                                                                                                                       |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Multimodal Reconstruction of the “Y” Intersection</li> <li>• Tribal Trails Connector</li> <li>• WY-22 Multi-Lane &amp; Multimodal Improvements</li> <li>• WY-22 Pathway (Wilson – Jackson)</li> <li>• Multimodal Reconstruction of the Intersection of Spring Gulch and WY-22</li> <li>• Wildlife Permeability (from PEL Study)</li> </ul> | <ul style="list-style-type: none"> <li>• WY-390 Multimodal Improvements (WY-22 – Teton Village)</li> <li>• Multimodal Reconstruction of the Intersection of WY-390 and WY-22</li> <li>• Wildlife Permeability (from PEL Study)</li> <li>• Bus Rapid Transit (Jackson – Teton Village)</li> </ul> | <ul style="list-style-type: none"> <li>• Pave and Upgrade Spring Gulch Road</li> <li>• Fixed-Guideway Transit</li> <li>• New North Network Connector</li> </ul> | <ul style="list-style-type: none"> <li>• Tribal Trails Connector (also in Group 1)</li> <li>• East-West Connector</li> <li>• Maple Way - Snow King Corridor</li> </ul> |



Figure 5-1. Major Capital Project Group Locations and Benchmark Traffic Count Stations



## IDENTIFYING PROJECTS

All of the projects in these groupings were considered to be of regional significance in one or more of the following sources:

- 2012 Jackson/Teton County Comprehensive Plan
- 2014 Wyoming Highway 22 and 390 Planning and Environmental Linkages Study commissioned by WYDOT (WYDOT PEL study)
- Jackson/Teton Integrated Transportation Plan (ITP) planning process.

## BENCHMARKS

As changes in mobility and demographic trends have accelerated in recent years – nationally, throughout the western states, and in Jackson Hole – forecasting of travel demand has become more challenging. The transportation partners (Town of Jackson, Teton County and Wyoming DOT) will employ indicators and benchmarks to manage uncertainty and guide major capital project planning and implementation. The indicators/benchmarks system will allow the partners to determine when project development activities should commence and when construction should begin. The system will rely on average summer month traffic data (June - September) for roadway capacity projects and on average summer month transit ridership for implementation of high capacity transit projects.

Table 5-2 shows the indicators and benchmarks to be used in planning, programming and scheduling project development activities for capital projects in Groups 1 - 3. Benchmarks for the major capital project groups will rely on existing permanent traffic count locations – automatic traffic recorders (ATRs) – maintained by WYDOT. This will allow monitoring the benchmarks with readily-available data. The ATR locations and traffic volume triggers for the project benchmarks are shown in Table 5-2 and mapped in Figure 5-1.

## FORECASTING TRAFFIC AND TRENDS

Although forecasts were prepared as part of the Integrated Transportation Plan, no one can predict the future with anything approaching precision. The purpose of forecasting is not to predict what will happen and when, but to identify strategies for coordinating development of Jackson Hole's transportation system in a manner that prepares the County, Town and WYDOT to address trends and needs as they unfold.

After decades of steady growth, total vehicle miles of travel (VMT) in Wyoming is currently in decline. While total VMT grew statewide by 15% from 2000 to 2012, it stopped growing and then declined by 2% during the second half of that period, from 2006 to 2012. The key underlying trend driving this is a long-term, nationwide drop in per capita miles of travel. In Wyoming, per capita VMT shrank by 2% from 2000 to 2012 and by 8% from 2006 to 2012. This downward slide in traffic began before the recession and is related to broad demographic and economic trends that see the two largest population cohorts in the US – Boomers and Millennials – driving less. Most analysts expect per capita VMT to continue to decline, gradually but steadily. This means that traffic in Wyoming and in Jackson Hole will grow only in those years when population and tourism grow faster than per capita VMT declines.

**Table 5-2. Major Capital Project Group Benchmarks**

| Capital Project Group          |                                        | 1                                     | 2                                     | 3                                      |
|--------------------------------|----------------------------------------|---------------------------------------|---------------------------------------|----------------------------------------|
| <b>First Benchmark</b>         |                                        | Preliminary Engineering               | Preliminary Engineering               | NEPA/PEL                               |
| <b>Criteria</b>                |                                        | 5 years before reaching LOS D (rural) | 5 years before reaching LOS D (urban) | 10 years before reaching LOS D (rural) |
| <b>Traffic Trigger</b>         |                                        | 18,600 VPD                            | 14,136 VPD                            | 17,200 VPD                             |
| <b>Second Benchmark</b>        |                                        | Construction                          | Construction                          | Construction                           |
| <b>Criteria</b>                |                                        | LOS D                                 | LOS D                                 | LOS D                                  |
| <b>Traffic Trigger</b>         |                                        | 20,000 VPD                            | 15,200 VPD                            | 20,000 VPD                             |
| <b>Indicator Count Station</b> |                                        | WY-22 - MP 2.85<br>ATR # 158          | WY-390 MP 0.1<br>ATR # 141            | US 26 MP 160.5<br>ATR # 84             |
| <b>2014</b>                    | <b>Actual Average</b>                  | 21,379 VPD                            | 14,575 VPD                            | 12,770 VPD                             |
| <b>2024</b>                    | <b>Baseline Forecast Plan Scenario</b> | 23,800 VPD                            | 16,800 VPD                            | 14,000 VPD                             |
|                                |                                        | 22,700 VPD                            | 15,900 VPD                            | 13,400 VPD                             |
| <b>2035</b>                    | <b>Baseline Forecast Plan Scenario</b> | 27,000 VPD                            | 19,500 VPD                            | 15,800 VPD                             |
|                                |                                        | 24,400 VPD                            | 17,300 VPD                            | 14,300 VPD                             |

\* VPD = vehicles per average summer weekday (Jun-Sep)

Traffic volume triggers for each benchmark are based on the following four criteria:

- Average summer month weekday traffic volumes. Currently, daily traffic on Teton County roadways peaks in July. Using an average of the four summer months (June, July, August and September) is consistent with Comprehensive Plan Policy 8.2.b (see sidebar).
- Level of Service D. The Comprehensive Plan identifies Level of Service (LOS) D as the minimum acceptable future condition (see sidebar) for area roadways. LOS D in rural and transitioning areas is reached at about 20,000 vehicles per day on two-lane roadways with left-turn accommodation at intersections. Accordingly, 20,000 VPD will serve as the benchmark for initiating construction of Capital Project Groups 1 and 3. LOS D in an urbanized area with frequent intersections is reached at 15,200 VPD. Given the urbanizing character of the southerly section of WY-390, 15,200 VPD will be used as the benchmark for Capital Group Project 2.
- Project Development. Before construction can commence, a project development process must be completed, beginning with project listing in the State Transportation Improvement Program (STIP), followed by design engineering and right-of-way acquisition. State highway projects require about five years of project development. Accordingly, the benchmarks for initiating project development of Capital Project Groups 1 and 2 are set at 93% of LOS D traffic, or about 18,600 vehicles per average summer weekday for Capital Group Project 1, and 14,136 vehicles per average summer day for Capital Group Project 2.
- NEPA/PEL Process. The Capital Group 3 alternatives would be major projects requiring a longer project development cycle, including development of a "Planning and Environmental Linkages" (PEL) report and development of environmental analyses through some sort of National Environmental Policy Act (NEPA) phase, probably either an environmental assessment (EA) or an environmental impact statement (EIS). This will require a longer lead time of about ten years. Accordingly, the first benchmark for Group 3 projects is set at 86% of the construction benchmark – about 17,200 vehicles per average summer weekday.

## COMPREHENSIVE PLAN POLICIES

- **Policy 8.2.b** - Critical facilities, as defined by the electeds, should be design to provide an acceptable level of service to the peak effective population.
- **Policy 7.1.d** - The Town and County will use "Level of Service D" as defined by the American Association of State Highway Transportation Officials (AASHTO) standards for autos, as an acceptable level of congestion and delay along existing roadways and at intersections.

## MAJOR CAPITAL PROJECT DESCRIPTIONS

### Group 1 Major Capital Projects - WY-22 (Jackson to WY-390)

Group 1 capital projects will address lack of connectivity, parallel redundancy, and capacity in the WY-22 corridor from West Jackson to WY-390. These projects are interdependent and will be planned and designed as an integrated set of multimodal network improvements with WYDOT as the lead agency. This multimodal network approach will provide opportunities to limit the footprint and related environmental and visual impact of a new Y intersection and will ensure accommodation of all modes in intersection design and reconstruction. Although the WYDOT PEL study estimated that construction of the Y Intersection would precede construction of the roadway to the west by several years, the design process must be comprehensive, network-oriented and multimodal. This will be accomplished by preparing alternative conceptual design of the WY-22 and Tribal Trails Connector at the same time as design of the Y Intersection.

As Table 5-3 shows, both the project development and construction benchmarks have already been met for Capital Group 1. This confirms the conclusion reached in the Wyoming DOT PEL study that development of the following projects should be initiated as soon as possible.

**Table 5-3. Group 1 Traffic Forecast and Benchmarks**

| Group 1 Indicator Count Station<br>WY 22 Jackson West (PC #158) | 2013<br>(actual traffic) | 2024<br>(forecast traffic) | 2035<br>(forecast traffic) | 1st Benchmark<br>(initiate project development) | 2nd Benchmark<br>(initiate construction) |
|-----------------------------------------------------------------|--------------------------|----------------------------|----------------------------|-------------------------------------------------|------------------------------------------|
| Summer average vehicles per weekday                             | 21,379                   | 23,800                     | 27,000                     | 18,600                                          | 20,000                                   |

### ***Reconstruction of the Y Intersection***

The intersection is an important regional multimodal facility and a gateway into Jackson. Reconstruction will fully accommodate the needs of all modes (motor vehicles, bus transit, bicycle and pedestrian), including future high capacity bus transit needs, such as signal prioritization. The PEL study identified four workable design options and concluded that this intersection would have the highest priority for improvement of all the elements studied in the PEL for the WY-22 and WY-390 corridors. It is also identified as a high priority project in Section 7 of the Comprehensive Plan.

### ***Tribal Trails Connector, New Roadway***

This is a new multimodal local network link (about 1/2 mile in length) that will create significant benefits for local and regional circulation. Analysis as part of 2008 modeling indicated this project would provide considerable relief for the Y Intersection, but would not completely eliminate the need for its reconstruction and expansion. Additional benefits will include shorter average county-wide vehicular trip lengths, route redundancy for the US-26 to WY-22 connection, and future use by START bus routes connecting South Park neighborhoods to the West Bank, Teton Village and the Town of Jackson. The County and WYDOT own most or all of the right of way necessary to build this link. This project was identified as a high priority project in the Comprehensive Plan.

### ***WY-22 Multi-Lane, Multimodal Improvements, BRT/HOV, Jackson – WY-390***

The WYDOT PEL study evaluated this corridor (Segment 1) and concluded that future traffic would warrant a four-lane + median cross section, an outcome confirmed during development of this Integrated Transportation Plan. WYDOT's future traffic forecast for this segment is 35,000 VPD (vehicles per day), up from 23,000 VPD today. The PEL study assigned Segment 1 medium priority relative to other corridor elements. Intersections along this roadway were also addressed in the WYDOT PEL study and are treated here as part of the roadway project. The Town and County will work with WYDOT to explore the potential of dedicating new lane capacity in this corridor to exclusive Bus Rapid Transit (BRT)/high occupancy vehicle (HOV) use. This dedication of lanes to BRT/HOV use, or other prioritization measures, may extend to part or all of West Broadway. The Comprehensive Plan identifies this as a high priority project.



The "Y" intersection (Broadway and WY-22) in Jackson



Tribal Trails Road will be linked to WY-22



WY-22 from Jackson to WY-390 will be improved for multimodal travel



## **WY-22 Pathway, Wilson – Jackson**

This multi-use pathway will be an important regional network link, connecting existing and planned pathway corridors. A key link in this corridor – the new Snake River Bridge – was completed in 2014. Most of the rest of this project is funded and scheduled for construction in 2015. Any remaining non-motorized needs in this corridor will be met as part of the WY-22 project described above. This project is assigned high priority by the Comprehensive Plan.

## **WY-22 Wildlife Permeability, Jackson – WY-390**

In order to reduce frequency of wildlife-vehicle conflicts on this section of WY-22, the WYDOT PEL study identified six locations for grade-separated crossings. In addition the PEL study recommended fencing, signage, seasonal speed restrictions, automated speed detectors and vegetation management be considered as potential tools to protect wildlife along this corridor. These improvements for wildlife and vehicular safety will be evaluated and included in design.



New Snake River bridge, part of the pathway network parallel to WY-22, opened in fall 2014

## **Capital Group 1 Objectives and Alternatives:**

Reconstruction of the “Y” intersection at US-26 and WY-22, the extension of the Tribal Trails Connector to WY-22, and other projects in this group represent one of the key infrastructure challenges in Jackson Hole. Objectives to be used in guiding identification of alternative improvements and designs include:

- Network Approach – Project development shall use a network approach that addresses not only through traffic movements on state highways but also local circulation and connectivity needs. Network analysis will include modeling or simulation of traffic flows for different alternatives and combinations of alternatives, using current traffic data and forecasts. For example, traffic simulation will compare traffic flows with and without the Tribal Trails Connector and evaluate different “Y” intersection alternatives, including a roundabout.
- Multimodal Analysis – Alternatives shall be identified that improve safety and convenience for all modes and do not degrade the function of the network for bicycles, pedestrians or transit to achieve higher traffic level of service. The ability of bicycles and pedestrians to cross the “Y” intersection (all directions) shall not be sacrificed to vehicle flow.
- Prioritized Bus Movement – Alternatives shall be considered that would reduce delay for START buses, even at the expense of level of service for other vehicles. The potential for a future BRT (bus rapid transit) route through the corridor shall be explicitly addressed.
- Safety – The safety of people traveling by all modes shall be a key consideration in all design. Evaluation of alternatives will take into account rates of personal injury and fatal accidents, rather than prioritizing property damage accident rates. Pedestrian and bicycle safety will be a specific priority.
- Delay – Reducing vehicular delay is an objective, but higher traffic speed is not.

Pursuant to the above objectives, design alternatives for the “Y” intersection shall include, but not be limited to:

- Roundabout – One-lane and two-lane roundabouts shall be considered.
- At-Grade Revisions – These may include an inverted continuous flow intersection, an inverted continuous flow intersection with an additional lane on Broadway, and a Florida-T signalized merge intersection with an additional lane on Broadway, as well as other feasible at-grade intersection types.
- Grade Separations – These may include various combinations of elevated ramps or a full interchange.
- Bicycle and Pedestrian Separations – These may include grade separations for bicycles and pedestrians on one or more legs of the intersection.

- Buffalo Way – The closure of the Buffalo Way leg of the intersection, or limiting of that leg to right-in and right-out movements may be considered.
- Other – Other intersection concepts not previously considered may also be included in the evaluation.

## Group 2 Major Capital Projects - WY-390 (WY-22 to Teton Village)

Group 2 capital projects are interdependent and will be planned and designed as one integrated capital project with WYDOT as the lead agency. Design of the WY-22/WY-390 intersection will be undertaken along with conceptual design (10% drawings) of Segments 5 (WY-22 – Lake Creek) and Segment 6 (Lake Creek – Teton Village) identified in the WYDOT PEL study. This will ensure that the intersection design accommodates the future WY-390 cross-sections and sets the stage for future land use management decisions by the County and access management decisions by WYDOT.



WY-390 (7-mile corridor linking WY-22 with Teton Village)

Timing of project development and construction of Group 2 capital projects will be determined by the first and second benchmarks average summer weekday traffic levels at the WYDOT ATR #141 on WY-390. During conceptual design, the difference in context of the southerly section of WY-390, which has an urbanizing character and roadway further north, which is more rural in character. Design options may include access management techniques to minimize the amount of highway expansion required.

The roadway context on the southerly section also will require use of a lower traffic benchmark. LOS (level of service) D criteria ceiling for traffic on a two-lane road in that context is 15,200 VPD (vehicles per day), lower than the 20,000 VPD criteria in a rural context used for Capital Groups 1 and 3.

Table 5-4. Group 2 Traffic Forecast and Benchmarks

| Group 2 Indicator Count Station<br>WY 390 Teton Village (ATR #141) | 2014<br>(actual traffic) | 2024<br>(forecast traffic) | 2035<br>(forecast traffic) | 1st Benchmark<br>(initiate project development) | 2nd Benchmark<br>(initiate construction) |
|--------------------------------------------------------------------|--------------------------|----------------------------|----------------------------|-------------------------------------------------|------------------------------------------|
| Summer average vehicles per weekday                                | 14,575                   | 16,800                     | 19,500                     | 14,136                                          | 15,200                                   |

Table 5-4 indicates that traffic volumes along WY-390 in 2014 were already at or above the Benchmark for initiating project development of Group 2 Major Capital Projects. Average summer weekday traffic on WY-390 in 2014 was 14,575 VPD, just above the level established as the benchmark for initiation of project development. Under the Baseline Scenario forecast (which assumes no interventions), project development should be initiated now with construction beginning in about 2020.

### WY-390 Multimodal Improvements, WY-22 – Teton Village

The Comprehensive Plan identifies this as a high priority project and envisions this corridor as a “complete” street accommodating all modes of travel. The WYDOT PEL evaluated the corridor in two segments: Segment 5 (from WY-22 to Lake Creek) and Segment 6 (from Lake Creek to Grand Teton National Park). That distinction reflects an important difference in context between the southerly section, which has become more urban in character, and the section north of Lake Creek, which has retained its rural character. Future design decision-making will continue to respect this land use context.

Planning and conceptual design of improvements in this corridor will evaluate the feasibility of extending the BRT/HOV corridor along WY-22 to Teton Village through dedication of any new throughput lanes to BRT/ HOV use. While the benchmark count station is located just north of WY-22, that does not mean that a single design solution must be implemented throughout the entire corridor. Access management measures and system operations may be used to reduce the need for highway widening in part or all of the corridor. If LOS D can be achieved in the corridor by accommodating left turns, new through-traffic lanes may not be required. The partners will work to minimize the width of WY-390 in order to protect the character of the surrounding land uses.

### **Multimodal Reconstruction of the Intersection of WY-390 and WY-22**

The WYDOT PEL study assigned this project a high priority and identified five design options, including a roundabout, for further analysis. Planning and conceptual design of this intersection will take into account the feasibility of, and design requirements for, extending the BRT/HOV corridor from WY-22 to Teton Village.

### **WY-22 Wildlife Permeability, Jackson – WY-390**

The WYDOT PEL study identified potential locations for grade-separated crossings including a potential reroute of WY-390 near the WY-22 intersection. In addition the WYDOT PEL study recommended that fencing, signage, seasonal speed restrictions, automated speed detectors and vegetation management be considered as wildlife protection measures. These improvements for wildlife and vehicular safety will be evaluated and included in project design.

### **Bus Rapid Transit, Jackson to Teton Village**

This corridor experiences the highest transit ridership in Jackson Hole. During ski season, ridership on START buses operating between Town and the Village approaches capacity of the transit system, with standing room only on some runs. (Note that in addition to START routes, this corridor also handles a significant amount of private sector transit service carrying many additional riders.)

Pursuant to this Plan, START will add ski season service to the extent feasible, will increase service between Town and the Village in the summer, will increase service to Wilson, and will increase commuter service over Teton Pass. This growth in service will produce a density of bus traffic that will be a significant percentage of peak hour traffic in the WY-22 corridor. One potential – perhaps likely – outcome is that transit ridership in this corridor will reach or exceed the feasible capacity of traditional bus services (public and private) operating in mixed traffic. As that level of demand approaches, the partners will initiate project planning for implementation of bus rapid transit (BRT) from Jackson to Teton Village.

## **Group 3 Major Capital Projects - “Regional Connections”**

Group 3 capital projects will address traffic that may occur during peak summer months on US-26 north and south of Jackson. Unlike the projects in Group 1 and 2, which were bundled into project groups to be implemented together, projects in Group 3 form a set of alternatives to be studied in order to identify a preferred alternative. Because of the scale of the potential projects – spanning different parts of the region – and the magnitude of the cost, landscape and environmental impacts, a multi-stage NEPA (National Environmental Policy Act) process will be required, beginning with a Planning and Environmental Linkages (PEL) study similar to that already undertaken for the WY-22 and WY-390 corridors. This will require substantial lead time (at least 10 years) for project development.

**Table 5-5. Group 3 Traffic Forecast and Benchmarks**

| Group 3 Indicator Count Station<br>US-26 Gros Ventre (ATR #84) | 2014<br>(actual traffic) | 2024<br>(forecast traffic) | 2035<br>(forecast traffic) | 1st Benchmark<br>(initiate NEPA/PEL process) |
|----------------------------------------------------------------|--------------------------|----------------------------|----------------------------|----------------------------------------------|
| Summer average vehicles per weekday                            | 12,770                   | 14,000                     | 15,800                     | 17,200                                       |

Under the baseline forecast for traffic growth, the County and WYDOT would not need to initiate the NEPA/PEL process for the Group 3 Major Capital Projects until sometime well after 2035, when summer traffic volumes on US-26 north of Jackson are forecast to hit the first benchmark of 17,200 vehicles per average summer weekday, (and construction would not be needed until even later). Under the Plan Scenario, traffic volumes are forecast to grow at an even slower rate along North Highway. This would delay a need to initiate the NEPA/PEL process for this group of projects even further and possibly never.

### ***Pave and Upgrade Spring Gulch Road***

Spring Gulch Road is a low-volume, low-speed County road providing local access to ranch lands. It also functions as a somewhat circuitous connection between US-26 north of Jackson and WY-22 west of Jackson and has been considered as a potential bypass route for pass-through traffic currently using the state highway corridor through Jackson. Implementing this bypass would require reconstructing the roadway, realigning portions of the corridor, and paving the new facility to support trucks and other traffic.

A modeling analysis of the Teton County road network (with forecasts to 2020) completed by WYDOT in 2008 concluded that corridor improvements would result in minimal system-wide benefits. (See Appendix F of the Jackson/Teton County Comprehensive Plan.) Due to modest potential benefits and the rural character of the Spring Gulch land use context, this project has a low priority. However, localized land use changes over time and growth in traffic beyond 2020 could warrant further exploration of this project as an alternative.

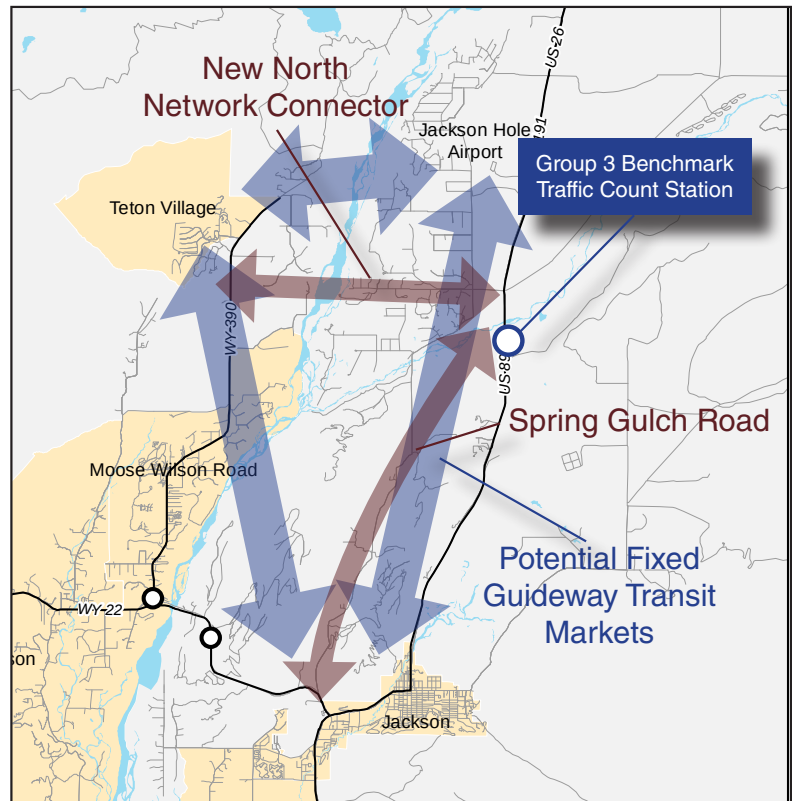
This route has also been considered a potential corridor for a regional pathway or non-motorized link in Teton County. The priority of such a project will be determined through updates to the Pathways Master Plan.

### ***New North Network Connector***

The potential for a new network connector between US-26 north of Jackson and WY-22 near Teton Village has been discussed for decades. This concept would require a new crossing of the Snake River. The corridor would pass through a rural area of large-lot, single-family homes and undeveloped land, where further low density residential development is anticipated in the future.

Potential benefits of such a new connection could include shorter travel times between the airport and Teton Village and reduction in vehicular traffic pressure on Moose-Wilson Road between Teton Village and Grand Teton National Park.

**Figure 5-2. Group 3 Project Locations**





A modeling analysis of the Teton County road network (with forecasts to 2020) completed by WYDOT in 2007 concluded this connection would offer minimal system-wide benefit. Despite limited potential benefits, traffic growth beyond 2020 could require consideration of this corridor. For additional discussion and analysis on this topic refer to Appendix H.

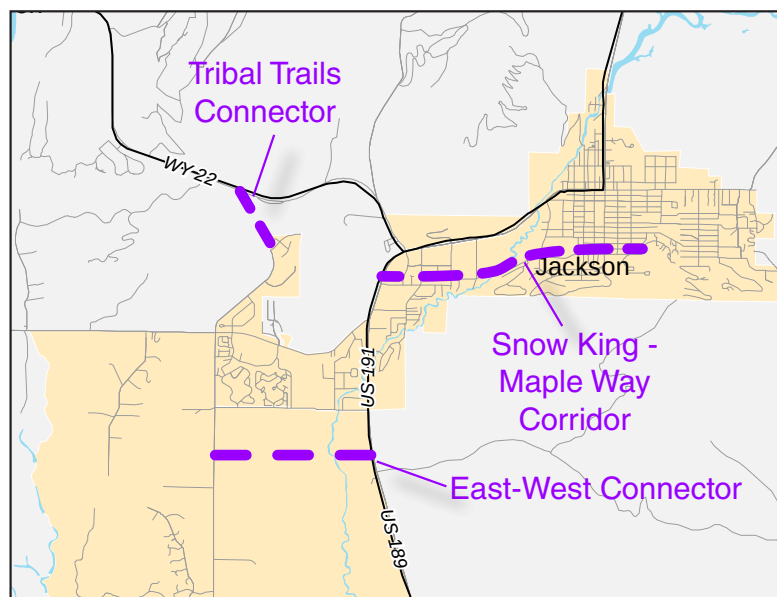
## **Fixed Guideway Transit**

Over the long term, it may be that rail transit, or some form of elevated cable or guideway transit, could play a role in moving people within Teton County. Potential markets for this could include the Town-to-Village, Town-to-Airport and Airport-to-Village corridors. Appendix I provides a benchmarking system for when a more detailed planning and design process for a fixed-guideway transit system would be warranted.

## **Group 4 Major Capital Projects - Local Connectivity**

The three Group 4 projects are each relatively short in length and will not require benchmarking to time their development because each have already been needed for many years. Each are identified as high priorities in the Comprehensive Plan. These projects will be planned and designed to serve travel to, from and within Jackson Hole and to improve connectivity between local neighborhoods. Design measures will be applied to discourage use of these connections by the pass-through and regional bypass traffic that should remain on the state highway system.

**Figure 5-3. Group 4 Project Locations**



## **Tribal Trails Connector**

This project is also included in the Group 1 project list because of its interrelationships with WY-22 and traffic volumes through the "Y" Intersection. The Connector will provide a direct route for motor vehicles, including transit buses, between South Park and parts of the region accessed via WY-22, including Wilson, Teton Village, other West Bank neighborhoods and Eastern Idaho. Today, motor vehicles making one of these connections must travel around through the "Y" Intersection, adding to the congestion at that major crossroads. This poor connectivity also discourages provision of better transit services to affected neighborhoods – West Jackson, Cottonwood, Tribal Trails, and the High School Road commercial and educational land uses.

The corridor will extend north and west from its current terminus at Cherokee Lane, intersecting with WY-22 west of Jackson. The right of way required for the Connector has been established by Teton County for this long-planned use. Project benefits will be significant and will include:

- Reduced vehicle miles of travel (VMT) associated with circuitous routing of traffic;
- Reduced traffic through the “Y” Intersection;
- Improved emergency vehicle access and route redundancy in and around West Jackson and South Park;
- Roadway network redundancy for the “Y” Intersection, occasional closure of which (traffic crashes, etc.) can isolate the Town from Teton Village, Wilson and other West Bank neighborhoods and Eastern Idaho; and,
- Direct routing for START transit services between and among South Park, West Jackson, Teton Village, Wilson and West Bank neighborhoods.

This project will require close coordination among the transportation partners (Town of Jackson, Teton County and Wyoming DOT). A number of specific issues will be evaluated during the planning and design process, including:

- The location and design of the intersection with WY-22, taking into account the potential for a grade separation serving the northbound-to-westbound traffic flow;
- The potential of using berms and other landscaping barriers to reduce visual and noise impacts on existing neighborhoods;
- Roadway design features that discourage or prevent cut-through traffic from using this route as a shortcut to US-26 south of Jackson by way of either South Park Loop Road or High School Road; and,
- Roadway design features that slow traffic to safe speeds through the corridor.

### ***East-West Connector***

Teton County will develop a location study and corridor plan for a new roadway providing improved connectivity for local traffic between South Park Loop Road and US-26 south of the Town of Jackson. Planning and design of this new connector roadway will address all modes of travel – motor vehicle, START bus, bicycle and pedestrian, taking into account both the rural, undeveloped nature of the area today and potential future development scenarios. The County will coordinate closely with property owners in the planning and design process. Design measures will be included in the corridor concept to prevent pass-through traffic diversion from the state highways and to encourage lower speeds appropriate for local traffic.

### ***Snow King-Maple Way Corridor***

This corridor is an important multimodal network link connecting the two sides of Jackson split by Karns Meadows and Flat Creek. Currently, only two routes for traffic and bus transit connect West Jackson with the rest of Town - US-26 (West Broadway) and Snow King-Maple Way. There is no practical opportunity to develop other street linkages between East and West Jackson, so it is important that both corridors function well not only for traffic flow, but also as multimodal facilities serving pedestrian, bicycle and transit access and circulation.

This project has been studied by the Town and parts of the corridor have already been upgraded. Remaining elements of the project will include extending bike lanes and sidewalks through the corridor to West Broadway, providing transit access facilities at appropriate locations, adding turn lanes at intersections (where needed), and modifying the two intersections at the Scott Lane right-angle route diversion. Design options for the Maple Way/West Broadway intersection will also be studied to encourage use of the corridor for afternoon peak traffic use westbound out of the core area of Jackson. Because West Jackson has been, and will continue to be, an area attracting commercial and mixed-use redevelopment and infill, it will be important to upgrade pedestrian and bicycle accommodation in the area and this corridor will be essential to that effort. This project is identified as a high priority project in the Comprehensive Plan.

## WILDLIFE PROTECTION

The Yellowstone/Teton area is known for its diverse and abundant wildlife population and is one of the only remaining regions in the U.S. with a complete set of large predator/prey populations. Preservation of wildlife is critical to maintaining the tourism-based economy of Teton County, to preserving the local ecological environment and to protecting what is both a local and national treasure. Wildlife preservation is also an important directive of the Comprehensive Plan, which states “A healthy ecosystem is our community’s most important economic asset” (see Section 1). The Plan also seeks to include wildlife crossings and other mitigation standards in road design, limit human/wildlife conflicts, and reduce transportation impacts to wildlife and natural and scenic resources.

Teton County will take the following actions to enhance wildlife permeability and reduce wildlife-vehicle collisions (WVCs) on the major highway corridors in Teton County.

### IMPACT OF TRANSPORTATION ON WILDLIFE

- A high number of annual fatal wildlife-vehicle collisions (WVCs) occur on the state highways in Teton County (which also endangers drivers); an average of 222 per year from 2010-2012 excluding those in GTNP (see Appendix E).
- High traffic volumes on the state highways can act as a barrier to daily wildlife movement and annual migrations between feeding grounds.

***Develop a County wildlife crossing plan***

***Implement wildlife mitigation/protection measures identified in the WY-22/390 PEL study as part of the Group 1 and 2 of major capital projects***

***Collaborate with WYDOT to implement fencing and grade crossing as part of south US-26/89/191 projects along US-26 south of Jackson***

***Work with WYDOT to reduce speed limits from 55 mph to 45mph on US-26/89/191 between Jackson and Hoback. Partner with federal agencies to implement wildlife protection measures along US-26 between the Town of Jackson and Gros Ventre***

***Utilize existing science-based research when designing wildlife crossings and planning for wildlife permeability along each corridor*** (see Appendix J for resources)

## PROJECT DEVELOPMENT

### Coordinated Design Process

All projects within Capital Project Groups 1, 2 and 4 will be planned and designed concurrently to ensure that each project is designed to account for the impacts and overlapping design details of all other projects within the group and within that part of the regional network. Group 3 projects, however, will be studied and evaluated as potential alternatives. WYDOT will lead design and construction of the major state highway projects, but project development will require a coordinated effort between Teton County, the Town of Jackson and WYDOT.

### Multimodal Design

During project development for each Major Capital Project Group, planners, designers and engineers will consider safety, convenience and efficient circulation of all modes (transit, bicycles, pedestrians and motor vehicles) through the project area. Each new capital project will be designed to increase connectivity of transit routes, pathways and bicycle lanes, sidewalks, and the street network. This multimodal approach will be essential to limiting growth in traffic congestion and will encourage balanced use of all modes and continued mode shift away from single occupant vehicle dependency.

An additional consideration to be incorporated into the planning and design process for Capital Groups 1 and 2 will be the potential that START may one day operate Bus Rapid Transit (BRT) between Jackson and Teton Village (see Chapter 2. Transit Development). Design features required for BRT operations may include signal prioritization, exclusive bus lanes, BRT stations and other elements that would contribute to streamlined service and reduced travel times. Specifically, as part of planning and design of the WY-22 Multi-Lane and Multimodal Improvements project in Capital Group 1 (Jackson – WY-390), the partners will evaluate the potential for adding an HOV/Bus lane in each direction as an alternative to adding general purpose lanes.

### Project Charters

Each major transportation capital project will be guided by a Project Charter as described in this section. A Transportation Capital Project Charter is a document that describes the project and, once approved by an elected body, guides project development. Charters should not be lengthy documents. The project charter shall be updated at three points in project development:

- Start Up Phase – Initial preparation and adoption.
- Concept Design Phase – At completion of concept design.
- Final Design Phase – At completion of final design.

#### **Qualifying Projects**

A charter is required for capital projects that are specifically named in the Integrated Transportation Plan or that have an estimated capital cost over \$1,000,000. Charters may be used for groups of projects that are inter-related parts of a network. A project charter may be used by the Town and County to guide local involvement in Wyoming DOT projects. Charters are not required for smaller capital projects, for programs or for ongoing maintenance and operations.



**Project Initiation**

A project charter may be initiated at the direction of the Town Council, County Board of Commissioners, or staff department with responsibility for capital project development. The project charter must be approved by the respective elected body before major expenditures are made for qualifying projects.

**Purpose and Need**

The charter shall identify why the project qualifies for, or requires, a charter. The transportation purpose and need of the project – access, circulation, mobility, etc. – shall be stated in terms that reconcile the project with policies and strategies in the Integrated Transportation Plan.

**Project Objectives**

The charter shall identify project objectives. These may include quantitative and qualitative objectives. Quantitative objectives shall include indicator metrics for a baseline condition and the corresponding intended future indicator values at five and ten years following completion. Minimum expectations for all transportation capital projects include objectives related to safety, environmental protection, and cost effectiveness:

- Safety – Project development shall include analysis of safety impacts of the proposed improvement. The intent of this plan is to focus on safety of people as they move about in our valley. This plan also recognizes that congestion alleviation and improved safety are not necessarily the same thing. While it is true that congested conditions may, in some cases, tend to increase the overall accident rate, it is also true that accident severity increases with vehicle speeds. Accordingly, safety metrics used in project development will rely on the accident rates for fatalities and personal injury accidents.
- Environmental Protection – Ecosystem stewardship is the first Common Value in the Town/County Comprehensive Plan. Whether or not specific environmental analyses are required by laws or regulations, development of all capital transportation projects shall take into account stewardship of wildlife, natural resources and scenery, as well as climate sustainability through energy conservation.
- Cost Effectiveness – Project development shall include an evaluation of whether there is a lower cost way to achieve the objectives identified for each project.

**Project Location, Extents and Elements**

The charter shall include a map showing the project location. The extents, or physical limits, of the project shall be described. The charter shall include a preliminary list of project elements.

**Environmental Review**

The charter shall describe the level of environmental review and clearance that will be required as part of project development. For projects expected to have federal funding or for which there will be a significant federal role, the NEPA (National Environmental Policy Act) project type – categorical exclusion, environmental assessment, or environmental impact statement – shall be identified and confirmed or revised at each phase.

**Roles and Responsibilities**

The charter shall identify agencies, entities, positions or individuals who will share responsibility for project development and shall describe their respective roles, including the following:

- Project Sponsor – The lead public agency with direct authority and responsibility.
- Project Manager – The staff individual (or position) who will serve as project manager.
- Project Team – The charter may identify other persons (or positions) to will work on project development.
- Elected Bodies – The charter shall identify how the Town Council and/or County Board will be involved in the project and at what points they will review project status and/or make decisions. The charter itself shall be presented to the respective elected body(ies) for review and approval and is not in effect until approved.

- Stakeholder Oversight – The charter shall identify individuals (or organizations) who will be appointed by the Town Council and/or County Board to serve on the stakeholder oversight committee for the specific project(s) covered by the charter. Stakeholder committees shall not have formal approval authority, shall not make decisions by voting and shall not have elected officers. Their function is to provide a sounding board for the project team and to provide advice and comment at various stages in project development. The charter shall identify the anticipated number and timing of stakeholder committee meetings. Notes from stakeholder committee meetings shall become part of the project record.
- Public Engagement – The charter shall identify the public engagement process to be used for project development, including a schedule of planned public events and any plans for a project website.

### ***Required Resources***

Project charters shall provide an estimate of the resources required to develop, build and open the project to service in the following categories. Resource estimates shall be updated periodically during project development.

- Project Cost Estimate – A cost estimate for the project shall be included in the project charter and shall be revised at each update phase. Estimated costs shall be provided for each of the major components of project development, including: planning and concept design; final design, right of way acquisition, construction and construction engineering. A contingency amount shall be included in the cost estimate for each component.
- Staff Resources – An estimate of staff resources required to manage the project shall be developed. This estimate need not be overly precise in hours but can be general in nature, e.g., “0.5 FTE for 6 months.”
- Professional Services – Any contracts or work orders for consulting and other contract services required to complete various project components shall be described along with the planned approach to procurement. A cost estimate for these services shall be included in the project cost estimate for each project component.
- Funding Sources – The charter shall identify the source of funds for each project component, based on the cost estimate for that component. If a portion of the funding is speculative (e.g., SPET ballot or federal TIGER grant), that fact shall be noted.

### ***Risk Assessment***

Project charters shall include a discussion of project risks. These may be qualitative, but should be as specific as possible

- Outcomes Risk – This is the risk that the project will fail to achieve the Project Objectives (see above) along with the risk of unintended consequences. Potential mitigation measures for specific risks shall be described.
- Business Risk – This shall include the risk that the project costs will exceed the cost estimate and the risk that adequate funding will not be available and other potential events or occurrences that could affect the project development process or the ability to deliver the project on schedule. Potential mitigation measures for specific risks shall be described.

### ***Transparency***

Project charters, including each phase update, shall be made available on the respective Town or County website for general public access.

### ***Specific Provisions for Capital Group 1***

Appendix L provides additional specific provisions and information for the project development process to be used for Capital Group 1 projects.

## Steps In Project Development

Following initial approval of the project charter, major capital projects for which the County and/or Town is the project sponsor will proceed through the steps shown in Figure 5-4 and described in this section below. Wyoming DOT has developed a similar flow chart for projects where WYDOT is the lead agency and for which NEPA review and clearance is required. This WYDOT flow chart is shown in Appendix L. For such projects, the project development steps shown in WYDOT's flow chart will be followed.

Continued involvement by the project stakeholder committee is assumed and not specifically shown in Figure 5-4. Stakeholder committee meetings will be held as appropriate throughout project development.

### A. Project Initiation

This step includes development of an initial project charter as described in the previous section.

EB 1. Elected body(ies) approval of the project charter is required before moving beyond this step.

PI 1. An initial public information workshop or open house will be held following EB 1 to provide the public with an opportunity to learn about the project and to suggest potential design options and alternatives.

### B. Concept Design

This step includes final project planning and initiation of any environmental review that is required, based on the project charter. If appropriate, project alternatives will be identified and described. If the project requires NEPA (National Environmental Policy Act) processing and clearance, draft and final environmental documents will be developed and a preferred alternative identified, reviewed, and approved. Plan-view design drawings, right of way requirements, and revised project cost estimates will be completed at this stage. The concept design will include design drawings at about 30% completion.

PI 2. A public workshop or community open house will be held to obtain public review and comment on project alternatives and possible design options before a final concept plan is presented to the elected body(ies) for approval.

EB 2. Elected body(ies) approval of the concept design and update of the project charter is required before moving beyond this step.

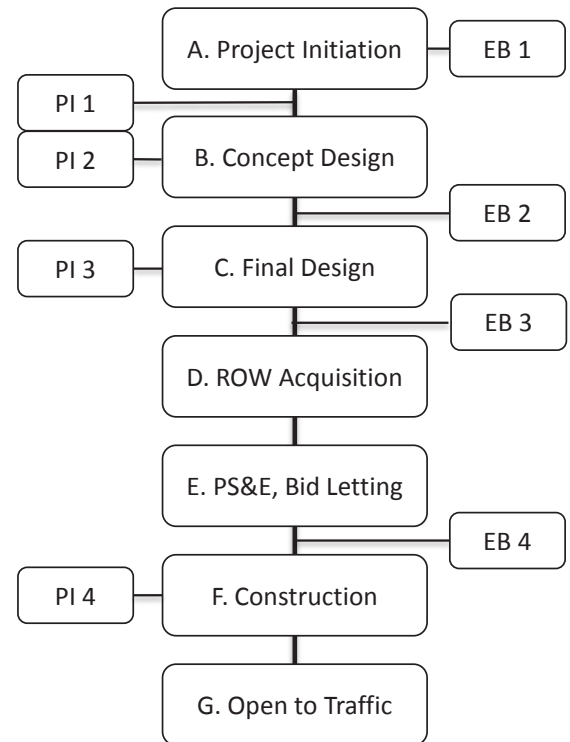
### C. Final Design

This includes final design of all project elements, identification of final right of way requirements, and development of revised project cost estimates.

PI 3. A public workshop or community open house will be held to obtain public review and comment on the proposed final design before it is presented to the elected body(ies) for approval.

EB 3. Elected body(ies) approval of the final design and update of the project charter is required before moving beyond this step.

Figure 5-4. Project Development Steps





***D. Right of Way Acquisition***

The right of way (land) required for the project, based on the final design drawings, will be obtained at this step.

***E. Plans, Specifications and Estimates, Bid Letting***

Once the right of way required for the project has been obtained, final design drawings, materials specifications, unit quantities and contract requirements will be prepared for bid letting. An update of the project cost estimate may be needed depending on how much time has transpired since completion of step C above.

EB 4. Elected body(ies) approval of the selected bid(s) and construction contract(s) will be required.

***F. Construction and Construction Engineering***

Construction of the project will proceed. Construction may be managed by staff or through contract services.

PI 4. Many projects will require ongoing communication with nearby property owners, business owners and residents, as well as with the general public to ensure that people are aware of any road closures, traffic management measures, and ongoing construction impacts..

***G. Open to Traffic***

At completion of construction the project will be opened to public use. As-built design drawings will be prepared and retained by the project sponsor.





## 6. REGIONAL TRANSPORTATION PLANNING ORGANIZATION

### Continuing, Cooperative, Comprehensive

#### OVERVIEW

The Town of Jackson and Teton County will establish, staff and provide funding for a Regional Transportation Planning Organization (RTPO). During the first stage of implementation, the RTPO will provide transportation planning and coordination services to the Town and County. During the second stage of implementation, the role of the RTPO will be expanded to include development and implementation of a regional transportation program funded from new revenue sources. In the event of federal legislation passes authorizing rural equivalents to MPOs or similar authority for rural transportation planning and prioritization, the RTPO would take on that role as well.

#### FIRST STAGE ORGANIZATION

The RTPO will be modeled on Metropolitan Planning Organizations established under federal transportation statutes. Its multimodal mission would encompass vehicular travel, public transit, bicycling and recreational trails, and pedestrian accommodation. RTPO staff will undertake transportation planning for the Town and County, provide coordination between local, regional and state transportation programs and be empowered to accept local, state, federal and private grants and enter into contracts.

#### Organizational Structure

A Policy Board and a Technical Advisory Committee will provide strategic direction to the RTPO. The Policy Board's role will be advisory to the County Commission, Town Council and Wyoming DOT District 3. It would include:

- Two members of the Teton County Board of Commissioners appointed by the Board;
- Two Town Councilors appointed by the Town Council;
- One local citizen appointed jointly by the County Commission and Town Council; and
- Non-voting members representing Wyoming DOT, Grand Teton National Park, and the Jackson Board of Education.

#### BENEFITS OF AN RTPO

- Establish a routine, structured setting for the Town, County and WYDOT to propose, evaluate and prioritize projects (all modes) for inclusion in the State Transportation Improvement Program (STIP).
- Improve coordination of transportation planning and design projects (e.g. future PEL studies, roadway design, etc.) between the Jackson Hole region and the State of Wyoming.
- Provide capability for routine public transit planning, including service planning, capital planning and grant applications, as well as long-term strategic planning.
- Provide capability for routine, ongoing Transportation Demand Management program.
- Provide a framework for coordination with Teton County, Idaho, the State of Idaho, the Greater Yellowstone Region, and adjacent Wyoming counties.
- Set the stage for dedicated, regional transportation funding source.

The Technical Advisory Committee (TAC) will serve in an advisory function to the Policy Board and be chaired by the RTPO executive director. It will be comprised of:

- RTPO staff as well as staff from the various Town and County transportation programs (engineering, pathways, transit, etc.);
- A representative from the Wyoming DOT;
- A representative of Grand Teton National Park; and
- Representatives of other organizations as determined by the Policy Board.

## RTPO VS. RTA

Establishing a Regional Transportation Authority (RTA) was considered as an alternative organizational structure. However, while Wyoming Statutes authorize formation of RTAs, this structure may be more limited than will be needed for the RTPO. The relevant Wyoming statute may be found at this link: <http://law.justia.com/codes/wyoming/2010/Title18/chapter14.html>

## RTPO Responsibilities

Specific responsibilities of the initial RTPO will include:

- Implement the Transportation Demand Management Program established by this Integrated Transportation Plan;
- Evaluate candidate projects for state and federal transportation funding and provide formal review and comment to Wyoming DOT in development of the State Transportation Improvement Program (STIP) on behalf of the Town and County;
- Provide monitoring and reporting of the key indicators established by this plan, including monitoring of progress toward major capital project benchmarks;
- Provide transit planning services to START including grant writing and grant applications;
- Absorb the Jackson Hole Community Pathways program; and
- Develop a transportation funding proposal as described below for consideration by the Town and County and for approval by voters.

## SECOND STAGE ORGANIZATION

The second stage of RTPO development could occur as an expansion triggered by passage of a dedicated local transportation funding source or by other events such as passage of federal legislation authorizing rural MPO-like transportation planning authorities. The second stage organization could also occur gradually over time as needed.

Eventually, the Town of Jackson and Teton County will add staff and funding to the RTPO to strengthen the local/regional capability to develop, monitor and fund transportation plans, programs, projects and other actions. The second stage RTPO will provide transportation planning and coordination services to the streets and public works programs of the Town and County, to START and to Wyoming DOT. It will have a formal role in prioritizing state transportation decisions, including updates to the STIP.

In the case Town and County voters approve a dedicated source of transportation funding, the RTPO will:

- Take on the role of prioritizing, allocating the new transportation funds;
- Be involved in traffic forecasting, environmental review processes for transportation projects, transit service and capital needs analysis and planning, and the pathways program;
- Be empowered to grant funds to the Town and County for local projects within their jurisdiction.

It will be important for the RTPO to establish the kind of “continuing, comprehensive and cooperative” transportation planning process currently assigned to Metropolitan Planning Organizations in metropolitan regions. The Policy Board and TAC will provide ample opportunity for direct and active involvement by Grand Teton National Park, the Jackson Hole Chamber of Commerce, Teton Village Association, Jackson Hole Mountain Resort, Snow King Resort, and other organizations and entities capable of representing stakeholders in transportation decision-making.

It may be appropriate for the RTPO to be involved in coordinating transportation planning and decision making across Teton County, Wyoming boundaries either through an expanded formal organization structure or through intergovernmental cooperation. This broader transportation planning and coordination role could embrace Teton County, Idaho; the Idaho Department of Transportation; Park, Lincoln or Sublette Counties in Wyoming; Yellowstone National Park; and other areas within the larger regional trip-shed.

## RTPO EXAMPLES

- **Roaring Fork Transportation Authority (RFTA), CO.** RFTA was established in 1983 under Colorado’s legislation authorizing “rural transportation authorities.” RFTA is a regional transit service provider in the Roaring Fork and Colorado River Valleys and is the second largest transit agency in Colorado. RFTA also owns and manages a 40+ mile regional multi-use pathway between Aspen and Glenwood Springs. See more: <http://www.rfta.com/>.
- **Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA), AZ.** NAIPTA was created pursuant to a statute modeled on the Colorado statute. NAIPTA operates a regional transit system that serves Flagstaff, Coconino County, and the Northern Arizona University campus. More details: <http://www.naipta.az.gov/>.



# 7. ACTION PLAN

## Strategic, Prioritized, Accountable

### OVERVIEW

This chapter includes two sections. The Implementation section provides an implementation schedule for the Plan, identifying timing and priorities for Plan elements found in chapters 2 – 6. The Funding the Plan section provides a blueprint for generating the increased funding that will be required for full implementation.

### IMPLEMENTATION

#### Immediate Actions (2015 - 2018)

##### General – All Chapters

- ☐ Develop a Community Capital Improvement Plan for transportation projects through a cooperative effort of the Town, County, Wyoming DOT, federal agencies and the school district. Incorporate the chartering process described in the Project Development section of Chapter 5.

##### Transit Development (Chapter 2)

###### **Facilities**

- ☐ Identify funding source and schedule for completion of the START maintenance facility.
- ☐ Initiate study of locations, design and costs of satellite maintenance facilities.
- ☐ Identify high priority locations for bus shelters and begin annual program of upgrades.
- ☐ Conduct a transit access needs study to determine potential demand for park 'n ride access to transit (both remote parking for commuter routes and peripheral/intercept parking for access to Town of Jackson) and also to identify potential needs for improvements to first and last mile access by active transportation modes (walking and bicycling). Document capital needs for potential capital funding.

###### **Town Shuttle**

- ☐ Expand and revise route structure, increase hours of service.

###### **Commuter Routes**

- ☐ Increase service on the Teton Valley, Idaho route by adding one run a day to the schedule.



**Corridor Routes**

- ☐ Increase winter service on the Teton Village route by adding peak hour express runs.
- ☐ Increase summer service on the Teton Village route by adding runs.
- ☐ Initiate coordination with Grand Teton National Park on a pilot program providing summer service between the Town and the Park.

**Transit Passes**

- ☐ Implement an expanded county-wide commuter pass program, working directly with employers.

Active Transportation (Chapter 3)**Town of Jackson Community Streets Plan (CSP)**

- ☐ Adopt the CSP (Council).
- ☐ Adopt new Land Development Regulations.
- ☐ Begin requiring compliance with CSP through development application review process.
- ☐ Begin implementing capital projects on schedule identified in the CSP.

**Teton County Community Streets Policy and Plan**

- ☐ Initiate development of a Teton County Community Streets Policy and Plan.

**Pathways Program**

- ☐ Update the Pathways Master Plan.
- ☐ Continue implementation of Pathways capital projects plan.

**Maintenance Practice**

- ☐ Implement enhanced winter maintenance practices.

**Activity Monitoring**

- ☐ Implement enhanced data collection to monitor active transportation activity levels.

Transportation Demand Management (Chapter 4)**Establish a Transportation Demand Management Program (TDM)**

- ☐ Create, fund and fill a TDM coordinator position.

**Parking Management**

- ☐ Update the 2003 Downtown Jackson downtown parking study.

**Commuters**

- ☐ Implement an expanded transit commuter pass program. Set pricing and policies.
- ☐ Begin working with large employers to implement commuter TDM strategies.

**New Development**

- ☐ Incorporate new TDM requirements for large projects in Land Development Regulations.



#### **Residents**

- ☐ Initiate outreach to parents and schools for active travel to and from school.

#### **Visitors**

- ☐ Coordinate with Travel and Tourism Board on enhanced visitor travel information.

#### **Travel Planning App**

- ☐ Develop a travel planning and monitoring app for use by residents, commuters and visitors and explore potential integration of this app with Wyoming's 511 highway information services.

### Major Capital Projects (Chapter 5)

#### **Capital Group 1 (WY-22)**

- ☐ Coordinate with WYDOT to add WY-22 and the "Y" Intersection to the STIP including new construction and smaller spot improvements to improve overall efficiencies.
- ☐ Coordinate with WYDOT to initiate concept planning and design of Capital Group 1.

#### **Capital Group 2 (WY-390)**

- ☐ Coordinate with WYDOT to add the southern section of WY-390 to the STIP including new construction and smaller spot improvements to improve overall efficiencies.
- ☐ Coordinate with WYDOT to initiate concept planning and design of the southern section of Capital Group 2.

#### **Capital Group 3 (Regional Connections)**

- ☐ Monitor trends based on benchmarks.

#### **Capital Group 4 (Local Connectivity)**

- ☐ Initiate concept planning and design for the Tribal Trails Connector and South Park Loop Road intersection improvements.
- ☐ Initiate location study and corridor plan for a South Park East-West Connector.
- ☐ Coordinate with WYDOT on design concept for Maple Way/US-26 intersection.
- ☐ Initiate final design, fund and build Snow King – Maple Way Corridor enhancements.

#### **Wildlife Protection**

- ☐ Complete the Teton County Wildlife Crossing Plan.

### Regional Transportation Planning Organization (RTPO – Chapter 6)

#### **First Stage Organization**

- ☐ Create, fund and fill an executive director position (could initially overlap with TDM coordinator position).
- ☐ Establish Policy Board and make appointments.
- ☐ Establish Technical Advisory Committee and make appointments.
- ☐ Initiate TDM program (see Transportation Demand Management, above.)
- ☐ Consolidate Pathways program into RTPO.
- ☐ Initiate monitoring and reporting of key indicators.

- ☐ Provide planning support to START and Pathways program.
- ☐ Initiate development of transportation funding proposal.

## High Priority Actions (2015 - 2024)

### Transit Development (Chapter 2)

#### ***Facilities***

- ☐ Fund and complete construction of START maintenance facility.
- ☐ Design and begin acquisition and development of satellite maintenance facilities.
- ☐ Continue upgrading high priority locations for bus shelters.

#### ***Town Shuttle***

- ☐ Increase frequency of service and disaggregate loop routes.

#### ***Commuter Routes***

- ☐ Continue increasing service on the Teton Valley, Idaho route by adding runs to the schedule.
- ☐ Increase service on the Star Valley route by adding runs to the schedule.
- ☐ Increase service to Wilson and add service to South Park by providing both local and express commuter runs

#### ***Corridor Routes***

- ☐ Continue increasing summer and winter service on the Teton Village route.
- ☐ Initiate federal Small Starts planning process for BRT service between Town of Jackson and Teton Village.
- ☐ Initiate a 2 – 3 year pilot program of summer service between the Town and Grand Teton National Park.

### Active Transportation (Chapter 3)

#### ***Town of Jackson Community Streets Plan (CSP)***

- ☐ Continue requiring compliance with CSP in development application review process.
- ☐ Continue implementing capital projects on schedule identified in the CSP.

#### ***Teton County Community Streets Policy and Plan***

- ☐ Adopt and begin implementation of a Teton County Community Streets Policy and Plan.

#### ***Pathways Program***

- ☐ Continue implementation of Pathways capital projects plan.

#### ***Maintenance Practice***

- ☐ Continue enhanced winter maintenance practices.

#### ***Activity Monitoring***

- ☐ Continue enhanced data collection to monitor walk and bike activity levels.



#### Transportation Demand Management (Chapter 4)

##### ***Commuters***

- ☐ Continue working with employers to implement commuter TDM strategies.
- ☐ Develop and support employer TDM network, including quarterly meetings.
- ☐ Schedule and host annual special events and promotions.
- ☐ Implement guaranteed ride home program.
- ☐ Keep up with technology in transit pass programs.

##### ***Residents***

- ☐ Continue outreach to parents and schools for active travel to and from school.

##### ***Visitors***

- ☐ Continue working with Travel and Tourism Board on enhanced visitor travel information.

#### Major Capital Projects (Chapter 5)

##### ***Capital Group 1 (WY-22)***

- ☐ Coordinate with WYDOT to reconstruct WY-22 and the "Y" Intersection.

##### ***Capital Group 2 (WY-390)***

- ☐ Coordinate with WYDOT to reconstruct the southern section of WY-390.

##### ***Capital Group 3 (Regional Connections)***

- ☐ Monitor trends based on benchmarks.

##### ***Capital Group 4 (Local Connectivity)***

- ☐ Construct Tribal Trails Connector and South Park Loop Road intersection improvements.
- ☐ Construct a South Park East-West Connector.
- ☐ Reconstruct Maple Way/US-26 intersection.

#### Regional Transportation Planning Organization (RTPO – Chapter 6)

##### ***Second Stage Organization***

- ☐ Go to the voters for approval and implement expanded funding of the regional transportation program.
- ☐ 2019 – prepare a technical update (data only) of the ITP
- ☐ 2024 – prepare a complete update of the ITP.



## Benchmarked Actions (2025 - 2035)

### Transit Development (Chapter 2)

#### **Facilities**

- ☐ Continue upgrading high priority locations for bus shelters.

#### **Commuter Routes**

- ☐ Continue increasing service on the Teton Valley, Idaho route.
- ☐ Continue increasing service on the Star Valley route.

#### **Corridor Routes**

- ☐ Implement BRT service between Town of Jackson and Teton Village.

### Major Capital Projects (Chapter 5)

#### **Capital Group 3 (Regional Connections)**

- ☐ Monitor trends based on benchmarks.

## FUNDING THE PLAN

The transportation partners (Town, County and Wyoming DOT) are not currently funded at levels that would support implementation of this Integrated Transportation Plan. Funding the plan will require a strategic approach based on the following assumptions and principles:

#### **Federal Funding**

The federal surface transportation program will continue to be uncertain. Federal funding levels will decline over the near term. In particular, the potential exists for declines in transit capital funding. Discretionary grant programs (TIGER, etc.) may continue to be funded, but will be hard to predict. At the same time, there are grant opportunities in programs outside US DOT, including the Departments of Agriculture and Energy and EPA that the partners will investigate and pursue.

#### **Project Development**

The adage that “money comes to plans faster than plans come to money” is nowhere more true than in local and regional transportation. The partners will work to establish an inventory of high-priority, “shovel-ready” capital projects in support of an opportunistic approach to meeting the funding challenge. These will include a range of modal projects and a range of project sizes to improve the potential for a successful match between funding opportunities and candidate projects.

#### **Dedicated Transit Funding**

About  $\frac{3}{4}$  of transit system costs are incurred for operations and maintenance. Regional transit systems in western states (for example RFTA, EcoTransit and Summit Stage in Colorado, NAIPTA in Arizona) have gained traction and managed to keep up with demand only when local, dedicated sources of operations funding have been put in place. This is one of the highest priorities in Jackson Hole.

## Capital Funding

Infrastructure programs like transportation (and water, sewer, electrical service, etc.) tend to languish and fail to keep up with demand if funding is uncertain. Only where stable, predictable flows of capital funding are made available are transportation agencies able to plan and manage multi-year capital projects. The Town and County will establish a revenue stream for regional transportation capital projects. This funding will be dedicated to regional projects and will be programmed and managed by the RTPO (see Chapter 6), with the following priorities:

- Transit capital, including completion of the consolidated maintenance facility;
- Capital project development (see Project Development, above);
- Capital Groups 1 – 4, in partnership with Wyoming DOT; and,
- Regional transportation planning and management.

## Private Sector

The RTPO will reach out to the private sector, including especially employers and the tourism industry, to draw them into active involvement in implementation of the transportation program. This effort will initially focus on the larger employers and on collaboration with the Jackson Hole Chamber of Commerce.

## Transparency and Accountability

The partners will work to establish a routine system of monitoring and reporting of regional transportation system demand and performance. This will be the responsibility of the RTPO (Chapter 6) and will ensure a stable foundation of public support for the regional transportation program.

## Available Funding Sources

Potential sources of funding for Plan implementation are shown in Table 7-1. An analysis of suitability of the various potential sources for specific Plan priorities is described below.

**Table 7-1. Potential Funding Sources**

| Funding Source                                              | Current Tax Rate                                                                | Revenue                                                                                                                                         | Details                                                                                                                                                                                                                                                                             |
|-------------------------------------------------------------|---------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>General County-Wide Sales Tax</b>                        | 4¢ State + 2¢ Teton County (1¢ General Purpose, 1¢ Special Purpose/SPET)        | Each 1¢ sales tax in Teton County generates about \$11.2 million annually                                                                       | <ul style="list-style-type: none"> <li>• Local sales tax revenue is shared between the County and Town based on population</li> <li>• County could impose additional 1¢ general purpose sales tax with vote of the public</li> </ul>                                                |
| <b>Lodging Tax</b>                                          | 2¢                                                                              | Each 1¢ lodging tax in Teton County generates about \$2.3 million annually                                                                      | <ul style="list-style-type: none"> <li>• In Teton County lodging tax revenue must be allocated 60% for tourism promotion, 10% for general purposes, and 30% for visitor impacts</li> <li>• A lodging tax extension was approved by Teton County voters in November, 2014</li> </ul> |
| <b>General County-Wide Property Tax</b>                     | 9 mils for general fund purposes; total levies up to 60 mils on some properties | Each 1 mil property tax in Teton County generates about \$2.4 million annually (applied to properties in the County and in the Town of Jackson) | <ul style="list-style-type: none"> <li>• County general purpose maximum levy is 11 mils</li> <li>• Town of Jackson does not impose a property tax for general funding purposes</li> </ul>                                                                                           |
| <b>Regional Transportation Authority (RTA) Property Tax</b> | Not implemented in Teton County                                                 | Each ½ mil county-wide (including town) would produce about \$1.2 million annually                                                              | <ul style="list-style-type: none"> <li>• Authorized by Title 18, Chapter 14, Wyoming Statutes – up to ½ mil</li> <li>• Must be applied county-wide; multi-county RTAs are allowed</li> </ul>                                                                                        |

## **Funding Source Suitability**

It will be important for the Town and County to be strategic in designing a funding program for this Plan. The following suitability analysis will guide local discussion, debate and development of a funding strategy.

### ***Sales Tax***

Sales tax receipts can be more volatile than property tax receipts as economic cycles play out, but in Teton County will offer more opportunity for growth. Accordingly sales taxes represent an appealing source of funding for capital programs (all modes) but seem less ideal for transit operations and maintenance, where volatility can be problematic. One appeal of this revenue source is the fact that a significant portion of sales tax revenues in Teton County are paid by visitors and tourists. However, the most important characteristic of a sales tax is the sheer amount of revenue it produces.

### ***Lodging Tax***

It makes sense to look to a lodging tax increase as a way to fund part of the cost of transit capital and operations, as well as bicycle and pedestrian capital projects. Peak demand in Jackson Hole is clearly produced by the seasonal influx of visitors and tourists, which creates a significant amount of the unmet financial need in state and regional transportation programs. However, the lodging tax as a source may not be readily scalable, since only 30 – 40% of revenues from a tax increase could be made available for transportation programs, creating a surge in tourism promotion that would have to be explained as part of asking for voter approval.

### ***General County-Wide Property Tax***

An argument can be made that property taxes are a logical source of funding for transit operations and maintenance because good transit service is an essential utility, much like water, sewer, and emergency response services. Also, this revenue source is relatively stable over time, which helps avoid the challenges a transit program can face during a recession, when revenues from sales taxes and lodging taxes decline at the same time that ridership demand increases. Property taxes are also a good source of revenue for road and street maintenance, but that approach is clouded in this instance due to the legacy of the Town not applying a property tax and the difficulty of proposing that County landowners pay for Town street maintenance.

### ***Regional Transportation Authority (RTA) Property Tax***

This is essentially the same as the County-wide property tax described above, but would be tied to the provisions of Wyoming's RTA statute. This statute was designed to enable multi-county transit agencies, which could be a part of Teton County's future, but is off-target for near-term Jackson Hole needs. In any event the RTA property tax is limited to ½ mill, which is not enough revenue to warrant the effort.

### ***Private Sector***

Finally, while not a tax source, there should be a role for the private sector in funding the transit system. The most direct way to do this in Jackson Hole will be to expand private employer participation in buying transit passes for commuters, a topic addressed in Chapter 2 (Transit Development Plan) and Chapter 4 (TDM).

## **Gap Analysis**

To achieve full implementation of this Plan, increased funding beyond existing sources will be needed to address the following major priorities:

- transit service expansion – capital and operations and maintenance (O&M) costs;
- local roadway projects (e.g., Maple Way/Snow King); and,
- continued investment in pathways as well as bike lane and pedestrian improvements.

All of the major roadway projects described in this Plan are state highways that would be funded from state and federal revenue sources. It is also possible that elements of certain local projects could be supported in part with state and federal highway funding – a new intersection at Maple Way and US-26, a new intersection at WY-22 and the Tribal Trails Connector, etc.

This Plan also calls for increases in spending for local pathways, sidewalks, and streets. While the exact amount of these capital costs would not be known until project design is completed, an increase in capital spending of \$2 million annually would quickly accomplish many of the objectives identified in the Plan.

Growing and improving transit services will represent the largest single cost facing the Town and County. Federal transit funding should provide much of the capital costs – including completion of the transit maintenance facility (which probably cannot be funded from local sources). However, the level of START operations and maintenance (O&M) funding needed by 2024 will require a new source of local revenue.

Table 2-2 in Chapter 2 provides cost estimates for transit expansion. Table 7-2 below shows the net revenue increases required for this expansion. By 2024, a net increase in local transit capital and O&M funding of about \$2.7 million would be required annually (above 2013 budget levels). Much of the capital cost (80%) would be funded with federal funds – which will grow as the transit system grows. An increased share of the O&M costs would be met by increasing START’s operating ratio from 23% to 30% – a direct outcome of implementing the transportation demand management program (Chapter 3).

If Town and County voters were to approve a 1¢ increase in the local sales tax, the increased funding required for transit implementation to 2024 could be met with well less than half of the (\$11M) proceeds of the additional 1¢, leaving significant funding for other transportation projects and yet allowing for half of the new sales tax proceeds to be invested in affordable housing. So, while the transit costs are daunting, they are well within the scope of potential local action to address funding.

However, the transit funding gap will widen further between 2024 and 2035, and sometime after 2024 additional funding for transit will be required. One of the major issues to be addressed in the next Integrated Transportation Plan Update (to be developed in 2024) will be how to meet this need. Additional revenue sources – local property taxes, lodging taxes, an RTA tax – would be available and should be considered. However, for purposes of this Action Plan, it is clear that sufficient funding capacity is technically available for the Town, County and WYDOT to fully implement the “Immediate” and “High Priority” projects and programs required by 2024.

**Table 7-2. START Budget Increases (in millions)**

| Budget Items                                       | 2013 Budget | 2024 Estimate | Net Increase <sup>3</sup> | 2035 Estimate | Net Increase <sup>4</sup> |
|----------------------------------------------------|-------------|---------------|---------------------------|---------------|---------------------------|
| <b>Operations &amp; Maintenance (O&amp;M) Cost</b> | \$2.9       | \$6.6         | \$3.7                     | \$14.6        | \$11.7                    |
| <b>Local Share Cost<sup>1</sup></b>                | \$0.3       | \$0.6         | \$0.3                     | \$1.2         | \$0.9                     |
| <b>Total Cost</b>                                  | \$3.2       | \$7.2         | \$4.0                     | \$15.8        | \$12.6                    |
| <b>Operating Revenue<sup>2</sup></b>               | \$0.7       | \$2.0         | \$1.3                     | \$4.4         | \$3.7                     |
| <b>Local Funding Required</b>                      | \$2.5       | \$5.2         | \$2.7                     | \$11.4        | \$8.9                     |

1. 20% local share/80% federal share

2. 23% of O&M in 2013, 30% in 2024 and 2035

3. 2024 compared to 2013

4. 2035 compared to 2013



# Appendix F

## List of Strategies







# List of Strategies

## Appendix F

### Strategies (√ = complete)

The community should undertake the following strategies in the initial implementation of the policies of our Common Values. 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 with a check mark indicate those that have been completed since 2012

### Chapter 1. Stewardship of Wildlife, Natural Resources, and Scenery

#### *General Strategies*

- 1.G.S.1: Identify appropriate indicators that measure achievement of the Chapter goal. For example, measuring stewardship of natural resources may include establishing indicators for percent change of site development within the Town and County, or tracking contaminant loading from wastewater discharge at the Town of Jackson treatment facility.
- 1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward goals related to this chapter.

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

- √1.1.S.1: Create a vegetation cover map that can be used to help inform the identification of relative criticalness of habitat types. In the interim, as focal species are being identified, work with Wyoming Game and Fish and other partnering agencies and entities to update the mapping that provides a general indication of the location of the Natural Resources Overlay (NRO), based on current protection of critical "species of special concern" habitat.
- √1.1.S.2: Identify focal species that are indicative of ecosystem health and determine important habitat types for those species. Evaluate habitat importance, abundance, and use to determine relative criticalness of various habitat types.
- 1.1.S.3: Establish a monitoring system for assessing the singular and cumulative impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.
- 1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.

- 1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connectivity and update as needed.
- 1.1.S.6: Identify areas for appropriate ecological restoration efforts.
- √1.1.S.7: Identify areas appropriate for roadway underpasses, overpasses, speed reductions, or other wildlife-vehicle collision mitigation measures in heavy volume wildlife-crossing areas.
- 1.1.S.8: Develop an ecosystem stewardship education program to further the goals of the community and establish community buy-in.
- 1.1.S.9: Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.

*Strategies to preserve and enhance surface water and ground water quality (Principle 1.2)*

- 1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.
- 1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near significant waterbodies.
- 1.2.S.3: Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.
- 1.2.S.4: Implement and periodically update the Flat Creek Watershed Management Plan.
- 1.2.S.5: Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.
- 1.2.S.6: Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.
- 1.2.S.7: Educate our community on the importance of water quality protection and our sole source aquifer.
- 1.2.S.8: Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.

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



- 1.3.S.1: Evaluate and remap the Scenic Resources Overlay based on the accumulated knowledge of potential visual impacts and identify expanded viewsheds to which the SRO will apply.
- 1.3.S.2: Evaluate and amend lighting standards based on dark skies best practices.
- 1.3.S.3: Update the public lighting standards to match the dark skies standards adopted in the Land Development Regulations.

### *Strategies to protect and steward open space (Principle 1.4)*

- √ 1.4.S.1: Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Reconsider applicability of the PRD tool on smaller (35- to 120-acre) parcels. Consider incentives in addition to density bonuses, including house size, locations, guesthouses, and other options.
- 1.4.S.2: Evaluate and update agricultural exemptions and incentives to encourage continued agricultural conservation of open space. Support exemptions and provide incentives to enable the continuation of agriculture.
- √ 1.4.S.3: Explore non-development incentives for the permanent protection of open space.
- √ 1.4.S.4: Explore the establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.
- 1.4.S.5: Evaluate and update the definition of publicly valuable open space to include the provision of active recreation opportunities in less critical habitat to relieve recreation pressure in areas of more critical habitat, and manage public lands access.
- 1.4.S.6: Reevaluate the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.
- 1.4.S.7: Periodically revisit the rural conservation development options (Rural PRD, Floor Area Option) to ensure conservation, housing, and transportation goals are met and to explore new tools.
- 1.4.S.8: Evaluate private land recreation needs and management to relieve the impact on public lands.

## Chapter 2. Climate Change

### *General Strategies*

- 2.G.S.1: Update Chapter 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation to establish the Town and County's position as a leading sustainable and adaptable community. As part of the Chapter Update, consider updating the Chapter Goal. Also consider the impacts and opportunities presented by our tourism-based economy.
- 2.G.S.2: Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should outline implementation responsibilities, and include adaption measures specific to the potential impacts of climate change on our economy.
- 2.G.S.3: Promote community-wide and targeted education about methods and techniques that can be applied at individual and organizational levels to reduce impacts on our environment, and ensure the inclusion of resorts and visitors in that outreach.

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

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

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

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

### *Strategies to reduce energy consumption through transportation (Principle 2.3)*

See Strategies 7.1.S.1 through 7.1.S.11 and 7.2.S.1 through 7.2.S.6.

- 2.3.S.1: Promote and incentivize the increased use of electric modes of transportation (bikes, buses, cars).
- 2.3.S.2: Develop a County Energy Mitigation Program that addresses the induced transportation demand required to maintain certain site designs or features.

*Strategies to increase energy efficiency in buildings (Principle 2.4)*

- 2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.
- 2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives for government operations and new private construction to use energy efficiency best practices.
- √ 2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate in a communitywide energy retrofit program.
- 2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness of the benefits of the use of sustainable construction materials.
- 2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.
- 2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings and consume less energy.
- 2.4.S.7: Explore a policy commitment that every public building and vehicle will be zero-emission.
- 2.4.S.8: Update the County Energy Mitigation Program to encourage energy conservation in buildings.

*Strategies to conserve energy through waste management and water conservation (Principle 2.5)*

- 2.5.S.1: Implement a sliding scale water pricing structure.
- √ 2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including communitywide curbside recycling.
- √ 2.5.S.3: Develop a program to guide waste reduction in the County
- 2.5.S.4: Update landscaping LDRs to encourage water conservation.
- 2.5.S.5: Reduce energy consumption in wastewater treatment through the use of the most energy efficient treatment methods and technology to discharge effluent that exceeds the quality of the receiving waters.

## Chapter 3. Responsible Growth Management

### *Strategies to direct growth out of habitat, scenery, and open space (Principle 3.1)*

- √ 3.1.S.1: Evaluate and update land development regulations in Rural Areas to better protect wildlife habitat, habitat connections, scenic vistas and rural character.
- √ 3.1.S.2: Explore tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County.
- 3.1.S.3: Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses outside of Complete Neighborhoods.
- √ 3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County.
- 3.1.S.5: Develop tools to reduce ecosystem impacts and preserve existing workforce housing in Conservation Subareas.
- 3.1.S.6: Review the CN-PRD and evaluate methods to promote its use, including a CN-PRD catalyst project; explore additional tools for transferring development potential out of Preservation and Conservation Subareas of ecological significance into Stable and Transitional Subareas in the Town and County.

### *Strategies to enhance suitable locations as Complete Neighborhoods (Principle 3.2)*

- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use.
- 3.2.S.4: Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round Complete Neighborhood that includes more locally-oriented nonresidential uses and allows for additional units in exchange for conservation of Rural Areas.
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.6: Evaluate and update design regulations to encourage quality public space.



- 3.2.S.7: Coordinate with a public art task force to write a public art plan for the community.
- 3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.
- 3.2.S.9: Explore reduced development/utility fees in Complete Neighborhoods.
- 3.2.S.10: Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals but is also consistent with all three common values.

### *Strategies to manage growth predictably and cooperatively (Principle 3.3)*

- √ 3.3.S.1: Consider a joint Town and County staff person to execute an Adaptive Management Program and otherwise implement the Comprehensive Plan.
- 3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.
- √ 3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.
- 3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.
- 3.3.S.5: Begin neighborhood planning of (see Policy 3.3.c) Northern South Park. The neighborhood planning effort should include:
- An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
  - Reference Town zoning concepts for guidance and use Town infrastructure standards; and
  - A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.
- 3.3.S.6: Consider adding a joint Town/County staff position with a focus on management and reporting of data.

### *Strategies to limit development in naturally hazardous areas (Principle 3.4)*

- 3.4.S.1: Study and map avalanche and landslide areas.
- √ 3.4.S.2: Update and refine Urban Wildlife Interface and steep slopes maps.
- 3.4.S.3: Evaluate and update development regulations for naturally hazardous areas based on mapping.

## Chapter 4. Town as the Heart of the Region – The Central Complete Neighborhood

### *Strategies to maintain Town as the central Complete Neighborhood (Principle 4.1)*

- 4.1.S.1: Evaluate and update base zoning requirements and performance tools consistent with principles, policies and Character Districts.
- √ 4.1.S.2: Evaluate and update regulations to allow and promote an 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: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.
- 4.2.S.6: Explore allowing a fourth floor for workforce housing, within existing height allowances, in Subarea 2.3 Downtown.
- 4.2.S.7: Explore developing pedestrian zones Downtown.
- 4.2.S.8: Catalyze the redevelopment of Subarea 2.6 Mixed Use Office and Residential.
- 4.2.S.9: Revisit Subarea 2.5: North Cache Gateway, given the habitat value in the Subarea.

### *Strategies to develop desirable residential neighborhoods (Principle 4.3)*

- √ 4.3.S.1: Initiate neighborhood plans for Transitional Subareas.
- √ 4.3.S.2: Identify locations for locally-oriented nonresidential use.
- 4.3.S.3: Remove barriers and catalyze development in existing high-density zones through impact infrastructure investment and support for projects that utilize housing incentives.
- 4.3.S.4: Develop neighborhood plans for transitional subareas that address easing the transition

for existing residents.

4.3.S.5: Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:

- An analysis of the appropriate amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);
- Discussion of the future location of the Teton County Fair; and
- A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

*Strategies to enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)*

4.4.S.1: Coordinate with a public art task force to write a public art plan for the community.

4.4.S.2: Initiate gateway plans for the three community entrances.

4.4.S.3: Evaluate and update design regulations to encourage quality public spaces.

4.4.S.4: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features.

4.4.S.5: Develop a Flat Creek Corridor Overlay to addresses the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.

4.4.S.6: Evaluate future active use of Karns Meadow.

*Strategies to preserve historic structures and sites (Principle 4.5)*

4.5.S.1: Define criteria to identify historic buildings and sites.

## Chapter 5. Local Workforce Housing

### *General Strategies*

5.G.S.1: Define and develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8.

### *Strategies to house a diverse population locally (Principle 5.1)*

√ 5.1.S.1: Evaluate qualifying criteria for subsidized housing and update as necessary based on full-time workers, and continue to give priority to critical service providers.

- 5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education about the value of workforce housing.
- 5.1.S.3: Evaluate moving from standard deed restriction back to the modifiable template through the annual Rules and Regulations Update.

### *Strategies to predictably locate a variety of housing types (Principle 5.2)*

- √ 5.2.S.1: Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on multi-family housing.
- 5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations.
- 5.2.S.3: Make impactful investments in infrastructure and catalyst investments in housing projects located in transitional subareas.
- 5.2.S.4: Explore allowances for temporary housing and tiny homes.

### *Strategies to reduce the shortage of housing that is affordable to the workforce (Principle 5.3)*

- √ 5.3.S.1: Complete a new nexus study for the establishment of sliding scale mitigation requirements.
- √ 5.3.S.2: Update current mitigation requirements as necessary.
- 5.3.S.3: Update the Employee Generation Nexus Study (created by 5.3.S.1) to look at the full range of employee generation and the full range of associated impacts, including generated employees who are not linked to a traditional “brick and mortar” physical address..
- 5.3.S.4: Revisit housing mitigation requirements (created by 5.3.S.2) upon the update of the Employee Generation Nexus Study (5.3.S.3).

### *Strategies to establish a balanced housing program (Principle 5.4)*

- √ 5.4.S.1: Adopt a 10-year coordinated workforce housing implementation plan/action plan.
- √ 5.4.S.2: Evaluate the appropriate governmental structure for the Housing Authority.
- 5.4.S.3: Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing.
- √ 5.4.S.4: Evaluate and update existing workforce housing incentives.
- 5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax.



- 5.4.S.6: Continue to pursue State and Federal grants to fund the development of workforce housing.
- 5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to increase the supply of workforce housing.
- 5.4.S.8: Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals.
- 5.4.S.9: Actively enforce short-term rental prohibition in the County.
- 5.4.S.10: Explore the dedication of more staff and funding to the Housing Supply Program
- 5.4.S.11: Implement the workforce housing projects, programs, and partnerships that are annually identified in the Housing Supply Plan.

## Chapter 6. A Diverse and Balanced Economy

### *General Strategies*

- 6.G.S.1: Update and revise Chapter 6 so that it articulates a clear community economic vision that is consistent with the rest of the Plan.

### *Strategies to measure prosperity in natural and economic capital (Principle 6.1)*

- 6.1.S.1: Market the community as a "green" location to visit, live, and work, and promote businesses based on eco-tourism.

### *Strategies to promote a stable and diverse economy (Principle 6.2)*

- 6.2.S.1: Explore cultural tourism and other opportunities to fill existing capacity for lodging accommodations and services during the shoulder seasons.
- √6.2.S.2: Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second homeowners, and retirees.
- 6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.
- 6.2.S.4: Explore connecting the implementation of Chapter 6 to the Travel & Tourism Board and Chamber of Commerce funding.
- 6.2.S.5: Create and maintain a local cost of living index.

### *Strategies to create a positive atmosphere for economic development (Principle 6.3)*

- 6.3.S.1: Explore tools to promote economic development that does not require the investment of local funds.
- 6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle-income jobs and promote entrepreneurship.
- 6.3.S.3: Explore tools to connect local consumers to local suppliers.
- 6.3.S.4: Collect data on livable wages as another option for mitigating the impacts of employment generation in the updated employee generation nexus study.
- 6.3.S.5: Support local employees through efforts of making housing, daycare, and other needs more accessible and affordable.

## Chapter 7. Multimodal Transportation

### *Strategies to meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure (Principle 7.1)*

- 7.1.S.1: Consider a seventh cent sales tax, additional mil property tax, or other funding sources for the provision of infrastructure for alternative transportation modes.
- 7.1.S.2: Consider adopting “complete streets” and/or “context-sensitive” policies and updated road design standards for all roadways.
- 7.1.S.3: Work with WYDOT to have “complete streets” and/or “context sensitive” policies incorporated into all WYDOT roadways within the community.
- 7.1.S.4: Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.
- 7.1.S.5: Prepare comments and recommendations on the WYDOT State Transportation Improvement Plan (STIP).
- 7.1.S.6: Pursue transit service between Jackson and the airport/Grand Teton National Park, and other strategic route expansions.
- 7.1.S.7: Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other critical pathways identified in the Pathways Master Plan.
- 7.1.S.8: Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets.
- √ 7.1.S.9: Consider developing a Community Streets Plan that acts as a guide for the process of

developing and retrofitting the street network within the Town of Jackson.

- 7.1.S.10: Support the year-round use of pedestrian infrastructure through regular maintenance, including winter clearing of trails and pathways.

*Strategies to emit less greenhouse gasses from vehicles than in 2012 (Principle 7.2)*

- 7.2.S.1: Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.
- 7.2.S.2: Create a Countywide Transportation Demand Management (TDM) program, which may include efforts to:
- Educate the community on alternative transportation options and benefits.
  - Pursue home mail delivery.
  - Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school.
  - Establish a trip reduction coordinator to work with employers to reduce trips and facilitate rideshare.
- 7.2.S.3: Implement the Wildlife Crossings Master Plan.
- 7.2.S.4: Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.
- 7.2.S.5: Consider specific provisions for current planning review to require walk, bike, carpool, and transit components in new development.
- 7.2.S.6: Explore fare-free START bus service.

*Strategies to coordinate transportation planning regionally (Principle 7.3)*

- √ 7.3.S.1: Develop a Countywide Integrated Transportation Plan
- 7.3.S.2: Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.
- 7.3.S.3: The TAC, partner agencies, and non-profits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators.
- √ 7.3.S.4: Continue START service to Teton County, Idaho, and Lincoln County, Wyoming, and explore other measures to limit the impacts of commuters on the ecosystem and the region.

- √ 7.3.S.5: Explore the establishment of a joint Town-County Transportation Planning Department.
- 7.3.S.6: Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.
- 7.3.S.7: Consider hiring a staff person and/or additional staff infrastructure and capacity to implement the goals and strategies of this Chapter.

## Chapter 8. Quality Community Service Provision

### *Strategies to maintain current, coordinated service delivery (Principle 8.1)*

- 8.1.S.1: Use budgeting to affirm desired service levels from government service providers that address all policies of Principle 8.1.
- 8.1.S.2: Coordinate with independent service providers to understand their service delivery plans, especially those service providers seeking local government funding.
- 8.1.S.3: Identify critical services and services requiring redundancy in service provision.
- 8.1.S.4: Develop a Principle that addresses stable funding, additional revenue, and a policy for how to use the Special Purpose Excise Tax (SPET).
- 8.1.S.5: Create a portal or clearinghouse where the community can quickly learn more about the various services available in the community.
- 8.1.S.6: Explore the provision of housing for public employees to support a greater ability for public employees to live in the community for which they work.
- 8.1.S.7: Explore the affordability of community services to support equitable access throughout the Town and County.

### *Strategies to coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)*

- 8.2.S.1: Coordinate the creation and maintenance of communitywide Major Capital Project List for all services listed in Principle 8.1.
- 8.2.S.2: Update exaction and impact fee nexus studies.
- 8.2.S.3: Evaluate and update development exaction regulations and impact fee requirements.
- 8.2.S.4: Identify appropriate locations for infrastructure before it is needed by projecting the location of future growth.



# Appendix G

## Statutory

## Authorization





# Statutory Authorization

## Appendix G

### Town of Jackson

*15-1-503. Master plan; adoption; concurrent action; contents; amendment.*

(a) The commission, after holding public hearings, shall adopt and certify to the governing body a master plan for the physical development of the municipality. If the plan involves territory outside the city or town, action shall be taken with the concurrence of the board of county commissioners or county planning commission, or other municipal legislative body concerned. The master plan, with the accompanying maps, plats, charts and descriptive and explanatory matter shall show the:

- (i) Commission's recommendations for the development and may include the general location, character and extent of streets, bridges, viaducts, parks, waterways and waterfront developments, playgrounds, airports and other public ways, grounds, places and spaces;
- (ii) General location of public buildings and other public property;
- (iii) General location and extent of public utilities and terminals, whether publicly or privately owned, for water, light, power, heat, sanitation, transportation, communication and other purposes;
- (iv) Acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment, or change of use of any public ways, grounds, places, spaces, buildings, properties, utilities or terminals;
- (v) Zoning plan for the regulation of the height, area, bulk, location and use of private and public structures and premises, and of population density;
- (vi) General location, character, layout and extent of community centers and neighborhood units; and
- (vii) General character, extent and layout of the replanning of blighted districts and slum areas.

(b) The commission may amend, extend or add to the plan or carry any part or subject matter into greater detail.

*15-1-504. Master plan; preparatory surveys and studies; general purpose.*

In preparing the master plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality and its environs. The plan shall be made for the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will best promote the general welfare as well as efficiency and economy in the process of development.

*15-1-505. Master plan; manner of adopting generally; certification thereof.*

The commission may adopt the master plan in parts as the plan progresses or as a whole. Any part of the plan shall correspond generally with one (1) or more of the functional subdivisions of the subject matter thereof. The adoption of the plan or any part, amendment or addition shall be by resolution carried by the affirmative vote of not less than a majority of the commission. The resolution shall refer expressly to the maps, descriptive matter and other matters intended by the commission to form the whole or part of the plan. The action taken shall be recorded on the adopted plan or part thereof over the signature of the secretary of the commission. A copy of the plan or part thereof shall be certified to the governing body.

*15-1-506. Master plan; construction to conform, be approved; overruling disapproval; time limitation.*

(a) If the governing body has adopted the master plan or any part thereof, no street, park or other public way, ground, place or space, public building or structure or public utility, whether publicly or privately owned, may be constructed until its location and extent conform to the plan and have been approved by the commission. If disapproved, the commission shall communicate its reasons to the governing body which by a vote of not less than a majority of its membership may overrule the disapproval. If overruled, the governing body or the appropriate board or officer may proceed. However, if the public way, ground, place, space, building, structure or utility is one which the governing body, or other body or official of the municipality may not authorize or finance, then the submission to the commission shall be by the board or official having that jurisdiction, and the commission's disapproval may be overruled by that board by a majority vote or by that official. The acceptance, widening, removal, extension, relocating, narrowing, vacation, abandonment, change of use, acquisition of land for, or sale or lease of any street or other public way, ground, place, property or structure may be similarly overruled.

(b) If the commission fails to act within thirty (30) days after the proposal has been submitted to it, the proposal is deemed approved, unless a longer period is granted by the governing body or other submitting body, board or official.

## Teton County

*18-5-201. Authority vested in board of county commissioners; inapplicability of chapter to incorporated cities and towns and mineral resources.*

To promote the public health, safety, morals and general welfare of the county, each board of county commissioners may regulate and restrict the location and use of buildings and structures and the use, condition of use or occupancy of lands for residence, recreation, agriculture, industry, commerce, public use and other purposes in the unincorporated area of the county. However, nothing in W.S. 18-5-201 through 18-5-207 shall be construed to contravene any zoning authority of any incorporated city or town and no zoning resolution or plan shall prevent any use or occupancy reasonably necessary to the extraction or production of the mineral resources in or under any lands subject thereto.



*18-5-202. Planning and zoning commission; composition; residency requirements, terms and removal of members; vacancies; rules; record; meetings to be public; secretary; preparation and amendments; purpose; certifications and hearing; amendments.*

(a) Each board of county commissioners may by resolution create and establish a planning and zoning commission. The commission shall be composed of five (5) members appointed by the board at least three (3) of whom shall reside in the unincorporated area of the county, provided that this provision shall not affect the membership composition of any existing commission. The terms of the members appointed to the first planning and zoning commission shall be of such length and so arranged that the terms of one (1) member will expire each year, and thereafter each member shall be appointed for a term of three (3) years. Any member of the commission may be removed for cause other than politics or religion and after public hearing by the board of county commissioners. If a vacancy occurs in the commission the board of county commissioners shall fill the vacancy by appointment for the unexpired term. The planning and zoning commission shall organize within thirty (30) days after its establishment, shall adopt rules for the transaction of its business and keep a record of its actions and determinations. Three (3) members shall constitute a quorum for the transaction of business. All meetings, records and accounts of the commission shall be public. The county clerk shall serve as secretary to the commission.

(b) The planning and zoning commission may prepare and amend a comprehensive plan including zoning for promoting the public health, safety, morals and general welfare of the unincorporated areas of the county, and certify the plan to the board of county commissioners. Before certifying its plan or amendments thereto to the board the commission shall hold at least one (1) public hearing. Notice of the time and place of hearing shall be given by one (1) publication in a newspaper of general circulation in the county at least thirty (30) days before the date of the hearing. Any person may petition the planning and zoning commission to amend any zoning plan adopted under the provisions of W.S. 18-5-201 through 18-5-207.

(c) The planning and zoning commission shall prepare recommendations to effectuate the planning and zoning purposes and certify its recommendations to the board of county commissioners. Before adopting the recommendations the board shall hold at least one (1) public hearing. Notice of the time and place of hearing shall be given by one (1) publication in a newspaper of general circulation in the county at least fourteen (14) days before the date of the hearing. After public hearing has been held, the board shall vote upon the adoption of the planning or zoning recommendation. No planning or zoning recommendation shall be adopted unless a majority of the board votes in favor thereof.

# ATTACHMENT 3:

AN UPDATE TO THE 2012

## JACKSON | TETON COUNTY

COMPREHENSIVE PLAN

PUBLIC DRAFT

28 OCTOBER 2020

~~29 JULY 2020~~

~~06 April 2012~~

ecosystem stewardship | growth management | quality of life

### KEY TO TRACKED CHANGES

**Red text** = Edits requested at October 13, 2020 JIM\*

**Blue text** = Proposed updates included in July 29, 2020 Draft

**Black text** = 2012 Comprehensive Plan text

~~Strikethrough~~ = text proposed to be removed

Underlined = text proposed to be added

\*In addition to being represented in red, edits requested at the 10/13 JIM are also indicated by a grey vertical line in the left page margin and most are noted by a comment in the right page margin

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# Acknowledgements

## 2020 Elected Officials:

- TETON COUNTY
- Commissioner Mark Barron
- Commissioner Greg Epstein, County, Vice-Chair
- Commissioner Natalia Macker, Chairwoman
- Commissioner Mark Newcomb
- Commissioner Luther Propst

- TOWN OF JACKSON
- Councilor Arne Jorgensen,
- Vice Mayor Hailey Morton Levinson,
- Mayor Pete Muldoon, Mayor of Jackson
- Councilor ~~Jonathan~~ Schechter
- Councilor Jim Stanford

## 2020 Planning Commission:

- TETON COUNTY
- Glendon Esnard
- Susan Lurie
- Kasey Mateosky
- Alex Muromcew
- Karen Rockey
- TOWN OF JACKSON
- Christopher Beaulieu
- William Gale
- Abigail Petri
- Anne Schuler
- Thomas ~~Smith~~
- David Vandenberg
- Katie Wilson

## 2020 Planning Team:

- Tyler Sinclair, Community Development Director,
- Town of Jackson
- Chris Neubecker, Planning and Building Services
- Director, Teton County
- Kristi Malone, Senior Long-Range Planner, Town
- and County
- Rian Rooney, Associate Long-Range Planner, Teton
- County

## 2020 CONSULTANTS:

- Logan Simpson
- OPS Strategies

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### 2012 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

### 2012 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  
Jonathan Schechter, Chanture 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 Ziukovich, Town of Jackson Chief of Police

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## Acknowledgements

### 2012 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

### 2012 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

### 2012 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:

##### Logan Simpson

AECOM  
Clarion Associates  
Collins Planning Associates  
Fehr & Peers

### 2012 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

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## JACKSON | TETON COUNTY COMPREHENSIVE PLAN

# ~~OUR VISION~~ | EXECUTIVE SUMMARY

Ecosystem Stewardship | Growth Management | Quality of Life

Public Draft | ~~October 28, 2020~~ March 20, 2020

## Our Place in the Greater Yellowstone Ecosystem

Yellowstone (the world's first National Park), Grand Teton National Park, Bridger-Teton National Forest, Targhee National Forest, and the National Elk Refuge are testaments to the ecological richness and international significance of our community. These roughly 2.6 million acres foster a strong stewardship ethic. The Town of Jackson and Teton County are a gateway to these national treasures. This Plan focuses on private lands, which make up 3% of the land area in the County, or just over 76,000 acres.

## [AMENDED GRAPHICS]



## A ~~Our~~ Vision Founded on Three Common Values

**Preserve and protect the area's ecosystem in order to ensure a healthy environment, community and economy for current and future generations.**

Our Vision is founded in our Greater Yellowstone Ecosystem context and strengthened by our commitment to optimizing **three Common Values** of Community Character. Just like braided strands within a rope create its core, appreciation of the ecosystem in all aspects of our life is only as strong as our commitment to all three of our Common Values.

[ADDED GRAPHIC]

CV1: Ecosystem Stewardship - As ecosystem stewards, we will ensure the health of all native species by avoiding habitat impact and fragmentation, maintaining water quality, and limiting our contribution to climate change.

CV2: Growth Management - To manage growth, we will not add to the overall amount of growth allowed and will direct growth into locations with the least habitat value and the most existing services.

CV3 : Quality of Life - For us, quality of life means local housing options and economic growth across all income levels, mobility options beyond the single-occupancy vehicle, and quality service provision.

Does the project respond to our targets and indicators?

Each of the eight Chapter Goals has associated indicators to measure its achievement. A project should respond to the trends reported by those indicators, primarily the indicators that serve as our adaptive management targets – 60% of growth in Complete Neighborhoods and 65% of the workforce living locally. At regular 7% growth intervals, we check **our** growth against these targets. If we are not meeting the targets, an adaptive management update to the Plan is triggered (Achieving Our Vision : Chapters).

Is this the best location for the project?

If the project is identified explicitly in a Character District, the answer is yes. If the project is new, it

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should be located using the Character District framework that comprehensively optimizes all ~~eight~~ <sup>Chapter</sup> Goals throughout the community as a whole (Illustration of Our Vision Chapters).

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#### Does the project optimize the Plan's 8 Chapter Goals?

If the project is specifically identified as a strategy, the answer is yes. If the project is new, it should optimize each of the Plan's Goals. The Plan has eight Goals, which can be found at the beginning of Chapters 1 through 8 (Common Value chapters).

This Comprehensive Plan is meant to protect the health, safety, and welfare of our community and preserve our community character for future generations. To do this in one of the nation's largest intact ecosystems, we must have a Comprehensive Plan organized around stewardship of our ecological resources. Wildlife, along with natural and scenic resources, draw both residents and visitors to this special place and are at the core of our heritage, culture, and economy. All aspects of our community character thrive on a shared appreciation of the natural setting in which we are located and the quality of life our surroundings bring. To achieve our desired community character, the community must protect and enhance the ecosystem in which we live.

Yellowstone (the world's first National Park), Grand Teton National Park, Bridger Teton National Forest, Targhee National Forest and the National Elk Refuge are testaments to the ecological richness and international significance of our community. These roughly 2.6 million acres of federally protected lands foster a strong stewardship ethic in both residents and visitors to Jackson and Teton County. This Plan extends that ethic to the private lands in Teton County, which comprise only 3 percent of the land area, but are where most of the community lives and works. Each resident and visitor has a responsibility to use public and private lands in a way that preserves the function of the Greater Yellowstone Ecosystem so that it can continue to be enjoyed in its intact state for generations to come.

While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. To ensure our ecosystem protection results in a healthy environment, community, and economy, the Plan commits to three Common Values of Community Character: Ecosystem Stewardship, Growth Management, and Quality of Life. Our community character is only fully defined by all three of our Common Values, each in support and reliant upon the others.

~~TAs~~ the implementation of our Vision relies upon predictable, cooperative decision making that is locally relevant and regionally responsible. Past approaches that relied on project-by-project decision making achieved some success, but also divided the community and produced unintended consequences. We are committed to sticking to the Plan where consensus has been reached and respecting the Plan philosophy when new circumstances arise. To do this, we will ask ourselves key questions regarding goals, location, and indicators.

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"The Town of Jackson and Teton County are a gateway to Yellowstone National Park, Grand Teton National Park, BridgerTeton National Forest and the National Elk Refuge. This Plan focuses on private lands, which make up 3% of the land area in the County, or just over 76,000 acres."

## Our Common Values in Action

On the ground, the Illustration of Our Vision implements our Common Values.

The Plan is to preserve and protect habitat, habitat connections, scenery, and open space by directing growth out of these “Rural Areas” and minimizing impact from the growth that does occur (CV-1: Ecosystem Stewardship).

The growth directed out of Rural Areas will be directed into “Complete Neighborhoods” of existing development, infrastructure, and services to enhance the most appropriate places for growth into the best places to live, work, and play. This shift in development will occur with no net increase in allowed development (CV-2: Growth Management).

The type of growth desired is growth that provides housing and services that residents can access and afford (CV-3: Quality of Life).

[ADDED COUNTY MAP GRAPHIC]

### Plan Framework: A Continuous Feedback Cycle

The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs the policies that describe our Common Values of Community Character. The geographic implementation of those policies is depicted in the Illustration of Our Vision. The success of our policy implementation is analyzed through the Growth Management Program to ensure that we are Achieving Our Vision. As we identify our successes and failures in achieving our Vision, we will adapt our policies and their implementation, continuously progressing through the cycle.

[ADDED GROWTH GRAPHIC]



## A Plan that Adapts to a Changing World

### [ADDED TRANSECT GRAPHIC]

This Plan is our guide to living sustainable lives. It acknowledges that our community must adapt, not only where we live, but about how we live. Living sustainably lives is even more critical in an ever-changing ecosystem, climate, and community that is changing. Experience both locally and throughout the nation has shown that if we do not plan to be adaptive, we may reflect fifteen years from now and only be able to speculate as to why our Vision was not achieved. This Plan is comprised of an annual feedback cycle to meet our community Vision and desired community character. The community's Adaptive Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision (see Achieving our Vision). The Adaptive Management Program allows the community to be adaptive, responsible, and decisive in optimizing the Vision and all three Common Values. Triggers and indicator feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary. As we identify our successes and failures, we will adapt our policies continuously progressing through the cycle and adapting to a changing world.

#### Common Values of Community Character

While preserving and protecting the area's ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support of and reliant upon the others. In order for our ecosystem protection to result in a healthy environment, community, and economy, the community commits to achieving all three mutually supportive Common Values: • Ecosystem Stewardship (CV 1) • Growth Management (CV 2) • Quality of Life (CV 3)

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## 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 recommit to

our legacy of responsible Ecosystem Stewardship to ensure that the abundant

wildlife, quality natural resources and scenery, open space, and climate that we

experience today last long into the future. While our community's international

popularity and location in an intact ecosystem heighten the importance of

Ecosystem Stewardship they also provide the community with an opportunity to lead in

implementing strategies for climate sustainability and protection of

wildlife, natural and scenic resources, and open space. Our community will lead

by example to show how local efforts can positively affect entire ecosystems. The

community's stewardship of our surrounding ecosystem has been and will

continue to be our legacy to future generations.

## Common Values

### Growth Management (CV-2)

Effective Growth Management is essential to protecting our surrounding

ecosystem and reinforcing our community's Quality of Life. Our three Common Values of

Community Character are mutually supportive, requiring the

community to enhance our built environment into desirable places for residents,

businesses, and visitors in order to protect wildlife habitat, habitat connections,

scenery and open space. If the most ecologically suitable places for development are

also the most desirable places to live, our Ecosystem Stewardship and

Quality of Life will both benefit. Managing growth means proactively planning

for what we want—rural open spaces and high quality, desirable Complete

Neighborhoods. The Plan identifies a range of land use patterns, from rural to urban, to assist

the community in visualizing how we will implement our

Common Values of Community Character over time. These land use patterns vary

in the ratio and level of intensity of their natural, built and social components.

Growth Management will ensure that the heart of the community—the Town of

Jackson—will continue to be the community's housing, employment, social, and

civic center. By directing the majority of growth into areas of existing

infrastructure and services, which comprise only about 7% of private land, we

can preserve open spaces of ecological and scenic value while also allowing for

enhanced housing, economic development, social, and civic opportunities. Our

community realizes the importance of Growth Management in achieving Ecosystem Stewardship in harmony with our desired Quality of Life.

### Quality of Life (CV-3)

The Jackson and Teton County community takes pride in our local identity and community character. Our natural character is protected through our Ecosystem Stewardship, and our physical character is guided by our Growth Management. However, the more emotional aspect of our character—our Quality of Life—is equally important to our community. We have always been a diverse community that supports a variety of lifestyles and employment opportunities, and we welcome others to share in the enjoyment of our intact ecosystem and western mountain lifestyle. Our Quality of Life and a quality visitor experience depend not only on Ecosystem Stewardship and Growth Management, but also on preserving the socio-economic diversity and service delivery that are so attractive to residents and visitors alike. Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long-term residents who steward our surrounding ecosystem and welcome visitors to do the same. Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services. Continuing to provide these services in a manner that better achieves our Vision will enhance the livability and appeal of our community. A community that offers a spectrum of housing and employment options and provides access to safe, efficient, and economical transportation and services is a desirable community to call home and an attractive destination to visit time and again. This lifestyle is a function of our Quality of Life and also leads to greater resident and visitor investment in our Ecosystem Stewardship and Growth Management values.

### Achieving Our Vision

As a community set in a sensitive and dynamic natural environment, we must be able to evolve and respond to changing conditions to ensure we achieve our Vision. Although our Vision has not significantly changed over the past thirty years, the circumstances within which we implement our Vision are in continual fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Past experience both locally and throughout the nation has shown that if we do not plan to be adaptive, we may reflect fifteen years from now and only be able to speculate as to why our Vision was not achieved. This is too big of a risk to take. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and strategies intended to achieve our Vision and desired community character. Our Growth Management Program looks beyond the overall amount of growth, providing a structure to quantitatively analyze the location and type of growth and adapt our implementation efforts to better achieve our Vision and desired community character. Through ongoing monitoring, a trigger for more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our policies, we commit to

predictable, accountable, and measurable pursuit of our Vision and desired community character.

## Illustration of Our Vision

Realizing our Vision requires proactively planning for what we want—rural open spaces and high-quality Complete Neighborhoods—by identifying where we want them and what we want them to look like. Our Vision is that development be designed to enhance our community character and located in suitable areas in order to preserve and protect the ecosystem and western, rural character. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development enhances our Quality of Life. In all other areas, the Illustration of Our Vision describes how we will preserve and enhance wildlife habitat, wildlife connectivity, scenic vistas, and open space. Defining desired character for all areas of the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision. The Illustration of Our Vision will inform land development regulations that ensure no policy of this Plan is forgotten and that all policies are implemented within the proper context. The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information we can determine what policies and strategies are appropriate in which locations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.

## Plan Highlights: Learning from the Past (Appendix B)

The 1994 Plan set the foundation for our Vision and Common Values of Community Character described in this document. This Plan builds on that foundation and the lessons learned from the 1994 Plan to advance the implementation of the community's Vision.

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## **Plan Update Process (Appendix C)**

Over 100 public meetings in the making, this Plan represents the community's dedication and commitment to preserve and enhance this special place.

[TEXT IN GRAPHIC DELETED]

## **Plan Highlights: Innovative Planning Tools**

With a Vision to preserve and protect the intact ecosystem in which we live for future generations, we must continue to implement the best available planning practices and lead in the understanding of impacts and possible solutions. Highlights of the Plan are summarized below:

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# Ecosystem Stewardship: Common Value 1 of Community Character

Why is Ecosystem Stewardship a Common Value?

The Greater Yellowstone Ecosystem – the largest intact ecosystem in the lower 48 states – transcends the physical boundaries of Jackson and Teton County. ~~Our~~ Accordingly, ~~our~~ Vision ~~stresses~~states that preserving and protecting the ~~area's~~ ecosystem, ~~is~~ the core of our ~~community~~ character. ~~Therefore, Ecosystem Stewardship is a Common Value of Community Character in and of itself. However, wildlife, natural and scenic resources, open space, and climate are also integral to our Growth Management and Quality of Life Common Values.~~ The quality of this ecosystem has attracted numerous visitors ~~throughout the years~~ and is the primary reason many residents live here; our Quality of Life depends on ~~many factors, but the primary factor is~~ the continued health and viability of the ecosystem, ~~in which we live~~. Similarly, making ~~the most ecologically~~ suitable places for development ~~in one of~~ the most ~~sensitive~~desirable places ~~in the world to live~~ is the core of our Growth Management Common Value.

With this Plan, the community ~~further commits~~recommits to our legacy of responsible Ecosystem Stewardship to ensure that the abundant wildlife, quality natural resources and scenery, open space, and climate that we experience today last long into the future. While our community's ~~international~~ popularity and location in ~~this rare~~an intact ecosystem heighten the importance of Ecosystem Stewardship, they ~~also~~ provide ~~the community with~~ an opportunity to ~~globally~~ lead in implementing strategies for climate sustainability and protection of wildlife, natural ~~and scenic~~ resources, and open space.

**Our community will lead by example to show how local efforts can positively affect entire ecosystems. The community's stewardship of our surrounding ecosystem has been and will continue to be our legacy to future generations.**

How are we going to achieve Ecosystem Stewardship?

~~Chapter~~Section 1. Stewardship of Wildlife, Natural Resources and Scenery

- Maintain healthy populations of all native species (Principle 1.1)
- ~~Preserve and enhance surface water, and groundwater, and air quality (Principle 1.2)~~
- Maintain the scenic resources of the community (Principle 1.3)
- Protect and steward open space (Principle 1.4)

~~Chapter~~Section 2. Climate Sustainability ~~through Energy Conservation~~

- Reduce ~~the~~ consumption of non-renewable energy (Principle 2.1)
- Reduce ~~greenhouse gas emissions~~energy consumption through land use (Principle 2.2)
- Reduce ~~greenhouse gas emissions~~energy consumption through transportation (Principle 2.3)
- Increase energy efficiency in buildings (Principle 2.4)
- Conserve energy through waste management and water conservation (Principle 2.5)

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## ChapterSection 1. Stewardship of Wildlife, Natural Resources and Scenery

Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.

What does this  
chaptersection  
address?

*Principle 1.1 - Maintain healthy  
populations of all native species*

*Principle 1.2 - Preserve and  
enhance surface water, and  
groundwater, and air quality*

*Principle 1.3 - Maintain the scenic  
resources of the community*

*Principle 1.4 - Protect and  
steward open space*

Why is this  
chaptersection  
addressed?

Our abundant wildlife, natural, and scenic resources are internationally renowned. These resources symbolize our largely define the community's ecological, social, and economic character and their preservation and protection is at the core of our Vision. Most members of the community live in the area because of the access to wildlife, natural resources, and outdoor recreation. The community recognizes that our policies regarding development, transportation, recreation, and energy consumption have both direct and indirect impacts on the entire ecosystem. The community will continue to preserve and protect our wildlife, natural, scenic, and open space resources by supporting and maintaining our historic stewardship, conservation, and agricultural ethic.

The community is located in the Greater Yellowstone Ecosystem—the largest generally intact ecosystem in the lower 48 states. Our location in this ecosystem sets the Town of Jackson and Teton County apart from other resort and rural communities, particularly with our in terms of the abundance of wildlife. Although 97% of Teton County is publicly owned (see Appendix B), the dynamic natural systems of our ecosystem does do not conform to jurisdictional boundaries. This makes wildlife susceptible to the impacts of our decisions. Development can displace and fragment habitat, emissions drive climate changes to our natural environment, human movement through the ecosystem impacts wildlife movement, discharge and runoff can decrease water quality, and human introduction of invasive species can disrupt the ecosystem. To act as stewards of this ecosystem, our policies focus on adaptive management, emission reduction, improved water quality, and local development, efficient transportation as good stewards of the ecosystem, and energy consumption policies.

Ecosystem can be defined as a biological community of interacting organisms and their physical environment.

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Privately owned lands in the county continue to provide critical habitat for many species. The community respects ~~landowners'~~~~land owners'~~ private property rights while acknowledging that effective stewardship of wildlife requires protecting ~~essential~~~~critical~~ areas from the impacts of development. Preserving habitat quality is ~~also needed~~~~necessary~~ to dampen the ~~effects~~~~impacts~~ of global climate change and aid wildlife in adapting to an altered climate.

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~~The human causes of~~~~Human-caused degradation of~~ natural and scenic resources ~~is~~ ~~degradation~~ are not always immediately apparent. While direct local impacts can usually be identified and mitigated, it is the sum of direct and indirect ~~effects~~~~impacts~~ that, over time, threaten the health of the ecosystem at a regional scale. The human populations in Jackson Hole, Star Valley, and Teton Valley, Idaho, ~~which have grown because of our area's natural beauty,~~ will continue to have ~~direct and indirect~~ impacts on the ecosystem at a local and regional level that must be addressed.

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The protection of wildlife ~~and,~~ natural and scenic resources provides for the economic ~~wellbeing~~~~well-being~~ of the community. Abundant wildlife, daily interactions with nature, and panoramic scenic vistas are cornerstones of the Quality of Life of our residents and ~~visitors~~~~the quality of our visitors' experience.~~

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The international desire to live ~~in and/or~~ visit Jackson Hole ~~depends is dependent~~ upon the continued stewardship of wildlife, ~~and~~ natural and scenic resources. ~~It also~~~~Jackson Hole's stewardship of wildlife and natural resources is part of our history. Our Plan~~ provides the opportunity for us to set a positive Ecosystem Stewardship and energy conservation ~~model~~~~example~~ for ~~over~~ approximately 3 million visitors a year.

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~~Jackson Hole's stewardship of wildlife and natural resources is part of our history.~~ Of the 76,000 acres of private land in Teton County, conservation efforts ~~through 2011~~ ~~had~~ ~~have~~ resulted in approximately 22,000 acres of permanently protected and actively stewarded open space; while, ~~in 2012,~~ 36,000 acres ~~remained~~~~remain~~ as agricultural open space (see Appendix B). Moving forward, we realize that it is in the best interest of the ecosystem and our community character to ~~continue to~~ act as stewards of wildlife, scenic, and natural resources.

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**Principle 1.1—Maintain healthy populations of all native species.** ~~In order~~ ~~For~~ future generations to enjoy the ecosystem that exists today the community must manage our impacts to wildlife, wildlife habitat, and wildlife movement corridors on private and public land. The prevalence of wildlife that is central to our ecological, social, and economic character requires an intact ecosystem that supports all native species. Therefore, efforts to protect wildlife must extend to all native species.

**Policy 1.1.a: Protect focal species habitat based on relative critical value**

Protecting wildlife requires protecting wildlife habitat and wildlife movement corridors. Our Natural Resource Overlay (NRO) ~~that~~ protects wildlife habitat and wildlife movement corridors, will consider the importance and abundance of habitat types, and ~~will~~ be based on a set of focal species that indicate the health of all native species ~~and including~~ culturally and economically significant species. The most abundant and visible wildlife species are not necessarily indicative of overall ecosystem health. Likewise, while a ~~specific~~ habitat ~~type~~ may be important, it may also be abundant, and therefore, only relatively critical, while another important habitat may be declining and/or disappearing due to development and climate change, and ~~is~~ therefore, absolutely critical. As our NRO and other programs to protect wildlife habitat from the impacts of development and transportation evolve, they should be updated to reflect the best available data on the relative critical value of different habitat types for identified focal species.

Since 1994 elk, moose, mule deer, bald eagle, and trumpeter swan crucial winter habitat; elk and mule deer migration corridors; bald eagle and trumpeter swan nesting areas; and cutthroat trout spawning areas have defined the NRO and ~~have~~ been protected by the Town and County. Until NRO definitions ~~can be~~ updated to reflect the relative critical value of different habitat types for identified focal species, these previously identified habitats will continue to define the NRO and be protected using the best available science and data.

**Policy 1.1.b: Protect wildlife from the impacts of development**

The community is committed to protecting the wildlife, wildlife habitat, and wildlife movement corridors that exist on private land. ~~Redundancy of different habitat types and movement corridors is important as wildlife adapts to a changing landscape and climate.~~ However, it is necessary to respect the development rights of private property owners and the need for certain transportation network infrastructure. When such development occurs, it should be sized, located, and designed to avoid or limit impacts to wildlife.

A tiered system of protection should be established so that the most critical habitat and movement corridors (as defined by Policy 1.1.a) receive the highest level of protection and site-specific study. Applicable tiers of protection should respect property rights, previous approvals, and community-wide clustering efforts. For example, a stricter tier of protection will likely apply along the Snake River than would apply in downtown Jackson. Limits to impacts from development within each tier may address density, intensity, building size, location and consolidation of development, alteration of the natural landscape and wildlife permeability.

**Policy 1.1.c: Design for wildlife permeability**

Whether small or large, development and transportation corridors should be designed to accommodate wildlife movement. Protecting critical habitat is important, but equally essential

is ensuring that wildlife can move between areas of habitat. The tiered system of protections described in Policy 1.1.b should include ~~the~~ best management and design practices for wildlife permeability. Best practices may include wildlife-friendly fencing, pet control, building clustering, landscape modification and clearing, and wildlife roadway crossings.

**Policy 1.1.d: Limit human/wildlife conflicts**

Limiting impacts to wildlife, wildlife habitat, and wildlife movement corridors ~~include~~~~includes~~ limiting wildlife/human conflicts. Designing for wildlife permeability is necessary, but attracting wildlife into the built environment can be dangerous for both wildlife and humans. Human/wildlife conflicts, especially those involving large predators, can result in human injury and/or relocation or killing of the animal. The tiered system of protections described in Policy 1.1.b should consider measures to limit wildlife attractants near the built environment, such as palatable vegetation and accessible trash.

**Policy 1.1.e: Understand the impacts of development on wildlife and natural resources**

It is a goal of the community to better understand the ~~effects~~~~impacts~~ of development on wildlife. In complex situations, such as understanding ~~the~~ ~~cumulative~~ impacts of individual developments on an entire ecosystem, science cannot provide precise answers in the timeframe of ~~a particular an individual~~ project because baseline study and years of data are needed. Through the Natural Resource Technical Advisory Board, the Town and County will gather the ~~necessary~~ baseline information ~~needed~~ to create and implement a system to monitor the impacts of growth and development on wildlife, wildlife habitat, and wildlife mobility over time. As we gain a greater understanding of our impact on wildlife, our protection measures should be updated to ensure we are maintaining healthy populations of all native species.

**Policy 1.1.f: Require mitigation of unavoidable impacts to habitat**

While avoidance of impacts to the most critical habitat types resulting from development and transportation projects is preferable, where it cannot be achieved, the Town and County will require mitigation. These impacts are inevitable as humans live, work, and play in the community; however, they should be mitigated ~~in order~~ to maintain healthy populations of all native species. Direct impacts are more easily quantified; however, programmatic steps consistent with Policy 1.1.e should also be taken to identify and mitigate indirect and cumulative ~~effects~~~~impacts~~.

**Policy 1.1.g: Encourage restoration of degraded areas**

The community supports public, private, and cooperative efforts on public and private lands to restore areas with habitat potential. Beyond protecting existing critical habitat and corridors, there are also opportunities to enhance the ecosystem by increasing the wildlife habitat and/or corridor value of some degraded areas. The Town and County will work with private and public ~~landowners~~~~land owners~~ and managers to identify degraded areas with wildlife habitat or connectivity potential and direct off-site mitigation and restoration efforts to those areas.

**Policy 1.1.h: Promote ~~the~~ responsible use of public lands**

Stewardship of wildlife, wildlife habitat, and wildlife movement corridors cannot be achieved through the management of growth and development on private lands alone; it must also be

pursued through the responsible enjoyment of State and Federal lands. If recreationists and other users ~~do not~~~~cannot~~ enjoy public lands responsibly, the health of our intact ecosystem will suffer, and State and Federal land managers will likely have to further regulate and restrict public use and access. The Town and County will work with State and Federal agencies to promote stewardship and responsible use of public lands; preserve and steward existing authorized access points to rivers, creeks, and State and Federal lands; and eliminate unauthorized access points.

**Policy 1.1.i: Protect against and mitigate for invasive and nonnative species**

Invasive species threaten the health of native populations by outcompeting or preying on native species. Protecting our ecosystem against the impacts of invasive species will require a coordinated effort between multiple agencies and organizations, including the Town and County, Teton County Weed and Pest, and others. Beyond protection from invasive species, mitigating the impact of existing invasive species is a critical component of ecosystem stewardship that will allow native species to thrive.

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**Policy 1.1.j: Strive to continually improve our ecosystem stewardship**

Add and refine Ecosystem Stewardship principles, policies, and monitoring to guide continual improvement related to County-wide Ecosystem Stewardship. A continual focus on enhancing our ecosystem stewardship methods will ensure the Town and County stay up-to-date with emerging technologies and efforts aimed at enhancing, preserving, and promoting the environment that makes us who we are as a community.

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(See Principle 1.2 below for changes)

*Principle 1.2—Preserve and enhance ~~surface water, and groundwater, and air quality.~~ Clean water ~~and air~~ ~~are~~ ~~is one of~~ the most basic requirements of a healthy ecosystem and community. ~~Protecting t~~ ~~The high-water~~ ~~and air~~ ~~quality of~~ Jackson and Teton County ~~are~~ ~~is essential~~ ~~important~~ to the ecosystem and scenic beauty that residents and visitors enjoy. ~~I, in addition, the public has the right to clean, affordable drinking~~ ~~water.~~ Stewardship of ~~surface water bodies of all sizes~~ ~~waterbodies, the Snake River~~ ~~Sole Source Aquifer,~~ wetlands, riparian areas, ~~and groundwater, and the air~~ ~~is~~ ~~vital~~ ~~important~~ to ~~sustaining~~ ~~sustain~~ healthy populations of native species and for the health and safety of the human community. ~~Preservation of water quality includes~~ ~~water features, from small creeks to large systems, including the Snake River Sole~~ ~~Source Aquifer, due to its importance as the community's water source. Among other~~ ~~measures, it is integral to minimize pollution from wastewater and stormwater that cause~~ ~~water quality impairment and threaten overall ecosystem health.~~*

**Policy 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development**

In the interest of ecosystem and community health, the Town and County will protect the functionality of ~~water bodies~~ ~~waterbodies~~, wetlands, and riparian areas as development ~~occurs~~ ~~occurs~~. Wetlands and riparian areas are more important to wildlife and ecological health than any other habitat type. They also provide natural flood protection, sediment control, and nutrient filtration, all of which improve water quality. Clean surface water is essential to high-quality aquatic habitat, clean potable water supplies, and better functioning wetlands and riparian areas. ~~The D~~ ~~development~~ ~~Development~~ will be designed to include buffers around ~~water bodies~~ ~~waterbodies~~, wetlands, and riparian areas ~~that to~~ preserve their ecological

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function.

**Policy 1.2.b: Require filtration of runoff**

In cases where natural filtration systems such as wetlands, floodplains, and riparian areas cannot effectively protect surface water quality, best management practices should be employed to enhance the function of natural systems. Land development causes changes to the natural quantity and quality of stormwater that drains into the area's water bodies. The Town and County will promote innovative stormwater and snowmelt collection, storage, and diversion systems to reduce the amount of sediment and pollution entering our local water bodies. This is especially applicable in developed areas along waterways such as Flat Creek, Cache Creek, and Fish Creek.

**Policy 1.2.c: ~~Coordinate~~ Monitor and maintain water quality monitoring with Teton Conservation District and other partners**

Maintaining quality surface and ground water is essential to ecosystem and public health. Because the extent of human impact on water quality in the community is not quantitatively known, it will be important to monitor the cumulative impacts of human actions on water quality and the effectiveness of mitigation efforts as part of the monitoring system established by Policy 1.1.e. To maintain and enhance water quality in the area, the The Town and County should strive to exceed State and Federal requirements for quality and monitoring through strategic coordination with partners including but not limited to the Teton Conservation District, Wyoming Department of Environmental Quality, and regional land managers to maintain and enhance water quality in the area.

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**~~Policy 1.2.d: Improve air quality~~**

~~Also critical for ecosystem protection and public health is air quality. Air quality in Teton County is currently well within the levels mandated by the Environmental Protection Agency. However, our location in a high mountain valley exacerbates the effects of wood smoke, dust, vehicle exhaust, and other emissions on air quality, so there is still an opportunity to improve our air quality. Efforts to improve air quality may include: reducing vehicle miles traveled through a shift to alternative alternate modes of travel, reducing wood-burning emissions, reducing dust from unpaved roads and large construction sites, and offering incentives for the use of new technologies and practices that reduce carbon emissions.~~

Commented [A33]: Moved to Chapter 2

**Policy 1.2.d: Protect the Snake River Sole Source Aquifer**

The community's drinking water comes from a sole source, the Snake River Aquifer. The public health importance of protecting the quality of our only water source is recognized by the EPA through its sole source designation. Protecting the water quality of the aquifer and the community's drinking water will require implementation of best management practices in wastewater treatment, groundwater protection, and public water system protection planning. All protection efforts should meet or exceed local, state, and federal regulations, and other applicable guidance.

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*Principle 1.3—Maintain the scenic resources of the community. Scenic resources, natural landforms, and dark skies are vital to the community's natural character. Mountains, moraines, meadows, and other natural viewsheds provide residents and guests with a constant reminder of their location within the Greater Yellowstone Ecosystem. Interruption of these natural forms by the built environment detracts from Teton County's scenic character and should be avoided.*

**Policy 1.3.a: Maintain natural skylines**

Buttes, ridgelines, and mountains are the most prominent aspects of our landscape. Development along butte tops and ridgelines will be avoided or mitigated so that key skyline viewsheds retain a natural appearance uninterrupted by built forms. Skyline viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

**Policy 1.3.b: Maintain expansive hillside and foreground vistas**

Views of expansive forested hillsides and foreground meadows are essential to the rural and scenic character of the community. Development on hillsides and in the scenic foreground should be avoided or mitigated to protect the appearance of vast, uninterrupted natural vistas. Hillside and foreground viewsheds protected by Scenic Resource Overlay (SRO) development restrictions and mitigation requirements should be enlarged to include more areas of the Town and County than under the 1994 Plan to the extent that the expansion does not prohibit the development of property rights or cause greater impact to wildlife habitat or wildlife movement.

**Policy 1.3.c: Maintain natural landforms**

The scenic character of the community is defined by the vast valley, out of which rise buttes, moraines, and mountains. To in order to avoid the appearance of a manmade landscape, natural landforms should be maintained or emulated. Town and County regulations on grading and landform modification will ensure that final contours appear to be naturally occurring, are consistent with surrounding features, and do not obstruct protected viewsheds.

**Policy 1.3.d: Maintain dark night skies**

The prominence of nature over the built environment should extend beyond daytime viewsheds. The lighting Lighting of individual developments cumulatively impacts the ability to see dark and starry night skies. Although illumination lighting is required for public safety, especially along pedestrian corridors, non-essential lighting should will be limited, and all lighting lighting will be designed to meet dark skies/sky/skies best practices. Existing development will also be encouraged to implement best practices.

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*Principle 1.4—Protect and steward open space. Protecting open space preserves habitat and scenery and maintains our ~~western~~ agricultural ~~western~~ heritage. Avoiding development in critical wildlife areas and providing recreational opportunities that reduce pressure on habitat help ~~maintain~~~~keep~~~~maintain~~ a healthy ecosystem. Agriculture, conservation easements, and other methods to protect open space from development while providing active stewardship of the land should continue to be*

**Policy 1.4.a: Encourage non-development conservation of wildlife habitat**

Avoiding development in critical wildlife habitat and wildlife movement corridors is a central goal of the community. Large, contiguous expanses of habitat that provide connectivity between critical areas, enable migration and reduce human conflict are most valuable to wildlife. However, small areas can also provide critical habitat and ~~may be~~ just as important to ensuring countywide habitat connectivity. Past public and private efforts have been successful in permanently preserving such strategic habitat lands. The community will continue to seek incentives and partnerships that respect property rights and permanently protect from future development ~~of~~ valuable open space for wildlife.

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**Policy 1.4.b: Conserve agricultural lands and agriculture**

The conservation of agriculture and agricultural lands also conserves open space. Historically, the agricultural community has provided much of the stewardship of the natural and scenic resources valued by the community. Conservation of open space via agriculture protects the

historic western character of the community and can support wildlife movement corridors, natural resources, and scenery. Regulations that are generally applicable to development may functionally or procedurally impede the continuation of agricultural operations. The County will evaluate the impacts of its regulations on active agricultural operations that conserve significant open space and continue to provide exemptions to requirements that preclude continued agricultural stewardship of large tracts of open space. The County will also explore other incentives to support and encourage continued agricultural conservation of open space.

**Policy 1.4.c: Encourage rural development to include quality open space**

It is the community's primary goal to permanently protect and actively steward wildlife habitat, habitat connections, scenic viewsheds, and agricultural open space. Because of 35-acre State subdivision exemptions and existing parcel configurations, continuing to offer development incentives that allow clustering of development away from sensitive areas in exchange for permanently protected and actively stewarded open space may be necessary in order to achieve the community's stewardship goals. The incentive program should be designed to achieve a more functional web of wildlife habitat and connectivity than is possible through State exempt subdivisions. Possible incentives may include density bonuses as well as house size, location, guesthouse, and other options.

**Policy 1.4.d: Establish a funding source for open space**

The community should explore the establishment of a dedicated funding source for conservation easements and other measures that protect the wildlife habitat, habitat connectivity, and scenery valued by the community. Critical habitat, habitat connections, and scenic viewsheds are often located on valuable private land. A dedicated funding source would allow the Town and County to work with conservation groups and private landowners to permanently protect from development and actively steward lands valuable to the community. The funding source could also be leveraged for wildlife protection efforts such as wildlife highway crossings in the Town and County.

**Policy 1.4.e: Conserve open space to promote the responsible use of public lands**

Providing alternative locations for recreational activities can reduce impacts on wildlife and scenery in sensitive areas. As the community grows, so will the recreational use of State and Federal lands and the associated effects on valuable wildlife habitat and corridors. The Town and County should increase collaboration with public land managers to address these impacts. Trails, parks, pathways, dog parks, and other public recreational opportunities should also be pursued on Town and County lands as part of our conservation strategy. The community would also benefit from open space that facilitates the management of access to public lands in coordination with State and Federal land managers.



## Strategies ( ☒ = complete as of 2020)

The community should undertake the following strategies in [the](#) initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually [in a work plan](#), as described in Policy 9.2.b.

[1.G.S.1: Identify appropriate indicators that measure achievement of the Chapter goal. For example, measuring stewardship of natural resources may include establishing indicators for percent change of site development within the Town and County, or tracking contaminant loading from wastewater discharge at the Town of Jackson treatment facility.](#)

[1.G.S.2: Establish an Ecosystem Stewardship target for an Adaptive Management Program that will be used to track the Town and County's progress toward ~~its~~ goals related to this chapter.](#)

### *Strategies to maintain healthy populations of all native species (Principle 1.1)*

1.1.S.1: Create a vegetation cover map that can be used to help inform the identification of relative criticalness of habitat types. In the interim, as focal species are being identified, work with Wyoming Game and Fish and other partnering agencies and entities to update the mapping that provides a general indication of the location of the Natural Resources Overlay (NRO), based on current protection of critical "species of special concern" habitat.

1.1.S.2: Identify focal species that are indicative of ecosystem health and determine important habitat types for those species. Evaluate habitat importance, abundance, and use to determine relative criticalness of various habitat types.

1.1.S.3: Establish a monitoring system for assessing the [singular and cumulative](#) impacts of growth and development on wildlife and natural resources. Implement actions in response to what is learned to provide better habitat and movement corridor protection.

1.1.S.4: Evaluate and amend wildlife protection standards for development density, intensity, location, clustering, permeability, and wildlife-human conflict.

1.1.S.5: Evaluate mitigation standards for impacts to critical habitat and habitat connectivity ~~ens~~ and update as needed.

1.1.S.6: Identify areas for appropriate ecological restoration efforts.

1.1.S.7: Identify areas appropriate for [roadway](#) underpasses, overpasses, speed reductions, or other wildlife ~~vehicle collision mitigation protection~~ measures in heavy volume wildlife-crossing areas.

[1.1.S.8: Develop an ecosystem stewardship education program to further the goals of the](#)  
July 29 October 28, 2020 Draft (edits tracked)

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community and establish community buy-in.

1.1.S.9: Explore hiring a staff ecologist and/or additional staff infrastructure and capacity to promote the implementation of strategies and plans.

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*Strategies to preserve and enhance surface water and groundwater, and air quality (Principle 1.2)*

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1.2.S.1: Evaluate and update natural resource protection standards for waterbodies, wetlands (including jurisdictional and non-jurisdictional) and riparian areas.

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1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near significant important waterbodies.

1.2.S.3: Develop a water quality enhancement plan that includes consideration of additional County funding for water quality and commits to joint Town and County coordination. The plan should include a water quality monitoring program. The plan should also, and incorporate or complement existing and future source water assessments, source water protection plans, river and lake management plans, watershed management plans, and other water quality protection efforts.

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1.2.S.4: Implement and periodically update the Flat Creek Watershed Management Plan.

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1.2.S.5: Investigate updates to the Land Development Regulations and other County resolutions and Town ordinances to provide further protection for Public Water Systems, surface water, and groundwater, including, incentives for wastewater system best management practices, facility regulations, monitoring wells, and buffering distances.

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1.2.S.6: Enhance existing water quality protection tools and explore the development of new tools such as an aquifer protection overlay or a water quality commission.

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1.2.S.7: Educate our community on the importance of water quality protection and our sole source aquifer.

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1.2.S.8: Encourage and support all public water suppliers in establishing or updating source water assessments and protection plans.

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*Strategies to maintain the scenic resources of the community (Principle 1.3)*

1.3.S.1: Evaluate and remap the Scenic Resources Overlay based on the accumulated knowledge of potential visual impacts and identify expanded viewsheds to which the SRO will apply.

1.3.S.2: Evaluate and amend lighting standards based on dark skies best practices.

1.3.S.3: Update the public lighting standards to match the dark skies standards adopted in the Land Development Regulations LDRs.

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### *Strategies to protect and steward open space (Principle 1.4)*

- 1.4.S.1: Update the Planned Residential Development (PRD) tool to better protect wildlife resources. Reconsider applicability of the PRD tool on smaller (35- to 120-acre) parcels. Consider incentives in addition to density bonuses, including house size, locations, guesthouses, and other options.
- 1.4.S.2: Evaluate and update agricultural exemptions and incentives to encourage continued agricultural conservation of open space. ~~Support~~Ensure exemptions and provide incentives to enable the continuation of agriculture.
- 1.4.S.3: Explore non-development incentives for the permanent protection of open space.
- 1.4.S.4: Explore the establishment of a dedicated funding source for the acquisition of permanent open space for wildlife habitat protection, scenic vista protection, and agriculture preservation.

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1.4.S.5: Evaluate and update the definition of publicly valuable open space to include the provision of active recreation opportunities in less critical habitat to relieve recreation pressure in areas of more critical habitat, and manage public lands access.

1.4.S.6: Reevalue the purpose and staffing of the Teton County Scenic Preserve Trust to provide full-time management for the organization and consider the adoption of higher operational standards.

1.4.S.7: ~~Periodically~~ revisit the rural conservation development options (Rural PRD, Floor Area Option) to ensure conservation, housing and transportation goals are met and to explore new tools.

1.4.S.8: Evaluate private land recreation needs and management to relieve the impact on public lands.

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## ChapterSection 2. Climate Sustainability through Energy Conservation

Emit ~~fewer~~ less greenhouse gases than we did in 2012.

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~~Consume less nonrenewable energy as a community in the future than we do today.~~

What does this  
Chaptersection  
address:

Why is this  
chaptersection  
addressed?

*Principle 2.1 - Reduce  
consumption of non-renewable  
energy*

The contribution to climate change from ~~greenhouse gas emissions~~ the consumption of nonrenewable energy is a perfect example of how seemingly insignificant individual actions can add up to a measurable impact at a larger scale. Global climate change cannot be addressed by our community alone, but the local, regional, and global impacts of climate change are inconsistent with our Common Values of Community Character and the community has chosen to address them to the greatest extent possible. In 2005 Jackson became a part of the US Mayors Climate Protection Agreement.

*Principle 2.2 - Reduce greenhouse gas emissions  
energy consumption  
through land use*

A changing climate threatens the Greater Yellowstone Ecosystem by altering or eliminating habitats, making it harder for native species to survive. A decline in moose population numbers and loss of pine trees due to pine beetle and blister rust have already been attributed to climate change. Temperature dependent life cycles (e.g. pollination) and species (pika, wolves, native fish) are expected to decline in the near future. (Bloom & Riginos, 2018, p.17, Mosaic)

*Principle 2.3 - Reduce greenhouse gas emissions  
energy consumption  
through transportation*

*Principle 2.4 - Increase energy  
efficiency in buildings*

*Principle 2.5 - Reduce greenhouse gas emissions  
~~Conserve energy~~  
through waste management and  
water conservation*

We will also experience local impacts to our Growth Management and Quality of Life Common Values as food, potable water and habitable land diminish across the world. The cost of bringing food into our remote location, demand for our water, and pressure to develop our valued open space will all increase.

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While the community is planning for climate change, it is not hopeless. However, the community sees climate change as an opportunity as much as a threat. Our stewardship legacy and international recognition provide the perfect chance for us to set an example of how the global issue of climate change can be addressed at the community level. We can become a model for ~~emissions reduction~~energy conservation and energy independence for over 3 million visitors every year. We have hydro, solar, wind, and geothermal ~~zero- emission~~renewable energy resources available to us. Through the development and use of ~~zero- emission~~renewable resources and improved energy conservation we can limit our dependence on ~~greenhouse gas emitting~~non-renewable energy resources.

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Sustainability is a system of practices that are healthy for the environment, community and economy and can be maintained for current and future generations.

Climate sustainability ~~through energy conservation~~ is included in this Plan because transportation and buildings constitute 95% of the community's energy consumption. ~~To in order to~~ meaningfully address our climate impacts in the long-term, energy consumption (see Appendix B), land use, and transportation planning must be holistically addressed. The transportation and infrastructure required to sustain a sprawling development pattern ~~result in~~requires far more energy consumption than a compact, connected series of Complete Neighborhoods where services and infrastructure already exist and residents can ~~walk, bike, or ride the bus~~use alternate modes of travel to move within and between built areas. Our buildings can also be designed to be much more energy efficient than they are today.

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Beyond reducing our contributions to climate change, energy conservation also makes economic sense for the community. Reliance on diminishing non-renewable resources will cause the cost of energy to increase. This will further increase the cost of living in our community and have detrimental effects on our Quality of Life. If we can reduce the amount of motor vehicle travel needed to move around the community, we will be less affected by rising gas prices. If we consume less power in the operation and construction of our public and private buildings and our management of waste, we can continue to have some of the lowest priced and most renewable power in the country. As we become a true example of sustainable energy consumption, visitors may be attracted to the area for our climate stewardship alone. The behavior and impacts of tourism and resorts should be consistent with, and in support of the community's sustainability goals.

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Awareness of the importance of energy conservation ~~was high in 2012~~has recently gained ~~momentum~~ with an initiative to reduce Town and County energy consumption by 10% over the ~~previous~~past five years and the completion of a communitywide emissions inventory through an unprecedented cooperative commitment between the Town, County and Lower Valley Energy. These, and similar future efforts will assist in meeting the community's ~~emission~~energy ~~consumption~~ reduction goals. Moving forward, we realize that it is in the best interest of the ecosystem and the community to continue promoting climate sustainability ~~through energy conservation~~.

*Principle 2.1— Reduce consumption of non-renewable energy. ~~In order to~~To reduce the emission of greenhouse gases that contribute to climate change, the community should reduce its consumption of energy from non-renewable sources. The Town and County will lead by example and encourage reductions in energy demand and the use of renewable energy sources. However, it is the daily responsibility of the entire community to reduce ~~greenhouse gas emission~~consumption of non-renewable energy whether for climate, financial or other reasons.*

**Policy 2.1.a: Shift community energy consumption behavior**

The community commits to shifting its behaviors to consume less energy. Reducing energy demand is the simplest way to consume fewer nonrenewable energy resources. Achieving communitywide energy conservation requires reducing individual consumption of energy with every decision. The Town, County, and partnering organizations, [such as Energy Conservation Works and Yellowstone-Teton Clean Cities](#) will educate the community on best available methods for reducing energy demand and facilitate and encourage each community member to reduce personal energy consumption.

**Policy 2.1.b: Encourage energy conservation through energy pricing**

The Town and County will work with local energy providers to price energy to encourage conservation. Money is a significant motivator in all decisions, including energy conservation. The pricing structure should be set up to reward energy consumers contributing to the community goals of conservative and efficient use of energy without punishing households that cannot afford to upgrade energy inefficient structures.

**Policy 2.1.c: Increase local use and generation of renewable energy**

Using solar, wind, geothermal, and/or hydro energy that has less impact to the climate is the community's preference. The community will work with local utilities and other agencies, non-profits, and businesses to identify local renewable energy generation opportunities so that it is not necessary to add non-renewable energy sources to the community's energy portfolio. Integration of renewable energy into the community's energy portfolio should be done consistently with the community's Vision. [The Town and County will continue to include photovoltaic solar panels and solar thermal systems as part of its public infrastructure. In 2019 the EPA recognized the Town as a Green Power Partner.](#)

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**Policy 2.1.d: Allow and encourage onsite renewable energy generation**

Production of energy from renewable sources on individual properties should be allowed and encouraged. The transmission of electricity is extremely inefficient. Reducing that component of our energy infrastructure could result in a large cumulative decrease in demand for non-renewable energy. Exemptions to Town and County regulations should be considered to facilitate the installation of on-site renewable energy sources. The community will also explore incentives for on-site renewable energy, utilizing best available practices.



Principle 2.2— Reduce ~~greenhouse gas emissions~~~~energy consumption~~ through land use. Land use patterns have a great effect on the community's overall energy consumption and should be designed with energy efficiency in mind. Complete Neighborhoods require less energy consumption for travel within and around the community; and compact mixed use infill and redevelopment requires less energy in the provision of services and infrastructure.

#### Policy 2.2.a: Enhance suitable locations as Complete Neighborhoods

Principle 3.2 details the community's policies to encourage development, infill, and redevelopment that enhances suitable locations as Complete Neighborhoods that contain: defined character and quality design; public utilities; quality public space; a variety of housing types; schools, childcare, commercial, recreation and other amenities within walking distance; and connection by complete streets. Complete Neighborhoods contain the greatest potential for low ~~emission~~~~energy consumption~~ living because of the ~~close~~ proximity of residences to services and jobs. Complete Neighborhoods in the Town and County will lead to energy conservation through a reduction in ~~motor~~ vehicle miles traveled and consolidation of waste disposal and other infrastructure.

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#### Policy 2.2.b: Direct growth out of habitat, scenery, and open space

Principles 1.4 and 3.1 detail the community's commitment to conservation of wildlife habitat, habitat connections, scenic viewsheds, and open space. Development of these areas would not only negatively impact wildlife and scenery but also require far more energy to install and maintain infrastructure and transport people and energy around the community. As the climate changes, preserving open spaces from development will also ease the pressure on wildlife as they adapt to a changing ecosystem.

#### Policy 2.2.c: Improve air quality

Also critical for ecosystem protection and public health is air quality. Air quality in Teton County is currently well within the levels mandated by the Environmental Protection Agency. However, our location in a high mountain valley exacerbates the effects of wood smoke, dust, vehicle exhaust, and other emissions on air quality, so there is still an opportunity to improve our air quality. Efforts to improve air quality may include: reducing vehicle miles traveled through a shift to alternative~~alternate~~ modes of travel, reducing wood- burning emissions, reducing dust from unpaved roads and large construction sites, and offering incentives for the use of new technologies and practices that reduce carbon emissions.

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Principle 2.3— Reduce ~~greenhouse gas emission~~~~energy consumption~~ through transportation. Transportation accounts for approximately 80% of the total carbon emissions in the community (see Appendix B) and should be a focus of the community's efforts to reduce energy consumption. Reducing fuels consumed for transportation and using renewable fuels has the greatest potential to reduce the community's overall carbon emissions and consumption of non-renewable resources.

#### Policy 2.3.a: Meet future transportation demand through the use of alternative modes

Principle 7.1 details the community's policies to promote the use of alternative modes over use

of the single occupancy motor vehicle. The use of single occupancy motor vehicles is the least energy efficient mode of transportation, as only one person is transported and road and parking infrastructure is required for each individual.

**Policy 2.3.b: Create a safe, efficient, interconnected multimodal transportation network**

Principle 7.2 details the community's policies to provide a multimodal network to meet our future transportation demand. The community will develop an integrated transportation management plan that will look at all modes of travel and the most effective solutions for

transportation in the community, considering long-term impacts such as consumption of non-renewable fuels and the energy costs of transportation infrastructure.

*Principle 2.4— Increase energy efficiency in buildings. It is the community's goal to achieve carbon neutral buildings by 2030. Increasing the energy efficiency of buildings and reducing the energy used for the construction of buildings will greatly increase the community's energy conservation efforts, as the construction and operation of buildings ~~currently~~ accounts for close to 15% of energy use in Jackson and Teton County (see Appendix B). Publicly funded construction projects will lead by example in implementing this policy, and incentives will be provided to reduce the energy demand of new and existing private buildings.*

**Policy 2.4.a: Construct energy efficient buildings**

The community should improve the energy efficiency of its buildings. Buildings with tight building envelopes that minimize the loss of energy are more energy efficient because they require less energy yet provide the same level of comfort as buildings with other designs. The Town and County should adopt the most recent energy codes or similar regulations ~~in order~~ to maximize the energy efficiency of new construction and improvements to existing buildings. Additionally, the Town and County will explore requirements and incentives for building design that employ best practices for energy efficiency in new and retrofitted buildings.

**Policy 2.4.b: Renovate and reuse existing buildings**

Where appropriate, the community should renovate, reuse, and repurpose existing buildings. The energy required to extract, produce, transport, and assemble building materials is known as the “embodied energy” of a building. The easiest way to reduce the ~~embodied energy~~ consumption of a structure is to reuse a structure that already exists. The community will encourage the reuse, repurposing and renovation of existing buildings where a safe, energy efficient building can be achieved without constructing a new building.

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**Policy 2.4.c: Use and reuse construction material sustainably**

Where it is not practical to renovate an existing building as described in Policy 2.4.b, the embodied energy of a building should be reduced through the recycling and reuse of building materials or use of sustainable, local materials. The Town and County should lead by example when constructing public buildings and subsidized housing units by giving preference to recycled and local materials and local contractors, within reasonable performance and cost limits. The Town and County should also explore providing locations for materials recycling that make it more cost-effective to recycle than to dispose of material.

**Policy 2.4.d: Use energy efficient building systems and appliances**

Practices to reduce energy consumption should continue throughout the use of a building, regardless of the energy efficiency of a building's design or the amount of energy initially used to create the building. The Town and County will provide standards for high efficiency heating, ventilation and air conditioning (HVAC) equipment, lighting fixtures, appliances, and other

building systems. Where possible, programs will encourage the use of the best available energy efficiency technology for building systems and appliances.

**Policy 2.4.e: Encourage smaller buildings**

The Town and County will encourage the construction of smaller, energy efficient buildings to improve energy conservation communitywide. Energy efficiency and the amount of energy required to construct a building is directly related to overall building size. Smaller buildings require less material to achieve high energy efficiency and contain less volume to condition, light, and maintain. The community will explore regulations and incentives to encourage the construction of smaller buildings.

*Principle 2.5—~~Reduce greenhouse gas emissions~~~~Conserve energy~~ through waste management and water conservation. The community will reduce the amount of energy required to distribute, clean, and dispose of water and waste through conservation efforts. Our current water consumption and waste management practices will have long-term adverse impacts on the ecosystem and the community's energy demand if conservation measures are not pursued.*

**Policy 2.5.a: Encourage water conservation**

While our community is lucky to have abundant water supplies, water conservation should still be pursued ~~in order~~ to conserve energy and ~~maintain water quality~~~~manage natural resources responsibly~~. As fresh water resources are depleted, the energy required to provide potable water increases. Conservation of water saves aquifer supplies for future generations, protects habitat, and respects downstream users. To better encourage water conservation, municipal pricing should reflect the true long-term cost of production and encourage water conservation. The Town and County will also encourage practices that demand less water, such as landscaping with native species.

**Policy 2.5.b: Manage our waste stream for sustainability**

The community will minimize the amount of solid waste it directs to landfills with a goal of “zero waste” by increasing efforts such as recycling and composting of waste. ~~The Strategies in the Road to Zero Waste Plan are~~ guiding the community's implementation of its zero waste goal. Disposing of solid waste in landfills requires energy for waste transportation, land moving, and other landfill operations. Landfill disposal also requires increased disturbance of otherwise open spaces due to the length of the decomposition process. The community will increase opportunities for recycling, reuse, and composting and seek productive uses for solid waste such as waste-to-energy solutions to minimize the solid waste that must be placed in a landfill. In addition, the Town and County will lead by example by using products that can be recycled or composted and encouraging all members of the community to do the same.

**Policy 2.5.c: Reduce energy consumption in wastewater treatment**

~~The community should utilize the most energy efficient wastewater treatment methods and technology to discharge effluent that meets or exceeds the quality of the receiving waters at any time. Wastewater treatment is extremely important to the health of the ecosystem and the~~

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community, but can be an enormous consumer of energy. The Town and County will lead by example in attempting to exceed State discharge requirements while limiting the amount of energy consumed by wastewater treatment processes.

## Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

- 2.G.S.1: Update Chapter 2 with a revised statement of principles and policies around emissions reduction and climate change adaptation to establish the Town and County's position as a leading sustainable and adaptable community. As part of the Chapter Update, consider updating the Chapter Goal. Also consider the impacts and opportunities presented by our tourism-based economy.
- 2.G.S.2: Develop an Emissions Reduction and Climate Action Plan to identify potential solutions and strategies to reduce our contribution to climate change and better position the Town and County to be able to deal with potential impacts of a changing climate. The Plan should and also outline implementation responsibilities, and include adaption measures specific to the potential impacts of climate change on our economy.
- 2.G.S.3: Promote community-wide and targeted education about methods and techniques that can be applied at individual and organizational levels to reduce impacts on our environment, and ensure the inclusion of resorts and visitors in that outreach.

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### Strategies to reduce consumption of non-renewable energy (Principle 2.1)

- 2.1.S.1: Coordinate with the wide range of organizations working on energy conservation to educate the community about the benefits of reducing consumption of energy from non-renewable sources.
- 2.1.S.2: Work with partners to distribute technological devices, such as home area networks, into the community to raise awareness of the amount of energy being consumed and opportunities for reduced consumption.
- 2.1.S.3: Partner with organizations such as the Yellowstone-Teton Clean ~~Energy Coalition~~ Cities to educate residents and guests about the negative impacts of vehicle idling.
- 2.1.S.4: Work with local energy providers to develop a sliding scale energy pricing structure where unit cost increases with total energy consumption.
- 2.1.S.5: Evaluate and update land use regulations to support renewable energy generation in the community.
- 2.1.S.6: Coordinate education efforts to avoid private Codes, Covenants & Restrictions (CC&Rs) that prohibit on-site renewable energy generation and other sustainable practices.

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2.1.S.7: Create a personal emissions responsibility program to raise awareness and promote reduced consumption.

*Strategies to reduce energy consumption through land use (Principle 2.2)*

See Strategies 3.1.S.1 through 3.1.S.4 and 3.2.S.1 through 3.2.S.8.

*Strategies to reduce energy consumption through transportation (Principle 2.3)*

See Strategies 7.1.S.1 through 7.1.S.11 and 7.2.S.1 through 7.2.S.6.

2.3.S.1: Promote and incentivize the increased use of electric modes of transportation (bikes, buses, cars).

2.3.S.2: Develop a County Energy Mitigation Program that addresses the induced transportation demand required to maintain certain site designs or features (e.g. ponds).

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*Strategies to increase energy efficiency in buildings (Principle 2.4)*

2.4.S.1: Adopt the most recent International Energy Conservation Code or similar regulation.

2.4.S.2: Develop a comprehensive sustainable building program that includes requirements and incentives for government operations and new private construction to use energy efficiency best practices.

2.4.S.3: Develop a program of incentives and financing options for owners of existing buildings to participate in a communitywide energy retrofit program.

2.4.S.4: Develop a program to facilitate the reuse and recycling of building materials and raise awareness of the benefits of the use of sustainable construction materials.

2.4.S.5: Develop a program to encourage the use of the most energy efficient building systems and appliances.

2.4.S.6: Evaluate and update regulations on building size to encourage smaller, more energy efficient buildings and consume less energy.

2.4.S.7: Explore a policy commitment that every public building and vehicle will be zero-emission.

2.4.S.8: Update the County Energy Mitigation Program to encourage energy conservation in buildings.

*Strategies to conserve energy through waste management and water conservation (Principle 2.5)*

2.5.S.1: Implement a sliding scale water pricing structure.

2.5.S.2: Increase awareness and opportunities for recycling, reuse, and composting, including communitywide curbside recycling.

2.5.S.3: Develop a program to guide waste reduction in the County

2.5.S.4: Update landscaping LDRs to encourage water conservation.

2.5.S.5: Reduce energy consumption in wastewater treatment through the use of the most energy efficient treatment methods and technology to discharge effluent that exceeds the quality of the receiving waters. We will continue to build on the significant reduction in energy consumption that has been achieved since 2010.

# Growth Management: Common Value 2 of Community Character



## Why is Growth Management a Common Value?

Effective Growth Management is essential to protecting our surrounding ecosystem and reinforcing our community's Quality of Life. Our three Common Values of Community Character are mutually supportive, requiring the community to enhance our built environment into desirable places for residents, businesses, and visitors ~~in order~~ to protect wildlife habitat, habitat connections, scenery, and open space. If the most ecologically suitable places for development are also the most desirable places to live, our Ecosystem Stewardship and Quality of Life will both benefit.

Managing growth means proactively planning for what we want – rural open spaces and high quality, desirable Complete Neighborhoods. The Plan identifies a range of land use patterns, from rural to urban, to assist the community in visualizing how we will implement our Common Values of Community Character over time. These land use patterns vary in the ratio and level of intensity of their natural, built, and social components.

Growth Management will ensure that the heart of the community – the Town of Jackson – will continue to be the community's housing, employment, social, and civic center. By directing the majority of growth into areas of existing infrastructure and services, which comprise only about 7% of private land, we can preserve open spaces of ecological and scenic value while also allowing for enhanced housing, economic development, social, and civic opportunities. Our community realizes the importance of Growth Management in achieving Ecosystem Stewardship in harmony with our desired Quality of Life.

## How are we going to achieve Growth Management?

### ~~Chapter~~ Section 3. Responsible Growth Management

- Direct growth out of habitat, scenery, and open space (Principle 3.1)
- Enhance suitable locations as Complete Neighborhoods (Principle 3.2)
- Manage growth predictably and ~~locally~~ cooperatively (Principle 3.3)
- Limit development in naturally hazardous areas (Principle 3.4)
- ~~Manage local growth with a regional perspective (Principle 3.5)~~

### ~~Chapter~~ Section 4. Town as Heart – The Central Complete Neighborhood

- Maintain Town as the central Complete Neighborhood (Principle 4.1)
- Promote vibrant, walkable mixed use areas (Principle 4.2)
- Develop desirable residential neighborhoods (Principle 4.3)
- Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)
- Preserve historic structures and sites (Principle 4.5)

## Chapter~~Section~~ 3. Responsible Growth Management

Direct at least 60% of future growth into ~~a series of connected~~, Complete  
Neighborhoods ~~in order~~ to preserve ~~critical~~ habitat, scenery and open  
space and provide workforce housing opportunities. in our Rural Areas.

What does this  
chapter~~section~~  
address?

*Principle 3.1 – Direct growth out of  
habitat, scenery, and open space*

*Principle 3.2 – Enhance suitable  
locations as Complete Neighborhoods*

*Principle 3.3 – Manage growth  
predictably and locally cooperatively*

*Principle 3.4 – Limit development in  
naturally hazardous areas*

*Principle 3.5 – Manage local  
growth with a regional  
perspective*

Why is this  
chapter~~section~~  
addressed?

Effective Growth Management is essential  
to protecting the ecosystem in which we  
live from the impacts of development, as  
well as enhancing our built environment  
and our community's character. Our  
existing physical character is a continuum  
of Growth Management strategies and  
~~levels of~~ development, from millions of  
acres of National Park, National Forest, and  
a National Elk Refuge, where growth is  
essentially prohibited, to downtown Jackson  
where vitality, occupancy, and use is  
encouraged and valued. Managing growth  
means proactively planning for what we  
want on both ends of the spectrum – rural  
open spaces and high-quality, desirable  
Complete Neighborhoods. If we can  
~~achieve~~ manage growth so that the most  
ecologically suitable places for development  
are also the most desirable places to live,  
our Ecosystem Stewardship and Quality of  
Life will both benefit.

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Complete neighborhoods provide: • defined character and high-quality design; • public utilities (water, sewer, and storm sewer); • quality public spaces; • a variety of housing types; • schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and • connection by complete streets that are safe for all modes of travel.

stable subarea: • Subareas in which no change to the existing character is necessary • Development will be infill that maintains the existing identity or vitality • The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

transitional subarea: • Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial • Subareas that would benefit from reinvestment and revitalization • Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

Rural areas provide: • viable wildlife habitat and connections between wildlife habitat • natural scenic vistas • agricultural and undeveloped open space • abundance of landscape over built form • limited, detached single family residential development • minimal additional nonresidential development

preservation subarea: • Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary • Additional amenities and infrastructure are inappropriate • May benefit from some clustered residential development that improves the overall preservation of open space

conservation subarea: • Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on improved conservation • Areas that benefit from an increase in open space, scenic resources, and habitat enhancement • Goals include balancing existing development with improved wildlife permeability and scenic enhancements.

Supporting the preservation efforts of our neighboring federal land managers and minimizing development in the undeveloped Rural Areas of the County will protect the ecologic and scenic value of these areas. From a Quality of Life perspective, maintaining these scenic viewsheds, natural resources, wildlife habitat, and open spaces preserves our daily connection with the surrounding natural environment and our western, rural heritage, regardless of where in the community we live. ~~Since 1994~~ ~~Over the past 15 years~~, the community has successfully managed growth in these sensitive areas on a project-by-project basis. ~~Still, but~~ we must continue our efforts and broaden our Growth Management policies to ~~better~~ address conservation on a communitywide scale.

Identifying Complete Neighborhoods will enhance our community character and relieve development pressure in Rural Areas we wish to preserve. By concentrating development in Stable and Transitional Subareas with existing services and infrastructure, defined character, desired amenities within walking distance, and a variety of housing types we will be able to achieve our Vision. Complete Neighborhoods have more economic stability, support alternative modes of transportation, allow for more efficient delivery of high-quality services, and are more energy efficient. Making Complete Neighborhoods more desirable places to live and directing development into those areas will make it less likely for developers to pursue development in inappropriate Rural Areas where wildlife, scenery and open space protection is the priority.

Our Growth Management policies link our Ecosystem Stewardship and Quality of Life policies and allow us to illustrate our Vision through the Character Districts. By defining our Growth Management goals, we can identify Stable, Transitional, Preservation, and Conservation Subareas of the Character District, and then describe the desired natural and built character of each subarea. This provides predictability for neighbors, landowners and developers.

Setting goals for Growth Management is only the first step. ~~As detailed in the Achieving Our Vision chapter~~, the community must monitor development and adapt as necessary to ensure we are achieving our desired community character. ~~The Town and County must continue to work cooperatively with each other and with neighboring jurisdictions in these efforts.~~ Our Vision extends beyond jurisdictional boundaries, and so too must our implementation strategies if we wish to comprehensively address Ecosystem Stewardship, Growth Management, and Quality of Life at a communitywide level.



*Principle 3.1—Direct growth out of habitat, scenery, and open space. Rural Areas with wildlife habitat, habitat connections, scenic vistas and undeveloped open spaces should be conserved to the greatest extent possible. Ecosystem preservation and protection remains the overarching Vision of the community and a primary goal for these areas. The preference of the community is for future growth to occur in Complete Neighborhoods where infrastructure and services already exist. Development that does occur in Preservation and Conservation Subareas outside of Complete Neighborhoods should be limited and rural in character. [To learn more about each of the Complete Neighborhoods and subareas, visit the Illustration of our Vision chapter of this Plan.](#)*

**Policy 3.1.a: [Ensure there is no net increase in](#) ~~Limit~~ development potential ~~to protect~~ [community character](#)**

Ecosystem Stewardship and rural character preservation should extend beyond protecting resources and open space on individual lots to managing growth on a communitywide scale.

[Development](#) While development potential should decrease in Rural subareas and ~~may~~ increase in ~~appropriate~~ certain Complete Neighborhood subareas, ~~but we will adhere to our~~ [Vision](#) community character ~~will be adhered to~~ preserved by [ensuring there is no net increase in](#) limiting overall development potential. Beginning in 2012, increases and decreases ~~in the~~ community to the amount that has been allowed residential and nonresidential development ~~have been~~ ~~were~~ annually tracked and reported and planned for since 1994 (see Appendix B). By not increasing ~~the amount of~~ potential ~~more than it is decreased~~ development beyond this level, and better locating and designing development that does occur, we can decrease our impacts to the ecosystem while respecting property rights, ~~and~~ preserving our rural character, ~~and~~ [providing opportunities for increased quality of life.](#)

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**Policy 3.1.b: Direct development toward suitable Complete Neighborhood subareas**

To extend our legacy of Ecosystem Stewardship and preserve our rural character, the community prefers that development occur in Stable and Transitional Subareas where most of the infrastructure and services that define Complete Neighborhoods already exist. Preservation and Conservation Subareas with wildlife habitat, habitat connections and scenic vistas are the least appropriate places for growth, however, the community recognizes and respects that private property rights exist. Tools will be explored to transfer development potential from these Rural subareas of ecological significance and rural character into Complete Neighborhood subareas suitable for development. The boundaries of Complete Neighborhoods are identified in the Illustration of Our Vision chapter to ensure that development of suitable areas does not sprawl into areas the community is trying to protect. Whether through transfer or other tools, development of Complete Neighborhoods is preferable to development of Rural Areas.

[\[ADDED GROWTH GRAPHIC\]](#)

[\[AMENDED TRANSECT GRAPHIC\]](#)

#### Policy 3.1.c: Maintain rural character outside of Complete Neighborhoods

Outside Complete Neighborhoods, it is the community's goal to maintain our historic western, rural character, wildlife habitat and scenic vistas. In the ~~western~~ Rural Areas, rural character is defined by limited development, actively stewarded agricultural land, and a high ratio of natural to built environment. ~~To in order to~~ maintain this character, the County will ~~first continue to~~ promote non-development conservation, ~~including encourage~~ active agricultural stewardship; ~~second incentivize development that occurs in Complete Neighborhoods and preserves wildlife habitat, scenery and open space;~~ third incentivize development that is ~~clustered away from sensitive areas in exchange for preservation of wildlife habitat, scenery and open space;~~ and finally, ~~allow for development of base property rights.~~ To further maintain rural character, the County will limit building size consistent with historic agricultural compounds and require a dominance of landscape over the built environment.

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#### Policy 3.1.d: Cluster nonresidential development in existing locations

Nonresidential development not associated with agriculture should be clustered in Complete Neighborhoods and Planned Resorts where nonresidential character already exists. Centrally locating resort, commercial, and public/semi-public development preserves wildlife habitat, habitat connections, scenic viewsheds, rural character and the viability of Complete Neighborhoods. No new Planned Resorts should be created, and existing Planned Resorts should be limited to their existing footprint. Existing County resort, commercial, and civic uses outside of Complete Neighborhoods will be encouraged to redevelop in a manner that is more consistent with rural character.

*Principle 3.2—Enhance suitable locations as Complete Neighborhoods. Development, infill and redevelopment should be located primarily in areas of existing infrastructure and services in order to enhance such suitable areas as Complete Neighborhoods that include: defined character and quality design; public utilities (water, sewer, and storm sewer); quality public space; a variety of housing types; schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and connection by complete streets that are safe for all modes of travel. The degree of mobility, amenities and development intensity of these Complete Neighborhoods will increase from County to Town. The next chapter section of the Plan, "Town as the Heart of the Region: The Central Complete Neighborhood," details how the Town of Jackson will be enhanced as the community's primary Complete Neighborhood.*

#### Policy 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods

A primary goal of the community is to enhance suitable existing neighborhoods by promoting their development into Complete Neighborhoods. Not all residential areas are suitable for all or any components of a Complete Neighborhood. For instance in Conservation Subareas where few of the components of a Complete Neighborhood exist, the existing residential character should be enhanced with a focus on rural character and wildlife, natural, and scenic resources. On the other hand, Stable Subareas may be enhanced by infill that is consistent with the existing pattern and scale of development and includes additional amenities, ~~in order~~ to make the most

appropriate places for development more enjoyable places to live. Transitional Subareas are appropriate for redevelopment or new development designed to achieve a desired future character.

**Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods**

Complete Neighborhoods are the most appropriate locations for nonresidential development. Nonresidential development in proximity to residences and lodging promotes pedestrian vitality, which has ecological, social and economic benefits. Complete Neighborhoods should contain locally-oriented nonresidential uses such as restaurants, convenience retail, childcare, schools, and other services oriented toward neighborhood residents. Complete Neighborhoods with lodging may also include visitor-oriented commercial development that encourages a vibrant, year-round, pedestrian character. Nonresidential areas within Complete Neighborhoods should incorporate a vertical and/or horizontal mix of nonresidential and residential uses that promote active pedestrian use of the ground floor (such as retail), with allowances for flexible residential or nonresidential use of upper floors.

[\[ADDED COMPLETE NEIGHBORHOODS GRAPHIC\]](#)

[\[AMENDED TRANSECT GRAPHIC\]](#)

**Policy 3.2.c: Limit lodging to defined areas**

Lodging and short-term rental use will continue to be limited to areas within a Lodging Overlay and existing Planned Resort in Town, and the existing County Planned Resorts and Planned Unit Developments where it is entitled. The potential for lodging and short-term rental development is important to the community's tourism economy, but it is not appropriate throughout the Town and County. Concentration of lodging locates short-term accommodations in areas where guests can access visitor-oriented amenities without a vehicle, while protecting the remainder of the community's residential, locally-oriented, and Rural Areas from expansion of tourist-related amenities.

**Policy 3.2.d: Emphasize a variety of housing types**

Complete Neighborhoods will include a variety of housing types with a variety of ownership opportunities, consistent with the desired character for the neighborhood. The Complete Neighborhoods already have the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining a diversity of housing types and styles (single family homes, duplexes, condos, small lots, small units, lofts and apartments), including restricted housing of all types, is an important component of enhancing Complete Neighborhoods and meeting our community's housing goal.

**Policy 3.2.e: Promote quality public spaces in Complete Neighborhoods**

Public spaces are the building blocks of vital Complete Neighborhoods. The Town and County will promote public spaces and civic facilities that are interesting, memorable, and reinforce the desired sense of community within Complete Neighborhoods. Integrating fine arts

professionals in the design of projects will be encouraged ~~in order~~ to create unique and visually engaging public spaces—including sidewalks and walkways, parks, outdoor squares, landscaped areas and public art.

**Policy 3.2.f: Enhance natural features in the built environment**

Natural amenities within Complete Neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, Cache Creek, and Fish Creek are examples of important natural features that contribute to the character of developed areas. Such resources provide an opportunity to create a series of pathways and greenways that link parks and recreational amenities within a Complete Neighborhood and connect them to adjacent federally-managed lands such as the Bridger-Teton National Forest. The Town and County will explore opportunities to enhance natural amenities within Complete Neighborhoods while preserving their ecological function.

*Principle 3.3—Manage growth predictably and ~~locally, cooperatively~~. This Plan articulates and illustrates a clear Vision for the future. However, just as important is predictable, accountable, and measurable implementation of our Common Values. The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. The cornerstone of this Plan is adaptation based on continuous~~continued~~, coordinated monitoring. Past approaches that relied on discretionary review of individual implementation projects achieved some success, but also divided the community and resulted in unintended consequences.~~and adaptation by the Town and County to effectively implement the policies of this Plan.~~ The Vision of the community continues to extend beyond political boundaries, so achieving our Vision will continue to be more important than the jurisdiction in which it is achieved.*

**Policy 3.3.a: ~~Policy 3.3.e:~~ Make land use decisions based on Plan framework and policies**

This Plan's comprehensive series of Ecosystem Stewardship, Growth Management and Quality of Life policies make up the Common Values of our community character ~~and should therefore form the basis of future land use decisions.~~ Where and how they will be implemented through land use is defined by the Illustration of Our Vision. Individual land use decisions should not rethink the Character Districts. Where zoning has been updated since 2012, nonlegislative land use applications will implement our Vision if they meet the zoning. When a land use decision has not been defined in the zoning or Character Districts, it should be guided by the same commitment to support and optimization of all three Common Values that is the basis for the framework of the Plan. While sales tax is a major revenue source for the Town and County, and these funds are distributed on a per capita basis, Local land use planning will be based on the policies of this Plan rather than sales tax revenue share, ~~or~~ other fiscal considerations, or other considerations outside this Plan.

**~~Policy 3.3.a: Achieve our Vision through a coordinated Growth Management Program~~**



The Town and County commit to a coordinated Growth Management Program that ensures measurability and accountability in Plan implementation. Teton County and the Town of Jackson are two jurisdictions with a single Vision. Achieving the community Vision requires ongoing, coordinated monitoring and adaptation to achieve our Common Values of Community Character: • Ecosystem Stewardship; • Growth Management; and • Quality of Life. The Growth Management Program relates the policies of our Common Values to the community Vision through indicators, strategies, review targets and corrective actions. The specifics of the Growth Management Program, implementation responsibilities and the Plan amendment process are defined in the Achieving Our Vision section of the Plan

**Policy 3.3.b: ~~Policy 3.3.c~~ Provide predictability in land use decisions**

The community desires predictability in the future land use decisions that will implement this Plan. The most predictable way to achieve our Vision is by allowing and/or requiring the type of development that is desired as a base right. Where incentives are required to achieve desired character, they should be performance-based. Performance-based incentives should be limited, and have clearly defined intended public benefits, and have ties to indicators to evaluate effectiveness. Discretionary While discretionary land use tools may provide additional flexibility, but they ~~do~~ may not provide sufficient predictability and ~~are thus~~ may not the preferred approach be appropriate for managing growth and development in the community. Reciprocally, proposals that meet the standards adopted should expect to be approved and not held to a higher standard than has been established.

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**Policy 3.3.b: Illustrate Our Vision through the Character Districts**

The Illustration of Our Vision depicts the policies of the community's three Common Values through four levels of character classification. At the highest level, the private lands of the community are divided into Character Districts — areas with common natural, visual, cultural and physical attributes, shared values and social interaction. Then, based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on Ecosystem Stewardship or a Complete Neighborhood focused on enhancing Quality of Life. At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the existing character of the subarea and the desired future character for the entire Character District. Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character Defining Features provide the greatest level of site specific detail; however the characteristics are still conceptual and will inform specific regulations, incentives and programs.

**Policy 3.3.c: ~~Policy 3.3.d~~ Develop neighborhood plans**

Focused neighborhood plans may be developed where additional guidance detail is necessary to implement a comprehensive development or redevelopment that will achieve the desired future character in a specific subarea. The Illustration of Our Vision chapter generally describes the desired character for all Character Districts, but there may be instances where implementation

of certain strategies requires a more detailed, design oriented planning process for a specific subarea ~~in order~~ to ensure the desired future character is achieved.

**Policy 3.3.d: ~~Policy 3.5.b:~~ Strive not to export impacts to other jurisdictions in the region**

The Town and County will remain conscious of the impacts of all land use decisions on the greater region and ecosystem. It is not the goal of the community to overextend our resources or jurisdiction into adjacent communities or State and Federally managed lands. The Town and County will work with neighboring jurisdictions and State and Federal agencies to develop common goals related to growth, work toward solutions, and identify resources that can benefit all parties. We will lead by example through planning that considers the entire region.

**Policy 3.3.e: Preserve historic structures and sites**

Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.

*Principle 3.4—Limit development in naturally hazardous areas. Development in hazardous areas threatens the health, safety and welfare of human inhabitants. Steep slopes, poor soils, avalanche chutes, floodplains, dense forests and areas along fault lines offer unique opportunities for interaction with the environment, but when natural events do occur in these areas the results can be disastrous.*

**Policy 3.4.a: Protect development against flooding**

Flooding can cause serious damage to property and threaten public safety. To minimize risks to human safety and structures development in the 100-year floodplain and floodway will only occur in compliance with the Teton County Floodplain Management Resolution.

**Policy 3.4.b: Protect development against avalanches and landslides**

An avalanche can easily displace a building or trap occupants inside. Development within 100-year avalanche paths should be limited. Where development does occur within an avalanche path, mitigation measures should be installed. Recent storm events have also shown the destructive power of landslides. Development in potential landslide paths should be avoided or mitigated.

**Policy 3.4.c: Prohibit development on steep slopes**

Development on steep slopes decreases the stability of the slopes, which can lead to erosion and landslides. In addition, the level of disturbance required to develop on steep slopes has a disproportionate impact on natural resources. Slope development also poses difficulties for emergency access. Development on steep slopes will be avoided to the greatest extent possible. When development is not avoidable, it should employ best management practices for slope stabilization, erosion control and stormwater management. Impacts should be reduced by minimizing disturbance and adapting development to fit the topography, rather than modifying the topography to accommodate development.

**Policy 3.4.d: Limit development on poor soils**

Development on poor soils threatens the integrity of structures, encourages erosion and landslides and may cause groundwater contamination if septic systems are used in such areas. Development on poor soils will be avoided when possible and should employ best management practices if necessary.

**Policy 3.4.e: Protect development against seismic activity**

The community is located in a seismically active area. To protect human safety, buildings and infrastructure, strict adherence to building code recommendations for potential seismic events will continue.

**Policy 3.4.f: Protect development against wildfire**

Surrounded by National Forest lands, private lands throughout the community are susceptible to wildfires. The mapped Wildland Urban Interface will continue to be updated and refined, and development in such areas will continue to mitigate for wildfire hazard.

***Principle 3.5—Manage local growth with a regional perspective***

*A regional perspective is essential to Growth Management that respects our ecosystem. Decisions made locally have impacts on wildlife, natural and scenic resources, climate, energy consumption, growth and character throughout the greater region. Successful Growth Management will require continued cooperation, awareness and coordination with neighboring communities and Federal and State agencies.*

**Policy 3.5.a: Cooperate with regional communities and agencies to implement this Plan**

The ability of the community to achieve the priorities of this Plan specifically related to wildlife stewardship, transportation issues and workforce housing are intertwined with our ability to cooperate and communicate with neighboring communities and State and Federal agencies. The Town and County will continue to coordinate with neighboring communities and land managers to implement the framework of this Plan, identify shared interests and available resources and address issues affecting the entire ecosystem.

**Policy 3.5.c: Maintain control over our own community Vision**

In attempting to realize our Vision, the community recognizes that exporting solutions to our issues not only burdens other communities but makes us more reliant on them. Decisions in this community should be based on the policies of this Plan. It is not our goal to review all projects based on the goals of adjacent communities and agencies, and we want to retain our ability to act independently. We will work to find mutually beneficial solutions for all communities and agencies in the region, but the Town and County will also ensure that we are not dependent on other communities in meeting our community's Vision.

## Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually [in a work plan](#), as described in Policy 9.2.b.

### *Strategies to direct growth out of habitat, scenery, and open space (Principle 3.1)*

- 3.1.S.1: Evaluate and update land development regulations in Rural Areas to better protect wildlife habitat, habitat connections, scenic vistas and rural character.
- 3.1.S.2: Explore tools for transferring development potential from Preservation and Conservation Subareas of ecological significance to Stable and Transitional Subareas in the Town and County.
- 3.1.S.3: Evaluate and update County regulations regarding commercial, lodging and other nonresidential uses outside of Complete Neighborhoods.
- 3.1.S.4: Explore growth boundaries and associated expansion regulations and criteria for Complete Neighborhoods in the Town and County.
- 3.1.S.5: [Develop tools to reduce ecosystem impacts and preserve existing workforce housing in Conservation Subareas.](#)
- 3.1.S.6: [Review the CN-PRD and evaluate methods to promote its use, including a CN-PRD catalyst project; explore additional tools for transferring development potential out of Preservation and Conservation Subareas of ecological significance into Stable and Transitional Subareas in the Town and County.](#)

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### *Strategies to enhance suitable locations as Complete Neighborhoods (Principle 3.2)*

- 3.2.S.1: Update zoning and land development regulations within Complete Neighborhoods to achieve the desired character for Complete Neighborhoods as established in Character Districts.
- 3.2.S.2: Identify locations for locally-oriented and visitor-oriented nonresidential uses within Complete Neighborhoods based on the Character Districts.
- 3.2.S.3: Update land development regulations for nonresidential areas within Complete Neighborhoods to encourage ground floor vitality and flexible mixed use.
- 3.2.S.4: Explore opportunities to amend the Teton Village Master Plans to allow for a more vibrant, year-round Complete Neighborhood that includes more locally-oriented nonresidential uses and allows for additional units in exchange for conservation of Rural Areas.
- 3.2.S.5: Evaluate and update regulations in Complete Neighborhoods to allow and promote the appropriate variety of housing types identified through the Character Districts.
- 3.2.S.6: Evaluate and update design regulations to encourage quality public space.
- 3.2.S.7: Coordinate with a public art task force to write a public art plan for the community.



3.2.S.8: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features within Complete Neighborhoods.

~~3.2.S.9: Explore reduced development/utility fees in Complete Neighborhoods.~~

~~3.2.S.10: Identify locations in the County that may be appropriate for higher residential density to meet community-wide workforce housing goals but is also consistent with all three common values.~~

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### *Strategies to manage growth predictably and locally cooperatively (Principle 3.3)*

3.3.S.1: Consider a joint Town and County staff person to execute ~~an Adaptive Growth~~ Management Program and otherwise implement the Comprehensive Plan.

3.3.S.2: Evaluate and update base allowances to predictably allow development that is consistent with our Vision.

3.3.S.3: Evaluate and update incentives so that they are performance based, tied to measurable community benefits, limited, and more consistent with base allowances.

3.3.S.4: Develop neighborhood plans for specific areas within Character Districts as necessary.

3.3.S.5: Begin neighborhood planning (see Policy 3.3.c) Northern South

Park. The neighborhood planning effort should include:

An analysis of the appropriate amount of development,

given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);

Reference Town zoning concepts for guidance and use Town infrastructure standards; and

A resulting plan with enough detail to demonstrate and define how future

development will optimize all 8 Chapter goals.

3.3.S.6: Begin neighborhood planning (see Policy 3.3.c) the current Fairgrounds. The neighborhood planning effort should include:

An analysis of the appropriate use and amount of development, given the impact such development will have on existing infill opportunities elsewhere in Town because of the overall cap on additional residential units (see Policy 3.1.a);

Discussion of the future location of the Teton County Fair; and

A resulting plan with enough detail to demonstrate and define how future development will optimize all 8 Chapter goals.

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3.3.S.7: Consider adding a joint Town/County staff position with a focus on management and reporting of data.

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### *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.~~

## ChapterSection 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  
chaptersection  
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  
chaptersection  
addressed?

The Town of Jackson is the community's largest and most Complete Neighborhood – making it our central Complete Neighborhood and the “Heart” of the community. Concentrating development and activity in Town is the epitome of our Growth Management Common Value of making the most ecologically suitable areas for development the most desirable places to live. Enhancing our central Complete Neighborhood as the most desirable place in the community to live, work, and play limits impacts to the ecosystem throughout the rest of the community and protects the rural, western character of Rural Areas. It also improves the quality of life in Town and the economic stability and service delivery for the entire community.

Town already contains all of the components of a Complete Neighborhood:

- defined character and quality design;
- public utilities (water, sewer, and storm sewer);
- quality public space;
- a variety of housing types;
- schools, childcare, commercial, recreation, and other amenities within walking distance (1/4 to 1/2 mile) of residences; and
- connection by complete streets that are safe for all modes of travel.

Town offers public water, sewer and storm water services with quality public spaces and parks throughout. Town has the widest variety of housing types and the highest concentration of population in the community – with 45% of the community's population living on only 1.7% of the private land [as of 2012](#) (see Appendix B). It is the central location for most of our commercial, government, cultural and civic services and facilities, providing employment and amenities in proximity to residences. It also has

the most developed and widely used alternative transportation system in the community. All of these existing features offer the opportunity to enhance the Town as the most desirable and central location for the community to live, work and play.

To make Town a higher functioning Complete Neighborhood, it will be important to define how the different subareas of Town relate to and support one another. All subareas of Town will continue to be served by public utilities. While enhancement of public spaces and connection by complete streets is also needed in all subareas of Town, providing these amenities may require different approaches for different subareas. In subareas of more intense development, public spaces and alternate modes of transportation must be more closely incorporated and designed as part of the built form. In subareas of less development, public spaces and a complete transportation network can be provided separately from the built environment.

Not all components of a Complete Neighborhood can, should, or need to be provided in every subarea of Town for it to function as the community's central Complete Neighborhood. For example, in providing a variety of housing options and a balance of services and employment opportunities, different subareas of Town can support each other to achieve the community's Complete Neighborhood goals while achieving the desired subarea character. A subarea focused on concentrating commercial and other nonresidential development will provide more vibrancy and additional pedestrian services to the community's residents and visitors. While housing should be incorporated into subareas of nonresidential development, it does not have to be the focus, as a variety of housing types can be provided in adjacent subareas where residential development is the priority.

Likewise, a variety of housing is essential to a Complete Neighborhood, but all housing types do not need to be spread evenly throughout Town. If the community is going to enhance the integrity and charm of existing neighborhoods and make them more desirable places to live, different housing types will be more appropriate in some subareas of Town than in others. Denser housing types will be more consistent with the physical character of mixed use areas and Transitional Subareas. Further away from mixed use areas, less dense housing types and locally-oriented services can be provided to enhance the completeness of neighborhoods. In sum, Town will have a variety of housing types and amenities within walking distance, even though each subarea will not contain all housing types, services and amenities.

To ensure that Town remains the central Complete Neighborhood of the community, character definition must be addressed. Town is not identified by one single character; individual subareas within Town have different characters that contribute to the overall Complete Neighborhood. Each subarea needs to have a defined character that supports the functional relationship between the different subareas within Town. Individual identities will enhance the desirability of the community to live, work and play in each distinct subarea of Town.



*Principle 4.1—Maintain Town as the central Complete Neighborhood. Historically, the Town of Jackson has been the central Complete Neighborhood with the most concentrated land use pattern in the community. As a whole, it already contains all of the components of a Complete Neighborhood. Enhancing Jackson as the “Heart” of the community will require defining how the different subareas of Town support one another to create a desirable place to live, work and play.*

**Policy 4.1.a: Promote a complete Town of Jackson**

A key to Growth Management is the evolution of Town into a more Complete Neighborhood. Town is the best example of an existing Complete Neighborhood. Future development in the Town should enhance it as the community’s central and largest Complete Neighborhood. All subareas will each have some of the components of a Complete Neighborhood appropriate for that subarea and will collectively contribute to enhancing Town as the community’s central Complete Neighborhood. However, not all components of a Complete Neighborhood will be provided in all subareas of Town, as each distinct subarea will have its own defined character and role. When viewed as a whole, the Town Character Districts will work together as one Complete Neighborhood.

**Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing**

Town currently has the greatest diversity of housing and the greatest concentration of workforce housing in the community. Maintaining this diversity of housing types and styles (single family homes, duplexes, condos, carriage houses, lofts and apartments), including restricted housing of all types, is critical to reinforcing our community character, meeting our workforce housing goals and maintaining Town as the community’s population center. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each subarea of Town.

**Policy 4.1.c: Promote compatible infill and redevelopment that fits Jackson’s neighborhoods**

Infill and redevelopment will be key strategies for fostering the elements of a Complete Neighborhood in specific subareas in Town. Infill and redevelopment will be compatible in scale, use and character in Stable Subareas, and will be consistent with the desired future character in Transitional Subareas. Considerations should include the identification of appropriate relationships between land uses and development of varying intensities. An important goal will be to maintain or reestablish a strong sense of ownership by all residents of their neighborhoods. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each Subarea of Town.

**Policy 4.1.d: Maintain Jackson as the economic center of the region**

Continuing Town’s function as the community’s economic center is essential in its role as the community’s central Complete Neighborhood. Town is home to the majority of the retail opportunities, jobs and basic facilities and services needed by our community and visitors. As the community’s population center and central Complete Neighborhood, Town will continue to play this role into the future.

**Policy 4.1.e: Promote Town as a civic and governmental center**

As time passes the community will continue to invest and reinvest in public facilities, including government buildings, parks and recreation, arts and cultural facilities and public art projects. Public facilities should be located to enhance Town as the community's civic and cultural center. Specifically, public amenities should first be located in downtown Jackson, second within the Town of Jackson limits, and third within the greater Teton County. This priority is intended for public facilities with the primary function of directly serving the public, not for ancillary or support facilities.

*Principle 4.2—Promote vibrant, walkable mixed use areas. As the community's central Complete Neighborhood, Jackson will continue to be the economic hub of the region, providing a great deal of the region's nonresidential uses and employment opportunities. Nonresidential subareas should be developed or redeveloped as mixed use active pedestrian subareas. These subareas will contain a variety and balance of nonresidential uses and incorporate housing/lodging uses when appropriate, utilizing both a horizontal and vertical mix of uses.*

**Policy 4.2.a: Create mixed use Subareas**

Existing nonresidential subareas will be enhanced into vibrant, mixed use active pedestrian subareas. Both horizontal and vertical mixed uses will be utilized based upon the location and character defined in each specific Character District. Mixed use areas will allow nonresidential uses, but will also include a variety of residential and lodging uses. A vertical mix of residential, lodging, and nonresidential uses will foster a nightly, year-round "lights on" experience of use, activity and occupancy downtown.

**Policy 4.2.b: Promote a balanced mix of nonresidential uses**

As the economic center of the community, the Town will provide an appropriate balance of all non-residential and residential uses. Because sales tax collections are a major source of local government funding, a balance will be sought between sales tax generating and non-sales tax generating nonresidential uses. The community should monitor the various types of nonresidential uses, including visitor and local retail, private, non-profit and governmental office uses, institutional uses (including educational facilities) and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will employ tools to encourage or restrict uses based upon the results that maintain an appropriate equilibrium between all uses.

**Policy 4.2.c: Create vibrant walkable mixed use Subareas**

Complete streets that focus on alternative modes of transportation will be important to the enhancement of Town mixed use subareas. The primary objective in downtown Jackson will be to enhance pedestrian amenities and connectivity to support a vibrant and walkable downtown core. To achieve this goal, Town will encourage public gathering places in both public and private developments in the downtown area. Building design should complement the pedestrian experience with uses that engage people along sidewalks and [designs that include building and block cut-throughs, streets](#). Public spaces within these subareas may take the form

of parks, streetscape amenities and/or public/semi-public spaces provided by private property owners.

**Policy 4.2.d: Create a Downtown Retail Shopping District**

Recognizing the important role that downtown Jackson serves as the center for visitor retail, the community should identify a downtown retail shopping district, giving specific attention to first floor uses and the creation of an improved pedestrian experience. Local sales tax collection within Town should be centered in this district and must be maintained and expanded to continue to fund basic public and community services.

**Policy 4.2.e: Protect the image and function of Town Square**

Town Square is Jackson's major tourism draw and can be described as the "heart of the heart". As such, it is the area that evokes the greatest amount of sentiment and concern regarding architecture, scale and character. This area will be subject to the highest level of design standards, particularly for block faces on the Town Square. A variety of tools will be used to encourage and enhance pedestrian amenities to ensure this district remains the hub of the visitor experience and center of community life into the future.

**Policy 4.2.f: Maintain lodging as a key component in the downtown**

A key element of the 1994 Comprehensive Plan was the establishment of the Lodging Overlay District. The purpose of the overlay was to concentrate lodging into the downtown core, where guests can access tourist-orientated amenities without a vehicle. In addition, the overlay was intended to protect the remainder of the community from expansion and sprawl resulting from tourist and lodging amenities. The community continues to support the original intent of the overlay. Expanding on the goals of the 1994 Plan, this Plan supports the provision of a variety of year-round lodging types that encourage active management for nightly year-round occupancy.

*Principle 4.3—Develop desirable residential neighborhoods. A primary goal of the community is to enhance the character and integrity of Complete Neighborhoods in the Town and County. Town residential neighborhoods will be defined as either "Stable" or "Transitional," Subareas based upon their existing and desired future character. An important goal is to maintain or reestablish a strong sense of ownership by all residents of their neighborhood. The specific designation for each neighborhood and the desired future character is defined in the Illustration of Our Vision chapter.*

**Policy 4.3.a: Preserve and enhance Stable Subareas**

The characteristics of Stable Subareas will include a predominance of owner-occupied units, a variety of residential unit types, including workforce housing, and some limited nonresidential uses. Residents of these Subareas should be able to walk to local convenience commercial that should generally be within ¼ to ½ mile of their residences. Public spaces will typically be provided in public parks. Complete streets, including options for walking, biking, and transit alternative transportation modes, will be provided throughout. The consolidation of multiple lots to create larger single family homes is inconsistent with existing character and with our

growth management goals. Even with a consistent physical character, the social character of these stable subareas is likely to change without efforts to preserve historic workforce occupancy.

**Policy 4.3.b: ~~Develop~~Create and develop Transitional Subareas**

Some subareas in Town are better suited for new development or re-development. In these Transitional Subareas the general public agrees~~would agree~~ that change is beneficial. Future development should provide a variety of housing types that create additional workforce housing, including multiple family owner-occupied and rental housing. These subareas should include local convenience commercial generally within ¼ to ½ mile of residences. Public spaces will typically be provided in public parks. Complete streets, including all alternative transportation modes, will be provided throughout. Character will be defined less by the existing development pattern and more by the future Vision~~vision~~ for the subarea. Developers are encouraged to utilize the allowances and incentives because these transitional subareas are the desired location of growth. Impactful investments in public infrastructure and housing will help to bolster these subareas and support efforts to promote quality of life.

*Principle 4.4—Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood. The Town of Jackson has traditionally served as the cultural, social and civic hub for Teton County and the region. Maintaining and improving public spaces will support Jackson as the community's central Complete Neighborhood, a gateway to the nation's parks and forests, and the regional center for tourism, the arts and employment. The enhancement of natural features such as Karns Meadows, Flat Creek and Cache Creek corridors will further contribute to Jackson's role as the central Complete Neighborhood.*

**Policy 4.4.a: Maintain and improve public spaces**

Public spaces are the building blocks of a thriving community. Jackson's public spaces and civic facilities should be interesting and memorable, and should reinforce our sense of community. Town will continue to promote high quality design of public spaces, including creating attractive gateways, preserving views, and providing appealing public right-of-way amenities. The integration of fine arts professionals in the design of public spaces will be encouraged to create unique and visually engaging projects. New developments in Town should contribute to quality public spaces—including, but not limited to, pedestrian amenities, parks, outdoor squares, landscaped areas and public art.

**Policy 4.4.b: Enhance Jackson gateways**

The Town gateways play a special role in setting the community tone and atmosphere for the millions of guests that visit Jackson every year. Town will create a common Vision~~vision~~ for these areas, with an emphasis on bridges and waterway features. Town will work to improve visual appeal in the public realm and encourage aesthetic improvements on private property in gateway areas. Public art projects that reflect the community, environment and character of Jackson will be encouraged ~~in order~~ to provide unique and interesting gateway enhancements.



**Policy 4.4.c: Continue traditions and community events**

The community will continue to sponsor and support community events in downtown Jackson that celebrate the character of the region and provide a strong sense of community for local residents. Year-round community activities and cultural events will be encouraged to utilize the downtown to foster resident and visitor interaction.

**Policy 4.4.d: Enhance natural features in the built environment**

Natural amenities within Complete Neighborhoods should be enhanced to improve ecological value and recreational opportunities, while also respecting existing uses and private property rights. Karns Meadow, Flat Creek, and Cache Creek are examples of important natural 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 the Town and connect them to adjacent federally-managed lands such as the National Elk Refuge and Bridger-Teton National Forest. The Town will explore opportunities to enhance natural amenities within Complete Neighborhoods while preserving their ecological function.

*Principle 4.5—Preserve historic structures and sites. Our community is proud of its history. Encouraging the preservation and awareness of historic structures and sites contributes to economic development, helps preserve historic resources, and maintains our awareness of local culture and history.*

**Policy 4.5.a: Identify and preserve historically significant structures and sites**

Many areas, improvements, buildings and structures in the community have features with historic character or special historic or aesthetic value. Often these historic sites represent architectural products of distinct periods in the history of Jackson. The protection, enhancement and perpetuation of sites with historic character or special historical or aesthetic value are of public necessity. The preservation of cultural and historic sites is in the interest of the people of our community, and the preservation of historically significant buildings and sites will be encouraged.

**Policy 4.5.b: Support the Historic Preservation Board**

The Teton County Historic Preservation Board (TCHPB) has several on-going programs that identify historic properties and nominate the most significant structures for National Register designation. The Town and County will continue to support the Historic Preservation Board in its efforts to document and preserve historic buildings and sites. Further, the Planning Commissions and elected bodies will consider the recommendations of the Board when reviewing development applications.

**Policy 4.5.c: Enhance historic preservation education, outreach, and awareness**

The Teton County Historic Preservation Board and the Jackson Hole Historical Society and Museum undertake many programs to inform the public about the community's historic features and local history. The Town and County will continue to support these and other organizations in their efforts to advance community education and awareness beyond current levels.

## Strategies (✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually [in a work plan](#), as described in Policy 9.2.b.

### *Strategies to maintain Town as the central Complete Neighborhood (Principle 4.1)*

- 4.1.S.1: Evaluate and update base zoning requirements and performance tools consistent with principles, policies and Character Districts.
- 4.1.S.2: Evaluate and update regulations to allow and promote an 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; 4.2.S.5: Explore a boundary and associated regulations and incentives to create a downtown retail shopping district.~~
- ~~4.2.S.6: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging.~~
- ~~4.2.S.6: Explore allowing a fourth floor for workforce housing, within existing height allowances, in more Town zones in Subarea 2.3 Downtown.~~
- ~~4.2.S.7: Explore developing pedestrian zones Downtown.~~
- ~~4.2.S.8: Catalyze the redevelopment of Subarea 2.6 Mixed Use Office and Residential.~~
- ~~4.2.S.9: Revisit Subarea 2.5: North Cache Gateway, given the habitat value in the Subarea.~~

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### *Strategies to develop desirable residential neighborhoods (Principle 4.3)*

- 4.3.S.1: Initiate neighborhood plans for Transitional Subareas.
- 4.3.S.2: Identify locations for locally-oriented nonresidential use.
- ~~4.3.S.3: Remove barriers and catalyze development in existing high-density zones through impact infrastructure investment and support for projects that utilize housing incentives.~~
- ~~4.3.S.4: Develop neighborhood plans for transitional subareas to implement zoning and to facilitate the transition for existing residents.~~

### *Strategies to enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood (Principle 4.4)*

- 4.4.S.1: Coordinate with a public art task force to write a public art plan for the community.
- 4.4.S.2: Initiate gateway plans for the three community entrances.
- 4.4.S.3: Evaluate and update design regulations to encourage quality public spaces.
- 4.4.S.4: Explore opportunities to enhance the ecological value, recreational value, and mobility opportunities associated with natural features.
- 4.4.S.5: Develop a Flat Creek Corridor Overlay to address the ecological, recreational, and aesthetic values of the corridor, while respecting the existing uses and/or property rights along the corridor.
- [4.4.S.6: Evaluate future active use of Karns Meadow.](#)

***Strategies to preserve historic structures and sites (Principle 4.5)***

- 4.5.S.1: Define criteria to identify historic buildings and sites.

# Quality of Life: Common Value 3 of Community Character



## Why is Quality of Life a Common Value?

The Jackson and Teton County community takes pride in our local identity and community character. Our natural character is protected through our ecosystem stewardship, and our physical character is guided by our Growth Management. However, the more emotional aspect of our character – our Quality of Life – is equally important to our community. We have always ~~considered ourselves as a community first, and a resort second. We been a diverse community that~~ supports a variety of lifestyles and employment opportunities, and we welcome others to share in the enjoyment of our intact ecosystem and western mountain lifestyle. Our Quality of Life and a quality visitor experience depend not only on Ecosystem Stewardship and Growth Management, but also on preserving the socio-economic diversity and service delivery that are so attractive to residents and visitors alike. Equally important to maintaining our Quality of life, is the sustained physical, social, and economic security that is offered throughout the Town and County. Retaining a stable spectrum of local employment and housing opportunities preserves our identity as a community of long-term residents who steward our surrounding ecosystem and welcome visitors to do the same.

Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services. Continuing to provide these services in a manner that better achieves our Vision will enhance the livability and appeal of our community. A community that offers a spectrum of housing and employment options and provides access to safe, efficient, and economical transportation and services is a desirable community to call home and an attractive destination to visit time and again. This lifestyle is a function of our Quality of Life and also leads to greater resident and visitor investment in our Ecosystem Stewardship and Growth Management values.

## How are we going to achieve Quality of Life?

### ~~Chapter~~Section 5. Local Workforce Housing

- Maintain a diverse population by providing workforce housing (Principle 5.1)
- Strategically locate a variety of housing types (Principle 5.2)
- Reduce the shortage of housing that is affordable to the workforce (Principle 5.3)
- Use a balanced set of tools to meet our housing goal (Principle 5.4)

### ~~Chapter~~Section 6. A Diverse and Balanced Economy

- Measure prosperity in natural and economic capital (Principle 6.1)
- Promote a stable and diverse economy (Principle 6.2)
- Create a positive atmosphere for economic development (Principle 6.3)

### ~~Chapter~~Section 7. Multimodal Transportation

Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure through the use of alternative modes (Principle 7.1)

Reduce greenhouse gasses from vehicles from 2012 levelsCreate a safe, efficient, interconnected multimodal transportation network (Principle 7.2)

Coordinate ~~land use and~~ transportation planning regionally (Principle 7.3)

### ~~Chapter~~Section 8. Quality Community Service Provision

- Maintain current, coordinated~~coordinate~~ service delivery (Principle 8.1)
- Coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)

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## Chapter~~Section~~ 5. Local Workforce Housing

Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.

What does this  
chapter~~section~~  
address?

*Principle 5.1 - Maintain a diverse population by providing workforce housing*

*Principle 5.2 - Strategically locate a variety of housing types*

*Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce*

*Principle 5.4 - Use a balanced set of tools to meet our housing goal*

Why is this  
chapter~~section~~  
addressed?

Jackson and Teton County have historically been characterized by a socially and economically diverse population, united by a community commitment to Ecosystem Stewardship, Growth Management, and Quality of Life. Daily interaction between year-round residents, second homeowners, seasonal workers, long-time families and new community members has become a defining characteristic that the community wants to preserve. In other mountain resorts, the loss of a local workforce and associated diversity has indicated the loss of a sense of community. By ensuring that at least 65% of our local workforce lives locally, we can retain our valued community character.

Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community's Common Values by integrating understanding and appreciation of where we have been with efforts for the future.

Workforce Housing is local market and deed-restricted housing occupied by people working locally who would otherwise commute from outside the community.

Lack of housing that is affordable is a primary reason many local employees choose to commute. ([Housing is generally considered affordable when the rent/mortgage payment, including utilities, is no more than 30% of the household's income.](#)) Over the past ~~3525~~ years land values in Jackson and Teton County have risen faster than local wages. The median home price has grown from 354% of the median income in 1986 to 1,400% in 2010 (see Appendix B). As a result, many people cannot afford to live in the community. Over the same period, the number of commuters has grown from less than 10% to 33% of the local workforce (see Appendix B).

The formal housing program established by the 1994 Comprehensive Plan has successfully used regulations, incentives, and additional funding to create over 700 restricted housing opportunities to date. The community must continue these efforts, but we must also broaden efforts to consider all available market, restricted, and cooperative solutions if we are to maintain our resident workforce and the community character it provides.

*Principle 5.1—Maintain a diverse population by providing workforce housing. We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.*

**Policy 5.1.a: House at least 65% of the workforce locally**

The community's primary housing goal is to ensure that at least 65% of the local workforce lives locally. Other resort communities in the Rocky Mountains facing housing affordability issues have identified the loss of a resident workforce as the primary indicator of their lost sense of community. Regular monitoring of workers commuting from neighboring communities will indicate changes in the percentage of the local workforce living locally and inform housing programs, policies, regulations, and incentives that ensure we meet our primary housing goal.

**Policy 5.1.b: Focus housing subsidies on full-time, year-round workers**

Some members of the local workforce can find local housing that suits their needs and is affordable for their household. For those who cannot, governmental and non-governmental subsidized housing programs will continue to provide restricted housing opportunities to ensure realization of the community's housing goal. Subsidized housing is housing that is price or rent restricted to be permanently affordable and occupancy restricted to ensure employment in Teton County. Subsidized housing programs will focus on providing housing for those members of the community who work locally full-time, year-round, whether at a single or

multiple jobs. [Prioritizing which income levels to address will occur through the annual Housing Supply Plan.](#)

**Policy 5.1.c: Prioritize housing for critical service providers**

While the community values all members of the workforce, critical service providers will receive priority when the public is subsidizing housing. Ideally, housing for critical service providers would be located on-site or within the employee's response area. Especially for volunteer service providers, living a significant distance from one's response area increases response time and reduces the efficiency of service delivery.

*Principle 5.2—Strategically locate a variety of housing types. Our diverse population will continue to require a variety of housing types throughout the community. Housing options should include both ownership and rental opportunities, as well as both restricted and market housing. The strategies employed to meet the community's housing goal will be consistent with the Ecosystem Stewardship and Growth Management policies of the Plan.*

**Policy 5.2.a: Provide a variety of housing options**

The diversity of households that the community desires requires a variety of restricted and market housing options. The demand for detached single-family housing and duplex units is strong, but other housing options (condos, small lots, lofts, and apartments) are also needed to meet the community's housing goal. In particular, multi-family units generally require less financial subsidy per unit and are more affordable for the local workforce. They also condense the development footprint and increase the viability of alternative modes of transportation. [While the community is committed to the cap on residential development potential, when possible, the community should reallocate residential development potential to appropriate areas to ensure housing goals of the community are met.](#)

**Policy 5.2.b: Housing will be consistent with Character Districts**

The development and redevelopment of all market and restricted housing, whether by-right or through incentive tools, will be consistent with the location, bulk, scale, and pattern described in the community's Growth Management policies and in the Illustration of Our Vision. Appropriate locations are identified in Town and County Character Districts for the allowance and encouragement of multifamily, small lot, small unit and other housing types that provide market and restricted workforce housing opportunities. [No requirement, incentive, or allowance for workforce housing should directly, or indirectly, conflict with the Character Districts.](#)

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**Policy 5.2.c: Provide workforce housing solutions locally**

Our primary housing goal is to limit the percentage of the local workforce commuting from other counties. Therefore, required workforce housing mitigation and public investments in workforce housing will be located within our community. However, achievement of our housing goal could still mean that a large portion of our workforce will reside outside of the community and commute into the Town or County. The community will continue to pursue efforts to limit the impacts of commuters on the ecosystem and neighboring communities.



**Policy 5.2.d: Encourage restricted rental units**

Existing market rentals continue to provide housing opportunities that are affordable to the local workforce. However, if rental opportunities continue to disappear through redevelopment, conversion to ownership units, and increases in land values, the community will need rental units that are restricted to maintain this housing type. Incentives and regulations to preserve rental opportunities could include the creation of restricted rental units through both restriction of existing units and construction of new restricted units.

**Policy 5.2.e: Allow accessory residential units (ARUs) and County guesthouses**

Accessory residential units have historically provided a number of workforce housing opportunities. This will continue to be an encouraged housing type in the Town and mixed use subareas in the County as part of our balanced workforce housing program. Guesthouses will continue to be allowed in the County and may be rented long-term as part of our workforce housing program. Restrictions on size, rental period, rental occupancy, guesthouse location, and other considerations should ensure guesthouse rental is consistent with all three Common Values of the community.

*Principle 5.3—Reduce the shortage of housing that is affordable to the workforce. A shortage of housing that is affordable to the workforce is a result of many factors. ~~To~~~~in order to~~ meet our primary housing goal, the community will regularly monitor the affordability and occupancy of our housing stock to understand and adapt to the forces contributing to such shortages. We will mitigate impacts from new development, preserve existing workforce housing, and create new restricted housing opportunities to avoid and reduce shortages of housing opportunities that are affordable to the local workforce.*

**Policy 5.3.a: Mitigate the impacts of growth on housing**

Job growth has outpaced physical development since at least 2002. As a result of the gap between property values and wages, many of the new local workers cannot afford housing within the community. Developers of new residential, commercial, and other non-residential projects ~~should~~~~will~~ continue to be required to mitigate their impact on the availability of housing that is affordable to the local workforce. ~~In addition, employee generation that is not traditionally linked to physical “brick and mortar” development should~~~~will~~ also be mitigated. As a result of the gap between property values and wages, many of the local workers generated by new residential and non-residential developments cannot afford housing within the community. The number of employees generated by new development projects will vary by development. Each development will be required to mitigate its housing impact on a sliding scale that considers both the size and type of development. This will ensure that each developer’s mitigation responsibility is proportional to the development’s impact on the availability of housing that is affordable to the local workforce, ~~and that all housing demand as a result of job growth is addressed.~~

Mitigation requirements will be updated following new nexus studies. ~~Until nexus studies are in place to update these requirements, the existing program of inclusionary housing and nonresidential seasonal employee generation and housing affordability, which provision will be completed regularly, used to mitigate the impacts of development on our ability to meet our community’s housing goal. (See Appendix D)~~

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**Policy 5.3.b: Preserve existing workforce housing stock**

~~As of 2012, over~~Over 80% of ~~current~~ workforce housing ~~was~~ market housing (See Appendix B). Preserving the existing workforce housing stock is critical to achieving the community's housing goal. The resale and/or redevelopment of existing market workforce housing and the combination of small lots to build larger houses are examples of possible "net losses" of housing that is affordable to the local workforce. The Town and County will explore a combination of tools to restrict and otherwise preserve the future affordability of existing workforce housing stock to avoid a shortage of housing that is affordable to the workforce. However, these tools to preserve existing workforce housing should not inadvertently deplete market workforce housing opportunities.

**Policy 5.3.c: Create workforce housing to address remaining shortages**

Additional subsidized workforce housing will also be needed to meet the community's housing goal. Leakage of existing housing stock from the workforce housing pool and housing impacts that are not fully mitigated by development will necessitate the creation of new subsidized workforce housing stock to address future shortages in housing that is affordable to the workforce. Incentives and direct funding should be used to create additional subsidized workforce housing. Such development may contain market components, as long as it provides a decrease in the shortage of housing that is affordable to the local workforce. [Direct funding will be coordinated through the annual Housing Supply Plan.](#)

**Principle 5.4—Use a balanced set of tools to meet our housing goal. The community will create a balanced plan for monitoring and addressing workforce housing issues ~~in order~~ to achieve our housing goal. Both market and restriction based solutions will be incorporated in a balanced combination of regulations, incentives, funding, and cooperative efforts, with no one tool prioritized over any others.**

**Policy 5.4.a: [Implement the Workforce Housing Action Plan](#) ~~Create a community housing implementation plan or key action plan~~**

~~A community housing implementation plan should be created to coordinate efforts toward achieving the community's housing goal. The housing plan should be a cooperative effort of the Town, County, all local housing agencies and organizations, and other workforce housing stakeholders in the community. It should evaluate the costs and benefits of various housing tools, establish a system for monitoring the success of those tools in meeting our housing goal, and establish the roles that various entities, including the free market, will play in meeting the housing goal of the community.~~

[In 2015, the Town and County adopted the Workforce Housing Action Plan. \(Appendix D\) The Workforce Housing Action Plan establishes an organizational structure for the housing department and includes housing supply, housing management, funding for housing, and zoning for housing initiatives. Implementation of the Workforce Housing Action Plan began in 2016 and should continue, including annual adoption of a Housing Supply Plan to guide the public-private partnership work to preserve and create housing. The Workforce Action Plan](#)

[should be evaluated and updated once enough time has passed to implement the majority of the actions.](#)

**Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing**

The Town and County will avoid regulatory barriers that inadvertently preclude workforce housing in a manner that is consistent with the community's Common Values. This may include providing exemptions from certain requirements for developments that provide new subsidized workforce housing that reduces the shortage of housing that is affordable to the local workforce.

**Policy 5.4.c: Promote cooperative efforts to provide workforce housing**

The diversity, generational continuity, and stability sought by the community also benefits employers and developers. Housing agencies and organizations should continue to cooperate with government and non-government employers as well as developers to pursue housing solutions that are mutually beneficial to all parties involved and the community as a whole. Housing agencies and organizations should also provide housing advice, sample contracts, sample deed-restrictions, and other aid to facilitate workforce housing provision and raise awareness of the benefits of workforce housing.

**Policy 5.4.d: Provide incentives for the provision of workforce housing**

Incentives to provide workforce housing offer solutions that typically require less public financial subsidy. The community should provide incentives for the preservation of existing workforce housing and the construction of subsidized workforce housing. Incentives may continue to include performance-based density bonuses that enhance the character of applicable subareas of the Town and County while decreasing the shortage of housing that is affordable to the local workforce. Additional incentives such as tax reduction or deferral, fee waivers, expedited review, buy-down programs, and others should also be considered.

**Policy 5.4.e: Establish a reliable funding source for workforce housing provision**

A dedicated funding source should be explored to help meet the community's housing goal, in addition to allocations from the general fund for government housing program administration. Funding will enhance public opportunities to engage in cooperative efforts, provide incentives, restrict existing workforce housing stock and construct workforce housing developments that decrease the shortage of housing that is affordable to the local workforce. A reoccurring funding source will facilitate planning for implementation of our workforce housing goal by providing predictable expectations of available funding.

## Strategies ( ✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b-

5.G.S.1: ~~Define and Develop~~ a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8. Develop a goal for the inclusive and equitable human character desired by the community, and make updates to the principles and policies throughout Common Value 3 in Chapters 5 through 8.

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### *Strategies to house a diverse population locally (Principle 5.1)*

- 5.1.S.1: Evaluate qualifying criteria for subsidized housing and update as necessary based on full-time workers, and continue to give priority to critical service providers.
- 5.1.S.2: Seek opportunities to improve the public perception of workforce housing through education about the value of workforce housing.
- 5.1.S.3: Evaluate moving from standard deed restriction back to the modifiable template through the annual Rules and Regulations Update.

### *Strategies to predictably locate a variety of housing types (Principle 5.2)*

- 5.2.S.1: Identify appropriate areas for the provision of all housing types in the Town and County, with a particular focus on multi-family housing.
- 5.2.S.2: Evaluate and update guesthouse and accessory residential unit regulations.
- 5.2.S.3: Make impactful investments in infrastructure and catalyst investments in housing projects located in transitional subareas.
- 5.2.S.4: Explore allowances for temporary housing and tiny homes.

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### *Strategies to reduce the shortage of housing that is affordable to the workforce (Principle 5.3)*

- 5.3.S.1: Complete a new nexus study for the establishment of sliding scale mitigation requirements.
- 5.3.S.2: Update current mitigation requirements as necessary.
- 5.3.S.3: Update the Employee Generation Nexus Study (created by 5.3.S.1) to look at the full range of employee generation and the full range of associated impacts, including generated employees who are not linked to a traditional "brick and mortar" physical address.
- 5.3.S.4: Revisit housing mitigation requirements (created by 5.3.S.2) upon the update of the Employee Generation Nexus Study (5.3.S.3).

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*Strategies to establish a balanced housing program (Principle 5.4)*

- 5.4.S.1: Adopt a 10-year coordinated workforce housing implementation plan/action plan.
- 5.4.S.2: Evaluate the appropriate governmental structure for the Housing Authority.
- 5.4.S.3: Evaluate and update land development regulations to remove barriers and provide appropriate exemptions for the provision of workforce housing.
- 5.4.S.4: Evaluate and update existing workforce housing incentives.
- 5.4.S.5: Explore a sales tax, property tax, or other reliable funding source to allow for the creation of deed-restricted workforce housing. Continue attempts to institute a real estate transfer tax.
- 5.4.S.6: Continue to pursue State and Federal grants to fund the development of workforce housing.
- 5.4.S.7: Increase awareness among the region's employers about opportunities for collaborative approaches to increase the supply of workforce housing.
- 5.4.S.8: [Develop an outreach program for landlords to encourage long-term rentals instead of short-term rentals.](#)
- 5.4.S.9: [Actively enforce short-term rental prohibition in the County.](#)
- 5.4.S.10: [Explore the dedication of more staff and funding to the Housing Supply Program](#)
- 5.4.S.11: [Implement the workforce housing projects, programs, and partnerships that are annually identified in the Housing Supply Plan](#)

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## Chapter~~Section~~ 6. A Diverse and Balanced Economy

Develop a sustainable, vibrant, stable and diversified local economy.

What does this  
chapter~~section~~  
address?

*Principle 6.1 - Measure prosperity  
in natural and economic capital*

*Principle 6.2 - Promote a stable  
and diverse economy*

*Principle 6.3 - Create a positive  
atmosphere for economic  
development*

Better, not Biggereconomicdev  
elopmentmeansimprovingthe  
economywithoutrelyingonphysical  
growth.

Why is this  
chapter~~section~~  
addressed?

Historically our local economy has been composed primarily of two sectors: tourism and real estate development. While these sectors have served the community well, Jackson and Teton County will pursue a more sustainable economy as we move into the future. This pursuit means developing the existing economy to be better, not necessarily bigger. More specifically, economic sustainability in Teton County will:

- Define prosperity in terms of both natural and economic capital;
- Stress balance, resilience, and a conviction that many small efforts work better than a single, one-size-fits-all approach; and
- Pursue a more diverse and self-reliant local economy.

Natural Capital is the extension of the economic notion of capital to the natural environment. Natural Capital is thus the stock of the ecosystem that yields a continued flow of valuable ecosystem functions into the future – those parts of the ecosystem critical to continued healthy ecosystem function.

Developing a sustainable economy will allow us to continue to focus on our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. Efforts to achieve our Common Values are critical to our economy. Reciprocally, a sustainable economy is needed to pursue all of our policies and strategies for implementing our Vision and achieving our desired community character. To develop our economy without relying on physical growth that is inconsistent with our Growth Management Common Values, tourism will continue to be the basis of our economy and we will aim to reduce our reliance on real estate development. Moving forward, we must expand our approach to tourism to develop it as a more sustainable year-round economic sector. Attracting tourists as well as second home owners to the community year-round utilizes existing capacity to create greater investment in the community while limiting additional impacts to our ecosystem. It will also allow businesses and services that rely on visitors, but are also valuable to the Quality of Life of residents, to be available year-round.

Other sectors of the economy have emerged over the past decades that also bring money into the community as a result of our ecological resources and Quality of Life (see Appendix B). Continuing to encourage businesses and businesspeople that could work from anywhere to locate here because of our lifestyle will bring money into the community and attract businesses that share our Common Values. Continuing to support non-profit organizations encourages reinvestment in the health and welfare of the community. Direct and indirect utilization of the natural surroundings will remain the community's primary economic development strategy, but we must ensure that this type of economic development happens in a way that is sustainable and allows future generations to benefit from the same assets.



*Principle 6.1—Measure prosperity in natural and economic capital. A healthy ecosystem is our community's most important economic asset. For our economy to be sustainable long-term, prosperity will not only be measured in economic terms, but also by how well the community preserves our natural capital. To preserve our natural capital, economic development must be consistent with all three of the community's Ecosystem Stewardship, Growth Management and Quality of Life Common Values.*

**Policy 6.1.a: Create a sustainable economy not reliant on growth**

Our economic development strategy is to improve our economy without relying on physical growth – to be “better, not bigger.” Economic development will be done consistent with our Growth Management Common Value because our economy benefits from ecosystem stewardship, and ecosystem stewardship likewise benefits from a strong economy. Real estate development will remain an economic sector in the community, but we will reduce our reliance on development as a basis of the economy.

**Policy 6.1.b: Promote eco-tourism**

Tourism will continue to be the basis of the economy and will continue to focus on outdoor recreation. Consistent with the community's Ecosystem Stewardship Common Value, eco-tourism, which promotes energy efficient and low impact enjoyment of the ecosystem, should have an expanded role in the overall tourism sector. Eco-tourism businesses are able to profit from the community's natural capital while promoting ecological conservation and passing along the community's stewardship ethic to visitors.

**Policy 6.1.c: Establish an identity as a “green” community**

The community will become a model of sustainability by addressing ecosystem and climate stewardship at the local level. We will promote these efforts in a manner that attracts visitors and businesses who share our Common Values. As a result, Jackson and Teton County will become a truly “green” community that has an enhanced Quality of Life and visitor experience, as well as a prosperous and sustainable business climate. The community will support public and private sustainability efforts as economic development initiatives as well as Ecosystem Stewardship actions.

*Principle 6.2—Promote a stable and diverse economy. Improving the stability of our economy is essential to retaining our sense of community and maintaining a year-round employment and resident base. The community will continue to promote businesses that provide local stability in times of global economic volatility and develop our economy without relying on growth or development of our natural resources.*

**Policy 6.2.a: Enhance tourism as the basis of the economy**

Tourism will continue to be the basis of our economy, and the community will enhance this sector by pursuing sustainable tourism that is not reliant on growth and consumption. Outdoor recreation tourism and eco-tourism will continue to be our primary focus. However, we will also promote cultural and heritage tourism that is less dependent on our seasonal climate,

allowing for better use of our existing visitor accommodation capacity during shoulder seasons. The community will continue to avoid carnival and outlet mall-type tourist attractions as they do not support our desired community character and outdoor tourism focus. As we promote year-round occupancy and increased visitor spending, the community will broaden our approach to providing a quality visitor experience from focusing only on traditional tourists to also include second ~~homeowners~~<sup>home owners</sup> and retirees to the community.

**Policy 6.2.b: Support businesses located in the community because of our lifestyle**

Businesses that can be located anywhere, but choose to locate here for lifestyle reasons should continue to be supported. The fact that they locate here means that they share our Common Values, and they bring money into the community without placing additional demands on our natural resources. Similarly, non-profits that are supported by our socioeconomic character encourage reinvestment in our community and should also be supported. These sectors benefit our community's character by providing stable employment opportunities. While they may not generate local sales tax, they bring passive income into the community and invest financial resources locally.

**Policy 6.2.c: Encourage local entrepreneurial opportunities**

It is a goal of the community to support a community of small entrepreneurial ~~businesses~~<sup>business</sup> that ~~are~~<sup>is</sup> adaptable to dynamic global markets. By fostering a business-friendly atmosphere, a high Quality of Life, and a truly "green" community, "green collar" or sustainability-based intellectual businesses, as well as other entrepreneurs, will find the community an ideal place to live and work. The community will identify suitable locations and design regulations to allow for and attract small entrepreneurial businesses.

**Policy 6.2.d: Promote light industry**

~~To in order to~~ achieve economic balance and stability in the local economy, the community will conserve areas for light industrial use and identify additional areas where this use is appropriate. Local light industrial uses can provide stable employment opportunities and middle-class wages, and providing for these uses locally reduces our need to import those services and products. However, light industrial uses struggle to compete for leasable floor area with industries that need less room to make more money. Additional areas for light industry should be identified consistent with the community Vision and balanced with other community policies. The Town and County will explore opportunities for live-work light industry within Complete Neighborhoods that are consistent with the character of the surrounding area.

**Policy 6.2.e: Promote Federal and State partnerships**

Decisions made at the Federal and State level have implications on the local economy and community. In fact, Federal land management decisions and State tax policy might have more leverage over our economic future than local policy. As a result we will need to build and nurture partnerships with Federal and State decision-makers so that they understand, and can help us address the local impacts of regional decisions locally. Partnerships at the local, State,

[and Federal levels also present opportunities to support housing efforts, transportation projects, efforts to preserve and enhance our ecosystem, promote our economy, and other strategies.](#)

*Principle 6.3—Create a positive atmosphere for economic development. Attracting businesses that reflect the community's Common Values **of Ecosystem Stewardship, Growth Management, and Quality of Life** will be essential to developing a "better, not bigger" economy. To attract businesses that reflect our Vision, we must create a positive and desirable atmosphere for [companies/businesses](#) where all of our Common Values are realized. ~~Also~~[In addition](#), the community will welcome a diversity of businesses. Emphasis will be placed on tools that do not require the investment of local funds for the promotion [of](#) economic development.*

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#### **Policy 6.3.a: Ensure year-round economic viability**

The local economy should be developed in a way that increases year-round economic activity. Our climate has traditionally resulted in a seasonal economy with shoulder seasons in the spring and fall when economic activity slows. As the resident population and number of visitors decline in the shoulder seasons, fewer businesses remain open, and the Quality of Life and the visitor experience are diminished. The Town and County will work with others in the community, including local businesses, the Chamber of Commerce, and the Travel and Tourism Board to promote [the](#) year-round business operation, provision of community services, and occupation of accommodations.

#### **Policy 6.3.b: Pursue many small efforts**

The community will not develop its economy through large, one-size-fits-all projects or efforts. ~~Emphasis~~[An emphasis](#) on many small efforts is more consistent with the social, demographic, and economic diversity the community desires. This approach will ensure the local economy is more adaptable and resilient in a constantly changing global marketplace. Large projects flood the housing market with demand, and large, single-use nonresidential buildings are inconsistent with the community's character. The Town and County will continue to limit the size of nonresidential buildings, and will promote small, varied economic development projects.

#### **Policy 6.3.c: Provide jobs at a spectrum of income levels**

To attract and retain a socioeconomic and demographically diverse population, the community must offer employment opportunities at a range of income levels. The preservation of a resident workforce and the associated community stability is both a housing issue and an employment issue. Because middle to high-paying jobs in the construction and real estate industry are typically unstable, the community will encourage greater diversity in employment opportunities at a similar income level in other economic sectors.

#### **Policy 6.3.d: Facilitate viable local businesses**

Self-reliance is as important as diversity in ensuring economic stability. The local production and supply of goods and services ~~circulate~~[circulates](#) local money within the community. Where

possible, it is ~~essential~~important to connect local businesses with local consumers to reduce impacts on the ecosystem and climate from importing goods and services and keep money circulating locally. The community will explore a variety of land use regulations and other tools to support and connect the local business community, with a focus on strategies that do not require the investment of local funds.

#### **Policy 6.3.e: Balance housing, nonresidential development, and civic uses**

Implementing the “better, not bigger” economic development strategy the community desires will require a balance of all nonresidential uses, as well as a balance between jobs and housing. Active monitoring of existing and new nonresidential development will ensure we achieve this balance. It will be ~~essential~~important to monitor various types of nonresidential uses, including visitor and local retail; private, non-profit, and governmental office uses; institutional uses, including educational facilities; and lodging to better understand their effects on permanent resident housing availability and the provision of civic services. The community will use the results to maintain an appropriate equilibrium between all uses.

Strategies ( ✓ = complete as of 2020)

The community should undertake the following strategies in initial implementation of the policies of this Common Value. This list is only a starting point, and is not all inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

6.G.S.1: Update and ~~revise~~replace Chapter 6 so that it articulates a clear community economic vision that is consistent with the rest of the Plan.

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#### *Strategies to measure prosperity in natural and economic capital (Principle 6.1)*

6.1.S.1: Market the community as a “green” location to visit, live, and work, and promote businesses based on eco-tourism.

#### *Strategies to promote a stable and diverse economy (Principle 6.2)*

6.2.S.1: Explore cultural tourism and other opportunities to fill existing capacity for lodging accommodations and services during the shoulder seasons.

6.2.S.2: Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second ~~homeowners~~home owners and retirees.

6.2.S.3: Maintain locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.

6.2.S.4: Explore connecting the implementation of Chapter 6 to the ~~Travel & own~~  
Tourism Board and ~~Chamber of Commerce~~ funding.

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6.2.S.5: Create and maintain a local cost of living index.

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#### *Strategies to create a positive atmosphere for economic development (Principle 6.3)*



- 6.3.S.1: Explore tools to promote economic development that ~~does~~ not require the investment of local funds.
- 6.3.S.2: Evaluate and update land use regulations to foster a positive atmosphere and attract appropriate types of business to the community. Promote the types of uses that provide middle-income jobs and promote entrepreneurship.
- 6.3.S.3: Explore tools to connect local consumers to local suppliers.
- 6.3.S.4: Collect data on ~~setting a minimum~~ livable wages as another option for mitigating the impacts of employment generation in the updated employee generation nexus study.
- 6.3.S.5: Support local employees through efforts of making housing, daycare, and other needs more accessible and affordable.

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## Chapter~~Section~~ 7. Multimodal Transportation

Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.

~~Residents and visitors will safely, efficiently, and economically move within our community and throughout the region using alternative transportation.~~

What does this ~~chapter~~section address?

*Principle 7.1 - Meet future transportation demand with walk, bike, carpool, transit and micro-mobility infrastructure through the use of alternative modes*

*Principle 7.2 - Reduce greenhouse gasses from vehicles from 2012 levels~~Create a safe, efficient, interconnected, multi-modal transportation network~~*

*Principle 7.3 - Coordinate ~~land use and~~ transportation planning regionally*

Why is this ~~chapter~~section addressed?

A transportation system oriented toward single-occupancy automobiles is inconsistent with our Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life. The community's transportation vision is to create a multimodal transportation system by enhancing the current automobile-oriented system to include a network of complete streets, transit, and pathways system accessible by residents and visitors of all ages and abilities. By pursuing this Vision~~vision~~ the community will ensure all users of the public right-of-way, including pedestrians, bicyclists, automobile drivers, trucks, and transit riders, can do so safely~~in a safe~~ and efficiently~~efficient~~ manner.

Transportation choices made in Jackson and Teton County have impacts throughout the ecosystem. The ~~current~~ auto-centric travel choices ~~in 2012~~ of the estimated 3.5 million visitors ~~in 2012~~ traveling through the community (see Appendix B) fill arterial routes into Jackson and Teton County in both summer and winter. ~~Also in addition~~, we have experienced an increase in the number of workers commuting to Jackson from Star Valley, Wyoming, and Teton Valley, Idaho adding daily traffic in the Snake River Canyon and on Teton Pass (see Appendix B). Trips in These numerous trips into and out of the valley ~~inevitably~~ increase the number of wildlife-vehicle collisions and contribute to ~~the~~ carbon emissions. ~~of the region~~. With ~~visitors~~visitor and local traffic growing faster than ~~the~~ population (see Appendix B), the current transportation model is unsustainable and inconsistent with our Common Value of Ecosystem Stewardship.

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Alternative Transportation means a transportation system including transit, bicycle and pedestrian modes (including the pathways system) which offer alternatives to private motor vehicle travel for many trips.

Given our Vision to preserve and protect the ecosystem ~~in order~~ to enhance our community character, our community ~~will~~~~should~~ be a leader in the provision and use of an integrated multimodal transportation system to meet our future transportation demand. Through local transportation and Growth Management efforts and partnerships with Yellowstone and Grand Teton National Parks, Bridger-Teton and Caribou Targhee National Forests, and the Wyoming Department of Transportation (WYDOT) we can build a transportation system that is more reliant on alternatives to the automobile and therefore less impactful to our ecosystem.

Complete streets that incorporate all transportation modes (bikes, walking, cars, transit, rideshare, etc.) will also enhance our Quality of Life. While we acknowledge that our transportation vision will be accompanied by increased congestion and a reduction in the level of service on many of our roadways ~~for the automobile~~, as a community, we have made this conscious ~~trade-off~~~~tradeoff in order~~ to encourage a shift in our community's transportation behavior. Isolated development in Rural Areas reduces the viability of alternative transportation, ~~the preferred mode of transportation by the community~~, and requires a much higher ecosystem impact per trip. By investing in alternative transportation, Complete Neighborhoods,

the most ecologically suitable places for development, will become ~~even better~~~~higher quality~~ places to live. Pedestrian activity and easy alternate mode access to services in our Complete Neighborhoods will ~~support our economy and our daily interactions~~~~be good for our local and visitor economy and enable all members of the community to interact with each other and the surrounding environment~~.

Realistically, the continued convenience, affordability, availability, and necessity of the automobile limits the amount of traffic reduction that can be achieved through shifts to alternative modes of transportation. Intersection and roadway improvements will still be required in some areas. Network improvements to increase the efficiency of public transit must be made to encourage ~~a~~ the desired year-round mode shift to ~~alternative modes~~. ~~The transit~~. ~~It is important that the community must work~~~~works~~ cooperatively with the WYDOT, other federal agencies, neighboring jurisdictions, and private ~~landowners~~~~land owners~~ to ~~utilize~~~~find~~ solutions that are both consistent with our Common Values and acceptable to partnering agencies.

~~The previous County/Town Transportation Plan was adopted in 2015, 2000. The portions applicable for continued use by the community are included in Appendix E.~~

Principle 7.1—Meet future transportation demand ~~with walk, bike, carpool, and transit, and micromobility infrastructure through the use of alternative modes. If the fastest way to travel around the community and region is by walking, biking, carpooling or taking transit, residents, and visitors will move in a way that benefits the environment, their pocketbook, and their health. To achieve this goal, capital investment in transportation must be focused on walking, biking, carpooling, and transit. Single occupancy vehicle solutions have the most significant environmental footprint while providing transportation access to a limited portion of the population. Increasingly, the transportation network will be an interconnection of walking, biking, carpool, and transit infrastructure that makes the single-occupancy vehicle the least convenient mode of travel. Our transportation goal is to increase the use of alternative modes of transportation within the community to meet our future transportation demand. To achieve this goal, a year-round mode shift away from the single occupancy motor vehicle will be required. A combination of increased transit mode share along major corridors and the completion and use of an integrated transportation system that includes opportunities for rideshare, walking, and biking will all be needed to~~

**Policy 7.1.a: ~~Policy 7.1.c:~~ Increase the capacity for walking, biking, carpooling and riding transit**~~use of alternative transportation modes~~

Every day, residents and visitors in the valley consciously decide on their mode of travel. The Town and County will make walking, biking, carpooling, and riding START ~~alternative modes of travel~~ more convenient and efficient for residents and visitors by ~~adding capacity for these modes of travel and prioritizing their movement through intersections. capacity for alternate modes with the goal of increasing the share of trips made by alternative transportation modes rather than single occupancy vehicles.~~ Additional capacity ~~that is created for single occupancy motor vehicles always fills up with more single-occupancy motor vehicles. If Conversely, if increased capacity for alternative modes is provided for walking, biking, carpooling, and riding transit, people will travel by those modes there will be increased usage of alternative modes. Adding walk, bike, carpool, and transit capacity moves more people in the same footprint and is expandable to meet demand. Through increased use of alternative modes automobile capacity will be freed up on our existing roadway system.~~

**Policy 7.1.b: ~~Policy 7.2.a:~~ Create a transportation network based on “complete streets” and “context sensitive” solutions**

The Town and County will ~~adopt and~~ implement ~~the~~ “complete street” and “context sensitive” roadway design standards. The construction of complete streets and context sensitive roadways will serve as the backbone for a community-wide transportation network that supports a ~~significant mode shift away from the single-occupancy vehicle to alternative transportation.~~ To achieve the community’s transportation vision, improvements should safely accommodate all users, ~~while prioritizing the movement of the public right of way, including:~~ pedestrians, bicyclists, ~~carpoolers, automobile drivers, trucks and transit riders. Public safety and reduction~~



of crashes and fatalities (motor vehicle, bike, pedestrian, and wildlife) is a core transportation goal to be considered in the application of all strategies.

#### [AMENDED STREET TRANSECT]

Complete Streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street.

#### **Policy 7.1.c: ~~Policy 7.2.b:~~ Interconnect all modes of transportation**

Our alternative transportation system will provide a means to connect all alternative modes of travel. Park 'n' Rides, last-mile solutions, bicycle parking, complete streets, transit, micro-transit, and pathways will be incorporated into an integrated alternative transportation system. A system of trails to connect our parklands and trailheads should be considered as part of the transportation system. The Town and County will work jointly to identify opportunities for connections between various alternative transportation modes to make walking, biking, carpooling, and transit the quickest way to move around the community. Our new pathways should be modeled to accommodate new changes in transportation technology.

#### **Policy 7.1.d: ~~Policy 7.2.c:~~ Maximize interconnection, redundancy, and hierarchy in the transportation network**

The development of an interconnected and redundant network is critical to the assurance of a safe, efficient, and complete transportation system. In the event of that a closure road or bridge is closed due to a natural hazard, or other event, interconnection and redundancy will ensure continued access between and within locations in the community. Single occupancy vehicle capacity should only be added for health and safety. It will be important to strike a balance between adding new roads and widening existing roads to provide for this community need. The Town and County will consider the need for interconnection, redundancy, and hierarchy when planning for our an integrated transportation network.

#### **Policy 7.1.e: ~~Policy 7.1.g:~~ Establish a permanent funding source for an alternative transportation system**

A continuous permanent funding source should be explored to effectively and proactively increase walking, biking, carpooling, shared vehicles, micro-mobility, and transit capacity implement a complete alternative transportation system. Increased public investment will be necessary to make walking, biking, carpool, transit, and other modes the most efficient way to move around the community increase the percentage of trips made through alternative transportation and fully implement the communitywide Integrated Transportation Plan (Appendix E), which will include extensive improvements to alternative mode infrastructure and execution of an Aggressive Transportation Demand Management Plan (TDM).

Policy 7.1.f: **~~Policy 7.2.d:~~ Complete major key transportation network projects based on Major Capital Group approach to improve connectivity**  
The Integrated Transportation Plan (Appendix E) establishes a Major Capital Group process for evaluating when and how we will plan for and design significant transportation projects. The

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Major Capital Group process approaches key transportation network projects in corridor groups to ensure all alternatives for moving people through a corridor by walking, biking, carpool, and transit are considered so that the design of one component of the corridor does not preclude solutions on other components. The ITP identifies the corridors, the planning and design triggers for each corridor, and a public process for evaluating the four major capital project groups. In order to consistently implement transportation strategies as part of the communitywide integrated transportation plan, the community shall complete a Jackson/Teton County Transportation Improvement Plan (TIP) for highways, streets (including pedestrian facilities), transit, and pathways to improve connectivity throughout the transportation system. This plan will describe a realistic 5-year construction program, and will be updated as projects are completed. This plan will include some highway construction and improvements along with strong investment in alternative modes of transportation, consistent with our transportation goals. Based on 2008 Traffic Demand Modeling (see Appendix F) and applicable portions of the 2000 Transportation Plan (see Appendix E), the following action items will provide a starting point for the development of the TIP: • Complete a START Transit Facility. • Complete the WY 22 Wilson to Jackson Pathway connection. • Consider the Tribal Trails Connector between Highway 22 and South Park Loop Road. • Upgrade Snow King—Maple Way. • Reconstruct the “Y” to accommodate all modes (Highway 22/89/26 intersection). • Pursue a multi-lane complete street roadway with WYDOT on Highway 22 between Town and Highway 390. • Redesign Highway 390 as a complete street from Highway 22 to Teton Village.

**Principle 7.2—** *Reduce greenhouse gases from vehicles to below 2012 levels. Create a safe, efficient, interconnected, multimodal transportation network. One of the biggest threats to the health of the ecosystem is climate change. The most significant local contributor to greenhouse gas emissions is surface transportation – the cars, trucks, and buses we use to travel into, within, and out of the community. As stewards of the ecosystem, we will manage our transportation to reduce emissions. Cleaner vehicles, fewer trips, and trips that move more people will be prioritized over strategies focused on reducing congestion. The community's transportation network will be based upon the provision of “complete streets” that address the needs of all users, with an emphasis on providing alternative transportation options. The connectivity, redundancy and efficiency of the network will encourage the desired mode shift and meet our community's Ecosystem Stewardship Common Value. Some upgrades for the automobile will be necessary to achieve this goal, but these improvements should not be the priority focus in enhancing the transportation network.*

**Policy 7.2.a: ~~Policy 7.1.b~~ Implement a Transportation Demand Management (TDM) program**  
A TDM program is a strategy that changes how, when, and/or where people travel. ~~As part of~~ ~~the communitywide~~ Integrated Transportation Plan ~~includes~~ a TDM program ~~should be implemented~~ to decrease ~~increase~~ transportation system impact ~~efficiency~~ by reducing system demand, particularly at peak commute hours, rather than increasing roadway supply. ~~Successfully doing so will make efficient use of the current roadway system without needing to add capacity.~~ The TDM program will ~~should~~ provide incentives and disincentives to influence

travelers to change their travel behavior in ways that reduce [emissions and](#) demand on the transportation system, thereby lessening the [impacts to the climate from emissions and impacts to habitat from additional infrastructure – while still accommodating residents and visitors moving through the community](#) ~~likelihood that that the community's roads will be widened.~~ The ~~community will develop a~~ TDM program will ~~that~~ emphasizes coordination and education on mode shift opportunities, such as rideshare programs, bus pass subsidies, alternative work schedules, telecommuting options, and parking management. ~~The TDM program will address the realities of our winter climate and existing remote communities.~~

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**Policy 7.2.b: ~~Policy 7.1.d:~~ Discourage use of single-occupancy ~~motor~~ vehicles (SOV)**

~~The single-occupancy vehicle – one person driving alone in a car or truck – is the least efficient mode of travel. It requires the most emissions, infrastructure, and money of any mode. The community's investments in walk, bike, carpool, and transit infrastructure, coupled with its TDM to incentivize those modes of travel, are critical to meeting our ecosystem and quality of life goals. Single occupancy vehicle capacity may have to be added to provide redundancy to the system, and single occupancy capacity will be freed up if the desired shift in mode of travel can be achieved, but the Town and County will otherwise not invest in single occupancy vehicle capacity. This is a community choice to accommodate more trips with less impact. Traditional measures of highway congestion such as "Level of Service" as defined by the American Association of State Highway Transportation Officials (AASHTO) do not match our community's definition of transportation efficiency. Incentives to use alternative modes of transportation will not be enough to reduce our community's reliance on single occupancy motor vehicles (SOV) as long as the use of that mode remains as convenient as it is today. To discourage automobile use, the Town and County will use "Level of Service D" as defined by the American Association of State Highway Transportation Officials (AASHTO) standards for autos, as an acceptable level of congestion and delay along existing roadways and at intersections. Additional strategies, such as managed parking in areas served by alternate modes and other incentives and disincentives can also discourage SOV travel and should be explored in the overall integrated transportation plan.~~

**Policy 7.2.c: Explore and pilot innovative transportation solutions**

~~Transportation is an obvious application for Principle 9.3 – Anticipate future issues and pioneer innovative solutions. The community has discussed rural high-occupancy vehicle solutions, gondolas, and tunnels. Emerging technology suggests the need for the community to explore autonomous vehicles, shared vehicles, and micro-transit. There are the solutions we have not yet identified. The single-occupancy vehicle will be the slowest mode of travel, whether we plan for it or not. It will require behavioral change. The community will have to look for new solutions to achieve our desired future.~~

**Policy 7.2.d: ~~Policy 7.3.b:~~ Reduce wildlife and natural and scenic resource transportation impacts**

~~In addition to emissions, wildlife-vehicle collisions are an impact of our transportation system on wildlife. The presence of additional vehicles on our roadways will increase the likelihood of wildlife-vehicle accidents collisions unless mitigation is pursued, even if mitigation efforts are pursued.~~ New transportation network projects and enhancements to our existing transportation

system should be designed to avoid or mitigate impacts to wildlife, natural and scenic resources. Specifically, improvements should [implement the Wildlife Crossings Master Plan adopted in 2018](#) address wildlife permeability and identified wildlife vehicle “hot spots”. The community will [partner need to cooperate](#) with WYDOT on funding and planning to achieve the wildlife permeability goals of the community.

**Principle 7.3—**~~Coordinate transportation planning regionally. Coordinate land use and transportation planning. The Town and County do not have jurisdiction over all components of the transportation network, and so we must lead coordinated efforts to achieve our transportation goals. Various Federal, State, local government, and non-governmental entities fund and manage pieces of the transportation system into and within the community. Coordinating the efforts of all of these entities with the land use efforts of the community is the only way we can meet our transportation and ecosystem stewardship goals. Current and future land use patterns and the associated roadway network will greatly affect the community's ability to meet its transportation goal. Complete Neighborhoods and complete streets facilitate the use of alternative modes of transportation, lessening our dependence on the SOV and reducing our overall energy consumption. A compact land use pattern interconnected by an integrated alternative transportation system will have less impact on our wildlife and natural resources. Our community's land use pattern and transportation network are closely intertwined, so we must coordinate current and future development and transportation system improvements to support our shared vision.~~

**Policy 7.3.a:** ~~Policy 7.1.a:~~ **Implement the Integrated Transportation Plan** ~~Develop a communitywide integrated transportation plan~~

~~A technical update to the Integrated Transportation Plan (ITP) was considered adopted in 2020, concurrently with the Adaptive Management Program of this Plan. In 2015, the Town and County adopted the ITP (Appendix E) to refine and guide the implementation of the policies of this Chapter. The ITP details actions for transit development, active transportation, transportation demand management, major capital project planning, and regional transportation planning organization. Implementation of the ITP is critical to the achievement of our transportation goals. The ITP should continue to be updated based on the schedule within the ITP. The Town and County will develop an integrated transportation plan to achieve our goals for the enhancement of transit opportunities, complete streets and pathways. The plan should evaluate the long term costs and benefits of various transportation strategies and provide a detailed transportation implementation program. The Plan should identify metrics and baseline numbers, including measurement of both local and visitor traffic. The Town and County will explore the establishment of a joint Transportation Planning Department to lead this effort in cooperation with the existing Transportation Advisory Committee (TAC).~~

**Policy 7.3.b:** ~~Policy 7.1.e:~~ **Coordinate transportation network decisions**

~~Because~~ ~~the~~ Town and County do not have jurisdiction over much of the local trunk transportation network, ~~meaning~~ cooperation with WYDOT, Federal Highway Administration (FHWA), and public land managers ~~is~~ ~~are~~ ~~is~~ essential to realizing our transportation goals. It ~~is~~ ~~will be~~ key to communicate to WYDOT that the community has made a ~~conscious~~ decision to accept SOV

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congestion, ~~smaller roads and alternative transportation options while improving capacity through walking, biking, carpooling, and transit infrastructure.~~ The community will continue to work with WYDOT to incorporate our Common Values into solutions for improvements to the state highway system while recognizing the mission, goals, and Level of Service requirements of the Federal Department of Transportation. Continued cooperation with WYDOT is essential to accessing Federal funding ~~to complete local transportation improvements.~~ Collaboration with Federal Transit Administration (FTA), FHWA, and adjacent public land management agencies ~~isare~~ is equally important to successfully realizing our transportation goals. The community will also work with private interests to acquire the easements and rights-of-way needed to implement our transportation vision.

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**Policy 7.3.c: ~~Policy 7.1.f~~ Establish a regional transportation strategy**

The Town and County will assume a leadership role in working with other local and regional entities, such as the School District, Teton Village Association, and adjacent counties, states, and Federal land agencies, to better coordinate the multimodal design and use of our regional transportation system. Regional transportation partnerships will be created to coordinate investments and programs. The development of a regional transportation strategy will should be explored. The creation of ~~a some type of~~ Regional Transportation Planning Organization (RTPO) Authority (RTA), as discussed in the ITP may offer the community an opportunity to coordinate our ~~alternative~~ transportation system regionally, which would greatly assist in meeting our community's transportation goal.

**Policy 7.3.d: ~~Policy 7.3.a~~ Develop a land use pattern based on transportation connectivity**

~~This Plan is designed A goal of this plan is~~ to interconnect our Complete Neighborhoods existing County neighborhoods and the Town of Jackson through with a multimodal transportation system. Within existing County and Town Complete Neighborhoods, walking, biking, and transit alternative modes of transportation are viable options for daily trips year-round, and these opportunities should be maintained and enhanced. In Rural Areas, the County will promote a land use pattern that supports alternative transportation by requiring interconnectivity of future developments and existing development to the best extent possible.

**Policy 7.3.e: ~~Policy 7.3.d, 7.3.c~~ Require development to provide for walking, biking, carpooling and transit implement and fund alternative transportation**

A critical component of informed transportation planning is the concurrent review of transportation impacts with land use applications. As land use decisions are made that will result in transportation impacts, the Town and County should require that impacts be identified and mitigated. Development decisions will be made with an equal and concurrent consideration of both land use and transportation impacts. The Town and County will require facilities and building orientations that promote transit, walking, and biking. ~~In addition, sSpecific provisions for walk, bike, carpool, and transit alternative transportation infrastructure~~ will be required in all developments, including the provision of sidewalks, pathways, easements, transit infrastructure, and other complete street features.

## Strategies ( ☒ = complete as of 2020)

The community should undertake the following strategies in [the](#) initial implementation of [the policies of](#) this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed, ~~and/or new~~ best practices, technology, and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually [in the work plan](#), as described in Policy 9.2.b.

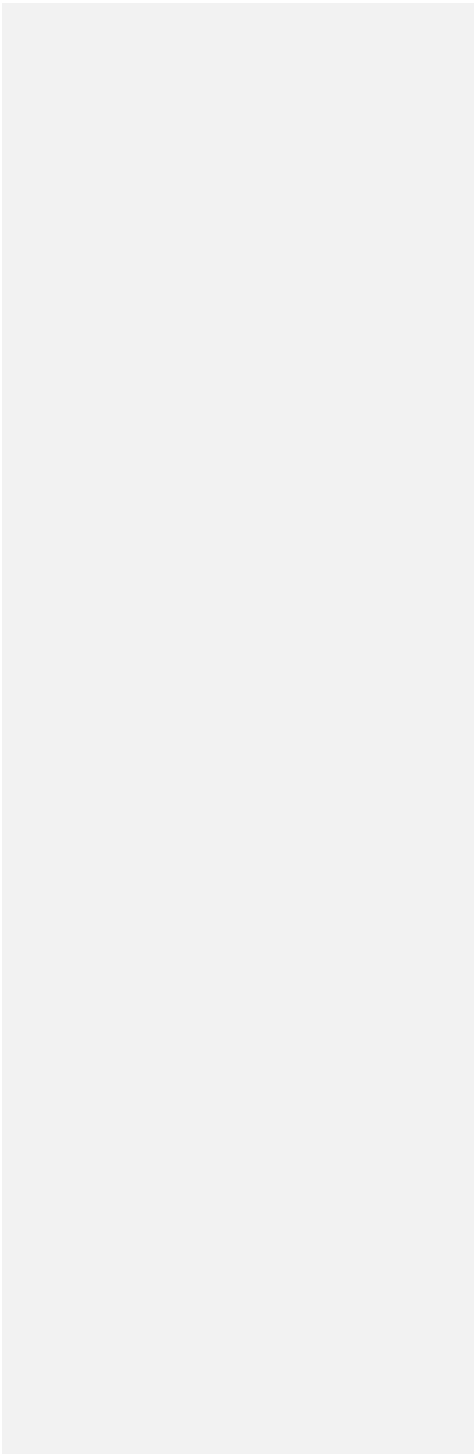
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*Strategies to meet future transportation demand [with walk, bike, carpool, transit, and micro-mobility infrastructure](#)~~through the use of alternative modes~~ (Principle 7.1)*

- 7.1.S.1 ~~7.1.S.2:~~ Consider a seventh cent sales tax, additional mil property tax, or other funding ~~source~~~~sourcee~~ for the provision of infrastructure for alternative transportation modes.
- 7.1.S.2: ~~7.2.S.1:~~ Consider adopting “complete streets” and/or “context-sensitive” policies and updated road design standards for all roadways.
- 7.1.S.3: ~~7.2.S.2:~~ Work with WYDOT to have “complete streets” and/or “context sensitive” policies incorporated into all WYDOT roadways within the community.
- 7.1.S.4 ~~7.1.S.9:~~ Develop a local Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.
- 7.1.S.5 ~~7.1.S.10:~~ Prepare comments and recommendations on the WYDOT State Transportation Improvement Plan (STIP).
- 7.1.S.6 ~~7.1.S.11:~~ Pursue transit service between Jackson and the airport/Grand Teton National Park, and other strategic route expansions.
- 7.1.S.7: ~~7.2.S.4:~~ Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other critical pathways identified in the Pathways Master Plan.
- 7.1.S.8: ~~7.2.S.5:~~ Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets.
- 7.1.S.9: [Consider developing a Community Streets Plan that acts as a guide for the process of developing and retrofitting the street network within the Town of Jackson.](#)

7.1.S.10 Support the year-round use of pedestrian infrastructure through regular maintenance, including winter clearing of trails and pathways.

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Strategies to reduce greenhouse gasses from vehicles from 2012 levels ~~create a safe, efficient, interconnected, multi-modal transportation network~~ (Principle 7.2)

- 7.2.S.1: ~~7.1.S.3:~~ Continue to fund the local match for federal transportation grants and the administration of alternative mode travel programs through the General Fund so additional money can be dedicated to infrastructure.
- 7.2.S.2: ~~7.1.S.4:~~ Create a Countywide Transportation Demand Management (TDM) program, which may include efforts to:
- Educate the community on alternative transportation options and benefits.
  - Pursue home mail delivery.
  - Encourage or require students in all grades to use active modes of transportation rather than driving or being driven to school.
  - Establish a trip reduction coordinator to work with employers to reduce trips and facilitate rideshare.
- 7.2.S.3: Implement the Wildlife Crossings Master Plan. Include wildlife crossing and other wildlife mitigation standards in road design regulations.
- 7.2.S.4: ~~7.3.S.1:~~ Reevaluate parking standards and other regulations that currently promote travel by single-occupancy motor vehicles.
- 7.2.S.5: ~~7.3.S.2:~~ Consider specific provisions for current planning review to require walk, bike, carpool, and transit ~~alternative transportation~~ components in new development.
- 7.2.S.6: Explore fare-free START bus service.

Strategies to coordinate transportation planning regionally ~~land use and transportation planning~~ (Principle 7.3)

- 7.3.S.1: ~~7.1.S.1:~~ Develop a Countywide Integrated Transportation Plan
- 7.3.S.2: ~~7.1.S.5:~~ Discuss with neighboring jurisdictions and State and Federal officials the costs and benefits of funding sources and planning options, such as a Regional Transportation Authority.



- 7.3.S.3: ~~7.1.S.6:~~ The TAC, partner agencies, and non-profits should complete an updated Travel Study approximately every 5 years to assist in the evaluation of the transportation indicators.
- 7.3.S.4: ~~7.1.S.7:~~ Continue START service to Teton County, Idaho, and Lincoln County, Wyoming, and explore other measures to limit the impacts of commuters on the ecosystem and the region.
- 7.3.S.5 ~~7.1.S.8:~~ Explore the establishment of a joint Town-County Transportation Planning Department.
- 7.3.S.6: ~~7.2.S.6:~~ Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.

~~7.3.S.7: Consider hiring a staff person and/or additional staff infrastructure and capacity to implement the goals and strategies of this Chapter.~~

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## Chapter~~Section~~ 8. Quality Community Service Provision

Timely, efficiently and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.

What does this ~~chapter~~section address?

*Principle 8.1 - Maintain current, coordinated service delivery*

*Principle 8.2 - Coordinate the provision of infrastructure and facilities needed for service delivery*

Why is this ~~chapter~~section addressed?

Provision of life-safety, educational, social, cultural, and recreational services is central to residents' Quality of Life and a visitor's experience. Components of our community's character include engaging parks and quality recreational facilities, as well as pleasant gathering places that enhance our sense of community.

Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as police, fire protection, emergency medical treatment, and water and sewer services. Residents, visitors, and businesses expect local government to provide these services year-round and take appropriate and reasonable steps to prepare for critical service delivery in times of emergency.

Continued provision of all services depends upon collaboration and coordination between government and non-government entities to efficiently maximize the services and facilities provided in a manner that is consistent with our Common Values. The Town and County must also collaborate with other service providers to ensure the needs of the community are met. This coordination is essential to understanding future capital needs and pursuing funding opportunities to maintain high quality service delivery. New development must not outpace our ability to provide quality community services to protect the health, safety, and welfare of residents and visitors. Local government must ensure that new development pays its fair share of the cost of maintaining desired service levels. By assuring [the](#) timely, efficient, and safe delivery of quality community services, we improve our safety and reinforce the integrity of our community character.

*Principle 8.1— Maintain current, coordinated service delivery. The Town and County will coordinate and collaborate with independent service providers to ensure desired life-safety, educational, social, recreational, and cultural service levels are maintained consistent with the community's Common Values. Barriers to service delivery objectives will be identified, and the Town and County will budget sufficiently to meet desired service delivery objectives.*

**Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels**

A “service level” is defined as the quality and quantity of a service provided to the community. To ensure that services are delivered to the public in a safe, efficient, and timely manner, the Town and County will use best practices in coordinating with governmental and nongovernmental service providers to accomplish the following:

1. Identify each provider’s acceptable service level
2. Develop an approach to ensure desired service levels are met
3. Identify barriers to service delivery objectives
4. Develop standards for measuring service delivery success

The community should identify acceptable service levels and develop standards for measuring service delivery success for the following local government services (listed in no particular order):

- Fire, EMS and law enforcement,
- Library,
- Parks and recreation,
- Public health,
- Utilities and infrastructure,
- Public transportation,
- Weed and pest management,
- Arts, culture and community events,
- Child care,
- Waste management and recycling and
- Energy conservation.

**Policy 8.1.b: Coordinate with independent service providers**

The Town and County will coordinate with independent service providers, [other governmental agencies, and non-governmental organizations](#) to quantify and understand their service delivery goals, as well as their relation to the Common Values of the community. The community will derive ~~a more significant~~<sup>greater</sup> benefit from long-term, coordinated planning efforts between the Town and County and independent service providers than would be realized through a project-by-project approach. [For example, the Community Health Needs Assessment is conducted every three years to determine the health issues and needs of the community and identify solutions. The Human Services Plan includes a resource allocation plan that provides funding guidance and allows for flexibility related to a changing economy.](#)

The Town and County will collaborate with independent service providers, [other governmental agencies, and non-governmental organizations](#) to identify acceptable service levels and develop

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standards for measuring service delivery success for the following services (listed in no particular order):

- Education
- Utilities and infrastructure
- ~~Medical~~ ~~Health~~ care
- Child care
- Waste management and recycling
- Airport
- Human services
- Energy conservation
- Arts, culture and community events, and
- Public transportation.

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**Policy 8.1.c: ~~Identify-Innovate past~~ barriers to service delivery goals**

Service providers may or may not be currently delivering their services at an acceptable level. The Town and County, in collaboration with independent service providers, should identify barriers to our service delivery goals and implement strategies ~~to find efficiencies and~~ ~~innovations~~ to overcome such obstacles. Whether the ~~obstacles~~ ~~barriers~~ are geographic, political, financial, or otherwise, this approach will ensure the community's life-safety and Quality of Life objectives are met. Working jointly with governmental, non-governmental, and independent service providers will provide ~~more significant~~ ~~greater~~ opportunities to address barriers.

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**Policy 8.1.d: Ensure redundancy of services**

~~The~~ Town is the logical place to locate many critical and non-critical facilities and service providers. However, during natural disasters, severe weather, or other times of emergency, ~~essential~~ ~~key~~ services may be delayed or entirely unavailable to those in outlying portions of the community, due to road closures or bridge failures. Therefore, it is ~~vital~~ ~~important~~ to ensure that critical services and facilities are available to citizens dispersed throughout the County, particularly those who are physically separated from Town by the Snake River or Teton Pass.

**Policy 8.1.e: Budget for service delivery**

Budgeting allows for an annual commitment to service delivery objectives. Each year, the Town and County will evaluate service delivery objectives during the budgeting process, make appropriate modifications to the delivery approach, and affirm the desired service level with the ~~proper~~ ~~appropriate~~ amount of funding. Without adequate funding, even the most thoughtful and strategic approach will fall short of its objectives, so a careful budgeting process is essential.

*Principle 8.2—Coordinate the provision of infrastructure and facilities needed for service delivery. The Town and County will coordinate the development of a communitywide Major Capital Project List. This will ensure that the community can adequately maintain existing capital facilities and provide needed future facilities, consistent with the Common Values of the community. Coordinated planning for capital projects will also allow the Town and County to ensure that new development pays its fair share of the costs of providing ~~new~~ facilities to maintain service levels.*

**Policy 8.2.a: Coordinate the creation of a Major Capital Project List**

The Town and County should coordinate with independent service providers, [other governmental agencies, and non-government organizations](#) to track major capital projects in the long term (5-year view). The Town and County and independent service providers will still maintain detailed individual Capital Improvement Plans, but the Town and County should coordinate the compilation of the individual plans to maintain a current Major Capital Project List. Maintenance of this list should ensure that new facilities are located consistently with the community's Common Values and that development approvals are consistent with the capacity of existing and planned facilities.

**Policy 8.2.b: Design critical infrastructure and facilities for the peak effective population**

Critical facilities, as defined by the electeds through service level planning, should be designed to provide an acceptable level of service to the peak effective population. Other facilities will be designed to accommodate [the](#) average demand. Temporarily reduced service levels may occur at times of peak population; however, reductions should not produce a [significant](#)~~meaningful~~ threat to ~~the~~ public safety.

**Policy 8.2.c: Require mitigation of the impacts of growth on service levels**

Developers should pay their fair share of the costs of future facilities and services necessitated by new development. Costs for added facilities and services as a result of [the](#) development should not be passed on to existing residents. New developments create additional demand for existing services and facilities, which impacts service delivery levels. [The development](#)~~Development~~ will be required to provide exactions and/or impact fees that will cover the proportionate cost of public facilities and infrastructure required as a result of growth. These exactions and impact fees will be updated and evaluated regularly based on [the](#) desired level of service and infrastructure and facility needs. Until nexus studies are in place to update exaction and impact fee requirements, the existing exactions and fees will be used to mitigate the impacts of growth on service levels.

## Strategies (       ✓        = complete as of 2020)

The community should undertake the following strategies in the initial implementation of the policies of this Common Value. This list is only a starting point and is not all-inclusive. As strategies are completed and/or new best practices, technology and information become available, the community may pursue additional strategies. Prioritization of the strategies to be implemented will occur annually in a work plan, as described in Policy 9.2.b.

### *Strategies to maintain current, coordinated service delivery (Principle 8.1)*

- 8.1.S.1: Define~~Use budgeting to affirm~~ desired service levels from government service providers that address all policies of Principle 8.1.
- 8.1.S.2: Define desired service levels from, and coordinate~~Coordinate~~ with independent service providers to understand their service delivery plans, especially those service providers seeking local government funding.
- 8.1.S.3: Identify critical services and services requiring redundancy in service provision.
- 8.1.S.4: Develop a Principle that addresses stable funding, additional revenue, and a policy for how to use the Special Purpose Excise Tax (SPET).
- 8.1.S.5: Create a portal or clearinghouse where the community can quickly learn more about the various services available in the community.
- 8.1.S.6: Explore programs around reducing the cost of living for public employees so that they can more easily live in the community for which they work.
- 8.1.S.7: Explore the affordability of community services to support equitable access throughout the Town and County.

### *Strategies to coordinate the provision of infrastructure and facilities needed for service delivery (Principle 8.2)*

- 8.2.S.1: Coordinate the creation and maintenance of communitywide Major Capital Project List for all services listed in Principle 8.1.
- 8.2.S.2: Update exaction and impact fee nexus studies.
- 8.2.S.3: Evaluate and update development exaction regulations and impact fee requirements.
- 8.2.S.4: Identify appropriate locations for infrastructure before it is needed by projecting the location of future growth.

# Achieving Our Vision



## How Are We Going to Achieve Our Vision?

### Growth Management Program

The Growth Management Program is a process for decision makers and the community to evaluate where and how growth is occurring and adjust policies and strategies as necessary to ensure future growth better achieves the community Vision. The Growth Management Program outlined in this chapter will work in conjunction with annual indicator reports to monitor the entire community by considering environmental, growth, housing, economic, transportation, and other Plan indicators. The key targets in achieving our Vision are the location and type of growth. Once the community grows a set amount, a community review of our success toward these targets will be triggered. A range of strategies and corrective actions may be necessary to ensure that progress is being made toward the Growth Management Program targets and the community's Vision is realized.

### How Will We Coordinate Plan Administration?

This Plan is designed to be a dynamic document. ~~These chapters provide~~ how this Plan will remain current and consistently implemented. Although our community Vision has not significantly changed over the past ~~forty~~ thirty years, the circumstances within which we ~~achieve the implement our~~ Vision are in ~~continual~~ fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Therefore, while the community remains consistent in our Vision, our implementation strategies must be dynamic and responsive. ~~These chapters~~ The Administration section provides a structure for analyzing and responding to contemporary challenges without threatening the viability ~~and attainment of achievement~~ of the community Vision.

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Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review and update of its strategies. Through this Adaptive Management and Plan Implementation Chapters, the community commits to a proactive, honest, and constant analysis of the strategies, actions, and programs intended to realize the community Vision.

### Chapter 9. Adaptive Management

- Implement Plan updates when triggered (Principle 9.1)
- Monitor and implement our Vision annually (Principle 9.2)
- Anticipate future issues and pioneer innovative solutions (Principle 9.3)
- Respond to changing conditions systematically (Principle 9.4)

### Chapter 10. Plan Implementation

- Implement the Plan predictably, cooperatively, and regionally (Principle 10.1)
- Use the Plan framework to implement Our Vision (Principle 10.2)
- Implement the Plan as a whole community (Principle 10.3)

## ChapterSection 9. Adaptive Growth Management Program

Ensure the amount, location and type of growth occurs according to the community's Vision.

What does this section address?

What does this chapter section address?

Principle 9.1 – Implement the Adaptive Growth Management Program

Principle 9.2 – Monitor and implement our Vision annually

Principle 9.3 – Anticipate future issues and pioneer innovative solutions

Principle 9.4 – Respond to changing conditions systematically

Why is this chapter section addressed?

The Jackson/Teton Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. This Plan is comprised of a four-part feedback cycle to achieve our community Vision and desired community character. Our Vision is the basis of the Plan and informs the policies that describe our Common Values of Community Character. The geographic implementation of those policies is depicted in the Illustration of Our Vision. The success of our policy implementation is analyzed through an adaptive management program to ensure that we are Achieving Our Vision. As we identify our successes and failures in achieving our Vision, we will adapt our policies and their implementation, continuously progressing through the cycle.

The community's Adaptive Growth Management Program is a quantitative review structure that provides the measurability and accountability needed to ensure the community will achieve our Vision. The Adaptive Growth Management Program allows the community to be adaptive, responsible, and decisive in optimizing all

three Common Values of Community Character addressing the amount, location and type of growth. A threshold, triggers, and feedback mechanisms provide a structure to continuously verify the path the community is on and correct course when necessary to ensure our desired community character is realized.

The Adaptive Management Program is supported by an annual indicator review and a Work Plan to annually prioritize implementation strategies. These yearly efforts ensure the community is continually moving toward its Vision. Annual progress is further augmented by the analysis of more ambitious solutions that may not have any precedent. We accept the risk that exploring new solutions will not yield immediate progress because we know that the best path forward involves both steady progress along known paths while also pioneering a better way.

While our community has committed to limiting overall growth to the amount planned for in 1994 (see Appendix B) in order to protect the ecosystem and rural character of the community. However, more important than community size are the location and type of growth that occurs. Growing to our desired community size will not achieve our Vision if the growth is not consistent with our Common Values of Community Character: Ecosystem Stewardship, Growth Management and Quality of Life. Growth must contribute to achievement of the community's Vision, and the Growth Management Program defines a process for decision makers to evaluate how and where growth is occurring allowing us to adjust course as necessary. Annual indicator reports and work plans are not a part of the Growth Management Program directly, but work in conjunction with the Growth Management Program as illustrated below.

#### [AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

Principle 9.1—Implement the ~~AdaptiveGrowth~~ Management Program. The ~~AdaptiveGrowth~~ Management Program is a quantitative review of our progress in achieving our Vision. It is made up of ~~threefour~~ parts: ~~an evaluation thresholda trigger~~ (amount of growth), two ~~triggerstargets~~ (location and type of growth), and ~~Plan updates to take corrective action.actions and a 10-year regular Plan update~~. When the community has growth to its evaluation threshold, ~~Growth Management Program is triggered~~ it means that the ~~location and typeamount~~ of growth that has occurred warrants review by the community. This review may ~~trigger a Plan updateindicate that corrective actions are needed~~ to ensure the community is moving toward our Vision. If a Plan update is not triggered when we ~~hitare successfully moving toward~~ our ~~growth threshold,Growth Management Program targets~~ we are achieving our Vision and will continue ~~on~~ to a regular 10-year Plan update.

Policy 9.1.a: ~~EvaluateTrigger~~ the need for a Plan update~~Growth Management Program at 75%~~ growth

Once a defined ~~amount of growth threshold~~ has ~~been crossed,occurred~~ the community ~~willshould comprehensively~~ analyze whether we are achieving our Vision and our desired community character. ~~The need for a Plan update The Growth Management Program that structures that analysis~~ will be ~~determinedtriggered~~ once ~~sevenfive~~ percent (7%) growth in the number of residential units ~~existing at the end of 20202019~~ has occurred. ~~The 7% growth threshold This~~ allows ~~several number of~~ years for the Plan's implementation measures to take effect but is soon enough to consider adding, modifying, or refining our strategies for achieving our Vision.

Residential units are used to measure the amount of growth instead of nonresidential floor area because they are developed at a more consistent annual rate. Recently, about 150 new dwelling units have been built per year in the Town and County, ~~combined have issued roughly 100 building permits per year for the construction of new residential units~~ and the community currently contains roughly 10,500,000 dwelling units. Given these numbers, the ~~evaluation threshold for the next potential Plan update willGrowth Management Program would be crossedtriggered~~ in approximately 5 years.

Commented [A113]: Typo/grammar

#### [AMENDED AMOUNT, LOCATION, CHARACTER GRAPHIC]

**Policy 9.1.b: ~~Update the Plan if~~ Ensure growth is not occurring~~occurs~~ in suitable locations**

The location of future growth is essential to achieving our desired community character. To ~~obtain~~ achieve the community's Common Value of Ecosystem Stewardship, the community prefers growth to occur in Stable and Transitional Subareas, where infrastructure and services already exist. County Preservation and Conservation Subareas of wildlife habitat, habitat connections, and scenic vistas are the least appropriate places for growth. This policy is consistent with the historic development pattern that defines our western, rural character. ~~Development~~ With the exception of the last decade, development in our community has been historically concentrated in Complete Neighborhoods, allowing for the human needs of our community to be met with less impact ~~on~~ the surrounding ecosystem.

Our target for the location of future growth is to continue our historical, concentrated development pattern, allowing us to minimize our ecosystem impacts while respecting property rights and preserving the physical character of the community. Historically, 60% of development has occurred in Complete Neighborhoods. When the ~~growth threshold~~ Growth Management Program is crossed, a Plan update will be triggered ~~if~~ we will compare the location of development that growth is not occurring consistent with ~~to~~ this historical target. ~~to determine if any corrective actions are needed to better achieve our Vision.~~

**Policy 9.1.c: ~~Update the Plan if~~ Ensure growth is not providing workforce housing~~occurs to enhance character~~**

As important as the location of growth is the type of growth and ensuring that it is consistent with our Common Values of Community Character, especially Quality of Life. Setting a ~~Growth Management Program~~ target for workforce housing will not only encourage the appropriate type of residential development but also address concerns about the amount of nonresidential growth by indicating the balance between employee generation and residential development. Retaining a resident workforce supports all of the community's Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live.

Our target for workforce housing is to retain our sense of community that results from our ~~mainly~~ largely resident workforce. ~~In 2012, about~~ Currently, at least 65% of our workforce ~~lived~~ lives locally, and 65% has been determined to be the community character tipping point in other Rocky Mountain resort communities. When the ~~growth threshold~~ Growth Management Program is crossed, a Plan update will be triggered ~~if that growth has not resulted in the targeted~~ we will evaluate our level of resident workforce against this target to determine if any corrective actions are needed to achieve our Vision.



**Policy 9.1.d: Take corrective action ~~through a triggered Plan update~~~~based on Growth Management Program targets~~**

Once ~~a Plan update~~~~the Growth Management Program~~ is triggered ~~by not meeting a community target~~, the community will go through a ~~public~~ process involving the ~~public, the~~ Joint Town and County Planning Commissions, and Joint Elected Officials to review actual growth against the ~~goals in each chapter of this Plan, Growth Management Program targets~~. Based ~~on~~~~upon~~ the comparison, corrective actions should be explored to ensure our Vision and desired community character are being achieved. While corrective actions may not be the community's most desired strategies, they may be necessary depending on how the community is progressing ~~toward in relation to its goals, targets for the location and type of development~~. If corrective actions are needed as a result of triggering ~~a Plan update~~~~the Growth Management Program~~, the community will determine the appropriate ~~measures~~~~actions~~ and how they will be implemented. Possible corrective actions that may be considered are:

Sample Corrective Action

|                                                                                                     |
|-----------------------------------------------------------------------------------------------------|
|                                                                                                     |
| Amend <del>the community's goals</del> <del>Growth Management Program targets</del>                 |
| Policy and Tool Refinements (PRD, <del>Floor Area Bonus</del> <del>PMD</del> , building size, etc.) |
| CIP and Work Plan Adjustments                                                                       |
| Additional Funding Sources                                                                          |
| New Partnerships and Agency Documents                                                               |
| New Transitional Subareas                                                                           |
| Catalyst Site Plans                                                                                 |
|                                                                                                     |

[\[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART\]](#)

**Policy 9.1.e: Update the Plan after 10 years**

The community should conduct a detailed community review of the Comprehensive Plan if it has gone every ten (10) years without otherwise triggering a ~~The Growth Management Program is not intended to eliminate the need for Comprehensive Plan update. Even if updates.~~ update. Even if updates. Its purpose is to ensure that we are meeting our targets, achieve the community's Vision over the next 10 years so that we should still complete can better understand the implications of the implementation measures we took and engage in an informed and focused update to the Plan every 10 years to allow the community to affirm its values and identify new implementation strategies after 10 years.

The 10-year update should be a community effort, built to build on the lessons learned through ~~the Growth Management Program and~~ a decade of annual indicator reports to:

- Affirm or enhance the community's Vision and Common Values of Community Character;
- ~~Evaluate and update the Growth Management Program;~~
- Evaluate and update the Illustration of Our Vision; and
- Evaluate and update the community's strategies for implementing the Vision; and
- Evaluate and update the Adaptive Management Program.

[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART]

**Principle 9.2—Monitor and implement our Vision annually**

*Annual indicator reports should be designed as a check-in on the community's progress toward achieving our Vision. Through annual indicator reports, the community will understand how we are measuring up to the Plan's framework and will have the information needed to proactively design annual work plans to move toward the community's goals.*

**Policy 9.2.a: Monitor indicators annually**

If the ~~Adaptive~~ targets of the Growth Management ~~evaluation at 7% growth is~~ Program are the community's final exam, the indicator reports are ~~our~~ the annual ~~progress report quizzes~~. The indicators monitor not only the ~~Adaptive~~ Growth Management Program targets but ~~the~~ other measures of ~~each~~ the amount, location and type of growth to better inform the community's ~~goals~~ implementation decisions on how best to achieve our Vision. Each spring, the community should review the indicators listed below and other appropriate indicators to inform budgets and set an implementation work plan that will promote ~~optimization of all 8 community goals~~. ~~success when the Growth Management Program is triggered. Between annual reviews,~~ ~~indicators will be updated at [www.jacksontetonplan.com](http://www.jacksontetonplan.com) as data becomes available.~~

The following table lists annual indicators for the community to consider as part of the annual monitoring of the Plan. Indicators not listed below can be measured in the annual report as well; each indicator is or should be:

- relevant to ~~a chapter goal~~ the policies of the Plan;
- reliably accessible annually; and
- understandable to the community.

[\[AMENDED INDICATOR TABLE\]](#)

**Policy 9.2.b: Establish an implementation work plan annually**

A work plan for implementing the community's Vision will be established each year as part of the budget process. In setting the work plan, the community should evaluate the work completed over the past year, review annual indicators, and prioritize strategies for implementation based on how well the community is achieving our Vision and which implementation measures are most needed. The work plan will be composed of the strategies from the Common Values to be implemented the following year. [A complete list of all strategies that have been completed and are yet to be completed is attached as Appendix F, and each year's work plan will update the list.](#) The work plan may also include the implementation of preemptive corrective actions ~~before~~<sup>prior to</sup> the triggering of ~~a Plan update~~<sup>the Growth Management Program</sup> if the community believes it is appropriate.

The resources required to implement the strategy will be considered, along with the parties responsible for implementing the strategy, the timeframe for implementing the strategy, and the goal of the implementation. As strategies are completed and/or new best practices, technology and information become available, the work plan may include strategies that are not listed in the Common Values. However, every task in the work plan should be:

- relevant to a ~~principle~~<sup>policy</sup> of the community that needs to be addressed;
- implementable by the responsible party; and
- effective in addressing the relevant community ~~principle~~<sup>policy</sup>.

[\[AMENDED ADAPTIVE/GROWTH MANAGEMENT PROGRAM CHART\]](#)



**Policy 9.2.c: Review indicators and set implementation work plan publicly**

Each year, staff will prepare the annual indicator report and present it to the Joint Town and County Planning Commissions at a public hearing. The Joint Planning Commissions will make recommendations to the Town Council and Board of County Commissioners regarding the appropriate indicators to be measured and the implementation work plan for the following year. At a Joint Information Meeting, the Town Council and Board of County Commissioners will consider the annual indicator report and the recommendations from the public, staff, and Joint Planning Commission. By joint action, the elected officials will set an implementation work plan for the following year and provide any direction regarding indicators to be monitored for the following year's report.

**Policy 9.2.d: Engage the public in a two-way conversation about implementation.**

Public engagement throughout the planning process provides for two-way communication with the community, fosters more effective outcomes, and enhances support of those outcomes. Part of the annual monitoring and implementation of the Plan will be consistent outreach on the community's values and implementation priorities. The Town and County will encourage and provide multiple opportunities for meaningful conversation with the community as a whole through all planning processes from the big picture visions to implementation projects.

Principle 9.3 – Anticipate future issues and pioneer innovative solutions. Existing implementation tools will not be enough to fully achieve the community's aspirational goals. We have identified many tools that will move the community toward its Vision. We have also purposefully set the Vision out of reach of conventional approaches to challenge ourselves to explore the adjacent possible and reset the leading edge. To find new solutions, we will have to be willing to analyze and perhaps pilot atypical approaches that do not have historical precedent and may not yield tangible progress.

**Policy 9.3.a: Analyze new ideas**

Too often, best practices are viewed as our best option when it comes to tackling issues at the community, regional, national, or global scale. While tried and true best practices should be implemented, it is essential that the Town and County act as a leader in developing innovative solutions to existing and future issues that sometimes require an outside-the-box style of thinking. Considering our place in the intact, but vulnerable, Greater Yellowstone Ecosystem, and our legacy of holding ourselves to a higher standard, we will be willing to analyze improbable futures, without expectation of immediate results, knowing that the innovative solutions we eventually pioneer will make a real impact. We will use scenario planning and analytics from outside the planning profession and stay committed to innovation, even when it is not yielding tangible progress.

**Policy 9.3.b: Pilot new ideas**

Beyond analyzing scenarios and possible solutions is piloting implementation methods. Pilot programs put solutions on the ground in a limited scope to test the costs and benefits before larger scale implementation. Some pilot programs will not yield the desired outcome and will be discontinued. The lessons learned will inform future innovation, while the lasting impacts will be minimal. Instituting pilot programs as part of our planning and budgeting process is the only way we will be able to avoid decision making that defaults to established best practices because of their known costs. By using pilot programs, the community will be able to try more options before it makes significant investments.

**Policy 9.3.c: Engage the public to seek new ideas**

Innovation requires new ideas. There are different forecasts of the future, and the issues that we will have to address. Engaging the public to identify new ideas and possible futures will be vital to the success of this principle. For the public to be encouraged to propose ideas, they will have to see their ideas being analyzed and truly considered, and people from outside the planning profession should be brought into the process to ensure the conversation is not limited by limited past experience.

Principle 9.4—Respond to changing conditions systematically ~~How the community will respond to changing conditions. The cornerstone of this Plan is continued, coordinated monitoring and adaptation by the Town and County to effectively implement the policies of this Plan. This Plan is intended to be a dynamic document and may need to be amended and updated as community conditions change. Amendments may include policy enhancements within the Common Values or Achieving Our Vision to better achieve the community's Vision or~~ improvement enhancement ~~of the Illustration of Our Vision to more effectively implement the land use policies of this Plan. Such amendments can be proposed by:~~

- ~~• the Town or County Planning Director;~~
- ~~• the Town or County Planning Commission;~~
- ~~• the Town Council, the Board of County Commissioners; or~~
- ~~• any member of the public.~~

Policy 9.4.a: Review Plan amendments annually in coordination with Plan monitoring.

Proposed amendments to the Comprehensive Plan will be reviewed annually. Regardless of when they are ~~introduced~~ proposed, they will be ~~considered~~ reviewed the following calendar year by the Joint Planning Commission and then jointly by the Town Council and Board of County Commissioners. Consideration will occur at the same annual meetings where the annual indicator report is reviewed, and the implementation work plan for the following year is set. This promotes a simultaneous and comprehensive review of proposed amendments, indicators of achievement of our Vision, and the work plan for better achieving our Vision. Concurrent and comprehensive review promotes adaptation to changing conditions while discouraging overreaction to opportunities that do not adequately balance the community's Common Values. Amendments will be reviewed and adopted by the following process.

[ADDED PLAN AMENDMENT REVIEW PROCESS CHART]

- ~~1. Application for an amendment by an authorized party.~~
- ~~2. Review of the application by Town and County Planning staff with a recommendation to the Joint Planning Commission.~~
- ~~3. Public hearing before the Joint Planning Commission regarding the application with Joint Planning Commission recommendation to the elected officials.~~
- ~~4. Public hearing of application before the joint Town Council and Board of County Commissioners.~~
- ~~5. Joint approval, approval with conditions, or denial of the application~~

#### **Policy 9.4.b: Amending Our Common Values of Community Character or Achieving Our Vision**

Amendments to the principles and policies that make up our Common Values and Achieving Our Vision will be periodically necessary to respond to changing community conditions and better implement the community Vision. To approve an application to amend our Common Values or Achieving Our Vision, the Town Council and Board of County Commissioners will consider whether find that it:

- Better achieves one or more of the eight Chapter goals of the Plan implements the community Vision;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan Is consistent with the other policies ad strategies of this Plan; and
- Responds to indications that at least one of the following situations exists:
  - ▲ The policies of this Plan are not being implemented.
  - ▲ The community's characteristics have substantially changed, warranting a revision to the Plan's policies directly related to the change in characteristics.
  - ▲ The values and priorities of the community have changed.

#### **Policy 9.4.c: Amending the Illustration of Our Vision**

Illustration of Our Vision amendments may be periodically necessary to better implement the policies of the Comprehensive Plan in certain areas and to respond to policy amendments. Each Character District is a site-specific articulation and refinement of the community Vision. They will be evaluated and amended independently of specific development applications to ensure that changes to the Character Districts focus solely on better achieving the community Vision. To approve an application to amend the Illustration of Our Vision, the Town Council and Board of County Commissioners will consider whether find that it:

- Better achieves one or more of the eight Chapter goals of the Plan implements the community Vision;
- Does no harm to the achievement of any of the eight Chapter goals of the Plan Is consistent with the principles and policies expressed in the Comprehensive Plan at a communitywide level; and
- Is compatible consistent with the overall desired character of the district in which it occurs;  
and
- Responds Is a response to at least one of the following:
  - ▲ The policies of the Comprehensive Plan are not being implemented by the current Character District
  - ▲ The community's characteristics have substantially changed, warranting a revision to the Character District directly related to the change in characteristics.
  - ▲ The values and priorities of the community have changed, warranting a Character District revision



## Chapter ~~Section~~ 10. Plan Implementation Administration

Continuously improve upon the policies of the Comprehensive Plan

What does this chapter  
section address?

~~The purpose of this chapter is to address the implementation of the various components of the Plan consistently with one another with the overall goal of achieving the community Vision. Specifically, this chapter addresses:~~

- ~~• Applicability of the Comprehensive Plan;~~
- ~~• Who is responsible for implementing the Comprehensive Plan; and~~
- ~~• How the community will respond to changing conditions.~~

Principle 10.1 – Implement the Plan predictably and cooperatively

Principle 10.2 – Use the Plan framework to implement Our Vision

Principle 10.3 – Implement the Plan as a whole community

Why is this chapter section addressed?

This Plan is a comprehensive statement of how we will grow as a community. Its Vision is the product of our 3 Common Values. Our 3 Common Values are further defined by 8 Chapter Goals. How we will achieve each Chapter Goal is laid out in Principles, Policies, and Strategies. Where we will accomplish each Chapter Goal is mapped and detailed through Character Districts and Subareas. How we will measure success and adapt our implementation of the Chapter Goals is defined through our Adaptive Management Program.

The community is committed to implementing the Plan and using the Plan to make predictable decisions. This means respecting the comprehensiveness of the Plan and not rethinking the Plan for every project. This chapter outlines the principles and policies we will follow as we implement our Vision.

This Plan is designed to be a dynamic document. This chapter provides the means by which this Plan will ~~remain current and consistently implemented.~~ Although our Vision has not significantly changed over the past thirty years, the circumstances within which we implement the Vision are in continual fluctuation. We cannot entirely anticipate the future challenges that will arise as we pursue our Common Values of Community Character. Therefore, while the ~~community remains consistent in our Vision, our~~ implementation strategies must be dynamic. This chapter provides a structure for analyzing and responding to contemporary challenges without threatening the viability and attainment of the community Vision. Despite the many strengths of the 1994 Comprehensive Plan, it lacked rigorous and consistent review and update of its strategies. Through this Administration Chapter, the community commits to a proactive, honest and consistent analysis ~~of the strategies, actions, and programs intended to~~ realize the community Vision.

[ADDED ADAPTIVE MANAGEMENT GRAPHIC]

Principle 10.1— Implement the Plan predictably, cooperatively, and regionally. Implementation of our Vision relies upon cooperative planning, between the Town and County and beyond, to ensure comprehensive, predictable ecosystem stewardship, growth management, and quality of life. Past approaches that relied on discretionary review of individual implementation strategies achieved some success, but also divided the community and resulted in unintended consequences. In implementing this Plan, we are committed to predictable, cooperative decision making that is locally relevant and regionally responsible.

**Policy 10.1.a: Plan predictably and comprehensively**

The comprehensive plan is stronger than the sum of its individual parts. The community is committed to the advancement of all three Common Values. Opportunities focused on advancing one Common Value must be evaluated for their impact on the other two Common Values. If achieving one Common Value means regressing in the achievement of another, the opportunity will not be pursued. The Town and County will monitor trends and analyze future scenarios to capitalize on opportunities when they arise, but will not rush into changes of Plan without careful consideration.

**Policy 10.1.b: Plan jointly, as one community**

The Town and County's commitment to joint planning is nationally renowned and locally crucial to the realization of our Vision. Just as it was in the early 1990s, our ecosystem stewardship, growth management, and quality of life values do not recognize the Town boundary. In this Plan, the Town and County recommit to jointly planning the community and each doing its part to implement the Vision. The County will direct growth out of habitat and preserve open space. As the central complete neighborhood, the Town will make the most appropriate place for growth the best place to live, work, and play. The Town and County also commit to coordination with other government and non-government agencies in the implementation, review, and enhancement of the Plan.

**Policy 10.1.c: Plan based on community engagement**

This Plan is based on the Common Values of the entire community. The public engagement that informed the Plan was based on the fundamentals of engaging the entire community. Implementation of the Plan will be based on the same fundamentals, relying on the comprehensive, representative comment over the "last and loudest" comment. That engagement will be ongoing to ensure the Plan remains relevant.

**Policy 10.1.d: Maintain control over our own community Vision**

In attempting to realize our Vision, the community recognizes that exporting solutions and relying on State or Federal intervention makes us more reliant on outside Visions of our future. Decisions in this community should be based on the policies of this Plan. We will work with partners from around the State and region to find mutually beneficial solutions for all communities.<sup>7</sup> At the same time, we will ensure that we are not dependent on other communities in meeting or defining our community's Vision.

**Policy 10.1.e: Cooperate with regional communities and agencies to implement this Plan**

The ability of the community to achieve the priorities of this Plan specifically related to wildlife stewardship, transportation issues, and workforce housing is intertwined with our ability to cooperate and communicate with neighboring communities and State and Federal agencies. The Town and County will continue to coordinate with nearby communities and land managers to implement the framework of this Plan, identify shared interests and available resources, and address issues affecting the entire ecosystem.

*Principle 10.2 – Use the Plan framework to implement Our Vision. Our Vision should inform all of our decisions as a community. However, as specific questions arise, decision-makers should not, and do not, have to operationalize the Vision as a single sentence-. The Vision informs the entire structure of the Plan, and the whole Plan should be used in decision making. Our Vision is an acknowledgment of ecosystem health. It is a commitment to support all three Common Values without prioritization of one at the expense of another. The Illustration of Our Vision is our geographic optimization of all three Common Values. The Comprehensive Plan is more durable than the sum of its individual parts. Decisions should be based on the same commitment to mutual support and comprehensive optimization of all 3 Common Values.*

**Policy 10.2.a: Further all three Common Values of Community Character together**

While preserving and protecting the area’s ecosystem is the core of our Vision and all aspects of our community character, our Vision cannot be achieved with a singular focus. –Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support of and reliant upon the others. Our community cannot move forward if any one of our three Common Values is left behind.

Ecosystem Stewardship (CV-1)

- Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery
- Chapter 2. Climate Sustainability

Growth Management (CV-2)

- Chapter 3. Responsible Growth Management
- Chapter 4. Town as the Heart of the Region – The Central Complete Neighborhood

Quality of Life (CV-3)

- Chapter 5. Local Workforce Housing
- Chapter 6. A Diverse and Balanced Economy
- Chapter 7. Multimodal Transportation
- Chapter 8. Quality Community Service Provision

**Policy 10.2.b: Use adaptive management to ensure we are Achieving Our Vision**

Although our Vision has not significantly changed over the past forty years, the circumstances within which we implement our Vision are in continual fluctuation. Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and

strategies intended to achieve our Vision and desired community character. Through ongoing monitoring, a trigger for the more substantial review, targets for the location and type of growth, possible corrective actions, and review standards for amending our policies, we commit to predictable, accountable, and measurable pursuit of our Vision and desired community character.

#### **Policy 10.2.c: Illustration of Our Vision**

Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. Defining the desired character for areas of the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision.

#### **Policy 10.2.d: Applicability of the Comprehensive Plan**

This Plan is comprised of numerous elements. It can ~~only~~ function when all of its parts are present and adopted. ~~Correctly Specifically~~, our Common Values of Community Character ~~work can only function in accord~~ with the Illustration of Our Vision. The policies of the Plan enumerate broad goals to aid in the fulfillment of the community Vision. The Character Districts supply detail, spatial clarity, and predictability by geographic area within the community. These two elements are inextricably related and, therefore, must only be adopted together, as the Plan would be otherwise incomplete.

The Comprehensive Plan is a policy document that articulates the community Vision and does not have a regulatory effect or the force of law. The Land Development Regulations (LDRs) and other implementation mechanisms provide the means to implement the community Vision with the force of law. Where conflicts arise between the Comprehensive Plan and the LDRs or other implementation mechanisms, the mechanism with the force of law will prevail. Additionally, tools envisioned by this Plan but not implemented through a mechanism with the force of law are effectively unavailable until a mechanism with the force of law is in place.

**Principle 10.3 – Implement the Plan as a whole community.** ~~Who is responsible for implementing the Comprehensive Plan?~~ **Implementation of the Comprehensive Plan is the responsibility of the entire community. Elected officials, Town and County Planning Departments, and other government and non-government organizations all have specific roles. The participation of the community is equally essential ~~important~~ to the success of the Comprehensive Plan, as all decisions ultimately affect the community's ability to achieve our desired Common Values of Ecosystem Stewardship,**



*Growth Management, and Quality of Life. Therefore, ~~it is essential that~~ the community must remain invested in the successful implementation of this Plan.*

**Policy 10.3.a: The Community will implement the Plan daily**

The Jackson/Teton County community plays an important role in the success of the Comprehensive Plan. Specifically, this Plan challenges each citizen to:

Make day-to-day decisions that are consistent with the policies of the Comprehensive Plan. Each member of the community is responsible for shifting his/her mode of travel, minimizing wildlife impacts, reducing resource consumption, finding workforce housing solutions, and supporting local businesses. If community members do not take responsibility for the implementation of this Plan and encourage their peers to do the same, we will not achieve our Vision.

Stay involved in local government and monitor the decisions of elected officials, Planning Directors, and other governmental and quasi-governmental agencies. The citizens of Jackson/Teton County must stay involved in comprehensive planning efforts. Where the government and other organizations are falling short in the implementation of this Plan, the community will hold them accountable and take additional action where needed.

**Policy 10.3.b: Local professional and public planners will administer the Plan. ~~Town and County Planning Departments~~**

~~The Town of Jackson and Teton County Planning Staff Departments, as well as private American Institute of Certified Planners (AICP) certified planners, are professionally bound to work in the interest of the comprehensive community Vision will coordinate the administration of this Plan. (Reference the AICP Code of Ethics and Professional Conduct) Because of this professional obligation, it is these planners who the community will rely upon to administer the Plan. Specifically, Town and County Planning Staff is responsible for:~~

- producing and presenting annual indicator reports;
- executing annual implementation work plans based on the strategies of the Plan and direction from the elected officials;
- facilitating ~~an the Adaptive Growth~~ Management Program public review and exploring corrective actions when the ~~Plan update Growth Management Program~~ is triggered;
- facilitating the 10-year update of the Plan;
- processing amendments to this Plan; and
- reviewing land development regulations, zoning maps, and other Plan implementation measures for consistency with this Plan.

**Policy 10.3.c: Elected Officials will set and fund the Plan**

The Town Council and Board of County Commissioners are responsible for making decisions that are consistent with this Plan. They are also responsible for allocating the necessary funding to implement the policies and strategies contained in this Plan. Furthermore, they are responsible for working with neighboring jurisdictions to find regional solutions to transit and housing issues that have the least impact on the entire ecosystem. Elected officials are responsible for collaborating with other governmental and non-governmental service providers

to plan for appropriate service delivery and coordinate major capital projects. Elected officials should familiarize themselves with the contents of this Plan to ensure that the Plan remains an accurate reflection of the community Vision. Each year, elected officials will be responsible for:

- receiving and reviewing the annual indicator report presented by staff;
- determining the strategies to be included in the implementation work plan for the next year; and
- budgeting appropriately to achieve the objectives of this Plan.

**Policy 10.4.d: Governmental and Non-Governmental Agencies and Organizations will cooperate in Plan implementation**

Governmental and non-governmental agencies and organizations are responsible for working with Town and County planners to find solutions to community issues that are consistent with this Plan. These agencies and organizations will play a crucial role in data collection, ~~in order~~ to monitor indicators, analyze the success of strategies, and study the feasibility of proposed strategies. The collective input from all governmental and non-governmental agencies and organizations will ~~be helpful in~~ monitoring community perception of and satisfaction with this Plan. Agencies and organizations are also responsible for working together to pool resources and find mutually beneficial solutions to achieve community goals.

# Illustration of Our Vision

## Why Illustrate Our Vision?

Realizing our Vision requires proactively planning for what we want - rural open spaces and high-quality Complete Neighborhoods - by identifying where we want them and what we want them to look like. Our Vision is that development ~~is be~~ designed to enhance our community character and located in suitable areas ~~in order~~ to preserve and protect the ecosystem and western, rural character. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development enhances our Quality of Life. In all other areas, the Illustration of Our Vision ~~depicts~~~~describes~~ how we will preserve and ~~improve~~~~enhance~~ wildlife habitat, wildlife connectivity, scenic vistas, and open space.

Defining ~~the~~ desired character for ~~all areas of~~ the community provides predictability in planning and development, which has been absent in the past. Incremental, site-specific determinations of policy applicability that are emotionally, politically, and legally tied to a specific development plan are no longer the community's growth management principle. The Illustration of Our Vision bridges the gap between our Vision and the development of an individual site so that all community members can understand how an individual preservation or development project should contribute to the achievement of our Vision. The Illustration of Our Vision will inform land development regulations that ensure no policy of this Plan is forgotten and that all policies are implemented within the proper context.

The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving our Common Values of Community Character. With this information, we can determine what policies and strategies are appropriate in which locations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.



## How is the Vision Illustrated?

The Illustration of Our Vision depicts the policies of the community's three Common Values of Community Character through four levels of character classification.

At the highest level, the private lands of the community are divided into Character Districts – areas with common natural, visual, cultural, and physical attributes, shared values, and social interaction. Character District boundaries are based on a layering of the best available quantitative and qualitative data for each of the three Common Values of Community Character (Ecosystem Stewardship, Growth Management, Quality of Life) to identify areas that share similar characteristics (see Appendix B Framework Maps).

While our community's 15 Character Districts share Common Values, each has a unique identity, based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on ecosystem stewardship or a Complete Neighborhood focused on enhancing Quality of Life. The map on pages IV-4 and IV-5 show the Character District boundaries, defines Complete Neighborhood and Rural Area characteristics, and identifies the classification of each Character District.

At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the [2012 existing](#) character of the subarea and the desired future character for the entire Character District. Stable and Transitional Subareas are the most suitable locations for people to live, work, and play. Subareas focused on Ecosystem Stewardship are designated as Preservation or Conservation. The map on pages IV-6 and IV-7 show the subareas and define the subarea classifications.

Finally, for each subarea, Character Defining Features are described to ensure the desired character is illustrated. The Character-Defining Features provide the [highest greatest](#) level of site-specific detail; however, the characteristics are still conceptual and will inform specific regulations, incentives, and programs. The characteristics valued by the community within a subarea are mapped, described, and illustrated. On pages IV-8 and IV-9 is a legend that describes the symbols and graphics used on the Character-Defining Features Maps. An appropriate Neighborhood Form(s) is also identified for each subarea. A Neighborhood Form determines the general pattern and intensity of development that meets the desired character. On pages IV-10 and IV-11 is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities.

Complete Neighborhoods + Rural Areas  
[\[AMENDED CHARACTER DISTRICT MAP\]](#)

## Stable, Transitional, Preservation + Conservation Subareas

### *Stable Subarea*

- Subareas in which no change to the existing character is necessary
- Development will be infill that maintains the existing identity or vitality
- The subarea may benefit from strategic infill or development of non-existing Complete Neighborhood amenities

### *Transitional Subarea*

- Subareas where most of the community would agree that development/ redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy trips

### *Preservation Subarea*

- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

### *Conservation Subarea*

- Areas of existing development and platted neighborhoods with high wildlife values, where development/ redevelopment should focus on ~~enhanced~~improved conservation
- Areas that benefit from an increase in open space, scenic resources, and habitat enhancement
- Goals include balancing existing development with improved wildlife permeability and scenic enhancements

## Character Defining Features - Map Symbols

The Character-Defining Features Maps depict the characteristics that define each district and subarea. Below is a list of symbols and map attributes that are used on the maps. [Locational characteristics](#) ~~Characteristics that are locational~~ are shown on the map using colored symbols or map attributes. Other [aspects characteristics](#) ~~depicted using black symbols~~, [apply](#) generally [apply](#) to a subarea but are not location-specific. All mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations for certain attributes.

### *Common Value 1 – Ecosystem Stewardship*

Wildlife Permeability: Design for wildlife permeability should be a characteristic of the subarea.

Agriculture: Agricultural use should be characteristic of the subarea.

Wildlife Highway Crossing: Wildlife-vehicle collision mitigation emphasis site as identified by the Western Transportation Institute and Montana State University College of Engineering in 2012.

Crucial Habitat: Bald eagle, trumpeter swan, mule deer, elk, and/or moose crucial winter habitat; mule deer and/or elk migration corridor; and/or bald eagle and trumpeter swan nesting area; and/or cutthroat trout spawning area as identified by the Conservation Research Center of Teton Science Schools in 2008.

Scenic Corridor/Vista: Scenic highway corridors and vistas, as identified on 1994 Community Issues Maps.

### *Common Value 2 – Growth Management*

Gateway: A gateway into the community.

Public Parking: Existing parking provided by the Town of Jackson [as of 2012](#).

Road Corridor Enhancement: A roadway corridor that will be characterized in the future by enhanced pedestrian and commercial vitality.

Creek Corridor Enhancement: A creek within a Complete Neighborhood that will be characterized in the future by enhanced recreational opportunities and ecological value.



### *Common Value 3 – Quality of Life*

Workforce Housing: Housing occupied by the workforce should be a characteristic of the subarea.

START Service: START service should be a characteristic of the subarea.

Local Convenience Commercial: Local convenience commercial should be located within the subarea.

Industrial: Light industrial and heavy retail use should occur in the subarea.

Parks and Recreation: Existing parks and recreation facilities [as of 2012](#).

School: Existing schools [as of 2012](#).

~~Critical~~[Key](#) Transportation Network Project: Transportation network projects identified in Policy 7.2.d.

Existing/Proposed Pathways: Existing and proposed pathways identified in the Pathways Master Plan (2007).

Improved Interconnectivity: An area that will be characterized in the future by increased interconnectivity.

## Character Defining Features - Neighborhood Form Continuum

A Neighborhood Form identifies the general pattern and intensity of development representative of ~~an individual~~~~a certain~~ character. One or more Neighborhood Forms are associated with each subarea. Below is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities that define our character. The table below the transect describes characteristic acreages, heights, uses, and special considerations for each Neighborhood Form. These general characteristics are not prescriptive and are only meant to help ~~explain~~~~describe~~ the general pattern and intensity depicted in the transect.

## What Does the Illustration of the Vision Address?

Our community's Vision is illustrated in 15 Character Districts. Each Character District has unique issues, opportunities, and objectives. Each Character District contributes to the overall implementation of the Comprehensive Plan and will ensure that preservation and development occur in the desired amount, location, and type throughout the community.

Each Character District is composed of 6 parts:

The Vicinity Map identifies the district boundaries and the size of the district in relation to the entire community. It also depicts the boundaries of the district subareas and their Stable, Transitional, Preservation, or Conservation classification.

The Character-Defining Features Map depicts the ~~2012 and future~~ characteristics that define each district and subarea. Characteristics are described through mapping or shown symbolically. Mapped features are illustrative of the character of an area and do not imply desired regulatory boundaries or specific locations of attributes. A complete list of symbols used on the maps can be found on pages IV-8 and IV-9.

The Complete Neighborhood/Rural Area Table indicates whether the district ~~had~~~~currently~~ ~~has~~ the characteristics of a Complete Neighborhood or a Rural Area ~~in 2012~~. It also ~~demonstrates~~~~indicates~~ whether those characteristics will be maintained or enhanced in the future. This table serves to explain the classification of the district and identify the district's broad focus, ~~fundamental~~~~basic~~ issues, and opportunities.

Existing + Future Characteristics describe in words the ~~2012existing~~ and future character of the district, focusing on the elements of character that should be preserved or enhanced. This ~~chaptersection~~ provides the overall goals and vision for the district.

The Policy Objectives are policies from the Common Values of Community Character chapters of the Comprehensive Plan that are particularly relevant and should be implemented in the district. There may be other policies that apply to the district, but these are the key objectives to be met in the district ~~in order~~ for the community to achieve our Vision.

The Character-Defining Features describe each subarea through text, Neighborhood Forms, and photos and/or drawings. The focus of the description is the character priorities that will allow for the desired character of the district, and consequently, the community Vision to be achieved. The Neighborhood Form(s) depict the general pattern and intensity of development that meets the desired character, while the illustrations and/or photos provide a more detailed illustration of the desired built form. The entire continuum of Neighborhood Forms can be found on pages IV-~~108~~ and IV-~~119~~.

# District 1: Town Square

## 2012Existing + Future Desired Characteristics

The Town Square District is the historic center of Jackson Hole and the central gathering space for residents and visitors alike. The district is home to iconic buildings and public spaces, including the Cowboy Bar, George Washington Memorial Park (the “Town Square”), and the sawtooth building profiles surrounding the Town Square. Preserving the existing western character and heritage found in the buildings and public spaces in this district will be key to maintaining the existing character. The district is the center of the visitor experience in Town and plays an important role in defining our community’s western heritage and overall community identity.

A future goal of the district is to have visitors and residents visit the area more often and stay longer, increasing the vitality of the area and supporting the local economy. To support this goal, commercial uses that create an active and engaging pedestrian experience, will be located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. In the future, the district will be the center of a Downtown Retail Shopping District, and as such office, residential and lodging uses will be predominantly located on upper floors.

Future community reinvestment in the district will create great public spaces and amenities for residents and visitors alike. This investment will not only create a positive visitor experience that supports our local economy, but will also continue the tradition of the Town Square as the gathering place for our community. The district will continue to be the center of community life, hosting a variety of events and community celebrations for residents and visitors. The temporary closure of streets, parking lots, parks and other public spaces will be encouraged to support such events. In addition, the community should consider the temporary and permanent closure of some streets to vehicles in order to create a vibrant pedestrian environment. Moving forward, the community will take great care and consideration in all future planning and redevelopment in the district.

## Policy Objectives

|                                                  |     |
|--------------------------------------------------|-----|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | N/A |
|--------------------------------------------------|-----|



|                                              |                                                                                                                                             |
|----------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Common Value 2:<br/>Growth Management</i> | 4.1.d: Maintain Jackson as the economic center of the region                                                                                |
|                                              | 4.2.c: Create vibrant walkable mixed use <del>Subareas</del> <u>subareas</u>                                                                |
|                                              | 4.2.d: <del>Protect the image and function of Town Square</del> <u>Create a Downtown Retail Shopping District</u>                           |
|                                              | 4.2.e: <del>Maintain lodging as a key component in</del> <u>Protect the downtown image and function of Town Square</u>                      |
|                                              | 4.4.a2.f: <del>Maintain and improve public spaces</del> <u>lodging as a key component in the downtown</u>                                   |
|                                              | 4.4.c <u>Continue traditions</u> <del>a: Maintain and</del> <u>community events</u> <del>improve public spaces</del>                        |
|                                              | 4.5.a: <u>Identify and preserve historically significant structures and sites</u> <del>4.4-e Continue traditions and community events</del> |
|                                              | 4.5.a: <u>Identify and preserve historically significant structures and sites</u>                                                           |
| <i>Common Value 3:<br/>Quality of Life</i>   | 6.2.a: Enhance tourism as the basis of the economy                                                                                          |
|                                              | 6.3.a: Ensure year-round economic viability                                                                                                 |
|                                              | 7.1.a: <u>Increase the capacity for walking, biking, carpooling and riding transit</u> <del>use of alternative transportation modes</del>   |

## Character Defining Features

### 1.1: Inner Square

This STABLE Subarea will focus on maintaining western character by retaining or replicating the ~~existing~~ built environment. Building heights directly fronting the Town Square should not

exceed two stories. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined. The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

### *1.2: Outer Square*

This STABLE Subarea will focus on maintaining western character consistent with the ~~existing~~ character of the district. Building heights will be allowed up to three stories, ~~in order~~ to provide lodging, residential and other non-residential uses on upper floors supporting our tourist economy and Growth Management goals. Buildings should be located near the street to create an attractive street front. A desired western architectural style and approach will be defined in coordination with the Inner Square (Subarea 1.2). The continuation of covered wooden boardwalks is vital to maintaining the desired western character. Parking will be provided predominately in public lots, underground, and on street to create a vibrant, walkable area oriented to pedestrians.

## District 2: Town Commercial Core

### 2012Existing + Future Desired Characteristics

The Town Commercial Core is the economic hub of Teton County. The district contains a significant amount of the community's commercial uses, employment opportunities and lodging capacity. The future goal is to create a vibrant pedestrian-oriented mixed use district with a variety of non-residential and residential uses. A key component of achieving this goal will be to have visitors and residents visit the area more often and stay longer by increasing the availability of lodging and residential units and creating a vibrant Retail Shopping District.

Our community will strive to find creative solutions to develop the district into a year-round economic hub, by maintaining high lodging occupancy and sales tax collections during the shoulder seasons (April-May and October-November). Finding the correct balance of non-residential, non-profit and residential uses will be key to ensuring that the district remains economically and socially viable. In addition, it will be important to provide opportunities for local entrepreneurs and businesses that choose to locate in the community for our lifestyle.

The district is anchored by two primary economic and community centers, each with their own unique identity and role - Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). A key goal of the district will be to better connect these subareas in-order for each to benefit from the other's vitality, complementary uses, and activities while supporting the overall success of the district as the center for our tourist based economy.

Historically, buildings have been one, two or three stories, oriented both to the street and to large parking areas provided onsite. New buildings should be pulled to the street, creating an attractive street wall with parking located predominantly underground or out of sight. In the future the district should be defined by strategically located public parking lots and on street parking. This will create a welcoming pedestrian experience where visitors and residents park once and enjoy a variety of uses and community events on foot. Flat Creek is the significant natural feature of this district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community. An important goal of the district will also be the enhancement of the northern gateway into Town at the Flat Creek bridge consistent with Policy 4.4.b.

The existing gridded network of streets and alleys create connectivity and redundancy for both pedestrians and the automobile and should be maintained. Future improvements to the district's streetscape to create inviting public spaces and accommodate a wide array of complete

street amenities will be essential to achieving a vibrant mixed use district. Public reinvestment in this district will be encouraged ~~in order~~ to create great public spaces and amenities for residents and visitors alike.

## Policy Objectives

|                                                  |                                                                                                                                                            |
|--------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | N/A                                                                                                                                                        |
| <i>Common Value 2:<br/>Growth Management</i>     | 4.1.b: Emphasize a variety of housing types, including deed-restricted housing                                                                             |
|                                                  | 4.1.d: Maintain Jackson as the economic center of the region                                                                                               |
|                                                  | 4.2.c: Create vibrant walkable mixed use <del>Subarea</del> <u>subareas</u>                                                                                |
|                                                  | <del>4.2.d: Create a Downtown Retail Shopping District</del>                                                                                               |
|                                                  | 4.2. <del>ef</del> : Maintain lodging as a key component in the downtown                                                                                   |
|                                                  | 4.4.b: Enhance Jackson gateways                                                                                                                            |
|                                                  | 4.4.d: Enhance natural features in the built environment                                                                                                   |
| <i>Common Value 3:<br/>Quality of Life</i>       | <del>5.2.a: Provide a variety of housing options</del> <del>5.2.d: Encourage deed-restricted rental units</del>                                            |
|                                                  | 6.2.b: Support businesses located in the community because of our lifestyle                                                                                |
|                                                  | 6.2.c: Encourage local entrepreneurial opportunities                                                                                                       |
|                                                  | 6.3.a: Ensure year-round economic viability                                                                                                                |
|                                                  | 7.1. <del>ae</del> : Increase the capacity for <u>walking, biking, carpooling and riding transit</u><br><del>use of alternative transportation modes</del> |



## Character Defining Features

### *2.1: Snow King Resort*

This TRANSITIONAL Subarea is currently subject to the Snow King Resort Master Plan. The plan seeks to create a vibrant mixed use resort complex, including a multi-faceted conference/convention center and community facility that contributes to the economy of Downtown and also serves as a permeable border between the Town and Snow King Mountain. The resort has long been an integral part of the community, playing the role of the “Town Hill”, providing a host of winter and summer recreational amenities.

In the future, the subarea will complement Downtown (Subarea 2.3) lodging and tourist amenities. Lodging will be provided in a variety of types and forms from hotel rooms to condominiums, ~~in order~~ to support the local tourism-based economy. The size and scale of structures will often be larger than those typically allowed in other subareas of Town, as resorts typically require a larger critical mass necessary to support visitor functions. Though buildings will tend to be larger than in other districts, the subarea will maintain an abundance of open space in relation to the built environment as a key to a successful resort experience.

Consistent with the master plan, Snow King Avenue will be developed into a mixed use corridor that includes a variety of commercial uses while still serving as a major transportation corridor in the community. Along with this it will be important to create a more visible and attractive base area along Snow King Avenue to attract residents and visitors to the many amenities and recreational opportunities found there.

### *2.2: Snow King and South Cache Corridors*

This TRANSITIONAL Subarea is envisioned as a pedestrian-oriented mixed use corridor comprised of mixed use and/or multifamily residential structures. The goal of the corridor will be to provide an attractive pedestrian link between Snow King Resort (Subarea 2.1) and Downtown (Subarea 2.3). The corridor is anchored by the Center for the Arts, the community hub for cultural events and activities and other public spaces, including the Center for the Arts Park, Phil Baux Park and the Snow King base area.

The goal of this subarea will be to provide an attractive pedestrian link between Downtown, Snow King and the many under-utilized public spaces in the area. ~~To In order to~~ achieve this, ground-level uses should add vitality and street life that support the Center for the Arts and attract residents and visitors to the subarea. Upper floors should provide residential uses, designed to promote workforce housing. Buildings should be two stories in height and front the

street. Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.

### 2.3: *Downtown*

This large, mixed use, TRANSITIONAL Subarea currently consists of a variety of retail, restaurant, office and other commercial activities, along with long-term residences and lodging in a variety of building sizes and forms. Downtown is the center of civic, cultural, economic and social activity for our community as well as the center of the visitor experience, as a significant amount of lodging is located here. The ~~2012 existing~~ character and built form is varied and inconsistent.

The goal of this subarea is to create a vibrant mixed use area by accommodating a variety of uses and amenities. The subarea will be the starting point for the development of a refined Lodging Overlay boundary and future discussion of the type and size of lodging desired. A key challenge will be to provide a balance between lodging and long-term residential housing. Future structures will be predominantly mixed use, while multifamily structures will be allowed if it properly addresses the street. Commercial uses that create an active and engaging pedestrian experience will be predominantly located on the first and second floors of buildings. Examples of these uses include restaurants, bars, a variety of retail shops and commercial amusement. Furthermore, as portions of the subarea will be located within a future Downtown Retail Shopping District, uses such as office, residential and lodging will be predominantly located on upper floors.

A goal of this subarea will be to create a consistent building size and form. In the future, a variety of two to three story buildings are desired. A fourth floor could be considered when a project is providing additional benefits such as- workforce housing. Buildings should be located to create an attractive street wall and take advantage of good urban design principles including massing, articulation and the provision of public space. The pedestrian realm will be of great importance in this mixed use subarea, and emphasis should be placed on adding improvements focusing on the pedestrian experience. Parking should continue to be provided predominately in public lots and on street to create a vibrant, walkable area that is oriented to the pedestrian. On-site parking should be predominantly underground or screened from view. Future redevelopment should enhance the Flat Creek corridor for recreational and ecological purposes. Buildings should front onto the creek to provide opportunities for interaction and enjoyment of this community resource.

#### *2.4: Public/Civic Campus*

This STABLE Subarea is defined by institutional facilities such as the Davey Jackson Elementary School, the Teton County/Jackson Recreation Center, and the various State and Federal Agencies along North Cache Street. This area will continue to provide these essential public services in a central location consistent with the sustainability and community service policies of the Plan. In the event that lands within this subarea are conveyed into private ownership, any development of non-public uses could require this subarea to be amended.

#### *2.5: North Cache Gateway*

This mixed use, TRANSITIONAL Subarea will be characterized as a key gateway into the Town from the National Parks and the airport to the north. Flat Creek enhancement is of great importance here, and redevelopment should seek to promote Flat Creek as a recreational and ecological amenity. The ~~2012existing~~ mix of non-residential and residential uses, including workforce housing, are appropriate. The redevelopment of these uses should take the form of two and three story buildings that address North Cache Street and the Flat Creek corridor, with an emphasis on providing workforce housing. [Redevelopment should maintain wildlife permeability and enhance the natural form and function of Flat Creek and the undeveloped hillsides.](#) Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape.

#### *2.6: Mixed Use Office and Residential*

This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. Parking should be minimized and screened from the view of the public right of way. Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. The ~~2012existing~~ institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods. Particular care and attention

will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.



## District 3: Town Residential Core

### 2012Existing + Future Desired Characteristics

The Town Residential Core is comprised of a variety of housing types and forms, including single family, duplex, tri-plex and multifamily occupied primarily by the local workforce. Some of the district's key characteristics are its proximity to the Town Commercial Core (District 2) employment opportunities and Complete Neighborhood amenities, a 2012~~an existing~~ gridded transportation network, and a mix of low to high density residential development.

The district is envisioned to contain a variety of residential densities, a variety of residential types (such as single family, duplex, tri-plex and multifamily), and a variety of building sizes ~~in order~~ to maintain and meet our community's Growth Management and workforce housing goals. The consolidation of multiple lots to create larger single family homes is inconsistent with the district's existing and desired character. An important goal within the district will be to reestablish a strong sense of ownership by this district's residents.

The existing gridded transportation system, including areas with and without alleys, provides great connectivity for all modes and should be maintained and enhanced whenever possible. Complete street amenities, including continued and expanded START service, are appropriate and should be added at every opportunity in keeping with the existing residential character. These amenities should be developed to link residents to key community features found in the district, including parks, schools, and local convenience commercial. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved ~~in order~~ to support regional transportation goals.

The district is well-served by a majority of Complete Neighborhood amenities that should be maintained and enhanced in the future. Limited local convenience commercial and mixed use office development is currently found in the district and should continue in the future ~~in order~~ to achieve the Complete Neighborhood and economic sustainability goals of the Plan. A full-service grocery store in the eastern part of the district would limit trips across town. The district is in need of redevelopment and reinvestment ~~in order~~ to ensure it is a desirable residential neighborhood with a strong sense of community ownership into the future.

## Policy Objectives

|                                          |                                                                                                                                                                              |
|------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Common Value 1:<br>Ecosystem Stewardship | N/A                                                                                                                                                                          |
| Common Value 2:<br>Growth Management     | 4.1.b: Emphasize a variety of housing types, including deed-restricted housing                                                                                               |
|                                          | 4.3.a: Preserve and enhance <a href="#">Stable Subareas</a> <del>stable subareas</del>                                                                                       |
|                                          | 4.3.b: <a href="#">Develop Transitional Subareas</a> <del>Create and develop transitional subareas</del>                                                                     |
|                                          | 4.4.d: Enhance natural features in the built environment                                                                                                                     |
| Common Value 3:<br>Quality of Life       | <a href="#">5.2.a: Provide a variety of housing options</a> <del>5.2.d: Encourage deed-restricted rental units</del>                                                         |
|                                          | 5.3.b: Preserve existing workforce housing stock                                                                                                                             |
|                                          | 7.1. <del>a</del> <sup>e</sup> : Increase the capacity for <a href="#">walking, biking, carpooling and riding transit</a> <del>use of alternative transportation modes</del> |

## Character Defining Features

### 3.1: East Jackson

This residential, STABLE Subarea will continue to provide a variety of housings types, including single family, duplex and tri-plex with up to three units per lot when both a street and alley frontage is provided and up to two units per lot when only street or alley access is provided. Multifamily development is not currently found in this area and is not desirable in the future. Being a Stable Subarea, the size and scale of future buildings will be compatible with the [existing](#) character of the area, which includes a wide variety of building sizes and scales. Structures will be of comparable bulk and scale regardless of the number of units provided therein. Up to two stories will be allowed and may be configured in a variety of layouts, with both attached and detached units. Structures should be pulled toward the street where possible and building footprints should be minimized [in order](#) to allow for adequate yards and landscaping. Some areas with [an existing](#) single family character will maintain this characteristic in the future with only one dwelling unit per lot.

### 3.2: Core Residential

This residential, TRANSITIONAL Subarea is currently made up of a variety of single family and multifamily residential types, with some ~~existing~~ larger residential developments and non-conforming commercial uses. Redevelopment, revitalization and reinvestment are highly desired in this subarea. Due to its central location in the core of Town near employment and Complete Neighborhood amenities, the future character of this subarea will include some increased density and larger buildings than in East Jackson (Subarea 3.1).

In addition, to the development pattern described for East Jackson (Subarea 3.1), multifamily residential uses will be encouraged ~~in order~~ to replace ~~existing~~ commercial uses and to blend the borders of the Town Commercial Core (District 2) with the Town Residential Core (District 3). Multifamily structures will be predominantly found on larger residential lots and along mixed use corridors. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. The density and intensity found in areas containing multifamily structures may be greater than what is generally allowable in other areas. For these larger structures, the dominant building mass should be located near the street and be broken into multiple smaller buildings when possible. Parking should be minimized and screened from view as much as possible. In areas where office uses ~~have historically existed~~~~currently exist~~, consideration should be given to allow a mix of office and residential uses. Future mixed use office development should be of the same bulk, scale and intensity of the residential uses.

### 3.3: Rodeo Grounds Institutional Area

This STABLE Subarea is characterized by its two ~~existing~~ institutional land uses - the rodeo grounds and the Town Public Works facility. The Town Public Works facility is an essential facility that should be maintained in its current, central location consistent with the sustainability and community services policies of the ~~Plan~~~~plan~~. Similarly, the location and use of the Rodeo Grounds supports the Town as Heart of Region policies of this ~~Plan~~~~plan~~ and should be allowed to remain in its current location, ~~unless an alternate location is identified.~~ The ~~future use of this~~ subarea will ~~be determined through a neighborhood planning process (referenced in Strategy 3.3.S.65) undertaken concurrently with maintain similar uses and characteristics into the analysis of other Town infill opportunities. The concurrent master planning of future, although the two subareas neighborhood planning process is intended to identify the appropriate future location of the Teton County Fair and the best location for additional housing opportunities that enhances all three Common Values of Community Character. Any future neighborhood planning processes of this subarea will include consultation with the Teton County actual users may change.~~

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### 3.4: May Park Area

This residential, STABLE Subarea currently provides a variety of housing types in a variety of building forms with a mix of rental and ownership units. ~~Multifamily Existing multifamily~~ structures such as the Pioneer Homestead contain a significant number of units and serve a critical housing need in the community, which should be maintained and supported. The future character of this subarea will maintain the ~~existing~~ medium to high density development pattern with a mix of small lot single family, duplex, tri-plex, and multifamily structures. For all structures, the dominant building mass should be located near the street, with parking predominantly to the rear and screened from the view of the public right of way. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. These structures should be broken into multiple smaller buildings when possible. Any opportunity to extend the adjacent gridded street network through this area would be beneficial. A primary feature of this area is the currently undeveloped May Park. The future use and development of this park will increase the livability of the area and support the existing and future medium to high density residential development.



## District 4: Midtown

### 2012Existing + Future Desired Characteristics

Midtown is one of the most Complete Neighborhoods in the community. It contains many of the service, office and retail establishments that meet Teton County residents' daily needs. It also contains a significant amount of workforce housing in a variety of housing types, including single family, duplex and multifamily structures. Another important characteristic of the district is the "Y", the intersection of the community's two main highways, U.S. 89 and Wyoming 22. Midtown is a highly visible district that is experienced on a daily basis by most residents. Today, the land use pattern is automobile-oriented and made up of large ~~superblocks~~ blocks containing low intensity single-use structures (both residential and non-residential) surrounded by significant surface parking, with little connectivity between blocks and lots. It is also the location of a significant amount of lodging uses developed prior to the Lodging Overlay that will be allowed to continue in the future. Flat Creek and the Karns Meadow are significant natural features in this district.

The future vision is to create a walkable mixed use district with improved connectivity and increased residential population. Key to achieving this vision will be the creation of a concentrated and connected land use pattern ~~with a smaller block system than currently exists.~~ To support this goal, future land uses will continue to include a variety of non-residential uses serving the needs of the local community and a variety of residential types focusing on workforce housing in multifamily and mixed use structures, specifically including deed-restricted rental units. Mixed use, non-residential and multifamily residential buildings should be two to three stories in height and oriented to the street. Four story structures may be considered when adjacent to a natural land form. In the future, a landscape buffer between buildings and the street with well-designed green space and/or hardscape will be important to create an attractive pedestrian environment becoming of a desirable, walkable, mixed use district. Parking areas should be predominantly located behind buildings or screened from view. The creation of complete streets will be critical to increase connectivity between uses and between blocks and lots by all modes of travel. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved ~~in~~ order to support regional transportation goals.

Despite the intensity of human activity within the district, Midtown contains or is adjacent to prominent natural resource lands such as the Karns Meadow, Flat Creek, East Gros Ventre Butte, High School Butte and the northwestern foot of Snow King Mountain. A key

characteristic of this area is the mule deer movement corridor between East Gros Ventre Butte and Karns Meadow, and consequently, the high rate of wildlife vehicle collisions along West Broadway Avenue. The natural resources found in or adjacent to this district should be considered in the course of future planning, with development being located in a way that protects wildlife habitat and facilitates wildlife movement through the district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community.

Whether it is enhancing the gateway to Town at the Y intersection, redeveloping under-utilized properties with mixed use structures, improving alternative transportation infrastructure and connectivity, or enhancements to Flat Creek - change in this district is desirable.

## Policy Objectives

|                                                  |                                                                                                                      |
|--------------------------------------------------|----------------------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                                                              |
| <i>Common Value 2:<br/>Growth Management</i>     | 4.1.b: Emphasize a variety of housing types, including deed-restricted housing                                       |
|                                                  | 4.1.d: Maintain Jackson as the economic center of the region                                                         |
|                                                  | 4.2.c: Create vibrant walkable mixed use <a href="#">Subareassubareas</a>                                            |
|                                                  | 4.3.a: Preserve and enhance <a href="#">Stable Subareassubareas</a>                                                  |
|                                                  | 4.3.b: <a href="#">Develop Transitional Subareas</a> <del>Create and develop transitional subareas</del>             |
|                                                  | 4.4.b Enhance Jackson gateways                                                                                       |
|                                                  | 4.4.d: Enhance natural features in the built environment                                                             |
| <i>Common Value 3:<br/>Quality of Life</i>       | <a href="#">5.2.a: Provide a variety of housing options</a> <del>5.2.d: Encourage deed-restricted rental units</del> |
|                                                  | 5.3.b: Preserve existing workforce housing stock                                                                     |

|  |                                                                                                                                                                                                                         |
|--|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | 6.2.b: Support businesses located in the community because of our lifestyle                                                                                                                                             |
|  | 6.2.c: Encourage local entrepreneurial opportunities                                                                                                                                                                    |
|  | 7.1. <del>ae</del> : Increase the capacity for <a href="#">walking, biking, carpooling and riding transit</a> .<br><del>use of alternative transportation modes</del>                                                   |
|  | 7.1. <del>fe</del> <del>2.d</del> : Complete <a href="#">major transportation projects</a> <del>based on Major Capital Group approach</del> <a href="#">key Transportation Network Projects to improve connectivity</a> |
|  | 7.2. <del>d3-b</del> : Reduce wildlife and natural and scenic resource transportation impacts                                                                                                                           |

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## Character Defining Features

### 4.1: Midtown Highway Corridor

This mixed use, TRANSITIONAL Subarea is dominated by West Broadway Avenue, Highway 22 and the Y intersection. Development intensity should be oriented towards these roadways and configured in two to three story mixed use buildings with adequate setbacks and screening proportional to these busy highway corridors and intersections. Along the north side of West Broadway four stories buildings will be allowed when they are built into and used to screen the adjacent hillside. All building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape. Parking areas should be predominantly in the rear or screened from view. The lower levels of buildings should contain a variety of non-residential uses including retail, service and office uses catering to locals, while residential uses should be located predominantly on the upper levels of mixed use buildings or to the rear of a site and away from the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. It will be important to successfully integrate the land uses and patterns in this area with adjacent subareas.

A goal of the subarea will be to implement complete street amenities, balancing the needs of vehicle and alternative transportation users. Pedestrian connectivity across West Broadway Avenue will be needed to ensure access to the neighborhood amenities located in the southern

portion of the district. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots. A key challenge in this area will be to identify a solution to accommodate a wildlife crossing along West Broadway Avenue.

#### *4.2: Northern Hillside*

This TRANSITIONAL Subarea must strike a delicate balance between allowing some mixed use and residential development while maintaining wildlife permeability and the natural form of the undeveloped hillsides. A key to successful future development will be to sensitively place development in harmony with the existing terrain ~~in order~~ to minimize land disturbance. Development intensity in this subarea should be less than that found within the adjacent Midtown Highway Corridor (Subarea 4.1). Structures will be allowed up to two stories and may be configured in a variety of layouts with attached and detached units blending into the natural surroundings. Smaller building footprints will be encouraged ~~in order~~ to provide adequate open and/or landscaped areas. A variety of residential types, including live/work, multifamily, and duplexes, may be appropriate in this area depending on the specific characteristics of a site and its ~~existing~~ topography. Low density single family housing may continue to be appropriate at the edges of this area, particularly when adjacent to ~~existing~~ undisturbed hillsides. Future development should address wildlife permeability and assist in guiding wildlife movement to future roadway crossings.

#### *4.3: Central Midtown*

This TRANSITIONAL Subarea in the core of the district will be critical in achieving the overall goal of transforming the area into a walkable mixed use district. Opportunities should be taken to expand the currently limited street network ~~in order~~ to break up large ~~existing~~ blocks and increase connectivity for all transportation modes. Key to this transition will be the addition of increased residential intensity in a variety of types and forms to take advantage of the Complete Neighborhood amenities in the area. Mixed use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multifamily structures in a variety of forms will also be desirable. Mixed use and multifamily residential buildings should be a combination of two and three story structures oriented to the street, though a buffer should be placed between buildings and the street with green space and/or hardscaping. Parking areas should be predominantly located behind buildings or screened from view. Live-work housing opportunities will be encouraged, as well as any other opportunities to promote local entrepreneurship. Single family residential units are not



envisioned for this area. Particular care and attention will need to be given to ensure a successful transition between this mixed use subarea to the adjacent Midtown Residential (Subarea 4.3). The location of buildings and parking, types of uses and overall intensity of use should be considered to ensure a successful blend of these two subareas.

#### *4.4: Midtown Residential*

This residential, STABLE Subarea should continue as a single family and multifamily residential neighborhood with a mix of ownership and rental units in close proximity to Complete Neighborhood amenities. Pedestrian and bicycle connections should be enhanced, both in terms of internal destinations and those beyond, particularly to schools in other districts. Portions of this subarea also function as a wildlife movement corridor. In the future, wildlife permeability to and from Flat Creek will be maintained and enhanced. Development should also occur in a manner that is sensitive to hillsides, and smaller building footprints should be encouraged ~~in order~~ to provide open and/or landscaped areas. Future improvements to Flat Creek and the adjacent pathway and park system will be needed to support the health of this natural feature for wildlife and residents.

#### *4.5: Karns Meadow*

This PRESERVATION Subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. Moving forward wildlife needs will need to be carefully balanced with providing the recreational and other amenities envisioned in the original land ~~owner's~~~~owners~~ conveyance of the property. The future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the area.

# District 5: West Jackson

## 2012Existing + Future Desired Characteristics

West Jackson currently exists as one of the most Complete Neighborhoods within the community, with its most significant characteristic being its wide variety of land uses. This diverse district is highly automobile-oriented and contains a variety of non-residential uses, a variety of residential types and sizes, light industrial and the majority of the community’s public schools. It also contains a large undeveloped agricultural area south of High School Road, and Flat Creek as a prominent natural feature.

The future goal of the district will be to take advantage of the existing variety of land uses and Complete Neighborhood amenities and develop them into a more attractive and well connected district. The continuation of light industrial uses is necessary to support the local economy. The preservation of existing residential areas that provide workforce housing, will be essential in meeting the Growth Management and workforce housing goals of the community.

Enhancement of the southern gateway into Town into a mixed use corridor with improved connectivity and visual appearance will also be important. A key challenge of the district will be to address transportation congestion, safety and connectivity issues. Possible solutions may come in many forms, including consideration of an east/west connector south of High School Road and/or the Tribal Trails connector, complete street improvements to collector roads including High School, Middle School, Gregory Lane and South Park Loop and improved alternative mode connectivity throughout the district.

## Policy Objectives

|                                          |                                                                                |
|------------------------------------------|--------------------------------------------------------------------------------|
| Common Value 1:<br>Ecosystem Stewardship | N/A                                                                            |
| Common Value 2:<br>Growth Management     | 4.1.b: Emphasize a variety of housing types, including deed-restricted housing |
|                                          | 4.1.d: Maintain Jackson as the economic center of the region                   |
|                                          | 4.2.c: Create vibrant walkable mixed use Subareassubareas                      |
|                                          | 4.3.a: Preserve and enhance Stable Subareastable subareas                      |

|                                            |                                                                                                                                                                                                                              |
|--------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                            | 4.3.b: <a href="#">Develop Transitional Subareas</a> <del>Create and develop transitional subareas</del>                                                                                                                     |
|                                            | 4.4.b Enhance Jackson <a href="#">gateways</a> <del>Gateways</del>                                                                                                                                                           |
| <i>Common Value 3:<br/>Quality of Life</i> | 5.3.b: Preserve existing workforce housing stock                                                                                                                                                                             |
|                                            | 6.2.b: Support businesses located in the community because of our lifestyle                                                                                                                                                  |
|                                            | 6.2.c: Encourage local entrepreneurial opportunities                                                                                                                                                                         |
|                                            | 6.2.d Promote light industry                                                                                                                                                                                                 |
|                                            | 7.1. <del>ae</del> : Increase the capacity for <a href="#">walking, biking, carpooling and riding transit</a> <del>use of alternative transportation modes</del>                                                             |
|                                            | 7.1. <del>fe</del> <del>2-4</del> Complete <a href="#">major</a> <del>key</del> transportation <a href="#">projects</a> <del>based on Major Capital Group approach</del> <del>network projects to improve connectivity</del> |

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## Character Defining Features

### 5.1: West Jackson Highway Corridor

This mixed use, TRANSITIONAL Subarea is dominated by South Highway 89 and acts as the southern gateway to the Town. In the future, the enhancement of the Highway 89 corridor will be achieved by high quality mixed use development with improved internal circulation between lots and adjacent residential areas. Specific attention should be given to consolidating the multiple access points to the highway in this area. Development intensity should be oriented towards the corridor and configured in two and three story mixed use buildings with an adequate landscape buffer from the busy highway corridor. Parking areas should be predominantly in the rear or screened from view. On lower levels of buildings, a variety of non-residential uses catering to locals will be desirable, with residential uses predominantly located on the upper levels or to the rear of lots and not adjacent to the highway. Future structures will be predominantly mixed use, while multifamily will be allowed if it properly addresses the street. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be

needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots.

### *5.2: Gregory Lane Area*

This TRANSITIONAL Subarea will support the community goal of maintaining and promoting light industry uses to support the local economy while continuing to accommodate a significant amount of residential use. Light industrial development and redevelopment will be promoted, and bulk, scale and use allowances will first and foremost accommodate light industry and heavy retail uses. The current development pattern will be intensified to accommodate larger structures in more creative land use patterns, including live-work development. In the future, complete street improvements are desired but will need to be balanced with the need to accommodate large vehicle traffic. Livability enhancements through improved site and building design will be a goal but secondary to promoting light industry uses. Providing improved pedestrian/bike amenities to connect the existing and future resident populations with the surrounding Complete Neighborhood amenities will be a focus of improved livability. A third priority will be future improvements to Flat Creek, including the establishment of an appropriate setback to support the health of this natural feature for wildlife and residents.

### *5.3: High School Butte*

This TRANSITIONAL Subarea will be comprised of a variety of housing types and forms including single family, duplex, tri-plex, and multifamily occupied primarily by the local workforce. Mixed use will also be desirable to provide additional opportunities for local entrepreneurial and industrial and service uses. The future development pattern should take advantage of the substantial grade change in this area to allow for two to three story single and mixed use structures screened from view.

### *5.4: School Campus*

This STABLE Subarea will continue to provide the necessary land for future community schools and recreational amenities. The community will continue to support and plan for the possible expansion of the School District Campus. Particular attention needs to be given to addressing the traffic congestion in this area due to the pulse of single occupancy vehicle and school bus traffic associated with the school and recreational uses. Possible solutions will come in many forms, including a shift in current behavior away from the use of the single occupancy vehicle and complete street improvements to High School, Middle School and South Park Loop Roads, including improved pedestrian and bicycle connectivity throughout the subarea and from surrounding districts into the subarea.



### 5.5: West Jackson Residential

This residential, STABLE Subarea provides much of the community's workforce housing in a wide variety of housing types, including single family, duplex, tri-plex and multifamily. In the future, effort should be made to ensure that this neighborhood retains its vitality, cohesiveness and accessibility for the local workforce. An important goal of the subarea will be to maintain a strong sense of ownership and community in the area.

### 5.6: Northern South Park

This TRANSITIONAL Subarea is identified as a possible location for future residential development at a similar density to the adjacent West Jackson Residential (Subarea 5.5) neighborhoods. While the priority of the community is to first infill and redevelop other already developed Stable/Transitional Subareas in order to meet the Growth Management goals of the Plan, if necessary, this subarea is also a suitable location to meet those goals due to its close proximity to many existing Complete Neighborhood amenities. The development of the subarea may be guided by a neighborhood planning effort (referenced in Strategy 3.3.S.5) completed in a timely manner by the County in consultation with the Town and the landowners within the subarea. The subarea will be zoned and developed consistent with a neighborhood plan (referenced in Strategy 3.3.S.5) completed by the County in consultation with the Town to comprehensively lay out the development of the entire Subarea would not be developed in this manner until determined necessary by the community during a Growth Management Program review. An exception to this requirement would be the allowance for development when associated with an opportunity to provide meaningful permanent open space by clustering development into the subarea from a Conservation or Preservation Subarea. Should development of the area be needed in the future, it should be the subject of a neighborhood planning effort that addresses traffic congestion along High School Road. Any resulting neighborhood plan will include options to improve transportation, circulation, and connectivity within and around the Subarea. One possible option to be considered is a future east-west connector road between South Park Loop Road and Highway 89. An appropriate Flat Creek buffer will also need to be established in order to ensure the wildlife, natural and scenic values associated with this community resource are maintained.

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## District 6: Town Periphery

### 2012Existing + Future Desired Characteristics

The Town Periphery District is located at the edges of Town, acting as the interface between the rural land of the unincorporated County and the National Forest. This district is made up of predominantly low density single family residential development. Located at the periphery of the district is a wildlife presence that is part of the defining character of the district. These areas are close to many of the amenities of a Complete Neighborhood located in other Town districts; however, they are often not within the preferred ¼ to ½ mile walking distance. The existing street network primarily consists of low volume residential streets without any pedestrian or other alternative mode accommodations.

In the future, the desired character will remain the same, with low density single family development remaining the principal land use. While further subdivision of this Complete Neighborhood may be necessary to further the Growth Management goals of the Planplan it should be in keeping with 2012existing character. The establishment of both minimum and maximum lot and house sizes should be developed to preserve the 2012existing character. New buildings should match 2012existing character in size and scale, even when lot combination resulting in a single larger lot would permit construction of a larger home or building. Residents in these areas do not wish to add any significant amenities to become more Complete Neighborhoods. Their close proximity to local convenience commercial, START bus, parks, pathways, and other amenities in adjacent districts is a desirable characteristic and should be maintained.

All future development, including improvements to existing properties, should be designed to improve wildlife permeability by providing wildlife friendly fencing, keeping development setback from riparian areas/wetlands, and implementing other solutions known to increase permeability. The existing street networks will be maintained with limited alternative mode improvements on collector roadways. Pedestrian/bike amenities such as pathways will be added to connect this district to surrounding districts with Complete Neighborhood amenities and to connect our community to adjacent public lands. A challenge in this district will be maintaining its workforce housing demographic in the future. Maintenance of the expansive forested hillsides is also necessary to achieve the goal of preserving its scenic value, which is enjoyed from many areas outside of the district.

### Policy Objectives

|                                                  |                                                                                        |
|--------------------------------------------------|----------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                                |
|                                                  | 1.3.b: Maintain expansive hillside and foreground vistas                               |
| <i>Common Value 2:<br/>Growth Management</i>     | 4.3.a: Preserve and enhance <a href="#">Stable Subareas</a> <del>stable subareas</del> |
|                                                  | 4.4.d: Enhance natural features in the built environment                               |
| <i>Common Value 3:<br/>Quality of Life</i>       | 5.3.b: Preserve existing workforce housing stock                                       |

## Character Defining Features

### 6.1: Low to Medium Density Neighborhoods

This residential, STABLE Subarea is defined by low to medium density platted single family homes with some pockets of multifamily development which should be maintained in the future. Consideration of clustered/multifamily development to preserve large portions of open space and/or wildlife habitat/movement corridors will also remain an option. In the future, building size should maintain the [existing](#) bulk and scale to avoid the construction of much larger homes than [existed in 2012](#)~~,currently exist today~~. Development should be sensitive to the steep slopes, avalanche terrain and other natural features found in the subarea. Portions of this subarea also function as a wildlife movement corridor between the National Forest, Karns Meadow and the Southern hillsides of East Gros Ventre Butte. Wildlife permeability should be maintained or improved.

### 6.2: Upper Cache

This residential, STABLE Subarea is defined as low density single family with a prevalence of landscape over the built environment. Future subdivision will be in keeping with the traditional development pattern with no increase in density beyond what [existed in 2012](#)~~,exists on the ground today~~. On each lot, only a single family home will be allowed. In the future, building size should maintain the [existing](#) predominance of landscape over the built environment to avoid the construction of much larger homes than [existed in 2012](#)~~,currently exist today~~. Wildlife permeability should be maintained or improved. Development should also occur in a manner that is sensitive to the steep slopes, avalanche terrain and other natural features found

in the subarea. Commercial and recreational equestrian uses will be allowed, while other commercial uses producing large amounts of traffic and high impacts should be reduced. The addition of other Complete Neighborhood amenities is not desirable. Local residential streets will continue to be low volume with limited alternative mode improvements. Consideration of alternative mode improvements will be made on collector streets such as Cache Creek Drive.

### *6.3 : Snow King Slope*

This PRESERVATION Subarea will continue to serve its role as the “Town Hill”, providing a variety of summer and winter recreational amenities to the community. In addition, the subarea has wildlife habitat and scenic values that will need to be balanced with recreational uses. Future development should be limited to recreational amenities and supporting structures allowed under the Snow King Master Plan, including but not limited to, multi-purpose pathways, terrain parks, up-hill transportation, ski terrain and amenities.



## District 7: South Highway 89

[\[AMENDED DISTRICT MAP\]](#)

[\[AMENDED CHARACTER MAP\]](#)

[2012 Existing](#) + Future Desired Characteristics

South Highway 89 is the most appropriate location in the community to promote light industrial uses. It is and will continue to be defined primarily by its industrial character, which decreases in intensity from north to south. The northern portion of the district provides for many of the light industry and heavy retail uses vital to the community, with workforce housing accessory to the primarily industrial character. Moving south, the abundance of landscape increases and the character transitions toward rural residential; however, light industrial continues to be a prominent feature as an accessory use. Interspersed with these light industrial home businesses are industrial government uses that require significant land.

While the varying levels of industrial use are the primary element of this district's character and development and redevelopment of such uses is encouraged, efforts to enhance the wildlife value and scenic appearance of the district as a part of the southern gateway into Jackson will be encouraged. While light industrial development is suitable throughout the district, it should be designed and located to protect wildlife habitat, wildlife movement, and scenic open space to the extent possible. Development and redevelopment should avoid crucial wildlife habitat and movement corridors in hillside and riparian areas. Appropriate wildlife crossings or other mitigation of wildlife-vehicle collisions should also be implemented.

### Policy Objectives

|                                                  |                                                                                 |
|--------------------------------------------------|---------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.b: Protect wildlife from the impacts of development                         |
|                                                  | 1.1.c: Design for wildlife permeability                                         |
|                                                  | 1.3.b: Maintain expansive hillside and foreground vistas                        |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.2.b: Locate nonresidential development <del>into</del> Complete Neighborhoods |

|                                            |                                                                                  |
|--------------------------------------------|----------------------------------------------------------------------------------|
| <i>Common Value 3:<br/>Quality of Life</i> | 5.3.b: Preserve existing workforce housing stock                                 |
|                                            | 6.2.c: Encourage local entrepreneurial opportunities                             |
|                                            | 6.2.d: Promote light industry                                                    |
|                                            | 7.2.d3.b: Reduce wildlife and natural and scenic resource transportation impacts |

## Character Defining Features

### 7.1: South Park Business Park

This STABLE Subarea is defined by light industry and protection of light industrial opportunities is the priority. Light industrial development and redevelopment will be promoted. Bulk, scale, and use allowances will first and foremost accommodate light industry and heavy retail. A secondary goal is to enhance the appearance of the highway corridor as a gateway. Development should be located, designed and landscaped to provide as scenic a corridor as possible, given the industrial priority. The limited local convenience commercial that exists should be maintained with enhanced connection to Southern South Park (Subarea 10.1). Residential units should continue to be accessory to industrial uses or incorporated as live/work units. While these units may not be appropriate for all households because of the industrial priority of the subarea, they do provide workforce housing opportunities. Livability of these units should be maximized to the extent possible given the industrial priority through design and provision for pedestrian connections to public land, local convenience commercial, and bike paths. As wildlife also depend on the hillside and move across the highway in this subarea, attention should be given to wildlife permeability through development and across the highway.

### 7.2: Hog Island Home Business

This STABLE Subarea is defined by families living and working in residences accompanied by a shop or small contractor yard that accommodate more intense home businesses. The goal is to preserve the long-term, working family residential character of the subarea, with residents operating businesses out of their homes as an accessory use. This subarea should not transition into an industrial area like South Park Business Park (Subarea 7.1), although the ~~existing~~ gravel and concrete and heavy government uses will continue to be appropriate. Nor should it

transition into a highway commercial neighborhood like Hoback Junction (Subarea 8.4). Lots will be larger than in other Stable Subareas and contain an abundance of landscape, with shops and barns generally being larger than homes. This subarea is a part of the gateway to Jackson and includes crucial wildlife habitat at the base of Munger Mountain. As a result, development should be located and designed to protect both a scenic foreground along the highway and wildlife habitat. Wildlife permeability through development and across the highway is an important consideration in this district and building and site design should facilitate wildlife movement.

## District 8: River Bottom

### 2012Existing + Future Desired Characteristics

The Snake, Gros Ventre, and Hoback River riparian corridors are the most important wildlife habitat and wildlife movement corridors in the community. While these areas are largely hidden from public view, preserving their natural function is critical to achieving the Vision of the community. The private lands within this district are generally removed from community services, and existing residential development is mostly of a low density.

In the future, the functionality of this district's wildlife habitat and habitat connections should be maintained or enhanced. Wildlife permeability through the district should be improved, and efforts to restore degraded habitat and preserve a network of crucial habitat will be emphasized. Non-development conservation of open spaces should be the focus of future efforts, while respecting existing private property rights. Development potential should be directed out of this district and into Complete Neighborhoods whenever possible. Development that does occur should be clustered adjacent to existing development and designed to protect wildlife habitat and wildlife movement corridors. Redevelopment efforts should focus on improving the functionality of wildlife habitat and connections.

Responsible public use of the rivers and eco-tourism that maintains or enhances wildlife viability are desired. The levee system along the Snake River provides an opportunity for residents and tourists to appreciate the ecosystem and engage in stewardship. Public and commercial access to the levee and rivers will be managed with an emphasis on conservation of wildlife habitat and movement.

### Policy Objectives

|                                                  |                                                                                                          |
|--------------------------------------------------|----------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.b: Protect wildlife from the impacts of development                                                  |
|                                                  | 1.1.c: Design for wildlife permeability                                                                  |
|                                                  | 1.1.h: Promote <u>the</u> responsible use of public lands                                                |
|                                                  | 1.2.a: Buffer <del>waterbodies</del> <u>water bodies</u> , wetlands, and riparian areas from development |



|                                              |                                                                           |
|----------------------------------------------|---------------------------------------------------------------------------|
|                                              | 1.3.b: Maintain expansive hillside and foreground vistas                  |
|                                              | 1.4.a: Encourage non-development conservation of wildlife habitat         |
|                                              | 1.4.c: Encourage rural development to include quality open space          |
| <i>Common Value 2:<br/>Growth Management</i> | 3.1.b: Direct development toward suitable Complete Neighborhoods subareas |
|                                              | 3.1.c: Maintain rural character outside of Complete Neighborhoods         |
| <i>Common Value 3:<br/>Quality of Life</i>   | 6.1.b: Promote eco-tourism                                                |

## Character Defining Features

### *8.1: Existing River Bottom Subdivisions*

This CONSERVATION Subarea is characterized by single family homes on multiple acres adjacent to the Snake River. While this subarea is largely developed, it is increasingly inhabited by wildlife because of the effective wildlife friendly design standards that have been implemented in many subdivisions such as tight building envelopes, prohibitions on boundary fencing and strict dog controls. Implementation of such wildlife friendly design best practices will be encouraged throughout existing subdivisions where they may not currently exist. Undeveloped lands should also be designed based on wildlife friendly principles, if non-development conservation cannot be accomplished. Additional public access to the Snake River should be designed and managed to protect wildlife viability.

### *8.2: Large River Bottom Parcels*

This PRESERVATION Subarea is characterized by large lot development and undeveloped crucial habitat that will ideally remain in an undeveloped natural state. Non-development conservation is the preferred land use in this subarea, but private property rights will be respected. Agriculture will continue to be encouraged and accessory uses that facilitate the viability of agriculture may be appropriate. Efforts and incentives should focus on directing development potential out of the subarea into Complete Neighborhoods. Development that does occur should be clustered in a manner that improves the function of the overall network of

wildlife habitat throughout the community. The scale of development should be rural in character, consistent with the historic agricultural compounds of the community. Habitat should continue to be protected and restored, and public access and commercial efforts along the Snake and Gros Ventre Rivers should be managed to respect wildlife use of the area.

### *8.3: Canyon Corridor*

This CONSERVATION Subarea is characterized by river canyons, with highway development parallel to the rivers that is more intense than the development elsewhere in the district. The goal for the future is to reduce impacts on wildlife and scenic resources while respecting ~~existing~~ property rights. Development and redevelopment should incorporate aesthetic features to improve the scenic quality of the highway corridor. Redevelopment should eliminate or reduce non-residential use and implement wildlife friendly and scenic corridor design best practices, if incentives to reduce density are not successful. New development should be located away from the river and screened from the highway, if non-development conservation cannot be accomplished. Measures to avoid or mitigate wildlife vehicle collisions should become a defining characteristic of the subarea, and development should be designed to facilitate the effectiveness of these measures. Public and commercial access to the Snake and Hoback Rivers should be preserved and managed with a focus on stewardship of the ecosystem.

### *8.4: Hoback Junction*

This STABLE Subarea is a small highway commercial neighborhood within the Canyon Corridor (Subarea 8.3). Hoback Junction should continue to provide convenience commercial to the residents of the district and other areas in the southern portion of the community, as well as those traveling through the district. The subarea will also continue to support outdoor recreation businesses, especially those reliant upon the river. Within walking distance of the commercial area the residential character should continue to emphasize single family housing, including workforce housing, on town-sized lots. Future amenities for this subarea might include increased pedestrian connection from residential areas to the commercial area and a park 'n' ride facility to increase transit viability.

## District 9: County Valley

### 2012Existing + Future Desired Characteristics

This Rural Area is the location of the majority of the community's iconic scenic vistas. The agricultural open spaces of Spring Gulch, Walton, Hardeman, Poodle, Puzzle Face, Snake River and Melody ranches along with the skylines of the Gros Ventre Buttes define the character of this district. Large areas have been preserved from development by conservation easements, and much of the existing development is well clustered around Spring Creek Ranch and three golf courses. However, there are also older developments adjacent to the river bottom that have historically provided workforce housing.

Scenic vistas should continue to be the primary characteristic of the district. The continuation of agriculture and other means of avoiding development should be encouraged. Development potential that is realized would ideally be directed into a Complete Neighborhood. Development that does occur should be clustered adjacent to existing development and designed to protect scenic vistas and agricultural viability. Additional non-residential development is inappropriate; however, provision of convenience commercial within existing resort development may provide an amenity for surrounding residents. Both residential and non-residential redevelopment should encourage additional clustering and otherwise reduce scenic and wildlife impacts while preserving workforce housing opportunities.

The other primary characteristic of this district is its transportation role. State Highways 22 and 390, North Highway 89 and Spring Gulch Road traverse this district. These scenic arterial roads serve as our transportation backbone to the north and west. The future character of these roadways should include additional capacity for alternate modes as well as wildlife-vehicle collision mitigation, such as wildlife crossings, and scenic enhancement.

### Policy Objectives

|                                                  |                                                          |
|--------------------------------------------------|----------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                  |
|                                                  | 1.3.a: Maintain natural skylines                         |
|                                                  | 1.3.b: Maintain expansive hillside and foreground vistas |
|                                                  | 1.3.c: Maintain natural landforms                        |

|                                              |                                                                                                                                                                                                            |
|----------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                              | 1.4.b: Conserve agricultural lands and agriculture                                                                                                                                                         |
|                                              | 1.4.c: Encourage rural development to include quality open space                                                                                                                                           |
| <i>Common Value 2:<br/>Growth Management</i> | 3.1.b: Direct development toward suitable Complete Neighborhood subareas                                                                                                                                   |
|                                              | 3.1.c: Maintain rural character outside of Complete Neighborhoods                                                                                                                                          |
| <i>Common Value 3:<br/>Quality of Life</i>   | 5.3.b: Preserve existing workforce housing stock                                                                                                                                                           |
|                                              | 7.1 <del>fe</del> 2.d: Complete <a href="#">major transportation projects</a> <del>based on Major Capital Group approach</del> <a href="#">key Transportation Network Projects to improve connectivity</a> |
|                                              | 7.2 <del>d3-b</del> : Reduce wildlife and natural and scenic resource transportation impacts                                                                                                               |

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## Character Defining Features

### 9.1: Jackson Hole Golf & Tennis

This CONSERVATION Subarea in the elbow between the Snake and Gros Ventre Rivers is characterized by medium to low density resort development and housing historically occupied by the workforce. The existing development is visually buffered from North Highway 89 by Grand Teton National Park, but is very important for wildlife movement between the two rivers. The future character of this subarea should be more natural than it is today while respecting [existing](#) property rights. Redevelopment projects should be encouraged to restore natural landforms and vegetation and should be designed to increase wildlife permeability if incentives to reduce density are not successful. New development should implement wildlife friendly design best practices if non-development conservation cannot be accomplished. The workforce housing character of the areas of older development should be preserved to the extent possible. The Jackson Hole Golf and Tennis Planned Resort should not expand in footprint or entitlements, but provision of locally oriented services within the existing allowed floor area would benefit the residents of the area and is encouraged. An additional amenity to the subarea could be START service as part of a route from Town to the airport.

### 9.2: Agricultural Foreground



This PRESERVATION Subarea should remain characterized by agricultural open space. Agriculture and other non-development methods of preserving the ~~existing~~ open space, while respecting private property rights, are the priority. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Where possible, development potential should be directed into the Complete Neighborhoods that border this subarea. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds of the community. Identified road projects through this subarea should increase connectivity for all modes travel, incorporate wildlife crossings or other wildlife-vehicle collision mitigation where appropriate, and include scenic enhancements such as burying the power lines along Highway 22.

### *9.3: Existing County Valley Subdivisions*

This CONSERVATION Subarea borders the River Bottom (District 8) and agricultural open space. It is currently characterized by older, low density, single family, workforce housing, but it is important for wildlife movement. The goal for this subarea is to improve wildlife permeability and maintain the workforce housing character to the extent possible, while respecting private property rights. Improved screening of development using natural vegetation and landforms that draw attention away from the development and toward the adjacent scenic foregrounds should also be encouraged. Redevelopment should be sited and designed to improve wildlife permeability and enhance wildlife habitat connections regardless of whether incentives to preserve workforce housing or reduce density are successful. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

### *9.4: Gros Ventre Buttes*

This CONSERVATION Subarea is characterized by scenic skylines and ~~existing~~ residential and resort-type development, as well as slope habitat for wildlife. Natural skylines should remain the defining characteristic of the subarea, while respecting private property rights. Development and redevelopment should be located and designed to preserve natural skylines, if non-development conservation and incentives to restore natural skylines are not successful. Wildlife habitat and habitat connections should also be protected and enhanced through the location and design of development. In addition, existing highway commercial should be

redeveloped into a residential character more consistent with the rest of the subarea to the extent possible.

# District 10: South Park

## 2012Existing + Future Desired Characteristics

South Park is, and should continue to be, the agricultural southern gateway into Jackson. The existing agricultural open space that defines the character of the district provides a scenic foreground for Teton views, wildlife habitat connectivity, reference to our community’s heritage and stewardship ethic, and a quiet rural setting for residents. The most important habitat in the district is the Flat Creek riparian corridor; however, the intensity of wildlife vehicle collisions on South Highway 89 shows the importance of the district’s open space for wildlife movement in all directions. Existing development is predominately residential and largely occupied by the workforce. It is clustered to the southeastern portion of the district, with the densest areas well screened from the highway by topography, vegetation, and other development. The existing developments are well served individually by pathways, parks, and infrastructure, but lack interconnection and require highway travel to access convenience commercial and other amenities.

The district should maintain the character that it has today. Agriculture and other means of preserving open spaces should be encouraged, and development should be directed into a Complete Neighborhood wherever possible. Development that does occur should be clustered adjacent to existing development. Wildlife habitat connectivity and permeability should be enhanced through existing development and across Highway 89. The Flat Creek corridor should be preserved and enhanced with a focus on wildlife habitat and movement. Provision of START service and possibly a school will be encouraged to better serve the workforce living in and around this district. Future character should also include improved interconnectivity and internal connection to the commercial amenities along South Highway 89 via pathways and potentially via roadways. Roadway connections between existing neighborhoods should be based upon proposals from the affected neighborhoods.

## Policy Objectives

|                                          |                                                                                                  |
|------------------------------------------|--------------------------------------------------------------------------------------------------|
| Common Value 1:<br>Ecosystem Stewardship | 1.1.c: Design for wildlife permeability                                                          |
|                                          | 1.2.a: Buffer <del>waterbodies</del> water bodies, wetlands, and riparian areas from development |

|                                              |                                                                                               |
|----------------------------------------------|-----------------------------------------------------------------------------------------------|
|                                              | 1.3.b: Maintain expansive hillside and foreground vistas                                      |
|                                              | 1.4.b: Conserve agricultural lands and agriculture                                            |
|                                              | 1.4.c: Encourage rural development to include quality open space                              |
| <i>Common Value 2:<br/>Growth Management</i> | 3.1.b: Direct development toward suitable Complete Neighborhoods subareas                     |
|                                              | 3.1.c: Maintain rural character outside of Complete Neighborhoods                             |
| <i>Common Value 3:<br/>Quality of Life</i>   | 5.3.b: Preserve existing workforce housing stock                                              |
|                                              | 7.3. <del>d.a</del> : Develop a land use pattern based on transportation connectivity         |
|                                              | 7.2. <del>d3-b</del> : Reduce wildlife and natural and scenic resource transportation impacts |

## Character Defining Features

### 10.1: Southern South Park

This CONSERVATION Subarea will continue to be defined by clustered housing including workforce housing that allows for wildlife movement. Preservation and enhancement of the wildlife habitat along the Flat Creek corridor and through ~~the existing~~ developed areas is essential for wildlife movement; it is this wildlife use of the Flat Creek corridor that should continue to define its character. The open space interior to this subarea is a defining feature and should be preserved to the extent possible while respecting private property rights through promotion of agricultural use, directing development potential into a Complete Neighborhood, or other methods. Any development of the existing open spaces should be clustered adjacent to existing development. The resident workforce character of this subarea should also be preserved to the extent possible. Redevelopment should be designed to enhance wildlife movement, whether or not efforts to reduce density without decreasing workforce housing opportunities are successful. In the future, residents should be able to travel via pathway and potential via roadway between existing subdivisions and access nonresidential amenities on the highway without using the highway or South Park Loop Road. Roadway connections between existing

neighborhoods should be based upon proposals from the affected neighborhoods. In addition, this subarea should be regularly served by START. ~~When the School District needs additional capacity, southern South Park is an appropriate place for a new school to serve the existing population that lives south of Town.~~

Commented [A120]: JIM 10/13 Edit #35

### *10.2: Central South Park*

This PRESERVATION Subarea is defined by agricultural open space. The most important of these open spaces is the area between Flat Creek and the highway. This area not only provides the scenic gateway into Town, but also preserves an open area for a wildlife crossing of the highway that would allow for movement of wildlife throughout the district to crucial habitat nearby. Continued agricultural use of the subarea will maintain the open space that defines the district and is the ideal use of the subarea. Agriculture will be encouraged through regulatory exemptions and allowances. Accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate.

Development potential should be directed into Complete Neighborhoods wherever possible, while respecting private property rights. Development that does occur should be clustered near existing development and be designed to protect scenic vistas and agricultural viability, which also protects wildlife habitat and wildlife permeability. The scale of development should be of a rural character, consistent with the historic agricultural compounds and neighborhoods of the community.



## District 11: Wilson

### 2012Existing + Future Desired Characteristics

Wilson is a small Complete Neighborhood with a broad reach. While relatively few residents live within the district, many more outside the district rely on it for services and consider it their home. In addition, Wilson is the western gateway into the community for those travelling over Teton Pass. Wilson is characterized by quality social, economic, and natural amenities. It has parks, a community center, an elementary school, childcare, a general store, a hardware store, offices, medical services, restaurants, and bars all within walking distance. Fish Creek and the riparian areas of Wilson provide crucial wildlife habitat and wildlife movement corridors. Surrounding the district is permanently conserved agricultural open space.

Protecting Wilson's existing character while enhancing the district and meeting the community's Growth Management Common Value is the primary issue in Wilson. Wilson's future character should be consistent with that which endears it to so many community members today. The district's residential subareas should have stable character and Wilson should continue to provide locally-oriented commercial and neighborhood amenities that limit the need for trips from the west bank into Town. The provided services should be supported by the residents of the district and those otherwise passing through the district without relying on additional development potential or attracting trips from elsewhere in the community. Pedestrian connectivity in the district should be enhanced by improved pedestrian access from the residential subareas into the commercial core, a more pedestrian-oriented design of the commercial core, and safe and convenient pedestrian crossing of Highway 22 in the commercial core and at the school. In addition, START should become a more convenient and viable option for residents of Wilson and surrounding areas. Wildlife will continue to inhabit and move through the periphery and riparian corridors of Wilson.

### Policy Objectives

|                                                  |                                                                                                          |
|--------------------------------------------------|----------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                                                  |
|                                                  | 1.2.a: Buffer <u>waterbodies</u> <del>water bodies</del> , wetlands, and riparian areas from development |
|                                                  | 3.2.b: Locate nonresidential development <u>into</u> <del>to</del> Complete Neighborhoods                |

|                                              |                                                                                                                                                                  |
|----------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Common Value 2:<br/>Growth Management</i> | 3.2.d: Emphasize a variety of housing types                                                                                                                      |
|                                              | 3.2.f: Enhance natural features in the built environment                                                                                                         |
| <i>Common Value 3:<br/>Quality of Life</i>   | 5.3.b: Preserve existing workforce housing stock                                                                                                                 |
|                                              | 6.2.c: Encourage local entrepreneurial opportunities                                                                                                             |
|                                              | 7.1. <del>ae</del> : Increase the capacity for <a href="#">walking, biking, carpooling and riding transit</a> <del>use of alternative transportation modes</del> |

## Character Defining Features

### 11.1: Wilson Commercial Core

This TRANSITIONAL Subarea is defined by its future character as a vibrant, mixed use, active, pedestrian core. It will retain its commercial character, providing locally-oriented commercial uses that serve the residents and visitors of Wilson without attracting additional vehicle trips. Small unit attached and detached housing, including workforce housing, should be added to enhance the residential character of the subarea. However, buildings should continue to be no more than two stories. Development should be set back from, but also oriented toward, Fish Creek and ~~Edmiston~~[Edmiston](#) Spring Creek to preserve their ecological value while drawing attention to them as natural amenities. The design of the Highway 22 corridor is key to addressing all users of the commercial core. Calming highway traffic and improving highway crossings will enhance the pedestrian character of the subarea, inviting residents of the district to travel by foot or bike into the commercial core. Pedestrian and bicycle infrastructure should be separated from the highway, and a median should be added to the highway cross section. At the eastern and western entrances to the subarea, buildings should be pulled to the highway to create a gateway into the core. Within the core, buildings may be pushed back further from the street to allow an on street parking character without requiring parking on the highway. However, the majority of the parking should be located behind buildings or screened from view.

### 11.2: Wilson Townsite

This STABLE Subarea is defined by its history as the original Wilson townsite. The 50 foot by 150 foot lot pattern should be preserved and creation of smaller or larger lots should be discouraged. Each lot should contain a single family home with a possible accessory residential unit. Building size should be consistent with the ~~2012~~[existing](#) character of the subarea. Protection of this character will allow this subarea to continue to provide workforce housing opportunities. Wildlife permeability should be maintained through the location and design of development and redevelopment. Streets should continue to be rural in character with natural drainage swales and no sidewalks, while being enhanced with off street pathways connecting the residential subareas of Wilson to the commercial core.

### *11.3 : Wilson Meadows*

This STABLE Subarea is defined by larger platted lots than the Wilson Townsite and serves to blend the townsite density into the more rural surroundings. The one to two-acre lots in this subarea should continue to be developed with detached single family homes. Development should be located and designed for wildlife permeability. Development should be set back from Fish Creek and the adjacent riparian area ~~in order~~ to preserve their habitat function. Pedestrian and bike connections to the commercial core would enhance the livability of this subarea, and connections from other subareas of the district to the school would enhance the livability of the entire district. At the school, traffic should be slowed and a safe Highway 22 crossing for schoolchildren and other pedestrians is encouraged.

### *11.4 : South Wilson*

This STABLE Subarea, south of the commercial core, is defined by wildlife movement and larger lots than the rest of Wilson. It is less developed than the subareas to the north and serves as a corridor for wildlife to move from the Teton Pass area to Fish Creek and the Snake River. One detached residential unit per three acres or more will continue to characterize development. Obstructions to wildlife movement should be avoided or minimized through development and redevelopment. Of special consideration are Fish Creek, ~~Edmiston~~[Edmiston](#) Spring Creek and the wetlands of this district, which should be protected and enhanced to provide habitat and habitat connectivity. The proximity of this subarea to the commercial core, coupled with its relatively low density, should allow pedestrians and cyclists to share the internal roads with vehicles ~~in order~~ to access the amenities of the commercial core.

## District 12: Aspens/Pines

### 2012 Existing + Future Desired Characteristics

The Aspens/Pines Complete Neighborhood is characterized by a variety of housing types and non-residential uses developed in distinct subareas. Highway 390 runs through the middle of the district, connecting and separating the different subareas. To the west of Highway 390 is a master planned community with a commercial core as well as a mix of detached single family units and clustered multifamily units occupied by the workforce, retirees, and visitors. The commercial core provides local convenience commercial, office space and resort-type recreational amenities to the diverse residents of the area. To the east of the highway is a gradient of development intensity that ranges from non-residential and medium density workforce housing in the south to low density housing, including workforce housing, and a few highway commercial establishments in the north. The district is adjacent to the Snake River corridor and contains riparian habitat and open spaces that serve as wildlife movement corridors.

In the future, this district should have a more cohesive character, highlighted by better connectivity and increased workforce occupation of existing units. Non-residential use should be consolidated to the commercial core on the west side of the road to the extent possible. The highway corridor should be redesigned to be safe for all modes of travel as well as wildlife. Both sides of the highway should be connected to the commercial core by pedestrian infrastructure, and the district should become better connected to the rest of the community through increased START service. Development should be designed for wildlife permeability, and the riparian habitat in the district should be protected and enhanced.

### Policy Objectives

|                                                  |                                                                                                          |
|--------------------------------------------------|----------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.c: Design for wildlife permeability                                                                  |
|                                                  | 1.2.a: Buffer <del>waterbodies</del> <u>water bodies</u> , wetlands, and riparian areas from development |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.2.b: Locate nonresidential development <del>into</del> Complete Neighborhoods                          |
|                                                  | 3.2.d: Emphasize a variety of housing types                                                              |

|                                    |                                                                                                                                                                                      |
|------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                    | 3.2.e: Promote quality public spaces in Complete Neighborhoods                                                                                                                       |
| Common Value 3:<br>Quality of Life | <del>5.2.a: Provide a variety of housing options</del> <del>5.2.d: Encourage deed-restricted rental units</del>                                                                      |
|                                    | 5.3.b: Preserve existing workforce housing stock                                                                                                                                     |
|                                    | <del>6.2.b: Support businesses located in the community</del>                                                                                                                        |
|                                    | 6.2. <del>b</del> e: Support <del>businesses</del> business located in the community because of our lifestyle                                                                        |
|                                    | 7.1. <del>a</del> e: Increase the capacity for <del>walking, biking, carpooling and riding transit</del> use of alternative transportation modes                                     |
|                                    | <del>7.1.f</del> <del>2.d</del> : Complete <del>major transportation projects</del> based on Major Capital Group approachkey Transportation Network Projects to improve connectivity |
|                                    | 7.2. <del>d</del> <del>3.b</del> : Reduce wildlife and natural and scenic resource transportation impacts                                                                            |

Commented [A121]: typo

## Character Defining Features

### 12.1: Aspens/Pines Commercial Core

This TRANSITIONAL Subarea should redevelop to become a more vibrant, active, pedestrian, mixed use core. The ~~existing~~ mix of local and visitor services as well as office opportunities for business located in the community because of our lifestyle should be preserved as the subarea redevelops. Non-residential development in other parts of the district would be better located within this subarea as well. Residential opportunities should be incorporated into the subarea without adding height to the ~~existing~~ two-story character. As redevelopment occurs it should become more oriented toward a complete “main street” parallel to the highway that may be a continuation of the existing frontage road. The “main street” should be developed with pedestrian-oriented buildings on both sides. In areas between the “main street” and the highway, buildings should address both frontages. The existing pathway and other pedestrian



infrastructure should connect this subarea to residential subareas. Parking should be consolidated off of the main street and double as a park n' ride facility in conjunction with increased START service to the district.

### 12.2 : 390 Residential

This largely developed STABLE Subarea is characterized primarily by detached single family homes, including homes occupied long-term by the workforce. In the future, the ~~existing~~ denser development in the southern portion of the subarea should be designed to better blend into this character. ~~The northern portion of the subarea, within walking distance of the Aspens/Pines Commercial Core (Subarea 12.1), is an appropriate location for additional units that have been directed out of Rural Areas. NonExisting non-~~residential development should be directed into the Aspens/Pines Commercial Core (Subarea 12.1) to the extent possible. Enhancements to the district should include increased wildlife permeability and improvements to the connectivity within the subarea and to other subareas of the district. Highway access should be consolidated to the extent possible ~~in order~~ to minimize congestion on the highway and enhance the sense of community within the subarea. Year-round pedestrian connections should be established to the existing pathway across the highway that connects to the commercial core.

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### 12.3 : Aspens/Pines Residential

This STABLE Subarea should remain a mix of housing types organized around open space. The subarea will continue to be characterized by retiree, workforce, and visitor occupation; however, a more year-round, workforce character will be encouraged. The wildlife permeability that comes from clustered development around open space should be preserved. The Aspens common area should be enhanced into a higher-quality public space with better connection to the Aspens/Pines Commercial Core (Subarea 12.1). Throughout the subarea, year-round pedestrian amenities should be improved ~~in order~~ to reduce the need for vehicle travel within the district.

## District 13: Teton Village

### 2012Existing + Future Desired Characteristics

Teton Village is a resort community that serves as a major employment center and economic driver for Teton County, particularly in the winter. The district is organized around the Jackson Hole Mountain Resort and is defined by a high intensity core, dominated by lodging and other visitor-oriented non-residential uses in some of the largest buildings in the community. Outside of the core are lower intensity residential areas surrounded by scenic agricultural open spaces. Teton Village is well-served by public utilities and has access to some locally-oriented services and amenities. However, a lack of pedestrian connectivity between residential and non-residential areas, limited local convenience commercial and a lack of full-time residents prevent Teton Village from feeling like a true village.

In the future, Teton Village's world class resort character should be enhanced to include a village feel through the addition of a year-round community. Planned restricted workforce housing will provide a base of full-time residents as well as reduce peak traffic on the Moose-Wilson road. Additional units, which would be directed out of Rural Areas and into the existing Teton Village footprint and designed for occupancy by year-round residents, should be encouraged to further enhance the village character in the district and communitywide Growth Management goals. Local convenience commercial, a school, or other amenities that support permanent residency will be needed as a year-round character is developed. A reallocation or increase in amount of commercial allowed in the district may be appropriate to achieve this goal.

Coordination of the two Resort Master Plans that govern the majority of the district will be crucial to enhancing the existing Teton Village resort into a cohesive village resort community. This effort should be focused on reworking the amount, location, and design of allowed development to accommodate a year-round village character while retaining the quality and competitiveness of the existing resort. Intensity of development should step down from an expanded commercial core to lower density residential areas at the edges of the district, where it interfaces with adjacent agricultural lands and open space. As the intensity of development decreases, wildlife permeability should become a greater emphasis of design. In the future the district should benefit from improved circulation for pedestrians and vehicles and enhanced public transit – both within the Village and to key destinations such as Town, the airport and Grand Teton National Park.

## Policy Objectives

|                                                  |                                                                                                                                                                     |
|--------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.3.b: Maintain expansive hillside and foreground vistas                                                                                                            |
| <i>Common Value 2:<br/>Growth Management</i>     | 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods                                                                                   |
|                                                  | 3.2.b: Locate nonresidential development <del>into</del> Complete Neighborhoods                                                                                     |
|                                                  | 3.2.c: Limit lodging to defined areas                                                                                                                               |
|                                                  | 3.2.d: Emphasize a variety of housing types                                                                                                                         |
|                                                  | 3.2.e: Promote quality public spaces in Complete Neighborhoods                                                                                                      |
| <i>Common Value 3:<br/>Quality of Life</i>       | <del>5.2.a: Provide a variety of housing options</del><br><del>5.2.d: Encourage deed-restricted rental units</del>                                                  |
|                                                  | 6.2.a: Enhance tourism as the basis of the economy                                                                                                                  |
|                                                  | 6.2.b: Support businesses located in the community because of our lifestyle                                                                                         |
|                                                  | 6.2.c: Encourage local entrepreneurial opportunities                                                                                                                |
|                                                  | 6.3.a: Ensure year-round economic viability                                                                                                                         |
|                                                  | 7.1. <del>a</del> e: Increase the capacity for <del>walking, biking, carpooling and riding transit;</del><br><del>the use of alternative transportation modes</del> |

## Character Defining Features

### *13.1: Teton Village Commercial Core*

The future character of this TRANSITIONAL Subarea is a walkable, urban commercial core. Development of this subarea should occur from the ~~existing~~ Village core toward the highway between the access roads. The location of transit hubs and the layout of the interconnected complete streets will define circulation in the district. A pedestrian mall anchored at one end by the tram and at the other by a future community building should act as the district's primary mixed use corridor. The subarea should include local and visitor-oriented non-residential uses that enhance our tourist economy and provide an inviting atmosphere for entrepreneurs and business located here because of our lifestyle. Multifamily workforce housing, separated from lodging but with access to amenities, should be located toward the edges of the subarea. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Buildings should be set close to street corridors with height and bulk decreasing from the core to the periphery, stepping down from multi-story, multi-use buildings near the base of the Mountain Resort to two or three-story buildings along the eastern edge, eventually transitioning to a park, recreational fields or open space as a visual buffer along the highway. Pathways and sidewalks leading out of the commercial core should be implemented to improve connectivity with adjacent residential subareas.

### *13.2: Teton Village Residential Core*

This TRANSITIONAL Subarea is comprised of ~~existing~~ multifamily housing and the area planned for future development of a variety of housing types. Its future character will be as a residential subarea with a mix of housing densities and types, workforce housing opportunities. Density should decrease from the areas adjacent to the Teton Village Commercial Core (Subarea 13.1) to the south. Development along the northern edge could consist of multifamily housing to blend the bulk of the Teton Village Commercial Core (Subarea 13.1) into the subarea. Development along the western edge will be of a style and scale compatible with adjacent ~~existing~~ residential development. Farther south, density will decrease to large ~~existing~~ single family lots and be designed to be more permeable for wildlife. Any additional units directed into the subarea from Rural Areas should be integrated in a way that promotes year-round occupation and furthers transportation goals. Pathways, trails and transit service connecting this residential subarea to the Teton Village Commercial Core (Subarea 13.1) should be designed to provide access to amenities.

### *13.3: Teton Village Single Family*

This STABLE Subarea is characterized by ~~an existing~~, lower density residential development pattern. The pattern of single family lots should continue to be permitted and preserved in this

portion of the district. Development should work with the topography, rather than against it, with buildings constructed into the hillside to avoid significant grading and protect the forested hillside views. Houses should be designed to allow wildlife movement through the subarea. Additional residential potential may be directed into this subarea from Rural Areas if it can be incorporated into the existing character as year-round workforce housing. Increased pedestrian and shuttle connections into the Teton Village Commercial Core (Subarea 13.1) should be encouraged ~~in order~~ to provide enhanced access to amenities and recreation.



## District 14: Alta

### 2012Existing + Future Desired Characteristics

Alta is one of the last districts in the County to have its character predominantly defined by active agriculture. Agriculture and its inherent benefits – including scenic vistas, wildlife use and local crop production – combine to serve as the primary basis of the Alta economy. Alta’s limited residential and non-residential development is generally dispersed; however, Alta does have a core of clustered workforce housing around a park, school, and library. Alta remains reliant on Teton County, Idaho for most retail needs and some municipal services.

Maintenance of agricultural character is the priority in Alta. Future development should be directed into the Alta Core (Subarea 14.2) as infill or clustered adjacent to existing development, while respecting private property rights. The Alta Core (Subarea 14.2) provides more compact single family uses, a limited amount of non-residential and commercial uses and several community amenities. Pedestrian connectivity should be improved in the Alta Core (Subarea 14.2) and the district should be further enhanced by connecting the community to South Leigh Canyon via the completion of State Line Road. Grand Targhee Resort should develop consistent with its recently approved master plan.

### Policy Objectives

|                                                  |                                                                                                             |
|--------------------------------------------------|-------------------------------------------------------------------------------------------------------------|
| <i>Common Value 1:<br/>Ecosystem Stewardship</i> | 1.1.b: Protect wildlife from the impacts of development                                                     |
|                                                  | 1.1.c: Design for wildlife permeability                                                                     |
|                                                  | 1.2.a: Buffer <del>waterbodies</del> <del>water bodies</del> , wetlands and riparian areas from development |
|                                                  | 1.4.a: Encourage non-development conservation of wildlife habitat                                           |
|                                                  | 1.4.b: Conserve agricultural lands and agriculture                                                          |
|                                                  | 1.4.c: Encourage rural development to include quality open space                                            |
|                                                  | 3.1.b: Direct development toward suitable Complete Neighborhood subareas                                    |

|                                              |                                                                                                                                     |
|----------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------|
| <i>Common Value 2:<br/>Growth Management</i> | 3.1.c: Maintain rural character outside of Complete Neighborhoods                                                                   |
|                                              | <del>3.5.a: Cooperate with regional communities and agencies to implement this Plan</del>                                           |
| <i>Common Value 3:<br/>Quality of Life</i>   | 5.3.b: Preserve existing workforce housing stock                                                                                    |
|                                              | <del>7.1.a: Increase the capacity for walking, biking, carpooling and riding transit; use of alternative transportation modes</del> |
|                                              | 7.3.d: Develop a land use pattern based on transportation connectivity                                                              |

## Character Defining Features

### 14.1: Alta Farmland

This PRESERVATION Subarea is characterized by large parcels and accounts for the majority of the land area in Alta. The highest priority for this subarea is to preserve agricultural lands and uses, while respecting private property rights. Agriculture will be encouraged through regulatory exemptions and allowances. Existing home business, contractor and other accessory uses that do not detract from the agricultural character of the subarea but facilitate the continued viability of agriculture may be appropriate. Development potential should be directed into the Alta Core (Subarea 14.2) wherever possible. Development that does occur should be clustered near existing development and be designed to protect the viability of agriculture and wildlife permeability. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. The preservation of scenic vistas, wildlife habitat, riparian areas and wildlife permeability is another priority. A key transportation project for this subarea that will improve connectivity, reduce vehicle miles traveled and improve the sense of community is completing the connection of State Line Road to South Leigh Creek Canyon.

### 14.2: Alta Core

This STABLE Subarea is presently characterized by the Alta School, the Alta Library, a church, a partially complete park, lodging and a cross country ski track. These amenities are located next to subdivisions with lots ranging in size from 1/3 to 5 acres. The goal for this subarea is to

maintain ~~existing~~ character while allowing for infill of 1/3-acre lots to accommodate the preservation of agricultural lands. Development should be located within walking distance of community amenities, and individual developments should be interconnected. Commercial uses should not expand; however, efforts to revitalize existing commercial uses are appropriate and should be of a nature and scale to protect the character of the Alta community. Completing the park is a priority.

#### *14.3: Grand Targhee Resort*

The focus of this TRANSITIONAL Subarea is to create a year-round, small scale resort community that is pedestrian-oriented. A primary objective is to enhance year-round visitation and to provide recreation and job opportunities for the local community. This subarea will develop in accordance with the recently approved master plan. The master plan is intended to be dynamic and subject to some evolution in design but not density, intensity, or footprint.

# District 15: County Periphery

## 2012Existing + Future Desired Characteristics

The County Periphery is by far the largest of the Character Districts, encompassing the agricultural lands and open space that surround the more developed areas of the Town and County. The character of the County Periphery is overwhelmingly rural. ~~Development~~~~Existing development~~ consists primarily of single family dwellings on large lots and dispersed non-residential uses such as dude ranches, outfitters, schools and limited local commercial. The prevalence of landscape over built form supports crucial wildlife habitat and migration corridors at the interface between private and Federal lands. The open spaces also provide scenic vistas, particularly in the foreground along the highway in areas such as Buffalo Valley. While the district is characterized by relatively dispersed development, the County Periphery contains a handful of small, remote communities including Buffalo Valley, Red Top and Kelly, each with a distinct, strong identity.

In the future, the County Periphery should remain rural in character, with a focus on preservation of wildlife habitat, wildlife movement corridors, scenic vistas, agriculture and open space, while respecting private property rights. New development should be directed into Complete Neighborhoods elsewhere in the community or clustered near existing development. Development that does occur should be clustered and designed to protect wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The preservation of the small outlying communities in the district is a priority. Improvements to roadways, connectivity and convenience commercial access in key locations should be encouraged ~~in order~~ to enhance livability and self-sufficiency and reduce vehicle trips into Town. Coordination with neighboring federal agencies is important to ensure these communities remain viable.

### Policy Objectives

|                                          |                                                                          |
|------------------------------------------|--------------------------------------------------------------------------|
| Common Value 1:<br>Ecosystem Stewardship | 1.1.c: Design for wildlife permeability                                  |
|                                          | 1.1.b: Protect wildlife from the impacts of development                  |
|                                          | 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development |
|                                          | 1.3.b: Maintain expansive hillside and foreground vistas                 |

|                                              |                                                                                             |
|----------------------------------------------|---------------------------------------------------------------------------------------------|
|                                              | 1.4.a: Encourage non-development conservation of wildlife habitat                           |
|                                              | 1.4.b: Conserve agricultural lands and agriculture                                          |
|                                              | 1.4.c: Encourage rural development to include quality open space                            |
| <i>Common Value 2:<br/>Growth Management</i> | 3.1.b: Direct development toward suitable Complete Neighborhood subareas                    |
|                                              | 3.1.c: Maintain rural character outside of Complete Neighborhoods                           |
|                                              | <del>3.5.a: Cooperate with regional communities and agencies to implement this Plan</del>   |
|                                              | <del>3.3.d3.b:</del> Strive not to export impacts to other jurisdictions in the region      |
| <i>Common Value 3:<br/>Quality of Life</i>   | <del>7.2.d3.b:</del> Reduce wildlife and natural and scenic resource transportation impacts |

## Character Defining Features

### 15.1: Large Outlying Parcels

This PRESERVATION Subarea is characterized by open space and rural character. It is comprised of large lots and isolated smaller lot subdivisions surrounded by public land. Generally the subarea has limited, clustered built form and provides critical wildlife habitat and movement corridors. Conservation is a priority, with a focus on preserving wildlife habitat and connectivity, while respecting private property rights. Development potential should be directed away from these critical areas where possible. Development that does occur should be clustered and designed to protect, wildlife habitat and permeability, scenic vistas, and the viability of agriculture. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Given the remote nature of this subarea, on-site renewable energy and coordinating provision of services with adjacent jurisdictions is encouraged. Environmentally-sensitive roadway system enhancements that minimize impacts to the environment while improving the safety of access should be pursued.



### 15.2: Game Creek/South Fall Creek

This CONSERVATION Subarea is characterized by single family homes on multiple acres that are removed from the core of the community and surrounded by National Forest. The priority in this subarea is preserving and enhancing wildlife permeability while respecting private property rights. Incentives to reduce density and the human impact on wildlife habitat through redevelopment should be explored. Redevelopment should be designed to improve wildlife permeability and enhance wildlife habitat connections, if incentives to reduce density are not successful. Where lot combination is achieved, development should still be of a scale consistent with ~~2012~~~~existing~~ character. New development should implement wildlife friendly design best practices, if non-development conservation cannot be accomplished.

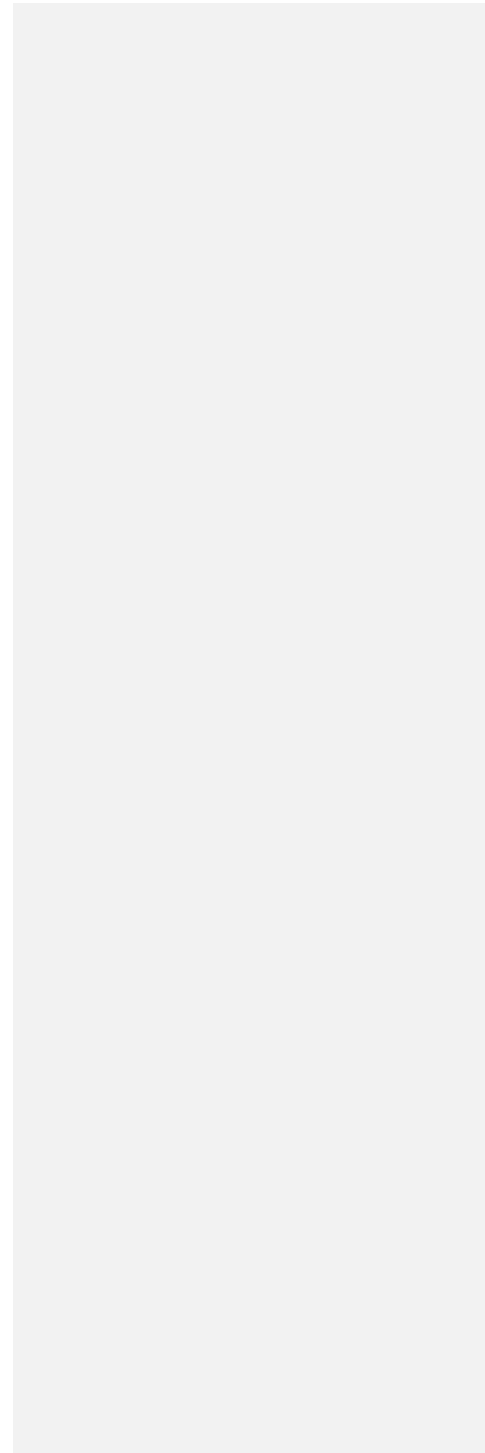
### 15.3: Buffalo Valley

This PRESERVATION Subarea stretching from Moran to the base of Togwotee Pass is the scenic gateway to the National Parks and our community for drivers coming from the northeast. The focus of this subarea will be preserving the scenic agricultural foregrounds as well as a year-round community. Like existing development, new development should be clustered and be designed to preserve the scenic agricultural foregrounds. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Ideally, development will be occupied by year-round residents that will continue to support the convenience commercial and elementary school amenities that define Buffalo Valley as a community. Opportunities may exist to coordinate with adjacent federal land managers and ~~concessionaires~~~~concessioners~~ that are in need of workforce housing. Maintaining the ~~existing~~ blend of resort, local convenience commercial and dude ranch uses will keep the subarea viable and self-sufficient and reduce the need for residents to travel into Town.

### 15.4: Kelly

This CONSERVATION Subarea is characterized by the original Kelly townsite and surrounding lower density residential development on the hillside. The focus in this subarea will be on maintaining the existing development pattern while seeking opportunities for improved wildlife permeability in crucial areas for wildlife. The local school and small store that provide many needed amenities to residents should be maintained, but allowances for solely commercial uses should not be expanded. Future development should be limited to promote wildlife permeability and protect rural character, though private property rights will be respected. A reduction of density through lot combinations or additional conservation will be encouraged. New structures should be limited to a scale consistent with a 50 by 150 lot ~~in order~~

to match [existing](#) character, even where lot combination is achieved. All development should be designed to facilitate wildlife movement.





TOWN COUNCIL



BOARD OF COMMISSIONERS

# JOINT INFORMATION MEETING

## AGENDA DOCUMENTATION

**PREPARATION DATE:** October 28, 2020

**SUBMITTING DEPT:** Long-Range Planning

**MEETING DATE:** November 2, 2020

**DEPT. DIRECTORS:** Tyler Sinclair & Chris Neubecker

**SUBJECT:** Northern South Park Neighborhood Plan:  
Consultant Selection (MSC2020-0022)

**PRESENTERS:** Chris Neubecker

### PURPOSE/REQUESTED ACTION

The purpose of this joint item is for the Board of County Commissioners ("Board") and Town Council ("Council") to consider the award of a consultant contract for the Northern South Park Neighborhood Plan.

### BACKGROUND

The approved Fiscal Year 2021 Work Plan for implementation of the Comprehensive Plan prioritized initiating the Northern South Park Neighborhood Plan. On September 21, 2020 Planning Staff released a Request for Proposals (RFP) seeking qualified consulting firms that have considerable experience in community engagement/participation, visioning, planning, design, affordable housing, transportation, and market analysis to work with the community in developing the neighborhood plan. The Request for Proposals period ended October 19, 2020 and thirteen Proposals were received by staff from the following consulting groups (in alphabetical order):

- CIVITAS, INC.
- CTA, Inc. (Cushing Terrell)
- DPZ Partners, LLC (DPZ CoDESIGN, LLC)
- DTJ DESIGN, Inc.
- Farr Associates Architecture & Urban Design
- GGLO
- Logan Simpson
- Norris Design
- Opticos Design
- Sunlight Design
- The Image Network, Inc.
- TPUDC
- Y2 Consultants, LLC

## Key dates for the Northern South Park Neighborhood Plan Request for Proposals:

- ✓ September 21, 2020: RFP Issued
- ✓ October 9, 2020: Deadline for Submitting Questions on RFP
- ✓ October 19, 2020: Proposals Due
- November 2, 2020: Anticipated Award of Bid
- November 17, 2020: Estimated Contract Award and Commencement Date
- September 30, 2021: Estimated Contract Completion Date

## STAFF ANALYSIS

The next step in the consultant selection process is awarding the bid for best Proposal so that staff can prepare a formal contract between the consultant and Teton County.

The thirteen proposals were reviewed by a group of County and Town staff and appointed officials. This group included:

- Chris Neubecker, Teton County, Planning & Building Services Director
- Tyler Sinclair, Town of Jackson, Community Development Director
- Heather Overholser, Teton County, Director of Public Works
- Glen Esnard, Teton County, Planning Commission Chair
- Laura Bonich, Joint Housing Supply Board Member

After reviewing and scoring each proposal based on criteria listed in the RFP, the review group narrowed the list to three top firms:

- [DPZ Partners](#) – An urban design and planning firm based in Miami, FL, with offices in Washington, D.C. and Portland, OR. Co-founder, Andrés Duany, is a national leader in new urbanism and master planned communities. DPZ Partners are one of the best-known firms in the field of neighborhood planning.
- [Logan Simpson](#) – A landscape architecture and environmental planning firm with offices in the western U. S. including Ft. Collins, CO. Bruce Meighen with Logan Simpson is the lead consultant on the Jackson/Teton County Comprehensive Plan update and also worked on the 2012 Comprehensive Plan.
- [Opticos Design](#) – An urban design, architecture and planning firm based in Berkeley, CA. The firm is focused on designing sustainable, walkable communities. Dan Parolek, Principal, coined the term “Missing Middle” housing, and is one of the co-authors of the book “Form Based Codes”.

Staff has scheduled interviews with each firm, which are planned for Thursday October 29 and Friday October 30, 2020. Staff will provide more information and a recommendation after the interviews are completed.

## STAFF RECOMMENDATIONS

At the time of the writing of this staff report, staff does not have a recommendation. We will provide a recommendation after the interviews have been completed, and we will report this information to the Joint Information Meeting on November 2, 2020.

## ATTACHMENTS

1. Tabulation of Proposal scores
2. Finalist Proposals ordered by overall score (highest to lowest)

- a. DPZ CoDesign
- b. Logan Simpson
- c. Opticos Design

### 3. Request for Proposals

#### STAKEHOLDER ANALYSIS

The entire Teton County community may have interest in this project and are encouraged to participate in the planning process. As part of this project staff have advertised in the Jackson Hole Daily and Jackson Hole News & Guide, posted information on the County and Town websites and Joint Long Range Planning website, and issued a press release (leading to an article in the JH Daily) asking for community members to identify themselves as Stakeholders. Interviews with Stakeholders will be scheduled at the beginning of the process. Stakeholders may include neighbors, community groups, special interest groups, or others within the community that may be directly impacted by the development of this subarea.

As part of this outreach, staff are also seeking members for a Steering Committee to guide the process forward. The Steering Committee will be a smaller group, including the two property owners (or their representatives), which will meet regularly with staff and the consultant throughout the 8-month planning process.

In addition to the current advertisements for Stakeholders and a Steering Committee, there will be several opportunities for members of the community to participate and provide input, including public meetings, design charrettes, websites, surveys and other online and in-person events (subject to local health protocols).

#### PUBLIC COMMENT

None.

#### FISCAL IMPACT

Consultant costs estimated by the respondents are included in each Proposal and listed in the tabulation in Attachment #1. In the Fiscal Year 2021 Work Plan, Teton County allocated \$250,000 and Town of Jackson allocated \$150,000 to the Northern South Park Neighborhood Plan. Costs for the top three proposals are as follows:

- DPZ Partners - \$374,500
- Logan Simpson - \$400,000
- Opticos Design - \$399,989

#### STAFF IMPACT

A total of 1,540 staff work hours were allocated to this project for FY21 in the Work Plan. The County Planning Director, Town Planning Director, Town Community Development Director, Long-Range Planning Staff, County Current Planning Staff, and Town Current Planning Staff will all contribute to completion of the Northern South Park Neighborhood Plan. It is estimated that approximately 30 work hours per week of the Senior Long-Range Planner's time will be allocated solely to this project until September 2020.

#### LEGAL REVIEW

County: Gingery



## SUGGESTED MOTIONS

### ***Town Council:***

I move to award the bid for the Northern South Park Neighborhood Plan to \_\_\_\_\_ and direct staff to work with this consultant to draft a Contract to bring back to the Board of County Commissioners for consideration at their November 17, 2020 regular meeting.

### ***Board of County Commissioners:***

I move to award the bid for the Northern South Park Neighborhood Plan to \_\_\_\_\_ and direct staff to work with this consultant to draft a Contract to bring back to the Board of County Commissioners for consideration at their November 17, 2020 regular meeting.

Northern South Park - Neighborhood Planning  
Consultant Proposal Review Scores

|         | Logan Simpson +<br>Design Workshop | Norris<br>Design | Opticos    | Sunlight<br>Neighborhood<br>Collaborative) | TPUDC      | Y2         | Civitas    | Cushing<br>Terrill | DPZ        | DTJ Design | Farr       | GGLO       | Image<br>Network<br>(Dover Kohl<br>Partners) |
|---------|------------------------------------|------------------|------------|--------------------------------------------|------------|------------|------------|--------------------|------------|------------|------------|------------|----------------------------------------------|
| Tyler   | 23                                 | 22               | 22         | 20                                         | 18         | 4          | 24         | 22                 | 24         | 22         | 20         | 20         | 17                                           |
| Chris   | 23                                 | 26               | 26         | 22                                         | 26         | 11         | 25         | 24                 | 25         | 25         | 25         | 20         | 26                                           |
| Heather | 26                                 | 24               | 27         | 27                                         | 23         | 12         | 27         | 24                 | 27         | 25         | 27         | 24         | 26                                           |
| Glen    | 26                                 | 24               | 25         | 24                                         | 22         | 9          | 24         | 24                 | 24         | 23         | 23         | 23         | 24                                           |
| Laura   | 25                                 | 23               | 22         | 24                                         | 18         | 4          | 22         | 22                 | 25         | 24         | 25         | 18         | 17                                           |
| TOTAL   | 123                                | 119              | 122        | 117                                        | 107        | 40         | 122        | 116                | 125        | 119        | 120        | 105        | 110                                          |
| COST    | \$ 399,989                         | \$ 399,850       | \$ 400,000 | \$ 395,500                                 | \$ 391,015 | \$ 223,500 | \$ 372,795 | \$ 395,500         | \$ 374,500 | \$ 365,800 | \$ 399,000 | \$ 400,000 | \$ 320,570                                   |

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**Request for Proposals**  
**Neighborhood Plan – Northern South Park**

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September 21, 2020

## **SECTION ONE: INTRODUCTION**

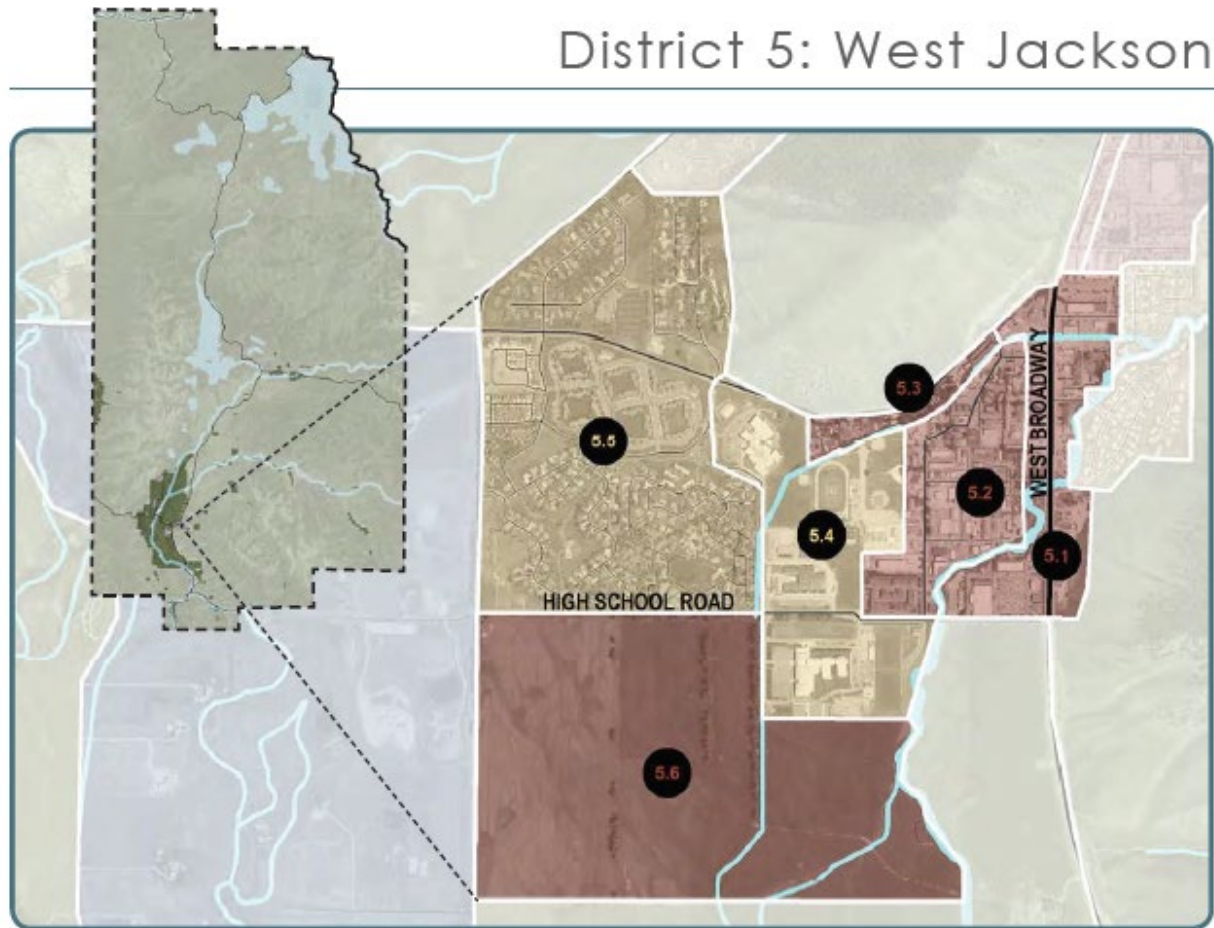
Teton County intends to enter a contract with a consultant to develop a Neighborhood Plan for approximately 225 acres of land located in the unincorporated area of Teton County, Wyoming immediately adjacent to the corporate boundaries of the Town of Jackson.

The Town of Jackson is the sole municipality within Teton County, Wyoming. The Town of Jackson and Teton County conduct joint planning through their joint 2012 Comprehensive Plan.

Teton County and the Town of Jackson (County and Town) are seeking a qualified, multi-disciplinary planning consulting firm to develop a neighborhood plan (the Plan) for the Northern South Park area. Interested firms and consultants should have significant expertise in neighborhood planning, affordable housing, and multi-modal transportation. The Plan will provide a holistic approach to the future development on 225 acres of undeveloped land that will complement and enhance existing residential development in Teton County and the Town of Jackson (see the map on the following page for the area labeled 5.6 in dark pink). The County and Town seek the services of a team with considerable experience in community engagement/participation, visioning, planning, design, affordable housing, transportation, and market analysis to develop the neighborhood plan.

The Plan will focus on physical design, both public and private realm and site planning, as well as developing the related policies and tools necessary for successful implementation. The primary goal is to develop a community vision for this area, and to expand the affordable and workforce housing development opportunities in the community consistent with the vision and chapter goals identified in the soon to be updated 2012 Jackson/Teton County Comprehensive Plan. The Plan will include an implementation component describing a path forward for the rezoning and development of the area.

The result of this process will be to create a neighborhood planning document consistent with the 2012 Jackson/Teton County Comprehensive Plan, Jackson Teton County Integrated Transportation Plan and Jackson/Teton County Housing Action Plan, all found at [www.jacksontetonplan.com](http://www.jacksontetonplan.com). Joint long-range planning staff will manage and direct the work of consultants, with public participation and involvement sought at strategic steps along the way. The contractual relationship will be between the consultant and Teton County.



### Background Information

Teton County is a year-round resort community, located in the northwestern corner of Wyoming. In the summer, tourists experience our County as the southern gateway to Grand Teton and Yellowstone National Parks, while winter visitors enjoy three world class ski resorts. Approximately 97% of the land within the county is held in public ownership – National Park, National Elk Refuge, and National Forest.

Teton County is comprised of the town of Jackson (the county seat and only incorporated community), and the Census Designated Places of Alta, Moose Wilson Road, Teton Village, Rafter J Ranch, Kelly, Wilson, South Park, and Hoback. The estimated population of Teton County, Wyoming is approximately 23,081 people.

Our Comprehensive Plan establishes a goal of ensuring at least 65% of the workforce live locally in Teton County, WY to maintain the “community first, resort second” character of the valley. When the community identified loss of local workforce as an important issue in the early 1990s, over 85% of the workforce lived locally. The goal of the community is to have at least 65% of our workforce living locally; currently that number stands at around 56%. The percentage of the workforce living locally is the primary target for achieving the Quality of Life envisioned in the Comprehensive Plan. The community sees the project area and the proposed Neighborhood Plan as a critical opportunity to add significant affordable and workforce housing to address the 65% workforce housing goal.



### **Scope of Work**

The final product will consist of a Plan narrative with maps, plans, sections, renderings, architectural standards, and strategies as necessary to enable the Plan to be implemented. All electronic and other plan data (preferably Adobe Creative Suite, GIS, and Microsoft Office) generated by the consultant will be provided to and become the property of the County at the end of each phase, for the purpose of reproduction, reuse, and repurposing by County staff.

The work will take place in five distinct phases to avoid delays and help the County plan more effectively in preparation for the final draft. The meeting schedule is subject to change according to needs determined by County staff in consultation with and based on suggestions or recommendations from the consultant, however the Plan is expected to be completed within eight (8) months, followed by adoption of any necessary zoning or amendments to the Land Development Regulations. Any necessary text amendments to the Land Development Regulations will be drafted by the consultant team with assistance by County staff. The work will include the active involvement of Long-Range Planning staff to manage the project, consultant team, and coordination within all applicable Town and County departments, as well as the involvement of the County Public Information Specialist who can manage community outreach.

### **Phase One (approximately 10% of project value)**

Phase One of the project is expected to take approximately one month and span the project kick-off, Steering Committee identification, and document review.

1. **Internal Kick-Off Meeting:** The consultant will meet with County staff who will present the general idea and scale of the project elements and mission. A project timeline will be developed outlining the steps of the process. The details of the scope of work, plan elements, and engagement process may be refined at this meeting.
2. **Steering Committee Identification:** Planning staff will assist in identification of the appropriate Steering Committee to be established to provide project oversight. Committee members will be selected by the Town and County elected officials. The committee will include no more than 5-7 community representatives representing a diversity of community interests, including two landowner representatives, one from each property owner. The purpose of the committee will be to assist the consultant team and staff with overall project direction and guidance. The Steering Committee will provide input to staff and the consultant during the plan development process, to identify community issues and provide initial feedback on possible solutions. The Steering Committee will not include members of the Teton County Board of County Commissioners or Jackson Town Council. County, Town, and Joint Long-Range Planning staff will work with and support the committee but will not be Steering Committee members. The Steering Committee will not make any recommendations to decision-makers as a group during any portion of the process.
3. **Stakeholder Identification:** The Steering Committee along with staff will identify appropriate stakeholders representing a broad array of community interest to be interviewed with a minimum of 9 and maximum of 15 stakeholders to be selected.
4. **Stakeholder Interviews:** Stakeholders will be interviewed by the consultant to understand what goals, ideas, or concerns they have for the project area. The setting and format of these interviews may be flexible, and may not be completed in this phase, depending on the schedules and needs of those involved.

5. **Data Collection and Review of Existing Documents:** This portion of the project will establish a baseline of information on existing conditions of the area. This includes the physical conditions above and below grade, social, demographic, and economic conditions, and documentation of the range of pressures driving new development, as well as the impact that development in this area is expected to have on the local and regional environment and transportation system. Existing conditions information will be collected from a variety of sources, including current Town and County baseline information, previous planning studies and documents, and physical observation. Information to be reviewed and assessed includes, but is not limited to the following:
  - a. Existing plans for the project area, including any plans for circulation and development envisioned for the area
  - b. Existing zoning, easements, or restrictions as they pertain to project areas and surrounding area
  - c. Zoning analysis, build-out analysis, and infrastructure analysis
  - d. Environmental analysis
  - e. Traffic data as it pertains to the larger project area
  - f. Utility plans, existing and proposed
  - g. Comprehensive Plan sub-area plans
  - h. Market analyses and demographic data, including any projections
  - i. Any constraints mapping conducted by others
  - j. Affordable Workforce Housing studies and plans
  - k. Pathways Master Plan

**Phase Two (approximately 20% of project value)**

Phase Two of the project will consist of two parts.

1. **Analysis and Evaluation:** The documents collected in the data collection and review step of Phase One will be analyzed and evaluated for how they will impact the development of the plan and supporting regulations. Existing conditions for topics including traffic and natural resources will be analyzed to identify “hot spots” that need attention. The physical constraints of the existing conditions will be documented, including traffic conditions, environmental resources, easements, infrastructure, views, etc.
2. **Public Orientation:** This first public meeting led by the consultant (in person or digital, to be determined) will offer the opportunity for presentation of the results of the data collection and analysis/evaluation effort and will outline the expectations/goals of the Plan to set the stage for conceptual development. The primary goal of the meeting will be to establish an “educational baseline” for the Steering Committee and the public so there is a common understanding of the goals and the process. This meeting is intended to explain the project and establish a shared community understanding of the purpose, process, roles, and opportunities for community involvement. Analysis of existing physical conditions and background information on place-making and urban design concepts will be presented by the consultant and will provide community members the opportunity to ask questions and gain further understanding. The primary outcome of this meeting is to set the process framework for the course of the planning process and design work, and clearly establish the necessary feedback loops for public input.

The consultant will also facilitate discussion among the participants to determine additional issues and opportunities for the plan, drilling down into the trade-offs of the question of “what makes a place livable?” with the goal of reaching a consensus around an initial framework for the future design work.

Additional meetings, interviews, and discussions can be facilitated by County staff as needed. The consultant team should conclude Phase Two with sufficient understanding and explanatory materials to support the development of plan alternatives in Phase Three, including a solid understanding of the community’s values and expectations for this area.

### **Phase Three (approximately 40% of project value)**

The third phase is defined by the development of a minimum of three (3) alternative development scenarios by the consultant working closely with the Steering Committee and staff. In addition, the consultant will analyze a No Action alternative based upon existing zoning. Each scenario will include an explanation of how the alternative is able to meet the vision for the area, establish the urban design framework, and identify potential land use patterns with varying density, layout and affordability options. Specific issues to be addressed by all alternatives will include, but are not necessarily limited to the following:

- a. Defined Project Goals and Objectives
  - Points of conflict among community desires, with possible design adjustments or policy tools to enable the project to reach overarching goals, or clarification of the trade-offs necessary to achieve specific interests.
- b. Density, use, and other potential zoning standards based on either existing Complete Neighborhood zone districts, such as the new Town zoning, or the creation of new zones to address the specific goals and needs of Subarea 5.6
- c. Affordability Options and Analysis
- d. Job Generation Analysis
- e. Market Analysis and Projected Population
- f. Fiscal Impacts to the County, Town, and future residents
- g. Site design and general bulk and scale characteristics
- h. Multi-modal transportation connectivity and traffic impacts
  - Pedestrian and bicycle connections to adjacent and regional community amenities and facilities;
  - Walkability of the area, with an eye toward increasing pedestrian safety within the development and at the surrounding connector roadways;
  - Bike-ability of the area, including evaluation of measures such as shared lanes/shared bicycle paths, dedicated bike lanes or routes, or off-street facilities, as well as a combination of those strategies aimed at integrating bicycle mobility into the greater region as a viable alternative;
  - Traffic impacts associated with the larger area, and connectivity analysis served by multiple redundant facilities and non-vehicular modes; traffic impacts analysis will include a projection and comparison of Vehicle Miles Traveled (VMT) for each design alternative, including measures to reduce VMT
  - Ability to integrate transit service into the study area
  - Standards for connecting developments within Subarea 5.6 even when done by different landowners and at different times;

- i. Community amenities and services (parks, schools, playgrounds, open space, etc.)
- j. Infrastructure (drinking water, sewer, storm water drainage, electricity, natural gas, etc.)
- k. Environmental impacts
- l. Neighborhood commercial and community institutional needs analysis
- m. Implementation of Comprehensive Plan values
- n. Community and stakeholder engagement and participation
- o. Sustainability elements and open space conservation

Alternatives Presentation and Public Input: The consultant will lead at least two (2) public presentations (in person or digital, to be determined) of the alternatives developed. The presentation should cover all elements of the alternatives described above including planning, transportation, economic, and environmental proposals, as well as other development standards. Three-dimensional (3D) renderings will be used in addition to plan drawings and statistical documents to enable all participants to visualize and provide comment on the alternatives. The public will be given an opportunity to provide input on the alternatives to inform which alternative, or combination of alternatives should be advanced to complete the Plan. This process will be transparent with all community members having opportunity for input into their preferred alternative(s).

#### **Phase Four (approximately 20% of project value)**

Phase Four of the project involves the development of a draft Adoption Plan by the consultant.

1. Draft Plan: Specific issues to be addressed in the plan will include, but not necessarily be limited to, those listed above in Phase 3 (alternative(s) development). In addition, the plan will include Policy recommendations for land use and zoning revisions or other amendments and resources necessary to implement the plan.
2. Steering Committee and Staff Review: The consultant will meet with the Steering Committee and staff to review the plan. The consultant will incorporate comments and edits consistent with the overall goal and complete draft Adoption Plan for release to the public for review.

#### **Phase Five (approximately 10% of project value)**

The fifth and final phase would consist of at least three (3) public meetings.

1. Public Unveiling. A meeting unveiling of the Adoption Draft Plan to the public, with opportunity for public input will be presented by the consultant (in person or digitally, to be determined) and posted online.
2. Joint Planning Commissions. A similar presentation by the consultant at a Joint or separate Planning Commission meeting(s) will provide the Adoption Draft Plan to the Town and County Planning Commissions for recommendation. The Commissions could choose to make one recommendation or separate recommendations as they desire.
3. Board of County Commissioners and Town Council.
  - The County and Town elected officials will meet jointly for a Plan presentation by the consultant, review of public comment, a question and answer session and initial discussion.
  - The Town will meet individually to review the entire Plan to provide the County direction on connection to Town infrastructure including but not limited to Municipal sewer, water, storm sewer, transportation network, and other infrastructure. In making this determination the Town will consider all aspects of the Plan and provide the County a

detailed explanation/analysis for the basis of its decision on connection to Town infrastructure.

- The County will meet individually to consider acceptance of the Plan based upon Town and public input.
4. Project Close-Out. Digital delivery of all files and images created for or used in the Neighborhood Plan and a de-brief with the staff.

### **Plan Elements and Deliverables**

The following elements will be required as part of the project, along with all review elements listed in the project Phases portion of the scope above. The plan development and refinement process should be completed within eight (8) months from signing of a contract. It is anticipated all five phases, including review and acceptance by elected officials, should be completed within 8-10 months.

1. Defined Project Goals and Objectives
2. Density and land use maps and zoning
  - Future land use analysis, required building and/or structural elements, streetscape details, drainage and landscape design, and utility upgrades if necessary
3. Residential Affordability Analysis and Requirements
4. Job Generation Analysis
5. Market Analysis and Projected Population
6. Fiscal Impacts to the County, Town, and future residents
7. Site design and general bulk and scale characteristics
  - 2D fully colored/rendered illustrative master plan of the entire district at full build-out.
  - 3D images at eye/street level, including before and after visualizations of proposed network and streetscape changes.
  - 3D massing model (can be digital)
8. Multi-modal transportation connectivity and traffic plan
9. Community amenities and services plan (parks, schools, playgrounds, open space, etc.)
10. Infrastructure requirements and recommended upgrades (drinking water, sewer, drainage, electricity, etc.)
11. Environmental impact analysis
12. Development phasing plan for buildout of Subarea 5.6
13. Summary of the community and stakeholder engagement and participation
14. Policy recommendations for land use and zoning revisions or amendments, necessary to implement the plan. This will include the consultant drafting all necessary Land Development Regulation Text and Map Amendments necessary to implement the plan for consideration by the County.
15. Sustainability elements and open space conservation

### **Procedural Elements**

The following procedural elements will be established as part of the project.

1. Billing will be submitted at the completion of each phase of work. The County will sign one contract with a lead consultant, and all sub-consultants will submit invoices through the lead consultant. The lead consultant will submit invoices to the County. This will be a lump sum contract; - there will be no reimbursable expenses as part of this contract.



2. Team lead attendance will be required at the Internal Kick-Off Meeting and at all public meetings (in person or digital, to be determined). Full team attendance will be required at certain meetings along the way. All public meetings shall include video broadcasting and an opportunity for the public to participate remotely.
3. Mandatory bi-weekly (or more frequent as needed) progress meetings (in person or digital, to be determined) and reports.
4. All workshops and public meeting materials and notices will be developed, prepared, and provided in a sufficient number by the consultant. Staff will assist with the selection of meeting places or digital format, dates, and times.

### **Proposal Schedule**

| <b>Key dates for this Request for Proposals:</b> |                            |
|--------------------------------------------------|----------------------------|
| RFP Issued                                       | 09/21/2020                 |
| Deadline for Submitting Questions to RFP         | 10/9/2020 by 12:00 PM (MT) |
| Proposals Due                                    | 10/19/2019 by 4:00 PM (MT) |
| Anticipated Award of Bid                         | 11/2/2020                  |
| Estimated Contract Award and Commencement Date   | 11/17/2020                 |
| Estimated Contract Completion Date               | 09/30/2021                 |

### **Questions**

Questions are due 10/9/2020 by 12:00 PM (MT) to be submitted through the Teton County [www.PublicPurchase.com](http://www.PublicPurchase.com) portal, to ensure that all potential consulting teams can see the question and answer.

### **SUBMITTAL CONTENT QUALIFICATIONS**

#### **Comparative Evaluation Criteria**

The Comparative Evaluation Criteria set forth in this section of the RFP shall be used to evaluate responsible and responsive proposals.

All proposals will be reviewed by an evaluation committee composed of employees and elected or appointed representatives of the County and Town. Final selection will be based upon the evaluators' analysis of the information and materials required under the RFP and provided by the Proposers in their submissions. The evaluation committee will assign a rating/scoring of Highly Advantageous - 3, Advantageous -2 , Not Advantageous – 1, or Unacceptable - 0 to the comparative evaluation criteria.

The County will only award a contract to one responsive and responsible Proposer/Consultant. Before awarding the contract(s), the County may request additional information from the Proposer to ensure that the Proposer has the resources necessary to perform the required services. The County reserves the right to reject any and all proposals if it determines that the

criteria set forth have not been met. The Comparative Evaluation Criteria are:

| <b>Factor 1: Technical and Management Approach</b> |                                                                                                                                                                                                                                                                                                                                                      |
|----------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Highly Advantageous<br/>3 points</b>            | The proposal demonstrates a comprehensive understanding of the Statement of Work (SOW) and a thorough attention to detail. The Plan is both cost effective and relevant to the County's specific needs.                                                                                                                                              |
| <b>Advantageous<br/>2 Points</b>                   | The proposal demonstrates a moderate understanding of the SOW and modest attention to detail. The Plan is not optimally cost effective and lacks certain aspects of relevance to County's specific needs.                                                                                                                                            |
| <b>Not Advantageous<br/>1 Point</b>                | The proposal lacks a comprehensive understanding of the SOW and a thorough attention to detail and is neither cost effective nor relevant to the County's needs.                                                                                                                                                                                     |
| <b>Factor 2: Key Personnel</b>                     |                                                                                                                                                                                                                                                                                                                                                      |
| <b>Highly Advantageous<br/>3 points</b>            | <u>All</u> of the personnel identified by the proposer are proven to possess a <u>high level</u> of relevant experience and expertise that provides a <u>high level</u> of confidence that the consultant will successfully perform the scope outlined herein. Resumes are included in the proposal for all proposed personnel.                      |
| <b>Advantageous<br/>2 Points</b>                   | <u>Most</u> of the personnel identified by the proposer are proven to possess a <u>high level</u> of relevant experience and performance. Resumes are included in the proposal for most of the proposed personnel. Some of these proposed personnel show an adequate level of relevant experience to successfully perform the scope outlined herein. |
| <b>Not Advantageous<br/>1 Point</b>                | <u>Relatively few</u> of the personnel identified by the proposer are proven to possess an <u>adequate level</u> of relevant experience. Resumes are not included for most of the proposed staff.                                                                                                                                                    |
| <b>Factor 3: Placemaking</b>                       |                                                                                                                                                                                                                                                                                                                                                      |
| <b>Highly Advantageous<br/>3 points</b>            | The proposal illustrates significant design skill, and a proven ability to create a sense of community and place.                                                                                                                                                                                                                                    |
| <b>Advantageous<br/>2 Points</b>                   | The proposal illustrates moderate design skill, and a proven ability to create a sense of community and place.                                                                                                                                                                                                                                       |

|                                     |                                                                                                                       |
|-------------------------------------|-----------------------------------------------------------------------------------------------------------------------|
| <b>Not Advantageous<br/>1 Point</b> | The proposal does not clearly illustrate design skills, or a proven ability to create a sense of community and place. |
|-------------------------------------|-----------------------------------------------------------------------------------------------------------------------|

| <b>Factor 4: Affordable and Workforce Housing</b> |                                                                                                                                                                     |
|---------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Highly Advantageous<br/>3 points</b>           | The proposal demonstrates a sophisticated understanding of strategies to ensure the permanent affordability and a variety of housing types within the neighborhood. |
| <b>Advantageous<br/>2 Points</b>                  | The proposal demonstrates some understanding of strategies to ensure the permanent affordability and a variety of housing types within the neighborhood.            |
| <b>Not Advantageous<br/>1 Point</b>               | The proposal demonstrates no understanding of strategies to ensure the permanent affordability and a variety of housing types within the neighborhood.              |

| <b>Factor 5: Relevant local and regional intelligence</b> |                                                                                                                                                     |
|-----------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Highly Advantageous<br/>3 points</b>                   | The proposal demonstrates a clear and thorough understanding of applicable market conditions and development pressures in a rural resort community. |
| <b>Advantageous<br/>2 Points</b>                          | The proposal demonstrates some understanding of applicable market conditions and development pressures in a rural resort community .                |
| <b>Not Advantageous<br/>1 Point</b>                       | The proposal does not demonstrate an understanding of applicable market conditions and development pressures in a rural resort community.           |

| <b>Factor 6: Workshop/Charrette based planning</b> |                                                                                                                                                                                                                                                                     |
|----------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Highly Advantageous<br/>3 points</b>            | The proposal demonstrates extensive experience (at least five years of successful work) in managing a community engagement process dealing with elected officials, community advocates and advisory committees, local and regional businesses, and resident groups. |
| <b>Advantageous<br/>2 Points</b>                   | The proposal demonstrates experience (from three to five years of successful work) in managing a community engagement process dealing with elected officials, community advocates and advisory committees, local and regional businesses, and resident groups.      |

|                                     |                                                                                                                                                                                                                                |
|-------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Not Advantageous<br/>1 Point</b> | The proposal demonstrates less than three years of experience in managing a community process dealing with elected officials, community advocates and advisory committees, local and regional businesses, and resident groups. |
|-------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

| <b>Factor 7: Relevant experience with context</b>                      |                                                                                                                                                                                                                  |
|------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Highly Advantageous<br/>3 points</b>                                | The proposal demonstrates extensive experience (at least five recent projects) with successful plans produced for study areas comparable in scale and complexity.                                                |
| <b>Advantageous<br/>2 Points</b>                                       | The proposal demonstrates experience (from three to five recent projects) with successful plans produced for a study area comparable in scale and complexity.                                                    |
| <b>Not Advantageous<br/>1 Point</b>                                    | The proposal demonstrates fewer than three examples of a successful plan produced for a study area comparable in scale and complexity.                                                                           |
| <b>Factor 8: Experience with multi-modal transportation solutions.</b> |                                                                                                                                                                                                                  |
| <b>Highly Advantageous<br/>3 points</b>                                | The proposal demonstrates significant understanding of the challenges faced by multi-modal transportation solutions, successfully incorporating pedestrian and bicycle- friendly transit-oriented neighborhoods. |
| <b>Advantageous<br/>2 Points</b>                                       | The proposal demonstrates understanding of the challenges faced by multi-modal transportation solutions, successfully incorporating pedestrian and bicycle- friendly transit-oriented neighborhoods.             |
| <b>Not Advantageous<br/>1 Point</b>                                    | The proposal does not demonstrate understanding of the challenges faced by multi-modal transportation solutions, successfully incorporating pedestrian and bicycle- friendly transit-oriented neighborhoods.     |

| <b>Factor 9: Securing community benefits through advantageous development</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|-------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Highly Advantageous<br/>3 points</b>                                       | The proposal demonstrates deep understanding of the challenges facing municipalities as they pursue future development through up-zoning undeveloped areas that could potentially secure community benefits, and offers a framework or suggestions for creative strategies, especially in the creation of public open space, and affordable lower- and middle-income (missing middle) housing for local residents and long term costs to the community. |

|                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|---------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Advantageous</b><br/><b>2 Points</b></p>    | <p>The proposal demonstrates some understanding of the challenges facing municipalities as they pursue future development through up-zoning undeveloped areas that could potentially secure community benefits, and offers a framework or suggestions for creative strategies, especially in the creation of public open space, and affordable lower- and middle-income (missing middle) housing for local residents, and long term costs to the community.</p> |
| <p><b>Not Advantageous</b><br/><b>1 Point</b></p> | <p>The proposal does not address the issue of community benefits such as public open space, and affordable lower- and middle-income (missing middle) housing, and does not demonstrate understanding of the challenges faced by municipalities pursuing development that could secure such community benefits and the and long term costs to the community.</p>                                                                                                 |



REQUEST FOR PROPOSALS  
NEIGHBORHOOD PLAN -  
NORTHERN SOUTH PARK  
Town of Jackson/Teton County, Wyoming

October 19, 2020





Cover: Kentlands, MD

This Spread: Prospect New Town, Longmont, CO





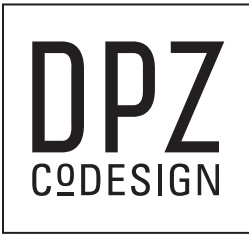


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October 19, 2020

Teton County  
200 S Willow Street  
Jackson, WY 83001  
Tel 307 733 3959

Town of Jackson  
150 E Pearl Avenue  
Jackson, WY 83001  
Tel 307 733 3932

**DPZ CoDESIGN, LLC**

1023 SW 25th Avenue  
Miami, Florida 33135  
T 305 644 1023  
www.dpz.com

**Primary Contact:**

Senen Antonio  
Partner  
senen@dpz.com

via the Teton County [www.PublicPurchase.com](http://www.PublicPurchase.com) portal

**REQUEST FOR PROPOSALS  
NEIGHBORHOOD PLAN - NORTHERN SOUTH PARK**

Dear Sirs/Madams,

DPZ CoDESIGN, LLC (DPZ) is pleased to submit to Teton County/the Town of Jackson our team's proposal for providing planning, design, and other technical services for the Northern South Park Neighborhood Plan.

DPZ shall serve as the lead planner and designer for this effort. Joining our team are ECONorthwest (ECONW) (for economic analysis and strategies [residential affordability, job generation, market analysis and population projection, etc.] and fiscal impact analysis) and Parametrix (Parametrix) (for civil engineering, transportation engineering/planning, environmental impact analysis, sustainability elements, etc.).

The County's and the Town's vision for this new neighborhood in Subarea 5.6 is highly congruent with our team's planning and design philosophy. These include – apart from principles of traditional placemaking – approaches to creating viable and marketable plans for effective, sustainable implementation. To these aims, our team offers: renowned skill and prowess in the best and latest practices in community-focused planning, urban design, engineering, and architectural design; expertise in adaptive/regenerative design and development; knowledge of the site and the local development context; effective techniques for community engagement; and implementation know-how and experience – to successfully assist the Town and the County in this initiative.

We are excited about the prospect of collaborating with Teton County and the Town of Jackson, and are committed to providing you with the highest quality of work. We look forward to discussing this proposal with you in greater detail as the consultant selection process moves forward. Please feel free to contact us at 305 644 1023 x 1012 or at [senen@dpz.com](mailto:senen@dpz.com) for any questions or requests for additional information.

Sincerely,

A handwritten signature in black ink, appearing to read 'Senen M. A. Antonio', written over a light gray rectangular background.

Senen M. A. Antonio  
Partner



Factor 1:  
Technical and  
Management Approach







# Technical and Management Approach

## Overview of DPZ's Technical and Management Approach

DPZ has a long history of managing the preparation and delivery of high-quality work products and professional services overall, as described and/or represented under Factors 3 to 9 of this submission document, and as we trust our client references will attest.

The DPZ team has sufficient capacity to perform the work as contemplated in the RFP, and is committed to the Town/the County in providing quality master planning and other associated services under the anticipated

scope. Our confidence in this regard stems from our experience with other similar projects and from a work approach and methodology which are geared to providing a highly responsive level of service to a limited client base.

DPZ has chosen to remain a small office in order to maintain complete control over the quality of our work and to be able to respond promptly and thoroughly to client requests and project issues. We consistently receive more offers of employment that our firm can handle, and we have responded by selecting only those projects that best exemplify our professional objectives.

DPZ has built an extensive network of consultants that can be utilized when required and that share our philosophy and approach. This is the case for this proposed Neighborhood Plan where our chosen sub-consultants – ECONW and Parametrix – complement DPZ's expertise by providing the best blend of professional skills and local/regional knowledge and experience.

When we are selected to work on a specific project, we dedicate the majority of our resources to that project in anticipation of finishing it efficiently and cost-effectively. As described in more detail below and under Factor 6, significant portions of the work are progressed during the Charrette; our Charrette process is a significant factor in the timely provision of our services. Thus the most important tasks are conducted in collaboration with, and in sight of, the Town, the County, and the community.

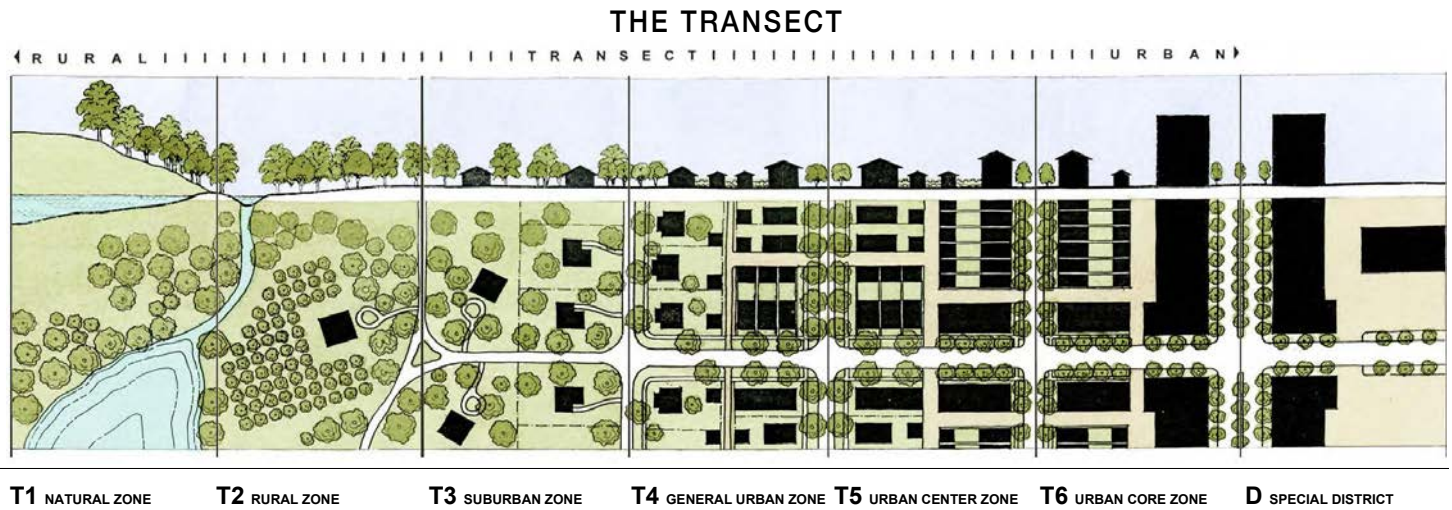
## Form-Based Planning, Design, and Regulations

A significant aspect of DPZ's work are our innovative, form-based planning regulations, for which the Neighborhood Plan update would be well-suited, particularly given that the 2012 Comprehensive Plan, per our review, is form-based itself.



Andres Duany, the Town of Erie Board of Trustees and staff, and the DPZ team at the Opening Presentation of the Town Center Charrette.

## Technical and Management Approach



Calibrated to the individual place, the codes, standards, and regulations address the manner in which buildings and the public realm are formed and defined to ensure that they create useful and distinctive urban spaces. Both broad-based (such as DPZ's various form-based planning frameworks) and project-specific (such as DPZ's Urban and Architectural Regulations), these codes allow a confidence that the future build out of a place is predictable and enforceable, historically resulting in significant added value to projects phased and developed over many years.

While the shapes and sizes of lots and open spaces are drawn into the master plan, the development of forms and the use of materials used to create the buildings on the lots is guided by the use of a code or set of design guidelines. Sometimes a project requires that the development disposition and architectural design respond to a local historical precedent. Other times, such as in cities, the regulatory documents address modern urban concerns like building height restrictions or open space requirements.

DPZ pioneered form-based planning, design, and coding, beginning with the very first modern form-based code – for Seaside, Florida – and including the development of the SmartCode (a form-based unified development code), which has been adopted by municipalities and developers across the United States and internationally. The approach is beneficial in creating opportunities and flexibility within a regulatory framework, rather than simply restrictive commands. Appropriate design of public space, such as streets, and their interface with private building ensures a comfortable and safe public realm.

The varying degrees of density and their corresponding built forms are governed by the Transect - an organizational concept developed by DPZ that proposes detailing (lot sizes, road widths, building form and function, etc.) according to each development's classification within a continuum from rural to urban context. To provide meaningful choices in living



# Technical and Management Approach

arrangements, the rural-to-urban Transect is divided into six T-zones for use in zoning ordinances. These six habitats vary by the ratio and level of intensity of their natural, built, and social components.

The T-zones are coordinated to all scales of planning, from the region, through the community and neighborhood, to the individual lot and building. *The platform of the Transect allows the integration of the design protocols of infrastructure, urban design, architecture, streetscape, and other development parameters.*

This is the foundation of form-based planning, design, and coding. The approach has been applied and successfully implemented by DPZ in municipalities of all scales including Erie Town Center, CO; Saratoga Springs, UT; Phoenix, AZ; and Miami, FL.

## Project Management, Communication, and Meetings

DPZ deploys agile project management techniques to ensure we work to the agreed budget, timeline, and scope. The team's proposed Partner-in-Charge, Andres Duany, has a proven record of accomplishing projects within time and budget and with exceeding expectations in terms of deliverables and project outcomes. Project issues and risks are identified and dealt with effectively when they arise.

The project schedule will be coordinated with the Town/ the County and include all the necessary work sessions and meetings with Town/County staff. The DPZ team will also establish a coordination mechanism with representatives of other related ongoing projects, studies, and planning efforts. The operation and timing of these meetings is crucial to making progress as scheduled, maintaining open communication channels, delivering the scope to the desired quality and content, and the overall success of the project.

Short feedback loops and open communication between the Town/the County and the DPZ team ensure issues or concerns are addressed quickly. To be effective with time and resources the work plan will include a combination of in-person meetings (as prevailing pandemic conditions permit) and web- and/or teleconference calls (particularly for short focused updates with staff). This approach will be refined during project initiation and/or in advance of scheduled meetings.

Conventional Suburban Development (CSD) versus Traditional Neighborhood Development (TND) excerpts from DPZ's *Sprawl Repair Manual*, contrasting the typical, sprawl-oriented residential development with a more walkable traditional neighborhood.

The CSD illustration (Top) shows how thoroughfares dominate the public realm, with a monoculture of large single-family homes.

The TND illustration (Bottom) shows a walkable village. A greater variety of residential offerings, combined with placemaking (e.g. meaningful, usable public spaces) take precedence.

CONVENTIONAL SUBURBAN DEVELOPMENT

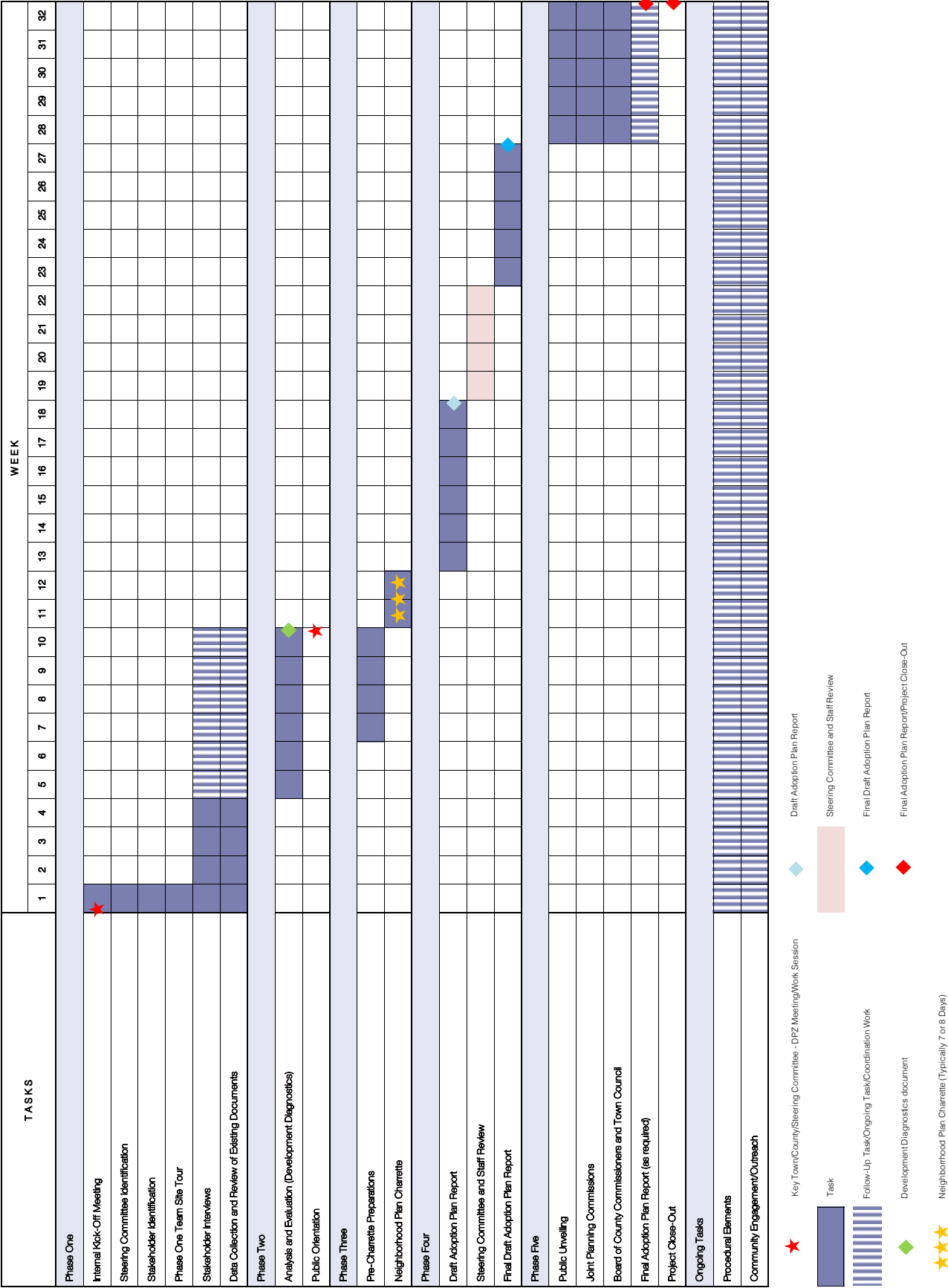


TRADITIONAL NEIGHBORHOOD DEVELOPMENT



# Technical and Management Approach

PROPOSED NORTHERN SOUTH PARK NEIGHBORHOOD PLAN WORK PLAN SCHEDULE



# Technical and Management Approach

## Outline of Proposed Planning Approach

DPZ's proposed work plan for completing the Northern South Park Neighborhood Plan is derived from the scope of work in the RFP. The proposed schedule includes general timeframes and milestone deliverable dates that would be refined with the Town/the County as needed.

We estimate a provisional project timeline of approximately 32 weeks (7 months) from Phase One Project Initiation/Internal Kick-Off to Phase Five Project Close-Out. This is 4 weeks/1 month earlier than the timeline estimated in the RFP (i.e. 8 months from Nov 17 2020, or 36 weeks, per the 2020-2021 calendars). Assuming – per the RFP – a project contract award date by mid November 2020, the proposed schedule runs into a number of national holidays; the proposed schedule will warrant review with the Town/the County upon contract award. We are confident that we can complete the scope/work product requirements in a timely and comprehensive manner within this proposed timeframe. Working closely with the Town/the County and other project decision-makers, the DPZ team will guide this process from the analysis of the existing documents and conditions to the successful completion of the Neighborhood Plan and supporting documents.

The proposed schedule is provided on the facing page. Following below is the proposed work plan, with annotations by the DPZ team as applicable. Referencing the Scope of Work outlined in the RFP, we have taken each Phase and Task as described (shown IN BLUE as such), have provided annotations as applicable (in Medium black text), and have included the proposed durations.

## Phase One

### Proposed Duration: Weeks 1 - 4, pending more detailed discussions with the Town/the County

Phase One of the project is expected to take approximately one month and span the project kick-off, Steering Committee identification, and document review.

1. Internal Kick-Off Meeting: The consultant will meet with County staff who will present the general idea and scale of the project elements and mission. A project timeline will be developed outlining the steps of the process. The details of the scope of work, plan elements, and engagement process may be refined

at this meeting. The meeting also will include the establishment of project management and communication protocols.

2. Steering Committee Identification: Planning staff will assist in identification of the appropriate Steering Committee to be established to provide project oversight. Committee members will be selected by the Town and County elected officials. The committee will include no more than 5-7 community representatives representing a diversity of community interests, including two landowner representatives, one from each property owner. The purpose of the committee will be to assist the consultant team and staff with overall project direction and guidance. The Steering Committee will provide input to staff and the consultant during the plan development process, to identify community issues and provide initial feedback on possible solutions. The Steering Committee will not include members of the Teton County Board of County Commissioners or Jackson Town Council. County, Town, and Joint Long-Range Planning staff will work with and support the committee but will not be Steering Committee members. The Steering Committee will not make any recommendations to decision-makers as a group during any portion of the process.
3. Stakeholder Identification: The Steering Committee along with staff will identify appropriate stakeholders representing a broad array of community interest to be interviewed with a minimum of 9 and maximum of 15 stakeholders to be selected.
4. Stakeholder Interviews: Stakeholders will be interviewed by the consultant to understand what goals, ideas, or concerns they have for the project area. The setting and format of these interviews may be flexible, and may not be completed in this phase, depending on the schedules and needs of those involved.
5. Data Collection and Review of Existing Documents: This portion of the project will establish a baseline of information on existing conditions of the area. This includes the physical conditions above and below grade, social, demographic, and economic conditions, and documentation of the range of pressures driving new development, as well as the impact that development in this area is expected to have on the local and regional environment and transportation system. Existing conditions



# Technical and Management Approach



(Top) Andres Duany leads a project initiation meeting

(Bottom) The DPZ team on a project site tour

information will be collected from a variety of sources, including current Town and County baseline information, previous planning studies and documents, and physical observation. Information to be reviewed and assessed includes, but is not limited to the following:

- a. Existing plans for the project area, including any plans for circulation and development envisioned for the area; **base maps (in GIS/CAD), aerial photography and other pertinent digital survey information at the regional and local scales, showing the project area and the surrounding context**
  - b. Existing zoning, easements, or restrictions as they pertain to project areas and surrounding area
  - c. Zoning analysis, build-out analysis, and infrastructure analysis
  - d. Environmental analysis - **previous environmental studies and databases including location of existing sensitive areas, habitats, and previous delineations**
  - e. **Traffic data – transportation data, studies, traffic impact assessments and other transportation studies (e.g. the Tribal Trail Connector) – as they pertain to the larger project area and potentially affected existing networks**
  - f. **Utility plans, existing and proposed; existing water and sewer system capacities, plans of proposed municipal capital improvements and civic infrastructure projects**
  - g. **Comprehensive Plan sub-area plans and other previous reports and datasets pertinent to the project area and context, developed as part of previous efforts as well as documentation of local and regional precedents of development (favorable and unfavorable)**
  - h. **Market analyses and demographic data, including any projections; development data including existing uses, supply and demand/inventory for various uses (if available), property ownership, land and improvement values, and recent sales; if available, any market analyses and data for individual projects or areas within the vicinity of the project area; approved projects, proffers, conditions, and any related development agreements as they pertain to the project area and context; the latest available census data; and various studies of housing, commercial/retail, and market dynamics both within the project area as well as in nearby and other areas which could become markets once a viable Neighborhood Plan for the project area is implemented.**
  - i. Any constraints mapping conducted by others
  - j. Affordable Workforce Housing studies and plans
  - k. Pathways Master Plan
  - l. Existing sustainability studies and analysis of the region
6. **Phase One Team Site Tour: In conjunction with the Project Initiation and Kick-Off Meeting above, and pandemic conditions permitting, the Town/County project team and the DPZ team shall conduct a tour of the project area and pertinent environs. DPZ shall document initial**

# Technical and Management Approach

observations, findings, and analyses with map annotations, sketches, and photographs, to be incorporated into the background information, project base maps, and pre-Charrette Analysis and Evaluation (Development Diagnostics) for use in Phase Two.

## Phase One Deliverables:

- Confirmed project scope and deliverables
- Confirmed project schedule of work/timeline, production, meetings, and presentations
- Confirmed Steering Committee
- Confirmed identification of Stakeholders
- Documentation of Stakeholder Interviews (may be partial/in progress)
- Project Management and Communications Protocols
- Confirmed project datasets and base documents to be provided by Town/County to Consultant

## Phase Two

Proposed Duration: Weeks 5 -10, pending more detailed discussions with the Town/the County

Phase Two of the project will consist of two parts.

1. **Analysis and Evaluation (Development Diagnostics):** The documents collected in the data collection and review step of Phase One will be analyzed and evaluated for how they will impact the development of the plan and supporting regulations. Existing conditions for topics including traffic and natural resources will be analyzed to identify “hot spots”

that need attention. The physical constraints of the existing conditions will be documented, including traffic conditions, environmental resources, easements, infrastructure, views, etc.

Specifically, after having reviewed and analyzed the prior documents and baseline conditions, the DPZ team shall complete a Development Diagnostics exercise for the project area and its environs. It is critical to look beyond the project area as the success of any place is directly related to its interaction with its surrounding context. The DPZ team will document the existing regulatory and policy context, and review existing planning, design, and development concepts and recommendations. Elements of the Development Diagnostics will include the following:

**Economic Profile** - The development challenges facing the Project Area will include not only creating a vibrant, livable neighborhood in form, but also directing and leveraging that growth and its

### Household Characteristics

The average household size is larger in the Primary Market Area than the County and State.

Households with three or more people account for the largest share of households in the Primary Market Area. Approximately 50% of households are three-or-more person households. In comparison, 35% of Boulder County households and 37% of Colorado households are three-or-more person households.

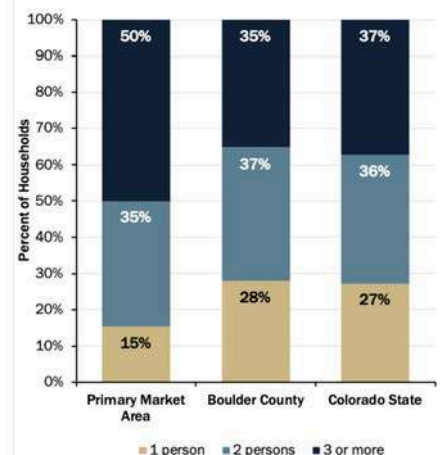
Exhibit 8. Average Household Size, Number of Persons per Household, Primary Market Area, Boulder County, and State, 2013-2017

Source: US Census Bureau, 2013-2017 ACS Table B25010

|                     |              |                |                |
|---------------------|--------------|----------------|----------------|
| 2.85                | 2.96         | 2.44           | 2.55           |
| Primary Market Area | Town of Erie | Boulder County | Colorado State |

Exhibit 9. Household Size, Primary Market Area, Boulder County, and State 2013-2017

Source: US Census Bureau, 2013-2017 ACS Table B25009



An excerpt from ECONW's market analysis report for Erie Town Center

# Technical and Management Approach

resulting income into economically efficient development, while still maintaining the site's/area's desirable aspects. At its core, meeting these varied challenges is a function of economics. Any previous economic and market assessments shall be reviewed and tested against prior and new proposals for the project area. The market assessment will consider the findings and recommendations prepared as part of any previous studies; these recommendations will then be tested using fair share and induced demand real estate modeling analysis. Work under this task will be organized as follows:

- **Economic Profile** - an overview of indicators of potential competitive advantage specifically for the project area. The economics consultant will evaluate appropriate economic indices or "drivers" designed to measure and create fundamental sources of demand. Using the most recently available economic and demographic data, DPZ team member ECONW will review historic, current, and projected growth in population and households, age composition, employment by industry sector, household incomes, household composition, and retail sales in the area, and in the County at large. It will also examine existing commercial activity within the region and evaluate the performance and market positions of commercial clusters within the Town/the County. In addition, ECONW will examine housing starts by housing type and other relevant areas, household spending by sub-market, local job creation, and other measures of economic growth. This economic overview will help define the trade areas, submarkets, and overall competitive position for the project;
- **Real Estate Market Constraints and Opportunities Review** - an examination of real estate conditions in the project area and other competitive submarkets as appropriate. ECONW will evaluate current and historic market performance by use and submarket; inventory, rents, land, and building prices/values, occupancy levels, room rates, historic absorption, tenant characteristics, operating

costs, build-out capacity and schedule, ongoing construction and proposed projects, labor costs, real estate taxes, etc. ECONW shall examine the regulatory requirements and procedures, creative financing mechanisms that minimize public costs while maximizing private investment, economic costs and incentives for development, as well as availability of a ready workforce. ECONW will additionally conduct both resident and business owner surveys to gather specific local data. The results will provide clear market findings and recommendations for the project area to allow for optimal, competitive project positioning within the Town/the County and beyond;

- **Market Demand Forecasts; Niche & Strategy; and Funding** - based on the findings of the previous sub-tasks, ECONW will identify the expected market support for each use identified above by preparing demand forecasts using economic modeling tailored for this study. Demand forecasts will be established on a timeline (by year or phase) and expressed in appropriate units (e.g. commercial square feet, residential units, etc.). These forecasts will consider ongoing or planned catalyst projects that may generate demand for specific uses in the project area. ECONW's market analysis and program recommendations will also consider opportunities to induce demand for specific uses (i.e. schools and other uses) for which demand might be created from typical capture areas. This will serve as a guide for subsequent tasks to craft the project area's market niche, optimum market position, and financial program for both public and private improvements and business development. ECONW will identify an appropriate market niche and strategy for the project area based on the direct findings and recommendations of the market studies. ECONW might suggest that the niche comprise specific subsets, by tenant or use category and by orientation (local and regional). The economic analyst will identify short-term targets as well as longer-term prospects. In identifying

# Technical and Management Approach

specific themes and/or tenant types, ECONW will consider site and market constraints as well as suitability based on access, appropriate use of protected resources, surrounding land uses etc. These marketing strategies will help define the specific uses, and therefore character, of the project.

Without an economic development strategy, the envisioned Northern South Park Neighborhood Plan will be incomplete and lacking in substance, especially as it relates to offering a complete community with a balanced cohort of uses that support the main housing initiative and to offering realistic implementability.

## Market Analyses/Fiscal Impact Analyses Objectives:

To quantify and qualify current and future market demand for the appropriate quanta and mix of uses for the proposed neighborhood given the planned/proposed uses within the Town/the County as well as demographic and economic projections based on government data and other reliable resources.

To project the likely economic requirements and considerations of the above referenced optimal mix to ensure that the proposed developments would be economically feasible and attractive to the development community.

To determine, quantify, and qualify the segments of the housing markets that would be attracted to a variety of residential uses and types within the Neighborhood Plan.

The above include analyses of the various market segments of each use which could include the following:

- Residential:
  - Missing Middle housing and other affordability strategies for a range of housing serving a diverse mix of incomes
  - housing over commercial space is another way of promoting housing mix via small unit integration; it is not only smaller and therefore more affordable, but has the added value of providing more client base for small business owners in the neighborhood

- small unit integration is especially important because it provides options for low- to moderate-income, single-person, young, and elderly households; moreover, pressure to increase density can be relieved by supporting small unit integration
- innovative housing types: diverse neighborhoods, especially more urban ones, in the leaner 21st century America could make use of innovation in multi-family arrangements to better accommodate a variety of housing sizes and types
- Retail: neighborhood and service retail (grocery stores, pharmacy, etc.), destination retail, entertainment retail, experiential retail and traditional retail.
- Workspace: traditional office, medical office (e.g. expansion of local healthcare uses), research & development/ academic (e.g. related to the CWC campus expansion/relocation).
- Other: civic, cultural, educational, non-profit, community space.

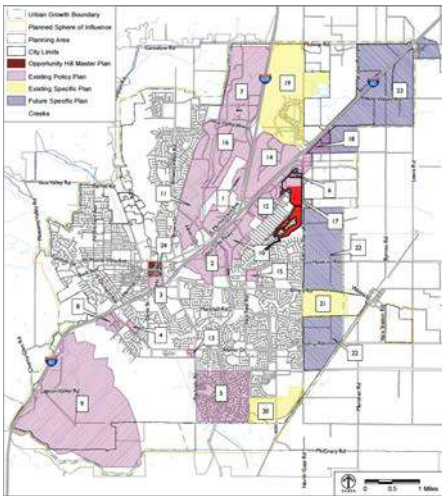
Using the data collected during the market analyses, to develop a fiscal impact analysis of additional uses contributing to tax base.

## Land Use, Planning and Urban Design

- Land Use and Development - existing land uses and development patterns in the project area and its environs (the Town/the County), including, without limitation, residential, retail, commercial, office, parking, vacant/underutilized, open space/park, government, religious, educational, medical, recreational, and other uses;



# Technical and Management Approach

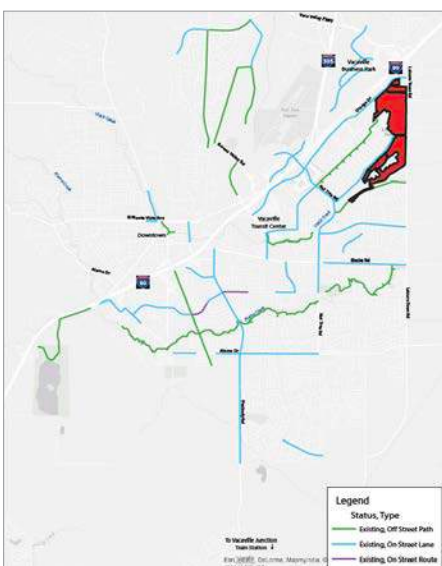
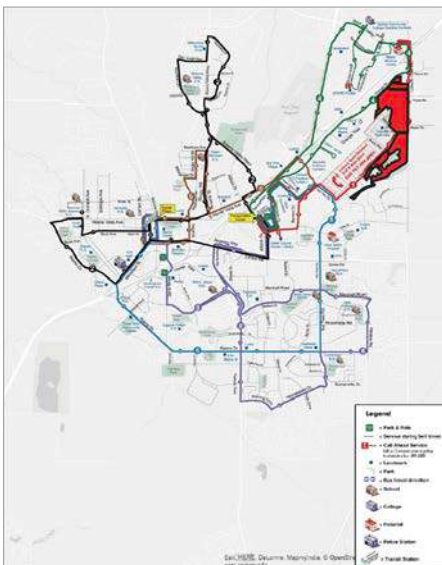


(Entire Right Column) Sample Planning Diagnostics - Diagrams

- **Form and Character** - the natural and built environments, focusing on the form, scale, and character of existing and planned development, historic areas and/or buildings; review of architectural syntax; streets/streetscapes in adjacent/pertinent areas (including landscaping and hardscaping, e.g. street furniture, signage, and lighting); edge conditions; and areas of connection and public spaces, trails, habitats, and conservation corridors; and
- **Organizational and Regulatory Context** – Town/County codes, policies, regulations and ordinances affecting development/construction in the project area, for the purposes of assessing the effectiveness and impacts on investment and development. This review will be undertaken in light of anticipated broad-brush goals and objectives of the project and the overall parameters of the proposed regulations to accompany the Neighborhood Plan, forming the basis of recommendations for proposed amendments to land use and/or zoning regulations.

## Civil Works and Transportation

- **Civil Works Inventory and Review:** Inventory and review of provision and conditions of public infrastructure including, but not limited to, streets, sidewalks, and bicycle routes, utilities, and other infrastructure (e.g. wastewater, storm drainage), with an analysis of the benefits, constraints, and impediments created by such existing infrastructure; and
- **Transportation, Traffic Counts, and Parking Review** – review of existing traffic and circulation conditions, including an examination of parking. The analysis will look at how the existing local and regional network serves the variety of users in the area - residents, commercial establishments, larger developments, employees, and visitors - and contributes or detracts from the quality of life of the area. This analysis will be performed from the perspective of all modes: walking, bicycling, transit use, and driving, with particular attention to the variation in travel by season, week, and hourly dispersion through the day. Work under this sub-task may involve:
  - A review of existing local and regional transportation studies (as identified above);
  - A work session with local and (as needed) state transportation planners early in the project to discuss opportunities and constraints and exchange ideas about transportation-related issues, challenges, and goals in the region as they pertain to the project area;
  - A review of long-range regional transportation projects likely to affect the project area;
  - Evaluation of transportation operations, based on existing data and added traffic count studies to capture daily distribution of





# Technical and Management Approach

hourly traffic, and identify major deficiencies, constraint points, and opportunities for short-term improvements;

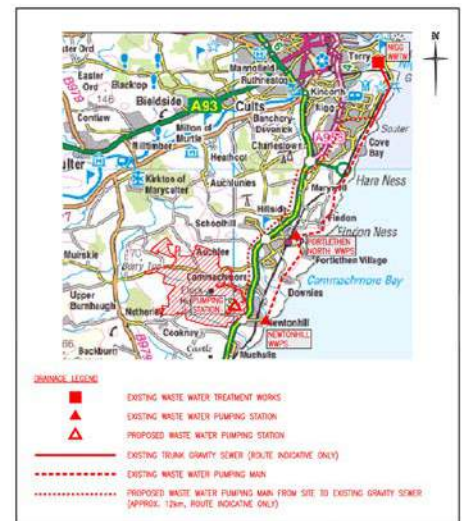
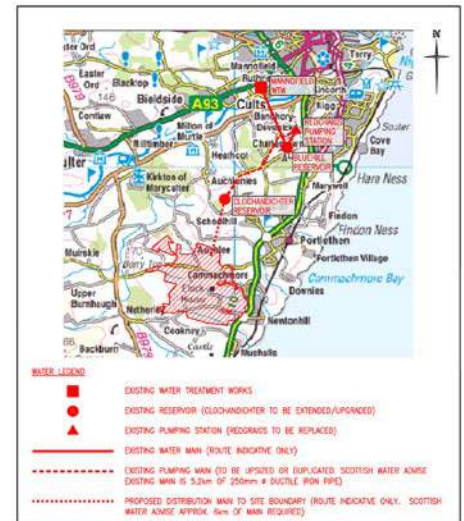
- Identification of any additional improvements needed to enhance current safety and circulation to and within the project area, including those for pedestrians and cyclists; application of trip generation and distribution analysis in a sketch planning level based on existing and projected development programs;
- A Walkability Index analysis of the project. This will facilitate before and after analyses based on subsequent urban designs by the team.

## Infrastructure and Environmental/Ecological Review

- **Stormwater, Wastewater, and Water Quality Considerations Assessment**
  - Assess existing and future stormwater and wastewater issues for the area as they relate to Neighborhood Plan proposals; and
  - Assess water quality for the area as they relate to Neighborhood Plan proposals.
- **Environmental/Ecological Review**
  - Assess significant ecological functions and values for consideration in Neighborhood Plan development; and
  - Ensure Neighborhood Plan proposals are consistent with the environmental objectives of the 2012 Comp Plan.

Following the completion of the above sub-tasks, the Project Team shall prepare a Development Diagnostics document encapsulating the above findings, for the Town's/the County's (and/or the Steering Committee's) review as well as the DPZ team's reference in later project phases (the elements will be further refined under Phase Three). A proposed way of organizing the Diagnostics is according to three elements: (1) Observations, (2) Discussions, and (3) Potential Goals/Recommendations. This structure permits a clear presentation of data and ideas, and engenders realistic, implementable goals. This structure has been successfully used in many of DPZ's planning studies, including the Louisiana Speaks (Hurricane Katrina recovery plans for various individual municipalities) and the Erie Town Center Master Plan and PD Development Guide (CO), among others.

2. **Public Orientation:** This first public meeting led by the consultant (in person or digital, to be determined) will offer the opportunity for presentation of the results of the data collection and analysis/evaluation effort and will outline the expectations/goals of the Plan to set the stage for conceptual development. The primary goal of the meeting will be to establish an "educational baseline" for the Steering Committee and the public so there is a common understanding of the goals and the process. This meeting is intended to explain the project and establish a shared community understanding of the purpose, process, roles, and opportunities for community involvement. Analysis of existing physical conditions and background information on place-making and urban design concepts will be presented



Water (Top) and Drainage (Bottom)  
Infrastructure review for DPZ's  
Chapelton, an urban extension  
development

# Technical and Management Approach

(Below) For the Green Tree Master Plan Study, the DPZ team explored multiple plan scenarios. Ideas were tested in real time at the Charrette against technical considerations and community and stakeholder feedback, funneling towards a preferred plan configuration (see the facing page).



by the consultant and will provide community members the opportunity to ask questions and gain further understanding. The primary outcome of this meeting is to set the process framework for the course of the planning process and design work, and clearly establish the necessary feedback loops for public input.

The consultant will also facilitate discussion among the participants to determine additional issues and opportunities for the plan, drilling down into the trade-offs of the question of “what makes a place livable?” with the goal of reaching a consensus around an initial framework for the future design work.

Additional meetings, interviews, and discussions can be facilitated by County staff as needed. The consultant team should conclude Phase Two with sufficient understanding and explanatory materials to support the development of plan alternatives in Phase Three, including a solid understanding of the community’s values and expectations for this area.

## Phase Two Deliverables:

### Development Diagnostics

**Public Orientation presentation and other materials as mutually agreed**

## Phase Three

**Proposed Duration: Weeks 7 - 12, pending more detailed discussions with the Town/the County**

The third phase is defined by the development of a minimum of three (3) alternative development scenarios by the consultant working closely with the Steering Committee and staff. In addition, the consultant will analyze a No Action alternative based upon existing zoning. Each scenario will include an explanation of how the alternative is able to meet the vision for the area, establish the urban design framework, and identify potential land use patterns with varying density, layout and affordability options. Specific issues to be addressed by all alternatives will include, but are not necessarily limited to the following:

- a. Defined Project Goals and Objectives
  - Points of conflict among community desires, with possible design adjustments or policy tools to enable the project to reach overarching goals, or clarification of the trade-offs necessary to achieve specific interests.
- b. Density, use, and other potential zoning standards based on either existing Complete Neighborhood zone districts, such as the new Town zoning, or the creation of new zones to address the specific goals and needs of Subarea 5.6
- c. Affordability Options and Analysis
- d. Job Generation Analysis
- e. Market Analysis and Projected Population
- f. Fiscal Impacts to the County, Town, and future residents

# Technical and Management Approach

- g. Site design and general bulk and scale characteristics
- h. Multi-modal transportation connectivity and traffic impacts
  - Pedestrian and bicycle connections to adjacent and regional community amenities and facilities;
  - Walkability of the area, with an eye toward increasing pedestrian safety within the development and at the surrounding connector roadways;
  - Bike-ability of the area, including evaluation of measures such as shared lanes/shared bicycle paths, dedicated bike lanes or routes, or off-street facilities, as well as a combination of those strategies aimed at integrating bicycle mobility into the greater region as a viable alternative;
  - Traffic impacts associated with the larger area, and connectivity analysis served by multiple redundant facilities and non-vehicular modes; traffic impacts analysis will include a projection and comparison of Vehicle Miles Traveled (VMT) for each design alternative, including measures to reduce VMT
  - Ability to integrate transit service into the study area
  - Standards for connecting developments within Subarea 5.6 even when done by different landowners and at different times;
- i. Community amenities and services (parks, schools, playgrounds, open space, etc.)
- j. Infrastructure (drinking water, sewer, storm water drainage, electricity, natural gas, etc.)
- k. Environmental impacts
- l. Neighborhood commercial and community institutional needs analysis
- m. Implementation of Comprehensive Plan values
- n. Community and stakeholder engagement and participation
- o. Sustainability elements and open space conservation

Alternatives Presentation and Public Input: The consultant will lead at least two (2) public presentations (in person or digital, to be determined) of the alternatives developed. The presentation should cover all elements of the alternatives described above including planning, transportation, economic, and environmental proposals, as well as other development standards.

Three-dimensional (3D) renderings will be used in addition to plan drawings and statistical documents to enable all participants to visualize and provide comment on the alternatives. The public will be given an opportunity to



(Above) The Recommended Green Tree Master Plan



# Technical and Management Approach



(Both Images Above) Two of several Perspective Drawings prepared as part of the Green Tree Master Plan study

provide input on the alternatives to inform which alternative, or combination of alternatives should be advanced to complete the Plan. This process will be transparent with all community members having opportunity for input into their preferred alternative(s).

**We suggest a slight restructuring to Phases Three and Four, where a portion of Phase Four is combined with Phase Three under DPZ's Charrette methodology. We propose a multi-day community Charrette (virtual or in-person; to be determined) to engage specific topics and to enable a condensed and iterative process; this represents the most intensive period of work.**

The overall process includes Pre-Charrette Preparations (Weeks 7 - 10); the Charrette requires an intensive amount of proper logistical planning and coordination in order to achieve the best possible outcome; the DPZ team will be working continuously prior to the actual Charrette, in designing the appropriate workshop format, strategies, and schedule for this multifaceted undertaking.

We will work with the Town/the County to develop a draft schedule and an annotated agenda for the Charrette for scheduled work sessions and multiple community consultations, progress presentations, as well as other ideas for

**encouraging stakeholder participation. We shall work with the Town/the County to coordinate all logistical and media/outreach requirements. The Charrette is to comprise 7 or 8 days (straddling Weeks 11 and 12), with the real-time preparation and technical assessment of the alternative development scenarios undertaken during the first half of the Charrette, leading into a Mid-Term Presentation of these scenarios. Following the**

# Technical and Management Approach

mid-term presentation, a short review period is provided for the real-time feedback from the local decision-makers on the plan scenarios. Over the second half of the Charrette, and with the above referenced feedback on the scenarios, the team proceeds with the preparation of the recommended Plan option and other supporting documents, culminating in a Charrette Closing Presentation.

|          | Wednesday<br>6 Nov                                 | Thursday<br>7 Nov                                          | Friday<br>8 Nov                                                                     | Saturday<br>9 Nov     | Sunday<br>10 Nov | Monday<br>11 Nov                                 | Tuesday<br>12 Nov        | Wednesday<br>13 Nov |
|----------|----------------------------------------------------|------------------------------------------------------------|-------------------------------------------------------------------------------------|-----------------------|------------------|--------------------------------------------------|--------------------------|---------------------|
|          | Day 1                                              | Day 2                                                      | Day 3                                                                               | Day 4                 | Day 5            | Day 6                                            | Day 7                    | Day 8               |
| 9:00 am  | DPZ Travel & Arrive                                | DPZ Team Meeting                                           | DPZ Team Meeting                                                                    | DPZ Team Meeting      | Morning Off      | Meeting # 5 **<br><i>Implementation Strategy</i> | Design Continues         | DPZ Depart & Travel |
| 10:00 am |                                                    | Meeting # 1 **<br><i>Economics and Development Program</i> | Meeting # 3 **<br><i>Open Space/Civic Amenities; Environment and Sustainability</i> | Design Continues      |                  | Developers Update                                |                          |                     |
| 11:00 am | Studio Setup                                       | Design Continues                                           | Design Continues                                                                    |                       |                  | Design Continues                                 |                          |                     |
| Noon     | Town Staff and DPZ Team Debriefing (Working Lunch) |                                                            |                                                                                     | Lunch In              |                  | Lunch In                                         | Lunch In                 |                     |
| 1:00 pm  |                                                    |                                                            |                                                                                     |                       |                  |                                                  |                          |                     |
| 2:00 pm  | Site Tour                                          | Meeting # 2<br><i>Transportation and Infrastructure</i>    | Meeting # 4<br><i>Land Use and Zoning</i>                                           | Design Continues      | Design Continues | Design Continues                                 | Design & Production      |                     |
| 3:00 pm  |                                                    |                                                            |                                                                                     | Mid-Term Presentation |                  |                                                  |                          |                     |
| 4:00 pm  |                                                    |                                                            |                                                                                     |                       |                  |                                                  |                          |                     |
| 5:00 pm  | Design                                             | Design Continues                                           | Design Continues                                                                    | Afternoon Off         |                  |                                                  | Presentation Preparation |                     |
| 6:00 pm  | BOT Briefing                                       | Design Team Display/Discussion of Draft Concepts           | Design Team Display/Discussion of Draft Concepts                                    |                       |                  |                                                  |                          |                     |
| 7:00 pm  |                                                    |                                                            |                                                                                     |                       |                  | Closing Presentation (BOT Meeting)               |                          |                     |
| 8:00 pm  | Opening Presentation                               |                                                            |                                                                                     |                       |                  | Studio Packed up                                 |                          |                     |

BOT: Board of Trustees

Note: Design continued during all the scheduled sessions

In addition to the work deliverables described in the RFP for Phase Three items (a) to (o), we anticipate the preparation of the following items, most if not all of which are to be produced at the Charrette, either in draft or in final form (these are gleaned in part from the list provided on page 8 of the RFP).

- Site design and general bulk and scale characteristics
  - 2D fully colored/rendered illustrative master plan of the entire district at full build-out
  - 3D images at eye/street level, including before and after visualizations of proposed network and streetscape changes.
  - 3D massing model (can be digital)
- Planning diagrams that may include:
  - a diagram of the existing development structure and context (adjoining areas, existing and proposed)
  - a diagram of the concept of neighborhood planning
  - a diagram of civic buildings and civic spaces

(Below) The Charrette schedule for the Erie Town Center Charrette. Multiple plan scenario options were developed in real-time from Day 1, reviewed with community inputs following the Mid-Term Presentation, and culminating in a recommended plan by the Closing Presentation.



(Top Row) Sample pages from the Development Code prepared as part of the West Haven TOD study

(Bottom) Sample page from the form-based PD Development Guide prepared as part of the Erie Town Center Master Plan study, describing Building Diversity

- ## PD Development Guide

### Building Diversity Diagram

This Plan is for Illustrative Purposes Only.

#### Legend

  - Civic
  - Grocery
  - Commercial
  - Mixed Use
  - Live/Work
  - Townhouses
  - Single Family / Compounds
  - Apartments
  - Small Lot Single Family
  - Hotels
  - Liners
  - Park Model

# Technical and Management Approach

| PLAN BATON ROUGE                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | IMPLEMENTATION IN GENERAL                                                                                                                                                                                                                                                                                                                  |                                                                                                                                              |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | THE CATFISH TOWN DISTRICT                                                                                                                                                                                                                                                                                                                  |                                                                                                                                              |
| <b>CTD-1</b><br><b>Project Name:</b> Square at the Centroplex<br><b>Product:</b> New Public Square<br><b>Responsibility:</b> D.D.D.<br><b>Implementing Agent:</b> D.P.W.<br><b>Feasibility Analysis:</b> D.P.W.<br><b>Initial Financing:</b> Plan Baton Rouge<br><b>Project Financing:</b> C.P.F.<br><b>Timing:</b> P 1                                  | <b>CTD-4</b><br><b>Project Name:</b> Riverfront Plaza Renovation<br><b>Product:</b> New Public Plaza<br><b>Responsibility:</b> D.D.D. and Allen Eskew<br><b>Implementing Agent:</b> D.P.W.<br><b>Feasibility Analysis:</b> D.P.W.<br><b>Initial Financing:</b> D.P.W.<br><b>Project Financing:</b> The Planetarium and Naval War Museum construction budgets<br><b>Timing:</b> P 3                                                                                                                                                                                                                                | <b>CTD-7</b><br><b>Project Name:</b> Government St. Garage Upgrade<br><b>Product:</b> Improve existing garage<br><b>Responsibility:</b> D.P.W.<br><b>Implementing Agent:</b> D.P.W.<br><b>Feasibility Analysis:</b> D.P.W.<br><b>Initial Financing:</b> D.P.W.<br><b>Project Financing:</b> C.P.F.<br><b>Timing:</b> P 1                   |                                                                                                                                              |
| <b>CTD-2</b><br><b>Project Name:</b> Square at the Centroplex, New Hotel<br><b>Product:</b> New Hotel<br><b>Responsibility:</b> D.D.D.<br><b>Implementing Agent:</b> Argosy Gaming<br><b>Feasibility Analysis:</b> Argosy Gaming<br><b>Initial Financing:</b> Argosy Gaming<br><b>Project Financing:</b> Hotel construction budget<br><b>Timing:</b> P 1 | <b>CTD-5</b><br><b>Project Name:</b> Centroplex Liner Buildings<br><b>Product:</b> New Retail Structure<br><b>Responsibility:</b> D.D.D.<br><b>Implementing Agent:</b> Centroplex<br><b>Feasibility Analysis:</b> Centroplex<br><b>Initial Financing:</b> Centroplex<br><b>Project Financing:</b> Retail lessors entering into long-term leases with Centroplex<br><b>Timing:</b> P 2                                                                                                                                                                                                                             | <b>CTD-8</b><br><b>Project Name:</b> Centroplex Expansion<br><b>Product:</b> New Convention Center<br><b>Responsibility:</b> D.P.W., O.M., and D.D.D.<br><b>Implementing Agent:</b> D.P.W.<br><b>Feasibility Analysis:</b> D.P.W.<br><b>Initial Financing:</b> D.P.W.<br><b>Project Financing:</b> C.P.F. and S.C.B.<br><b>Timing:</b> P 1 |                                                                                                                                              |
| <b>CTD-3</b><br><b>Project Name:</b> The Atrium Renovation<br><b>Product:</b> Reconfigured and Renovated Building<br><b>Responsibility:</b> D.D.D.<br><b>Implementing Agent:</b> Argosy Gaming<br><b>Feasibility Analysis:</b> Argosy Gaming<br><b>Initial Financing:</b> Argosy Gaming<br><b>Timing:</b> P 3                                            | <b>CTD-6</b><br><b>Project Name:</b> Robert Reich Park<br><b>Product:</b> Reconfigured Public Open Space<br><b>Responsibility:</b> D.D.D.<br><b>Implementing Agent:</b> B.R.E.C.<br><b>Feasibility Analysis:</b> B.R.E.C.<br><b>Initial Financing:</b> B.R.E.C.<br><b>Project Financing:</b> C.P.F.<br><b>Timing:</b> P 3                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                              |
| <b>KEY</b>                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                              |
| <b>P1</b> PRIORITY ONE: IMMEDIATE ACTION<br><b>P2</b> PRIORITY TWO: INITIATE WITHIN TWO YEARS<br><b>P3</b> PRIORITY THREE: INITIATE WITHIN FIVE YEARS                                                                                                                                                                                                    | <b>B.R.E.C.</b> RECREATION AND PARK COMMISSION FOR THE PARISH OF EAST BATON ROUGE<br><b>C.G.B.R.</b> CHAMBER OF GREATER BATON ROUGE<br><b>D.D.D.</b> DOWNTOWN DEVELOPMENT DISTRICT<br><b>D.O.T.D.</b> STATE DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT<br><b>D.P.W.</b> DEPARTMENT OF PUBLIC WORKS<br><b>M.C.</b> METRO COUNCIL (REQUIRING A VOTE)<br><b>O.M.</b> OFFICE OF THE MAYOR<br><b>P.B.R.</b> PLAN BATON ROUGE<br><b>P.C.</b> PLANNING COMMISSION (REQUIRING A VOTE)<br><b>P.D.</b> PLANNING DEPARTMENT<br><b>S.C.A.</b> STATE COMMISSIONER OF ADMINISTRATION<br><b>S.C.P.</b> STATE CAPITOL PARK PLAN | <b>B.R.A.F.</b> BATON ROUGE AREA FOUNDATION<br><b>C.P.F.</b> CITY PARISH FUNDS<br><b>F.F.</b> FEDERAL FUNDS<br><b>P.I.</b> PRIVATE INVESTMENT<br><b>S.C.B.</b> STATE CAPITAL BUDGET OR FUNDS                                                                                                                                               | <b>D.M.A.</b> DOWNTOWN MERCHANTS ASSOCIATION<br><b>H.R.A.</b> HISTORIC HEARGUARD ASSOCIATION<br><b>S.T.A.</b> SPANISH TOWN CIVIC ASSOCIATION |
| Revision Date: February 1, 1999                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                            | V-6.2                                                                                                                                        |

- Urban Regulations specifying each building type in terms of use, setbacks, heights, ancillary elements, and location of parking
- Architectural Standards specifying building construction in terms of materials and configurations

Per the Town's/County's responses to respondent questions on the RFP, "each scenario will include an analysis of how the use, density, and design impacts the listed issues... The analysis will help the community understand the trade-offs of each development scenario."

## Phase Three Deliverables:

Charrette production of work products as described above

## Phase Four

Proposed Duration: Weeks 13 - 28, pending more detailed discussions with the Town/the County

Phase Four of the project involves the development of a draft Adoption Plan by the consultant.

1. Draft Plan: Specific issues to be addressed in the plan will include, but not necessarily be limited to, those listed above in Phase 3 (alternative(s))

(Above) A sample page from the Implementation Plan section of DPZ's Plan Baton Rouge, LA (Master Plan). This Implementation Plan comprises multiple Specific Interventions (catalyst projects), herein organized into three priority categories: P1 Priority One: Immediate Action; P2 Priority 2: Initiate Within Two Years; and P3 Priority Three: Initiate Within Five Years.





Carlton Landing, OK

# Technical and Management Approach

development). In addition, the plan will include Policy recommendations for land use and zoning revisions or other amendments and resources necessary to implement the plan.

**Specifically, and following the Charrette, the DPZ team will compile the documents and recommendations developed at the Charrette (i.e. the work products and other documentation described under the (annotated) Phase Three, and deliver the Draft Adoption Plan Report (“Draft Report”) to the Town/ the County (Weeks 13 - 18).**

2. **Steering Committee and Staff Review:** The consultant will meet with the Steering Committee and staff to review the plan. The consultant will incorporate comments and edits consistent with the overall goal and complete draft Adoption Plan for release to the public for review.

**Specifically, following the submission of the Draft Report, the Steering Committee and Town/County Staff shall have four weeks to review the Draft Report (Weeks 19 - 22) and provide coordinated and aggregated comments to the DPZ team in the form of one marked up copy of the Draft Report by the end of Week 22. Per the RFP, the DPZ team will meet with the Steering Committee and Town/County Staff (virtual or in person; to be determined) to review such consolidated comments on the Draft Report. Upon review of such comments and mutual agreement on the way forward, the DPZ team shall prepare the Final Draft Adoption Plan Report (“Final Draft Report”) (Weeks 23 - 27) for public review under Phase Five.**

## **Phase Four Deliverables:**

**Draft Adoption Plan Report**

**Coordinated, single set of comments on the Draft Report (by the Steering Committee and Town/ County Staff)**

**Final Draft Adoption Plan Report**

## **Phase Five**

**Proposed Duration: Weeks 28 - 32, pending more detailed discussions with the Town/the County**

The fifth and final phase would consist of at least three (3) public meetings.

1. **Public Unveiling.** A meeting unveiling of the **Final Draft Adoption Plan** to the public, with opportunity for public input will be presented by the consultant (in person or digitally, to be determined) and posted online.
2. **Joint Planning Commissions.** A similar presentation by the consultant at a Joint or separate Planning Commission meeting(s) will provide the **Final Draft Adoption Plan** to the Town and County Planning Commissions for recommendation. The Commissions could choose to make one recommendation or separate recommendations as they desire.
3. **Board of County Commissioners and Town Council.**
  - The County and Town elected officials will meet jointly for a Plan presentation by the consultant, review of public comment, a question and answer session and initial discussion.
  - The Town will meet individually to review the entire Plan to provide the County direction on connection to Town infrastructure including but not limited to Municipal sewer, water, storm sewer, transportation network, and other infrastructure. In making this determination the Town will consider all aspects of the Plan and provide the County a detailed explanation/analysis for the basis of its decision on connection to Town infrastructure.
  - The County will meet individually to consider acceptance of the Plan based upon Town and public input.
4. **Project Close-Out.** Digital delivery of all files and images created for or used in the Neighborhood Plan and a de-brief with the staff **(end of Week 32).**

Further to the above and the overall process, the DPZ team anticipates compliance with the Procedural Elements described on pages 8 and 9 of the RFP.





# Factor 2: Key Personnel



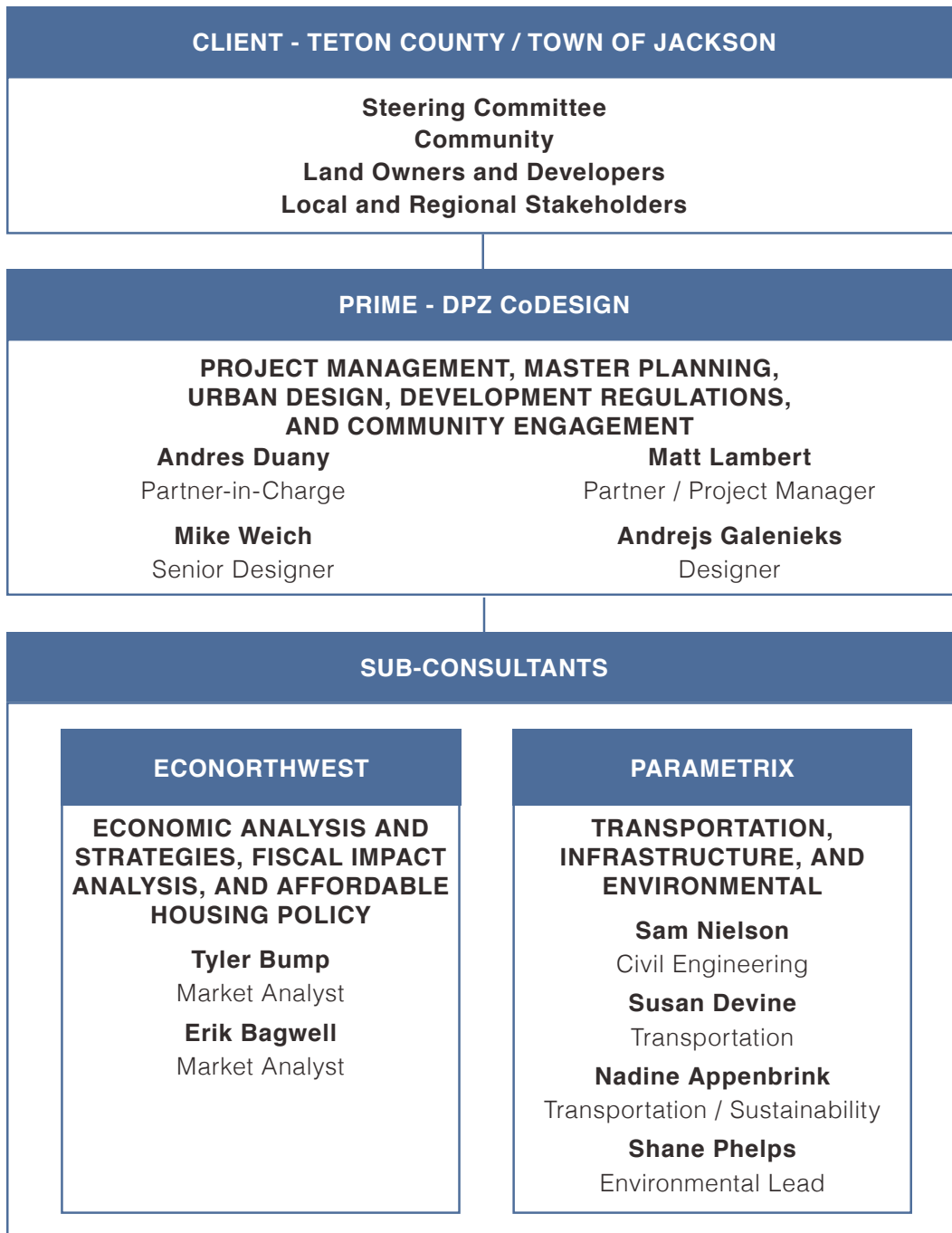


# Key Personnel

## Organizational Chart

The DPZ team represents a set of balanced abilities matched to the various aspects of the multi-phase scope of this proposal. The proposed organizational chart below includes proposed key personnel on the DPZ team (including those from our sub-consultants ECONorthwest and Parametrix), and their responsibilities.

During the course of the project the DPZ team will work closely with those consultants currently engaged by the County and the Town on related initiatives. Should the County or the Town consider it beneficial to the project objectives or scope, we would also be happy to expand the team to include additional recommended consultants.



# Key Personnel



## Andres Duany | FAIA, CNU Partner-in-Charge | DPZ CoDESIGN

Andres Duany, architect, urban designer, planner and author, has dedicated over three decades to pioneering a vision for sustainable urban development and its implementation. He has influenced planners and designers worldwide, redirected government policies in the U.S. and abroad, and produced plans for hundreds of new and renewed communities of enduring value.

Duany's leadership can be credited with the plan and code for Seaside, the first new traditional community; the Traditional Neighborhood Development (TND) zoning ordinance; the development of the SmartCode, a form-based zoning code, adopted by numerous municipalities seeking to encourage compact, mixed-use, walkable communities; the definition of the rural to urban Transect and Agrarian Urbanism; as well as inventive affordable housing designs, including Carpet Cottages and Cabanons.

Duany is the author of many essay and articles, and co-author of several books, including Suburban Nation: the Rise of Sprawl and the Decline of the American Dream. The SmartCode, The Smart Growth Manual, Garden Cities: Agricultural Urbanism, and The New Civic Art. Duany's work has been recognized with several honorary doctorates numerous awards, including the Richard Driehaus Award, the Jefferson Medal, The Vincent Scully Prize and most recently an APA Florida Gold Coast 2020 Award.

### Education

1974 Master of Architecture,  
Yale School of Architecture

1972 Ecole de Beaux Arts,  
Paris, Ancien Eleve

1971 B.A. Architecture and  
Urban Planning, Princeton  
University

### Affiliations

1980 - 1995 Visiting Professor  
at Harvard, Princeton, Yale, and  
University of Virginia

1996, Elected American Institute  
of Architecture, College of  
Fellows

1993-2004, Congress for the  
New Urbanism, Co-Founder  
and Board Member, Registered  
Architect,  
NCARB #33870

### Languages

English and Spanish

### Selected Experience

- Carlton Landing, Master Plan, Eufaula Lake, OK
- Erie Town Center Master Plan and Code, Erie, CO
- Prospect Master Plan, Longmont, CO
- Bradburn Master Plan, Westminster, CO
- Vista Field Redevelopment, Urban Infill/Brownfield Redevelopment, Kennewick, WA
- Kentlands Master Plan and Code, Gaithersburg, MD
- Hampstead New Town Master Plan and Code, Montgomery, AL
- ARC Lifelong Communities, Regional Plan and Code, Atlanta, GA
- The Village at Hendrix, Conway, AR
- Tiny Homes Initiative / Manufactured Homes Initiative, Multiple Locations
- 3 Corners Master Plan, Vero Beach, FL
- Birmingham Downtown Plan and Comprehensive Plan, Birmingham MI
- Downtown West Palm Beach, FL
- Bon Secours St. Mary's Hospital Campus Extension, Richmond, VA
- DownCity Providence, Downtown Revitalization Plan and Code, Providence RI
- Seaside, Walton County, FL: National AIA Award, Progressive Architecture Award
- Rosemary Beach, Town Plan and Code, Walton County, FL
- Alys Beach, Town Plan and Code, Walton County, FL
- Plan Baton Rouge, LA: Sierra Club Smart Growth Award
- Norton Commons, Town Plan and Code, Louisville, KY
- Scottish Sustainable Communities Initiative (SSCI), Scotland, UK
- Grandhome (SSCI), Master Plan, Scotland, UK
- Chapelton (SSCI), Master Plan, Scotland, UK



## Matthew Lambert

### Partner | DPZ CoDESIGN

Matthew Lambert is a planner, urban designer, and architectural designer, with over 15 years of experience that covers a broad range of project types. He has managed projects for developer, municipal, and institutional clients which include form-based codes, regulatory reform, urban infill and redevelopment, greenfield development, campus redevelopment, and architectural design. Among his project experience, Matthew has focused on regulations and form-based codes, leading code projects and providing code-related education.

Lambert heads DPZ's office in Portland, Oregon, leading projects within the region and across the country. Matthew is active in the Congress for the New Urbanism (CNU), a member of the CNU's Board of Directors and a board member of the Cascadia regional CNU chapter.

### Education

2005 Bachelor of Architecture  
and Computer Science,  
*magna cum laude*,  
University of Miami

### Affiliations

Congress for the  
New Urbanism (CNU), Board of  
Directors  
CNU Cascadia,  
Board of Directors  
Transect Codes Council,  
Board Member

### Languages

English

### Selected Experience

- OLF-8 Master Plan, Escambia County, FL
- Orange County, FL - Zoning Code Rewrite
- Birmingham Comprehensive Plan, Birmingham MI
- Vista Field Redevelopment, Urban Infill/Brownfield Redevelopment, Kennewick, WA
- The Village at Hendrix, Conway, AR
- Adohr Farms Master Plan, Camarillo & Malibu, CA
- Montava Master Plan and Code, Fort Collins, CO
- Depoe Bay Master Plan, Lincoln County, OR
- ARC Lifelong Communities, Regional Plan and Code, Atlanta, GA
- Hot Springs Village, AR - Comprehensive Master Plan and Zoning Code
- Albuquerque, NM - Economic Development-based Infill and Zoning Analysis with Zoning Update Recommendations
- CNU Code Reform Initiative, MI - Zoning Code Reform
- Reinvent Phoenix, AZ - Form-based Code and Master Plans for Transit-Oriented Development
- Downtown Mobile, AL - Downtown Master Plan and Form-based Code
- Doña Ana County, NM - Regional Scenario Planning and Comprehensive Plan
- AARP California Strategy Study, CA - Development Pattern Analysis
- Atlanta Regional Commission Aging Forum and Lifelong Communities
- Bawabat Makkah Lands, Makkah, Saudi Arabia - Scenario Planning and Form-based Code
- Hertfordshire Regional Growth Plan, England - Regional Scenario Plan
- Scottish Sustainable Communities Initiative, Scotland - Country-wide Redevelopment and Growth Framework
- Presence Sts. Mary and Elizabeth and Presence Resurrection Medical Center, Chicago, IL - Medical Campus Redevelopment
- East End Revitalization, Richmond, VA - Medical-initiated Infill Redevelopment



# Key Personnel



## Michael Weich | CNU-A Senior Project Manager | DPZ CoDESIGN

Michael Weich is a project manager and designer with over 12 years of experience in planning and urban and architectural design, including regional plans, mixed-use new towns, transit-oriented development and suburban retrofit projects in the United States, Canada, Asia, Europe, and the Middle East. He has played a key role in the planning, design, and management of several large DPZ projects across the Middle East.

Michael joined DPZ in 2006 and works in the firm's Kentlands office in Gaithersburg, Maryland. Weich and his family live in Kentlands, one of DPZ's first Traditional Neighborhood Developments. He is an active member in the community, and manages the Kentlands Community Garden, a project he helped to design and build and was awarded a "Friend of the Foundation" award for in 2014 as well as a City of Gaithersburg Environmental Award in 2015 and 2016.

### Education

2006 Master of Architecture,  
Andrews University, Michigan

2005 Bachelor of Science in the  
study of Architecture, Andrews  
University, Michigan

### Affiliations

Form-Based Code Institute  
Codes Council

Accredited Member, Congress  
for the New Urbanism

Andrews University School of  
Architecture, Visiting Critic

### Languages

English and Conversational  
Spanish

### Selected Experience

- Pensacola CRA FBC, Pensacola, FL
- OLF-8 Master Plan, Escambia County, Florida
- Solen Town Center and Lorenzo Circle Master Plan, Laguna, Philippines
- ABQ Central Corridor Planning Study, Urban Infill Planning and Coding Analysis, Albuquerque, NM
- Perdido Key Master Plan & Code, Perdido Key, FL
- Hertfordshire, UK - Hertfordshire Guide to Growth - CNU Charter Award 2009
- Orange County Comprehensive Plan & Zoning Rewrite, FL
- West Main Pensacola Master Plan and Code
- Wadi Hanifa Form-Based Code, Riyadh KSA
- Central Riyadh Redevelopment, KSA
- National Kuwait Code, Kuwait
- Al Ain CBD Structure Plan and Code, Abu Dhabi, UAE
- Bawabat Al Sharq Master Plan, Dammam, KSA
- Telal Sumou Master Plan, Jeddah, KSA
- Dhahyat Sumou Phase One Architecture, Makkah, KSA
- Saadiyat Project Wellness Plan, Abu Dhabi, UAE
- Telal Jeddah New Town, Jeddah, KSA
- Dammam Business Park, Dammam, KSA
- Makkah Smart Code Workshop, Jeddah, KSA
- Dammam CBD District Code, Dammam, KSA
- Western Makkah Structure Plan, Master Plan & Codes, Makkah, KSA
- Sycamore: Suburban Retrofit Plan, Charleston, SC
- Downtown Bethel TOD Plan and Code, Bethel, CT



## Andrejs Galenieks

### Designer | DPZ CoDESIGN

Andrejs has a strong education and practice background in urban design and architecture, supplemented by the intersectional experience of public health and planning. Primary areas of his work include visioning and planning for successful pedestrian and transit - oriented design for campuses, corridors and towns.

Practicing within urban design and public health disciplines over the past decade, Andrejs has worked on a variety of projects at all scales. Andrejs' project experience includes participating in and leading out civic and public charrettes and community visioning workshops, contributing to conceptual and general master plans, architectural guidelines, regulatory codes, transportation analysis and strategy, environmental stewardship, local civic policy recommendations and their implementation, public health and urban design strategies, among others.

Projects have ranged from site-specific design to regional master plans throughout California and other parts of the United States and abroad. Andrejs has presented on urban planning and health at local and national conferences and universities, participated in related committees and has published and led out on planning and visioning documents, proposals, and peer-reviewed papers. Helping communities to graphically envision their goals, he also holds a strong emphasis in design experience tools such as photo-simulation, hand and digital illustration and presentation.

### Education

2013 Masters of Public Health,  
Loma Linda University, Loma  
Linda, CA

2008 Masters of Architecture,  
Andrews University School of  
Architecture, Berrien Springs, MI

### Previous Experience

2018-Present DPZ CoDesign

2013-2017 Health Policy Analyst,  
Loma Linda University Health  
Institute for Health Policy and  
Leadership, Loma Linda, CA

2010-2012 Urban Designer,  
Sargent Town Planning, Los  
Angeles, CA

2008-2010 Urban Designer,  
Moule & Polyzoides Architects  
and Urbanists, Pasadena, CA

### Affiliations

2011 CNU-Accredited  
Professional

### Languages

English, Russian with  
Conversational Latvian and  
German

### Selected Experience

- OLF-8 Master Plan, Escambia County, FL
- Birmingham Comprehensive Plan, Birmingham MI
- Adohr Farms Master Plan, Camarillo & Malibu, CA
- Burbank Mixed-Use Architectural Standards, Burbank, California
- International Boulevard TOD Corridor Plan, Oakland, California
- Town Center Master Plan and Code, San Juan Capistrano, California
- Songhua Riverfront Plan, Jilin, China
- Lancaster Boulevard Streetscape Master Plan, Lancaster, California
- Pasadena City Guidelines, Pasadena, California
- Fisherville Master Plan, Memphis, Tennessee
- 3rd Street Corridor Specific Plan, East Los Angeles, Los Angeles, California
- Ventura Harbor Plan, Ventura, California
- Tehachapi General Plan, Tehachapi, California
- Residence Plan at Scripps College, Claremont, California
- Scripps Master Plan, Claremont, California
- Loma Linda University Health Transportation Plan, Loma Linda, California
- The North End Master Plan, Michigan City, Indiana

# Key Personnel

## Sub-consultants - ECONorthwest



### Tyler Bump, Project Director

Tyler Bump is a Project Director at ECONorthwest with a professional focus on the intersection of land use planning and real estate investment that advances equitable housing, economic development, and sustainable development goals. Tyler works with a range of local government, private sector, and nonprofit organizations to develop market supportive solutions that advance community and equitable development goals.

Tyler works with clients to develop and implement creative strategies that leverage public and private sector investment to support equitable development outcomes through policy and finance tools. Tyler works with cities to identify market-based solutions to achieve community identified development outcomes through changes to land use and development standards, regulatory requirements, and funding strategies.

Tyler also provides land use advisory services and technical assistance to local governments and business districts to develop and implement strategies that advance economic development, business growth, and community development goals.

#### Education

Master of Urban and Regional Planning,  
University of Colorado  
Denver, College of  
Architecture

B.S. Human Services,  
Metropolitan State  
University of Denver

Years in Industry: 15

#### Areas of Expertise

Land Use Planning

Real Estate Investment

Development Policy

Affordable Housing

Economic Development

#### REPRESENTATIVE PROJECTS

*Tyler has served as Project Director on the following projects:*

- **Erie Town Center Masterplan—Erie, CO (2019).** As a subconsultant to DPZ CoDESIGN, ECONorthwest conducted market analysis, evaluated development feasibility, and made land use recommendations for the development of a new mixed-use town center.
- **Albina Vision Development and Finance Strategy – Portland, OR (2019-Ongoing)** Tyler is working with an interdisciplinary team to evaluate development feasibility, redevelopment scenarios, and community benefit scenarios to create an equitable development strategy.
- **Middle Housing Mode Code—Statewide, OR (2019–Ongoing).** Tyler is leading an ECONorthwest team to support an effort to develop administrative rules and model development code regulations to allow middle housing types in single family neighborhoods for many jurisdictions throughout Oregon. Our team is providing advice to the code drafting and rule-making process regarding impacts on development feasibility for middle housing types and the fiscal impacts of proposed rules.
- **Inclusionary Zoning and Affordable Housing Incentives—Henderson, NV (2019–Ongoing).** Tyler is leading a team that is developing and implementing a citywide inclusionary zoning program and affordable housing incentive program. This project is evaluating the feasibility of affordable housing requirements throughout the city and how to structure an incentive structure to support equitable development outcomes.



### Erik Bagwell, Project Manager

Erik joined ECONorthwest as a Project Manager in 2019. He specializes in affordable housing development, real-estate finance, and policy analysis, and applies these skills across an array of economic, real estate, and urban, suburban and rural development projects. Prior to joining ECONorthwest, Erik worked in the Credit & Underwriting team for the New York City Department of Housing Preservation and Development, specializing in financial feasibility analyses, pro forma analysis, cash flow modeling, and gap financing, for rent-restricted, multifamily affordable housing development.

### REPRESENTATIVE PROJECTS

*Erik has served as Project Manager or Analyst on the following projects, unless otherwise noted:*

- **City of Bellevue, Washington - Bel-Red 130<sup>th</sup> Ave Site Development. (2020 - Ongoing)** Evaluated the development feasibility of affordable housing and the replacement of Sound Transit park and ride stalls on a City owned site. Built a pro forma model that looked at the financial viability of developing market rate and rent-restricted affordable housing, accounting for FAR bonuses and other local incentives. The final deliverable will provide the City with a road map and a strategy to deliver financially viable affordable housing.
- **Erie Town Center Master Plan—Erie, CO (2019).** The town lacked retail and shopping opportunities, diversity in its housing supply, office space for prospective employers, and it desired a denser more walkable town center. Produced a market analysis and evaluated the development feasibility of a mixed-use town center that included multi-family residential, a grocery store, corporate campus office, and retail development types.
- **Woodinville Downtown Redevelopment Analysis—Woodinville, WA (2019).** Assisted the owner of 20 acres of land in the heart of downtown Woodinville, Washington with creating a development program and strategy that aligns with both his and the City's vision for a denser mixed-use city center. Conducted a market study on residential, office, retail and hotel markets in Woodinville and the surrounding region.
- **Wood Village Dog Track Highest and Best—Wood Village, OR (2019).** Provided a highest and best use analysis for a 30-acre site. Created a pro forma model to estimate the residual land value of the site based on the requirements of the Town Center zoning designation. Client used the results to negotiate zoning requirements on the site in order to produce a feasible development program.

### Education

M.S. Urban Policy Analysis and Management, The New School

B.A. Political Science, University Of New Mexico

### Certifications

Housing Development Finance Professional (HDFP), National Development Council

Years in Industry: 8

### Areas of Expertise

Affordable Housing Development

Real Estate Finance

Policy Analysis

# Key Personnel

## Sub-consultants - Parametrix



### Sam Nielson, PE

#### CIVIL ENGINEERING

Sam is a civil engineer and project manager with experience working on transportation and development projects in both the public and private sectors. He has experience in planning, design, and construction administration on a wide variety of project types. This experience includes private urban infill, downtown redevelopments, street diets, site development, roadway design, master planning, grading design, utility design and master planning, stormwater detention and treatment design including multiple projects focused on low impact and light imprint development. Sam also has extensive experience working closely with clients, governing municipalities, contractors, architects, and other project team members.

#### EXPERIENCE

Years of Experience: 14 years  
Years with Parametrix: 14 years

#### EDUCATION

BS, Civil Engineering, 2006  
Washington State University

#### REGISTRATIONS

Professional Engineer - Civil, OR  
Professional Engineer - Civil, WA

#### PROFESSIONAL AFFILIATIONS

Congress for the New Urbanism –  
Member since 2014

National Association of City  
Transportation Officials – Designing  
Cities conference attendee since 2015

### Selected Project Experience

#### Junction Master Plan | La Center, WA City of La Center

The Junction is a master planning project adjacent to I-5 that will provide a new “gateway” to the City when developed. The ~195 acre project extends from the freeway interchange down into the historic downtown of La Center. Sam provided utility master planning, roadway layout, pathway design, and street sections including modifications to the high-speed highway running through the middle of the site. He also led the coordination between the City planning and engineering departments, WSDOT, and other stakeholders to receive approvals of new street typologies related to New Urbanism.

#### Seabrook | Pacific Beach, WA Seabrook Land Company

Seabrook is a master planned beach town overlooking the Pacific Ocean. It is a new walkable community that, at full build-out, will provide around 40,000 square feet of retail space, 1000 homes among tree-lined streets, community gathering areas, and quaint shops and restaurants. As project manager and civil lead, Sam works closely with the development team to provide roadway design, utility planning, permitting, public agency

coordination, and civil design services. These civil services include modifications to the Hidden Coast Scenic Byway (SR-109) through the center of the development in coordination with the county and WSDOT. Modifications consisted of adding on-street parking, sidewalks and crosswalks, new intersections, and reducing the speed limit from 50 to 25 MPH.

#### Vista Field Master Plan and Mixed-Use Development | Kenewick, WA | Kenewick, WA

Vista Field is a redevelopment project that is converting an abandoned 103-acre airport in the heart of Kenewick into the future town center for the Tri-Cities region. The project is located adjacent to an existing arena and shopping mall and will include commercial, office, residential, park, and civic space thoughtfully designed together to create a walkable community with a traditional main street at its center. As project manager and lead engineer, Sam works closely with a design team of architects, landscape architects, surveyors, biologists, the Port, project stakeholders and the public to provide master planning, public agency coordination, and all civil design services.



# Key Personnel

## Sub-consultants - Parametrix



### Susan Devine

#### TRANSPORTATION PLANNING LEAD

Susan is a community planning and public involvement specialist who has managed projects in transportation planning and design, land use and comprehensive plans, and community outreach. Her clients include public agencies, ports, tribes, and private commercial developers, in rural and urban settings. Susan is skilled at project development, partnering with clients, elected officials, and impacted communities to identify and resolve challenges to meet broad-ranging objectives. Susan has received two Excellence in Planning awards from the APA – Washington Chapter, as well as ACEC, ASCE, and APWA awards for a large regional park outside of Boise, ID. She is certified through the National Charrette Institute. Susan resides in Boise, Idaho and regularly visits the unique communities of Jackson, WY, Ketchum, ID, Park City, UT and all the rugged and wild places that define the intermountain west experience.

#### EXPERIENCE

Years of Experience: 29 years  
Years with Parametrix: 28 years

#### EDUCATION

BA, Communications, 1989

#### REGISTRATIONS

Certified, National Charrette Institute

### Selected Project Experience

#### Lower Quilceda Village Sustainable Infrastructure Plan

Tulalip Tribes

Susan is serving as project planner for this plan, which is assessing existing conditions and future opportunities to support and protect the natural resources, green infrastructure, and social/cultural values of the Lower Quilceda Neighborhood. The reader-friendly plan focuses on telling the story through visual images, maps, and photos, and is written in an approachable, non-technical style.

#### Move to Higher Ground Master Plan

Quileute Nation

Susan has been working with the Quileute since 2013, helping to plan their Move to Higher Ground. Susan was the principal-in-charge of a multi-day community planning charrette in 2013, which focused on the recent transition of 275 acres of National Park lands back to the Quileute. The charrette process laid the foundation for the future development and protection of the new lands, and included Tribal Council briefings, community work sessions, stakeholder interviews, and a hands-on land use planning exercise. Susan is continuing to lead the Move to Higher Ground process, which is now relocating critical facilities out of the tsunami zone. The first priority is the Quileute Tribal

School. Work involves coordination with community stakeholders, the MTHG committee, and tribal leadership to prioritize key facilities. Susan also led the three-phase NEPA environmental assessment that provided environmental clearance for development and construction of the relocated facilities and infrastructure. The work also includes preparing grant applications and pursuing funding for design and construction of the individual buildings and structures.

#### Black Hills Village and Lawson Hills Master Planned Developments

City of Black Diamond, WA

As project manager, Susan led the environmental documents for this proposed development by Yarrow Bay Communities. The Villages includes 1,170 acres southwest of the town center. The plan proposes mixed use development to include residential, retail, commercial, office, educational, recreational, and open space uses. The Lawson Hills development includes 376 acres, located to the north and east of downtown. In total, the developments represent nearly 1 million SF of commercial, retail, and employment, and nearly 10,000 new residents. The SEPA EISs addressed build-out analysis of transportation, public services, and utilities.

# Key Personnel

## Sub-consultants - Parametrix



### Nadine Appenbrink

#### SENIOR TRANSPORTATION/SUSTAINABILITY PLANNER

Nadine leads multimodal projects that expand transportation choices and promote infill and quality growth. She brings expertise in placemaking and works adeptly at the intersection of land use and transportation, from block-by-block streetscape improvements that realize an area's redevelopment potential, to long-range planning and policy development. Nadine combines strong project management and planning expertise with the skills to facilitate community dialog about growth and future investment. She enjoys working with communities to realize their vision and develop clear, actionable steps for implementation and funding. Nadine's experience encompasses multimodal transportation and land use projects, including corridor planning, mobility, safety and streetscape improvements, multimodal transit access strategies, long-range comprehensive and neighborhood planning, housing analysis, regional visioning, and market-based scenario planning.

#### EXPERIENCE

Years of Experience: 12 years  
Years with Parametrix: 1 year

#### EDUCATION

Master of Urban and Regional Planning,  
Portland State University, 2010  
BA, Environmental Science and Policy,  
University of Kansas, 2008  
Certificate of Regenerative Ecological  
Design, Ecosa Institute, 2007

*\*Projects completed prior to joining  
Parametrix*

### Selected Project Experience

#### East Forest Grove Safety Improvement Project | Forest Grove, OR\*

ODOT/City of Forest Grove

As project manager, Nadine worked with the community to identify safety hot spots and develop interventions to improve safety along a 2-mile stretch of OR Hwy 8. The area is built for cars, with little thought for other users, and crossings are more than 2,000 feet apart, leading many to risk crossing unprotected in an area with dramatically high crash rates and fatalities. This project identified two new locations for midblock crossings, along with a separated bike facility and targeted transit stop relocations.

#### Strategic Solutions for First and Last Mile Transit Connections | Washington County, OR\*

Washington County, OR

Nadine was the deputy project manager. She developed innovative strategies and countywide policy changes to address last-mile access to transit in a suburban context, including transit access improvements for pedestrians and cyclists, transportation demand management, bike and scooter share, on-demand services, and wayfinding and station area improvements.

#### Renton Transit Access Study | Renton, WA\*

King County Metro Transit and City of Renton

As project manager, Nadine worked with King County Metro and Renton city leadership to understand and address barriers to transit access as part of the I-Line Rapid Ride BRT

expansion. She led stakeholder engagement workshops and co-authored the study's report with recommendations for priority setting, targeted infrastructure investment, and funding mechanisms.

#### South Floyds Fork Area Plan | Louisville, KY\*

Louisville Metro

Nadine managed the small area planning for a rural district of greater Louisville, where a newly built Olmsted-style park system brought both development opportunity and pressure for change. With residents and stakeholders, Nadine led scenario analysis to understand capacity and impacts of typical versus conservation development patterns. The plan included guidelines for park-oriented development, conservation subdivision standards, complete streets, connectivity standards for new growth, and housing types affordable to a broad range of people.

#### Imagine Irving Comprehensive Plan | Irving, TX\*

City of Irving

Nadine managed and authored the comprehensive plan update for a growing Dallas suburb, creating an infill and redevelopment-focused plan for growth. Concurrently, she helped produce a scenario-based master plan and transit-oriented zoning district for 1,000-acre former Texas Stadium site, centrally located in the Dallas metro region. The City Council adopted the regulatory district to guide development to meet City's vision for a mixed-use, transit-oriented district.

# Key Personnel

## Sub-consultants - Parametrix



### Shane Phelps

#### ENVIRONMENTAL LEAD

Shane has a comprehensive environmental regulatory background, and he is involved in a wide variety of regulatory permitting and planning projects. These projects include land development, shorelines, water quality, transportation, critical areas, endangered species, and cultural resources. He is well-versed in working with federal, state, tribes, and local agencies successfully to fulfill regulatory statutes and requirements for projects. Shane has worked on several site development projects for both private and public clients involving identification and documentation of existing environmental conditions and defining potential impacts to environmental resources from proposed project activities.

#### EXPERIENCE

Years of Experience: 24 years  
Years with Parametrix: 12 years

#### EDUCATION

MS, Environmental Science, 2006  
BS, Zoology, 1993

### Selected Project Experience

#### Port of Kennewick Vista Field Airport EIS | Port of Kennewick, WA

Duany Plater-Zyberk & Company

Shane was the Parametrix project manager for this airfield redevelopment project EIS.

He served as the primary Parametrix author for the environmental impact statement (EIS) that was written as decision tool for keeping the airfield open or closing it for redevelopment. After multiple charrettes and the EIS release, a vote was cast to redevelop the airfield, which had been in operation since 1943. Shane continues to be part of the project team responsible for redevelopment of this 113-acre site, attending public meetings, performing work on land use, civil infrastructure, historic considerations, and potentially contaminated materials. Early economic projections by the consultant team indicate redevelopment could mean as many as 3,380 jobs, \$460 million in private sector investment, \$51 million in new infrastructure, and \$408 million in new (taxable) buildings in the Tri-Cities region.

#### Seabrook | Pacific Beach, WA

Seabrook Land Company

Shane serves as the environmental lead for permitting at Seabrook, a new beach town development on the Washington coast. This work includes preparing SEPA checklists, critical area assessments, Ecology Hydraulic Project Approvals, Joint Aquatic Resources Permit Application

documentation, permitting emergency repairs including Grays Harbor County Shoreline Master Program, and overseeing the cultural resource assessments.

#### Move to Higher Ground School Relocation EA | La Push, WA

Quileute Tribe

Shane was the primary author for this environmental assessment, which was written to address moving the Quileute Tribal school from an area located within tsunami and flood hazard zones to a higher elevation site. The project included analyzing potential impacts to both the natural and built environments and working extensively with the BIA to satisfy requirements for NEPA, Section 7 of the Endangered Species Act, and Section 106 of the National Historic Preservation Act.

#### Three Creeks Floodplain Enhancement Project | Oregon City, OR

Clackamas County

Shane is the environmental lead for this flood control and restoration project, sponsored by Clackamas County Water Environmental Services. Shane manages an environmental team that collects baseline information for use in project design and land use and environmental permitting related to wetlands, recreational uses, riparian areas, floodplain, and fish passage for native and listed species.



# Factor 3: Placemaking





Vickery Village, GA



## Placemaking for Contemporary Communities

DPZ counts among the premier experts in Traditional Neighborhood Development (TND), and as the leader in creating the concepts and techniques of urbanism that offers the most viable solution for accommodating new growth in the context of the social and economic challenges of the 21st century. This is an approach that is focused on creating vibrant neighborhoods that are diverse in character to meet diverse needs and tastes, and that can sustain healthy growth while maintaining livable, attractive, and economically lively places. Our many built examples of authentic TNDs have been used as models throughout the industry to effect change in planning, regulatory, development, marketing, and financing practices.

Our philosophy is the platform of New Urbanism, a movement promoting mixed-use, traditional neighborhood planning over the segregated-use suburban sprawl seen worldwide. Co-founders of the Congress for New Urbanism (CNU), DPZ has been a longtime advocate of sensitive and sustainable urban growth through compact, pedestrian-oriented, transit-friendly communities. With several new communities well underway, the firm continues to generate and lead an increasing number of initiatives that reflect DPZ's commitment to community-oriented planning and development – Form-Based Design and Development and the Rural-to-Urban Transect, Sprawl Repair, Lifelong Communities, and Light Imprint, among them (please see the following pages for more information on a selection of these).

DPZ's, and our team's, outstanding record of providing sustainable planning, urban design, economic analysis, and civil and transportation engineering for various successful mixed use villages, towns, and districts makes us welcome players in many contexts. We possess unparalleled experience working with both the private and public sectors, including, where required, in venues requiring meaningful stakeholder engagement towards carrying our design proposals forward. Our understanding of the political and economic background for community development, experience with existing communities, method of public engagement, and experience with design guidelines and zoning codes, all serve to facilitate approvals. Designs that enable the full range of development approaches, including incremental implementation by multiple players support the project's evolution over time, and ensure increase in value with the completion of each new project component. Ultimately, the underlying emphasis on all such projects was to create memorable, authentic places that improve the quality of life of the people who inhabit, work within, and visit them, while optimizing the value of the site's context and ensuring sustainable stewardship of environmental assets. A selection of projects illustrating our team's collective experience in the above areas is provided under Factor 7 herein.

Today the firm counts over 400 projects built, ranging from individual buildings and small urban infill projects to new communities, regional plans, and zoning codes. Over 150 alumni of the firm continue to impact the built environment advancing lessons learned at DPZ.



(Above) Various DPZ new towns and villages:

- 1 Prospect New Town, CO
- 2 Vermillion, NC
- 3 Habersham, SC
- 4 Bradburn Village, CO



(Above) DPZ's Village at Hendrix (AR) is a mixed use residential village supporting the adjacent Hendrix College. It offers a wide array of housing types – for college staff and campus employees, faculty, students, and college leadership – integrated within one community.

***Authentic Character with Diversity.*** The DPZ team envisions a Neighborhood Plan for Subarea 5.6 that reinforces Jackson's/Teton County's authentic character, reflecting its context and economic opportunities. The Plan must focus on what is unique to its context towards developing and nurturing the appropriate balance of uses and activities. We acknowledge and support the Comprehensive Plan's goal of – per the RFP – maintaining “the ‘community first, resort second’ character of the valley”; in light of optimizing development opportunities mainly to meet housing goals, density – at the degree the market is able to sustain while within caps established by local plans and regulations – in fact helps maintain and enhance successful urbanism.

Bridging density with character and form, we are adept at engendering a type of urbanism that – while still meeting gross floor area and density targets – addresses the desire to draw from the character and form of Jackson's historic urban fabric of finer-grained, generally low-rise buildings (and thus would be authentic), and supports incremental development and the participation of developers of varying sizes.

Integrated with the preparation of economic strategies, we will examine the feasibility of integrating planning strategies such as, but not limited to, those for Lifelong Communities, towards the creation of healthy, socially engaging, housing-diverse, and age-inclusive communities; and those for green development, in which the investments used to bolster climate resilience become significant considerations in home and workplace preferences.

We create market-real, community-responsive plans and strategies. An integral part of the process for creating the Subarea 5.6 Neighborhood Plan will be an investigation of 1) how population and economic growth trends



are projected to evolve and how that will affect the depth of the market over time, including what types of housing, commercial, institutional/civic, and other uses will be demanded, and 2) the unique market opportunities and the competitive position of this neighborhood/West Jackson vis-à-vis Downtown Jackson, especially with respect to other potential development drivers within the Town, including the burgeoning Central Wyoming College West Jackson campus. Of particular interest as we look ahead will be how generational shifts, including the phenomena of Millennials having children and Boomers advancing in age, and how increasing climate risk-induced, and pandemic-induced, migration, will impact market demand.

We must also be mindful that, as the Town/the County seeks more balanced growth, community services and facilities in West Jackson are limited, and much of the present housing stock, while of good quality, is narrow in range. Given the prevailing socio-economic climate, it is crucial that as uses, development mix, and development intensities are reviewed against market conditions, they are reviewed as well in consideration of community aspirations and needs, towards arriving at an optimal development scenario. A wide range of housing offerings is anticipated towards sustaining community diversity, and ensuring that as the West Jackson grows, it remains a welcoming and accessible community for Jackson locals.

Team member ECONW will provide a detailed real estate market assessment and development feasibility analysis to serve as the basis for the Plan. Economic development defined in the broadest sense is envisioned to include: diversifying and expanding the housing stock; targeting commercial uses and sectors beyond those present *and even beyond the usual “Missing Middle”*; identifying uses and tenants that will attract a diverse mix of users and create a unique neighborhood; and integrating strategies to enhance the local quality of life. In addition to understanding overall market trends and the range and quantity of viable uses over time within this new neighborhood, we will examine the financial feasibility of ground-up development of specific catalytic sites that have the potential to kickstart transformation, activate the new community, and attract additional investment. This analysis will identify any financing gaps or other barriers holding back development and what public benefits can be expected from private development, to guide potential strategies by the Town/the County or other actors to incentivize preferred uses.

We will identify high payoff activities early in the process, including potential infrastructure investments that help reinforce better urban form and urban design, for their economic resilience impacts. Potential game-changers

(Below) Working with such groups as AARP, the Robert Wood Johnson Foundation, the US Environmental Protection Agency, and metropolitan planning organizations, DPZ's Lifelong Communities initiative recognizes that economic vitality, stability, and health cannot be maintained over an individual's lifespan without a coherent and supportive physical neighborhood framework. The initiative offers strategic interventions that raise the quality of life for residents of all ages while addressing specific and critical needs of those aging in place. DPZ's socially vibrant, pedestrian-oriented environments are brought to a greater level of lifelong viability through creative housing and transportation solutions as well as partnerships with health-care providers. To further these goals, DPZ has also crafted concise and practical guidelines to help local officials evaluate the lifelong qualities of development proposals that come up for review.



## LIVABLE COMMUNITIES FOR AGING POPULATIONS

Urban Design for Longevity

M. Scott Ball

# Placemaking

(Below) Housing studies for DPZ's Norton Commons, a new village in Louisville, KY. Our plans and regulations ensure a cohesive development character while coordinating diversity across housing types of varying densities.

such as infrastructure projects (e.g. improved Town-wide connectivity) should be leveraged through better design to result in economic resilience.

As stated previously, our approach to planning is form-based, and thus aligns with the form-based framework established by the Comp Plan. This framework ensures cohesion in form and character among building types, and compatibility of new development with the desired overall character.



This being said, we will review and test the regulations for improving connectivity between variegated building forms (i.e. often in the transitions between different building types of more conventional mixed development, there are clumsy and abrupt juxtapositions, or, conversely, vacant land or underutilized space), as well as promoting finer-grained urbanism and incremental development, as described above. The DPZ team is able to offer a range of innovative residential, mixed use, and commercial building types in this regard.

We also consider it important to create value in this new neighborhood through experience. What happens in-between the buildings, and what precedes development to create a sense of place, is just as important as what happens inside of them. There is value to be generated in this new community that can be attained through creative placemaking and ongoing engagement of the District's residents, businesses, and other users.

DPZ is able to develop both short- and long-term public space programming and activation strategies (i.e. via DPZ's Lean Urbanism initiative), which may provide a roadmap for future placemaking efforts, including strategies for the management of newly created public space.

The success of this new community hinges on a true neighborhood structure (by New Urban definition) which provides diversity of activities and uses, most importantly mixed-income housing (supported/balanced by local employment), and diversity of mobility options. The new community should be present integrated, connected, balanced, innovative, and economically feasible development, with an identifiable center and edges, and with context-sensitive transitions to the surrounding existing fabric, via connected thoroughfares and Complete Streets (please refer to Factor 8 of this submission); incorporation of elements of commercial/cultural incubation in select areas, and enhanced public space and civic amenities.



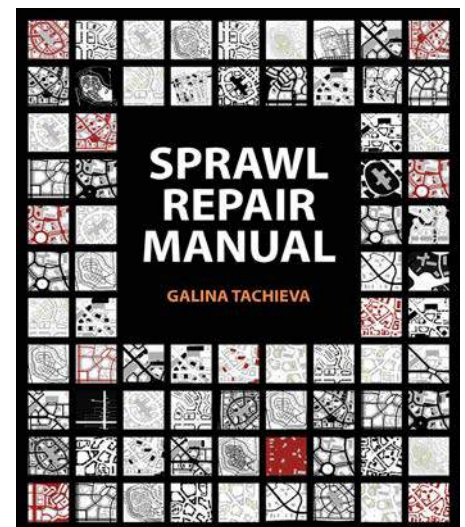
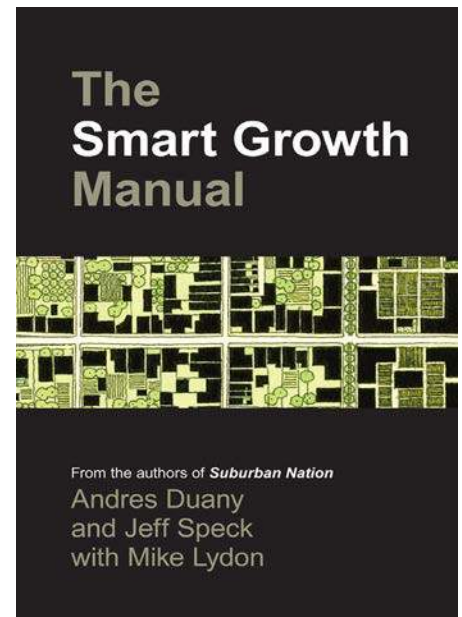
***Innovative Planning and Development.*** DPZ continuously employs an analytical approach to making more complete, attractive, and sustainable places. DPZ has developed a number of planning initiatives and innovations, and has written a number of publications resulting from the close scrutiny of numerous contemporary social, health, economic, and environmental challenges affecting a variety of clients. And demonstrating DPZ's responsiveness to immediate and pressing issues, our most recent innovations seek to address planning processes and strategic, fiscally responsible development in post-recession, pandemic, and post-pandemic contexts.

In addition to innovating *Form-Based Design and Coding* and the *Charrette methodology* described in detail in other sections of this submission (Factor 1 and Factor 6 respectively), some of DPZ's other initiatives and innovations pertinent to the context and conditions of the proposed development of Subarea 5.6 include, but are not limited to:

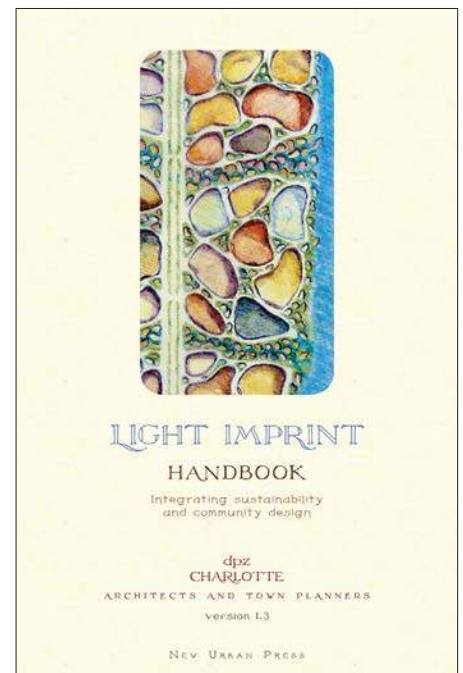
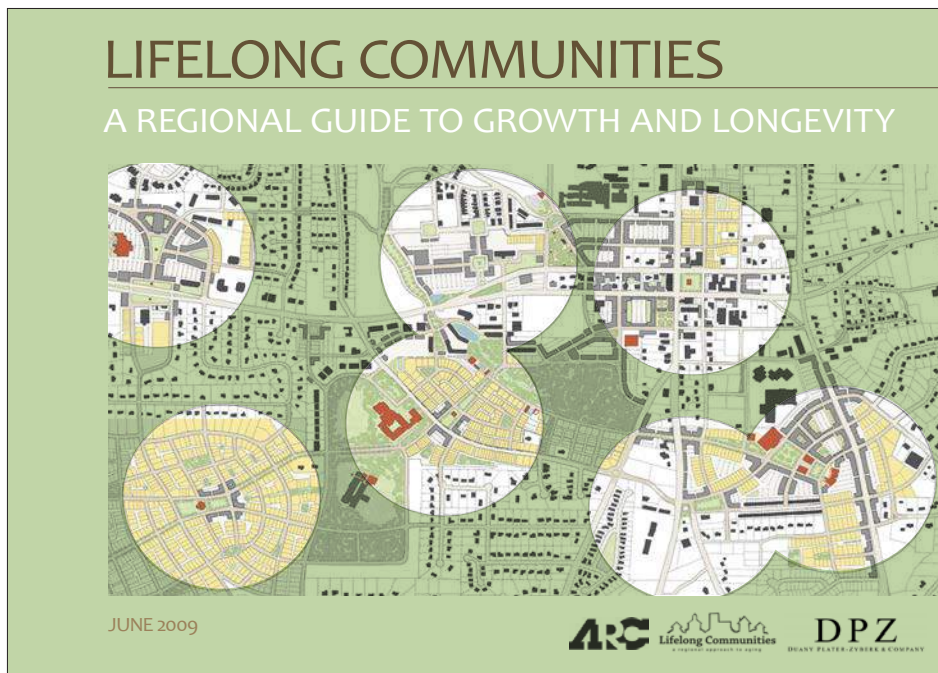
***Smart Growth Best Practices:*** DPZ's *The Smart Growth Manual* is a handbook of best practices describing and illustrating planning goals and techniques of implementation. The manual compiles the latest innovations of the New Urbanism, green design, and healthy communities into a comprehensive handbook, fully illustrated with the built work of the nation's leading practitioners. It is designed as a quick reference guide, readily accessible as a talking tool to facilitate meetings. Since its release, the manual has become a staple item for charrettes, public fora, and other discussions.

DPZ's *Sprawl Repair* initiative offers comprehensive guidance for transforming fragmented, isolated, and car-dependent development into complete communities. Polemical as well as practical, it equips regulators, planners, designers, developers, and concerned citizens engaged in strategic visioning processes with techniques drawn from two decades of successful repair projects. In contrast to sprawl – characterized by an abundance of congested corridors, strip development, and segregated land use pods – complete communities are diverse in terms of uses, transportation options, and population.

DPZ's *Lifelong Communities* initiative: As mentioned above, communities are increasingly challenged by the live, work, transport, and healthcare challenges of their aging populations. Both the Baby Boomers and the Millennials are entering life stages where urban living within a pedestrian-oriented, mixed-use, sustainable, light imprint environment is increasingly attractive. From a public sector perspective, both age groups can be much more effectively supported when they reside in the healthy and socially supportive context of a vibrant pedestrian-oriented neighborhood. DPZ, working with organizations such as the AARP and the Robert Wood Johnson Foundation, innovated age inclusive community models to integrate the interdepartmental



# Placemaking



(Top Left) DPZ's Lifelong Communities study for the Atlanta Regional Commission, the AARP, et al, which led to publication of DPZ's *Livable Communities for Aging Populations* book.

(Top Right) DPZ's *Light Imprint Handbook*

(Bottom) Charcoal, a restaurant in (the former) Wynwood Yard, is an example of Lean Urbanism. DPZ collaborated with the founders of The Wynwood Yard and Charcoal on the planning and design of a similar "yard" for North Miami Beach.

age-related concerns of health service delivery, transportation, workforce development, and land use planning, producing healthy and socially engaging communities for people of all ages and abilities. Some of this know-how may be integrated in the planning process for this new neighborhood.

DPZ's *Light Imprint New Urbanism*, a comprehensive development approach for the sensitive placement of development via coordinated sustainable engineering practices and New Urbanist design techniques, calibrated across the Transect. Innovative Light Imprint planning/engineering techniques balance

environmental considerations with design objectives such as connectivity and a well-defined public realm. It provides a toolkit for stormwater management using natural drainage, traditional engineering infrastructure and filtration practices, employed collectively at the scales of the sector, the neighborhood, and the block.

This toolkit is directly relevant to the proposed Neighborhood Plan as it offers a set of context-sensitive design solutions that generate a range of environmental benefits combined with an aesthetic approach to green infrastructure, while significantly lowering construction and engineering costs.

DPZ's *Lean Urbanism* advocates innovative small-scale, incremental community-building that requires fewer resources to incubate and mature. It seeks to lower the barriers to community-building, to make it easier to





Three Springs, CO



# Placemaking

start businesses, and to provide more attainable housing and development, “making Small Possible”. DPZ has developed a toolbox including short term tactical steps and low-cost pop-up activations with the potential to engage, excite, and build support in the Town/the County, and demonstrate how lean, incremental retrofit interventions can spur desirable investment in the project site.

**Post-Pandemic Design.** Under our present engagements, DPZ is preparing plans addressing altered parameters for community design in a post-pandemic context – i.e. pertaining to social gathering spaces, municipal budgets, etc.

These plans ultimately aspire to be fiscally responsible and revenue-neutral; they are delivered via a series of lighter, smaller building types and landscaping that may be built incrementally, avoiding expensive indoor spaces insofar as possible. They reconceptualize built elements as smaller, independent, modular buildings that later may be replaced by conventional ones. Modular housing units are proposed for the recruitment of essential workers such as first responders, teachers, and emergency service providers. Our plans also provide areas for lean, open-air commercial activities, e.g. food truck parks with outdoor seating under umbrellas and groves of shade trees. Outdoor life, sunlight, breezes, and large open spaces are considered the greatest assets to health; if the Town/the County requires it, the DPZ team will endeavor to incorporate such ideas while addressing specific site-contextual issues (e.g. winter considerations), towards providing ideal conditions for communal activity in the post-pandemic period.

**A Plan That is Ready for Action.** Long-term value and market confidence will be created via a form-based Neighborhood Plan that is coordinated with the Comprehensive Plan and that is easily understood and administered by the Town/the County, the landowners, third-party development partners, and other end-users.

A well-organized, clearly presented implementation plan is perhaps the most important product of any planning effort, helping ensure that the Neighborhood Plan and associated documents become a living guide for decision-makers and assuring that the vision for this new neighborhood is met with an equivalent measure of “bricks and mortar” and sets the tone for development well into the future. Physically realizable phasing helps in management/decision-making capacity building; this Neighborhood Plan should be a living document that remains flexible and adaptable, and is regularly reviewed based on opportunities for funding and for strategic partnerships.



(Top) A rendering of the post-pandemic plan for the Three Corners development, Vero Beach, FL

(Bottom) Apartment Villas in DPZ's Habersham, SC. This multifamily type offers an option for attainable housing with a relatively higher number of dwelling units per acre, while retaining modest massing and a town-like character.



## DPZ - Recent Awards

2020

- NAHB Best in American Living, Best Mixed-Use Community Platinum Award, Norton Commons, Louisville, KY

2019

- New Good Neighbor Award, New Jersey Business & Industry Association and New Jersey Business magazine, Wesmont Station, Wood-Ridge, New Jersey.
- Congress for the New Urbanism Charter Award, Norton Commons, Louisville, KY
- Congress for the New Urbanism Charter Award, Plan 2040, Doña Ana County, NM
- Congress for the New Urbanism Special Award, Completion of the Lyceum, Seaside, FL

2018

- Institute of Classical Architecture & Art (ICAA), to Elizabeth Plater-Zyberk
- Partners for Livable Communities honors Andres Duany and Elizabeth Plater-Zyberk with the Leader for a Livable, Equitable and Sustainable America
- Congress for the New Urbanism Charter Award, Village of Providence, Huntsville, AL

2017

- NAHB Best in American Living Awards (BALA) Hall of Fame Inductee: Andres Duany
- Charter Award, Congress for the New Urbanism, for Blue Water Workforce Housing, Tavernier, Florida

2016

- Congress for the New Urbanism Merit Award, East End Transformation, Richmond, VA

2015

- Transect Codes Council (TCC) Innovation Award Winner, for Saratoga Springs, UT
- NAHB Best in American Living Awards Community of the Year, The Village of Providence, Huntsville, AL

2014

- Global Human Settlements Award in Planning and Design; Global Forum on Human Settlements, for Miami 21

2013

- Congress for the New Urbanism Charter Award, Honorable Mention, The Scottish Sustainable Communities Initiative Charrette Series Report, Scotland, UK

2012

- Congress for the New Urbanism Florida Chapter John Nolen Medal

2011

- National Planning Excellence Award for Best Practice for Miami 21, Miami, FL - American Planning Association (APA)

## DPZ - Press

DPZ has been featured in national and international media such as NBC News, ABC News, Time, Newsweek, The New York Times, Washington Post, The Scotsman, The Guardian, and a number of professional publications. A sampling of the firm's mentions in the press may be viewed at <http://www.dpz.com>





Factor 4:  
Affordable and  
Workforce Housing





Hannibal Square, FL



# Affordable and Workforce Housing

## Affordability/Attainability via Mixed Uses and Mixed Building Types

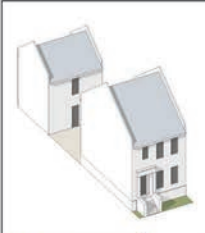
Mixed-use communities need plans and codes that specifically address issues related to the mixing of uses, especially housing types, towards achieving economic attainability for a variety of residents. Wide fluctuations in housing size, type, and style are potentially detrimental for long-term stability and neighborhood cohesiveness.

Plans and codes are needed that go beyond simple FARs and unit sizes, and instead expand beyond the typical “Missing Middle” typologies and allow greater flexibility and creativity within a framework that promotes a successful integration of housing types. We will recommend coding strategies that are parametric, allowing a range of options – essential for mixing housing types successfully.

Our team is committed to helping ensure that housing development is provided to foster mixed-income communities and ensures affordability to a broad segment of the population. We believe this is essential for the long-term sustainability of Northern South Park and the region at large. Our team has

(Bottom, this and next 4 pages) A selection from DPZ’s portfolio of housing types and their built counterparts (curated also from DPZ-designed communities), focusing on the low- to mid-density range for multi-family types, which are typically suitable for affordable housing.

### TOWNHOUSES



|                     |          |
|---------------------|----------|
| Lot Width           | 18-24 ft |
| Lot Depth           | 90 ft    |
| Average Lot Area    | 2,000 sf |
| Lot Coverage        | 90%      |
| Average Unit Size   | 2,000 sf |
| Retail Area         | 0 sf     |
| Employment Area     | 0 sf     |
| Residential Stories | 2-3      |
| Non-Res. Stories    | 0        |
| Total Stories       | 2-3      |
| Dwelling Units      | 1        |
| Avg. Res. Density   | 22 du/ac |



Herndon, Maryland



Cornelius, North Carolina



Cornelius, North Carolina



Vickery, Atlanta, Georgia



Mableton, Beaufort, South Carolina



# Affordable and Workforce Housing

first-hand experience of these issues in Jackson, observing that many of the (largely minimum wage or tip-based) workers, the consequence of these may mean having to live nearly an hour away (or more in winter weather) across the pass in Idaho, in order to find affordable housing. For longtime residents who have lived there for generations, it could mean having to leave the place they grew up in order to find housing, and not be able to provide their children with the small-town lifestyle they enjoyed. Bad for workers, for housing, for the communities, and creates a transportation impact due the increase in vehicle miles traveled. The Northern South Park Neighborhood Plan seeks to address these issues, to help ensure the “community first, resort second” character of the valley, and to assist in providing workforce housing to achieve Comprehensive Plan goals. We also are cognizant of the fact that there is always a risk of certain neighborhoods previously being affordable becoming increasingly unaffordable when development efforts prove too successful.

To address these goals, we will propose specific design strategies and appropriate housing development scenarios, with input from pertinent municipal officials, to be determined under the proposed Neighborhood Plan, where it is anticipated

### SMALL MULTI-FAMILY



|                     |          |
|---------------------|----------|
| Lot Width           | 66 ft    |
| Lot Depth           | 90 ft    |
| Average Lot Area    | 5,900 sf |
| Lot Coverage        | 60%      |
| Average Unit Size   | 1,500 sf |
| Retail Area         | 0 sf     |
| Employment Area     | 0 sf     |
| Residential Stories | 2-3      |
| Non-Res. Stories    | 0        |
| Total Stories       | 2-3      |
| Dwelling Units      | 4-6      |
| Avg. Res. Density   | 37 du/ac |



Rosemary Beach, Florida



Norton Commons, Kentucky



Rosemary Beach, Florida



Habersham, Beaufort, South Carolina



New Town St. Charles, Missouri



# Affordable and Workforce Housing

that the team will be able to identify gaps between the current and projected housing supply at various income levels and household sizes and types.

Flexibility is allowed within some bounds to ensure coherence. As stated previously, DPZ's *Lifelong Communities* initiative generates the strongest community social networks and support systems. Moreover, a contextual diversity of housing options allows developers to access multiple market segments, thereby achieving faster product absorption.

With this baseline, we would propose several possible strategies:

- Multi-family units in single-family blocks. Form-based codes will help ensure that such housing is compatible with the desired neighborhood character. New multi-family housing should either have the basic typology of established, successful multi-family housing, OR, it could take on the typology of single-family housing in the area (i.e. multi-family buildings with a single-family housing character or compatibility, such as Apartment Villas a.k.a. 4-, 6-, 8-, 10-, or 12-packs; please refer to the typology on the facing page).

## MEDIUM MULTI-FAMILY



|                     |           |
|---------------------|-----------|
| Lot Width           | 130 ft    |
| Lot Depth           | 120 ft    |
| Average Lot Area    | 15,600 sf |
| Lot Coverage        | 60%       |
| Average Unit Size   | 1,200 sf  |
| Retail Area         | 0 sf      |
| Employment Area     | 0 sf      |
| Residential Stories | 2-3       |
| Non-Res. Stories    | 0         |
| Total Stories       | 2-3       |
| Avg. Dwelling Units | 14        |
| Avg. Res. Density   | 39 du/ac  |

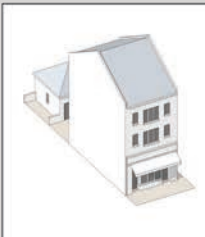




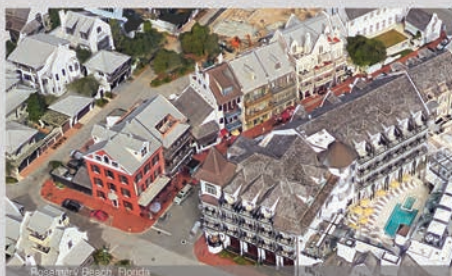
# Affordable and Workforce Housing

- Linkages between diverse housing types. Often in the transition areas between different housing types there is vacant land or underutilized space. There should be a concerted effort to create neighborhood linkages between variegated housing forms.
- Housing in commercial areas. Housing over commercial space is another way of promoting housing mix via small unit integration. It is not only smaller and therefore more affordable, but has the added value of providing more client base for small business owners in the vicinity. Such applicable types include but are not limited to Live/Works and mixed use buildings (please see the typologies on this page and the next).
- Small unit integration. Small unit integration is especially important because it provides options for low to moderate income households, as well as additional rental income for existing property owners. Pressure to increase density can be relieved by supporting small unit integration - accessory dwelling units, a.k.a. carriage houses or “granny flats” are one example. Sometimes residents object to allowing accessory dwelling units because of a (real or perceived) increase of cars in the area. Tying the provision of small units to areas well served by transit can lessen this

## LIVE / WORK



|                     |          |
|---------------------|----------|
| Lot Width           | 22-30 ft |
| Lot Depth           | 90 ft    |
| Average Lot Area    | 2,300 sf |
| Lot Coverage        | 70%      |
| Average Unit Size   | 3,200 sf |
| Retail Area         | 1,200 sf |
| Employment Area     | 0 sf     |
| Residential Stories | 2        |
| Non-Res. Stories    | 1        |
| Total Stories       | 3        |
| Dwelling Units      | 1        |
| Avg. Res. Density   | 19 du/ac |





# Affordable and Workforce Housing

impact, as well as lessen the burden of car ownership for low-income families. New affordable units should be allowed and even encouraged in areas close to transit - with parking restrictions, not requirements.

- Innovative housing types. As mentioned above, **the prevailing development climate warrants a deeper dive into the issue of attainable housing (including post-pandemic considerations such as security, fiscal responsibility, efficiency of delivery, etc.) and an expansion of strategies beyond the usual “Missing Middle” tropes and typologies.** This Neighborhood Plan presents the opportunity for truly creative attainable housing design, which is among DPZ’s key areas of expertise. Some of these innovative affordable/attainable housing designs created by DPZ in recent years include, but are not limited to the following (please refer to the following pages after this, for illustrations):
  - “Checkerboards”. These are multi-family buildings with a staggered (“checkerboard”) arrangement alternating the building placements with landscaped parking courts. The parking courts are softened with trees, which also provide shade for dedicated parking spaces, potentially turning these into spaces for events when cars are not present.
  - “Portland” Blocks. The structure of “Portland” Block plans is based on

## MIXED USE



|                     |           |
|---------------------|-----------|
| Approx. Lot Width   | 210 ft    |
| Approx. Lot Depth   | 100 ft    |
| Average Lot Area    | 37,800 sf |
| Lot Coverage        | 35%       |
| Average Unit Size   | 900 sf    |
| Retail Area         | 12,000 sf |
| Employment Area     | 0 sf      |
| Residential Stories | 2-3       |
| Non-Res. Stories    | 1-3       |
| Total Stories       | 2-4       |
| Avg. Dwelling Units | 36        |
| Avg. Res. Density   | 74 du/ac  |





# Affordable and Workforce Housing

A selection of DPZ's unique housing types:

(Top Row) Checkerboards

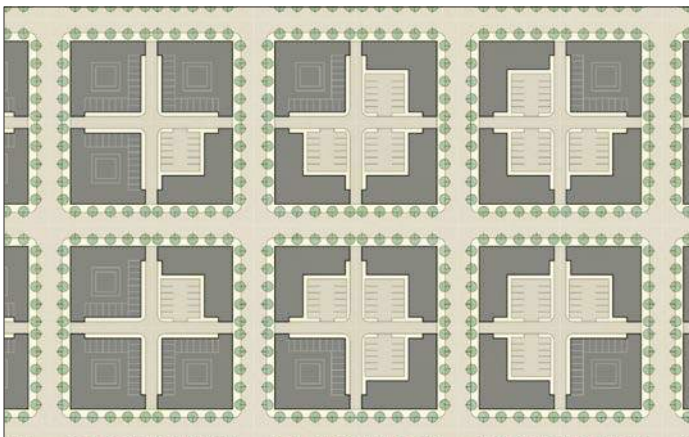
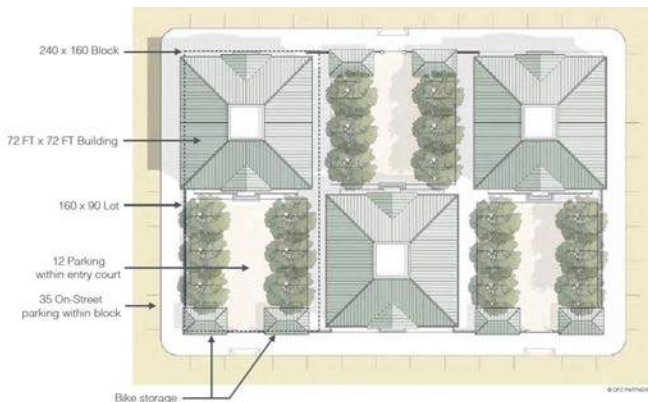
(Middle Row) "Portland" Blocks

(Bottom Row) DPZ Tiny Houses

~250 ft wide streetblock. Each "Portland" Block can be divided into quadrants for residential or commercial buildings, which – at 3 story maximum – yields densities of up to 30 dwelling units/acre and self-parks.

- Small Unit Types.

1. Tiny Houses. These micro units create "urban hamlets" as catalytic housing. Clusters are arranged with landscaped spaces between homes used as shared areas. These units are attainable and intended mainly for the middle income sector that form the Town's/





# Affordable and Workforce Housing



DPZ-designed affordable housing model units showcased at the Show Village at the 2020 International Builders' Show.

(Top) The Tiny House

(Bottom) The Mid-Century Modern Manufactured House

the County's workforce. Small unit types such as Tiny Houses, as short- to medium-term infill, can be proposed for small households as a way of maintaining attainability. (Note: The Show Village at the 2020 International Builders' Show featured two DPZ homes, one of which was the DPZ Tiny House; please refer to the article at the end of this section.)

2. Manufactured/Modular/Kit-Based Housing. Manufactured, modular, or kit-based dwellings have the potential to contextualize affordable options and change the way small units (as well as below-market housing) are perceived. As always in the case of including more attainable housing options into a neighborhood, respecting the overall urban character is as important as striking an appropriate balance between the number of existing residences versus the total of newer, smaller units. (Note: In addition

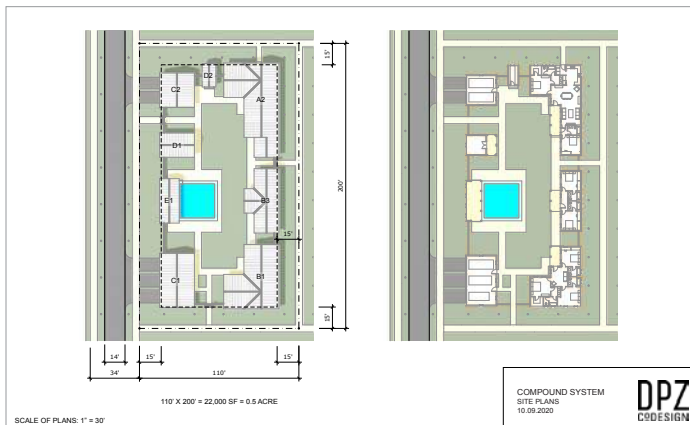
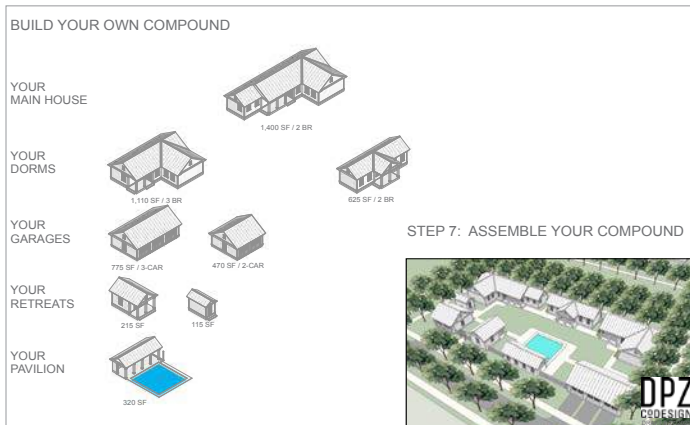
# Affordable and Workforce Housing

to the Tiny Home, the other DPZ house built and featured at the 2020 International Builders' Show Village was the Mid-Century Modern Manufactured Home.)

- Compound Housing. Specifically responding to post-pandemic concerns, compounds offer a threshold of security and privacy to a cluster of houses that may be grown incrementally (and thus affordably)
- Carpet Cottages. DPZ's Carpet Cottage typology uses a patented system of interlocking single-story courtyard homes, providing a compact, durable, and fully accessible alternative for low-income housing tax-credit units. Achieving densities of 13 to 30 units per acre, Carpet Cottages are a innovative response to the "missing middle" of housing density, able to fit comfortably in a neighborhood of single homes (please refer to the images on the facing page).

There are many more innovative DPZ affordable housing types which we would gladly discuss with the Town/the County should DPZ be selected for preparing this Neighborhood Plan.

- Fitting in small businesses. Services should be well-distributed to reach a broad geographic range. This also implies that mix has a relationship to size. Smallness is especially important in diverse areas because it is the basis of multiple ownership, which in turn encourages diversity of service. Small, independent businesses in diverse areas need to be protected and nurtured, and new small business growth encouraged. The Neighborhood Plan should help accommodate small, family-run businesses. For lower-income and "blue-collar" families, homes should be able to function as workplaces – for making clothing, operating a repair shop, or engaging in other types of non-noxious, light industries. Encouraging live/work units, artists' lofts, and light manufacturing helps small businesses and entrepreneurs gain a foothold. Such places can function as



(Above) A selection of elements and views of DPZ's Compound System housing typology



# Affordable and Workforce Housing



(Left) DPZ's BlueWater Affordable Neighborhood, using the Carpet Cottage typology

low-rent business incubators. Small businesses can be encouraged by providing resilient, small, flexible units to accommodate local entrepreneurs. In these areas, codes should be relaxed and incentives given to develop the kinds of small businesses that are essential to maintaining a diverse neighborhood. Because of the fact that small businesses are essential for sustaining diverse neighborhoods, public subsidy in the form of tax breaks and low-interest loans might be appropriate.

- Big boxes and “black boxes”. While small neighborhood-based establishments serve and employ a diverse population, large retailers provide the neighborhood with needed retail and employment, yet do little to engage the public realm. Similarly, facilities such as medical buildings, parking garages and the like are also typically “black box” buildings – those that are either self-contained and have an inward-looking aspect, or are large or structures that otherwise offer little by way of contributing to the quality of the streetscape. Big boxes, large chain stores, inward-looking buildings and parking garages can be accommodated in a way that does not work against the fabric of a diverse neighborhood, which tends to

be finely grained. One strategy is to “wrap” them with smaller units. Or, similarly, put small retail spaces on the ground floor (e.g. in front of big boxes). Providing spaces for smaller, local retailers is good for diversity, and good for activating and enlivening the street. However, it is paramount that these smaller insertions be extremely sensitive of their immediate context so as to appear as organic a complement to the community as possible. “Spaceship” type projects (big box buildings and their parking lots that look like spaceships on their landing pads), however well intentioned, tend to not blend and therefore don’t appear authentic.

## Complete Neighborhoods Create Affordability

The creation of diverse, mixed-income neighborhoods must also include the understanding that affordability involves more than just a unit; part of the affordability equation is ensuring that needed services are within as close proximity as possible. Planning strategies can be used to promote this integration. This Neighborhood Plan should ensure that neighborhoods are well-served. Placed-based supportive services for communities include schools; places for after-school programs; recreation facilities; parks and open space; and access to quality foods and produce, health and wellness services, and day care.

# Affordable and Workforce Housing

## Delivering and Ensuring Long-Term Affordable and Workforce Housing

Delivering and ensuring long-term affordable and workforce housing requires a balance between tailoring the right incentives, modifying land use and tax policies, and fostering a local development community committed to providing affordable housing. In resort communities, these factors are often competing with one another or are undeveloped.

Demand for housing and developable land in these communities can be driven by vacationers seeking second homes or short-term rentals or more recently by households leaving other areas of the country due to the circumstances created by Covid-19 and relocate to places like Teton County. The combination of these factors adds upward pressure on prices for the existing supply of housing. This adds pressure both to convert the existing rental housing stock into short-term rentals, reducing the supply of long-term rentals for the local workforce. Additionally, the local development community responds to the growing demand and delivers housing that caters to these upper-income segments. The only option for the local workforce is to live further away where housing is available and naturally more affordable.

Efforts to develop or preserve affordable housing in many resort communities is also often complicated by zoning or other land use requirements. Our team has worked in resort communities where large minimum lot size requirements, high parking ratios, one size fits all System Development Charges (SDCs), as well as other policies all add up to make delivering housing diversity and affordable and workforce housing in particular very challenging.

In some instances, politics within the local community can complicate the housing need. Many resort towns in the American West have their roots as small rural communities that were once largely agricultural or natural resource-oriented economies. Part of their attractiveness remains in their western small-town appeal. To preserve this character, some residents and communities reject any form of new development that is different or aligns with different household sizes or income levels, further complicating attempts to deliver housing diversity and affordable workforce housing. The combination of market

forces, the policy landscape, and local politics all result in pushing all housing development in the direction only one or two housing types (typically condos and large single-family homes) that cater to the growing upper-income segment of the population or the vacationers.

The Northern South Park Neighborhood Plan presents an opportunity for the County and the Town of Jackson to ensure there is more diversity in the County's housing supply (e.g. as described earlier in this section – attached single-family, townhomes, cottage clusters, duplexes, triplexes, and quadplexes, and mixed-use multi-family) that are affordable to the local workforce and through right-sizing local policies and incentives, these units can remain affordable and available to the local workforce into the future. To achieve these goals the DPZ team proposes to evaluate a host of strategies that can help advance the development of a variety of housing types within the neighborhood and ensure permanent affordability. These strategies include:

- **Inclusionary Zoning Policies:** Design and testing policies that fit the local context and incentivize the development and permanent affordability of a certain percentage of units.
- **Cost Drivers:** Right size zoning requirements as well as permitting and System Development Charges (SDCs), and other costs. Alleviating or adjusting some of these costs so they do not disproportionately fall on smaller affordable developments is important to incentivize housing variety.
- **Tax and Land Use Policies:** Using tax abatements or exemptions or allowing modifications to zoning in exchange for affordability can work help to deliver affordable workforce housing as well as housing variety. If designed properly these tools can also ensure permanent affordability well into the future.
- **Partnerships and Creative Financial Structuring:** Delivering affordable housing requires cobbling together financing sources. Local jurisdictions can play a role by forming partnerships to assist in making affordable housing a reality. This can include working with the Teton County Housing Authority to help dedicate Low-Income Housing

# Affordable and Workforce Housing

Tax Credits (LIHTCs) to projects in the neighborhood or encourage the acquisition of land for affordable workforce housing development. Jurisdictions can also help through the allocation of grants or other funds that are available through State or National programs. They can also dedicate annual budget amounts to assist in financing affordable housing development as many jurisdictions have begun doing. Forming partnerships are critical to developing and maintaining affordable workforce housing. The County and the Town of Jackson will need partners, working with national organizations dedicated to affordable housing such as Habitat for Humanity or the National Development Council to help structure affordable housing deals as well as foster a local development community dedicated to delivering and managing affordable housing throughout the County.

Identifying the optimal strategies will require a thorough market assessment of the current housing conditions in Teton County to identify the gaps and better understand the workforce population in relation to the existing housing supply. Team member ECONW will also use interviews with local real estate brokers, developers, and other real estate industry experts to flesh out the market analysis and provide context to the data. These interviews will help to identify the local impediments to delivering affordable workforce housing and will enable us to test a variety of strategies to incentivize and deliver affordable work force housing and ensure permanent affordability.

(Below) ECONorthwest prepared an Inclusionary Housing Policy for the City of Ketchum, Idaho



## PROBUILDER PROFESSIONAL BUILDER

### Andrés Duany on New Urbanism's Legacy and Affordable Housing

As a leading advocate for smart growth, Miami-based architect and urban planner Andrés Duany's vision for housing development and affordability is both bold and practical

July 26, 2020

This is a longer version of an interview that appeared in the July/August 2020 issue of Pro Builder.

Andrés Duany co-founded the planning, urban design, and architecture firm DPZ CoDESIGN (DPZ; formerly Duany Plater-Zyberk & Co.) with his wife, Elizabeth Plater-Zyberk, in 1980 with the goal of replacing suburban sprawl with what would become "New Urbanism." For the past four decades, he has designed hundreds of new communities and revitalized others around the globe, as well as influenced planners, architects, designers, and government policy in the U.S. and abroad. He has also co-authored several books and continues to support efforts to encourage mixed-use, walkable communities and to address the challenge of affordable housing. Pro Builder contributor Michele Lerner sat down with Duany to discuss his legacy and latest passions.

#### **PRO BUILDER: What are builders and architects getting right today? What are they getting wrong?**

**Andrés Duany:** Dollar for dollar, the products you get from architects and builders in America are the best in the world. American builders are touchingly concerned with what people want inside their homes, so their interior layouts are also the best in the world. But in terms of the exterior of homes and the layout of communities, Americans build the worst public face in the world with the least walkable communities.

NIMBYism exists because people hate the experience of traffic and cookie-cutter housing. They love the interiors of their homes, but they don't want more pain from traffic and they don't want more ugliness. People hire DPZ because we can get permits to build the best private realm inside homes and the best public realm. Developers need to learn to design open space with a square or a plaza and walkable charming streets instead of tinkering with whether blue cabinets are popular this year. NIMBYism was created by American developers.

#### **PB: How do New Urbanism communities stand up after 30 to 40 years?**

**AD:** They are very successful from the point of view of the people who live there who want to walk everywhere, socialize with neighbors, and live in a multigenerational community. I think about 50% of people want to live in these kinds of communities, but there are always some who say they don't want [that lifestyle or community].

The biggest mistake planners make is that they hedge their bets and design communities that are neither suburbs nor New Urbanism—they are the worst of both.

#### **PB: Is there anything you would change about Seaside or Kentlands?**

**AD:** We deployed Main Street shops as the lure to get people to socialize, but that essentially means



# Affordable and Workforce Housing

you have to spend money to socialize. That's profoundly unfair. I'd replace shopping with "agrarian urbanism," which is dedicated to growing food as a community and brings people together to plant, harvest, and process it.

## **PB: How do you assess housing affordability?**

**AD:** Affordability is the No. 1 problem facing the U.S. today and a major cause is the government making it difficult to get building permits. Huge regulatory hurdles have made it so hard ... you [practically need] a government subsidy to build affordable housing.

Forty years ago, I didn't need permits to build Seaside, but now—even with Florida's very benevolent regulatory environment—you have to spend \$1 million to \$1.2 million in consulting fees to build a new community in the same area.

We've seen smaller builders disappear because permitting became so difficult and expensive that only big builders could afford to amortize the expense. So we started the "Lean Urbanism" initiative to help younger and smaller developers get permits and build affordable projects. Relatively small lots from 2,500 to 9,000 square feet. This not only promotes neighborliness but also allows individuals of different generations and various income levels to live in the same neighborhood.

## **PB: What cuts through the red tape?**

**AD:** Big developers hire someone to help them get past the regulatory problems, so part of Lean Urbanism is to provide young builders with hacks to get around the burden of regulations. Regulatory reform takes too long, so this is about identifying loopholes available to builders.

For example, it's important to know the threshold where certain regulations kick in. If you stay within a certain size, such as four apartments on three levels, you can get a permit more easily than if you added just one more apartment per floor or another

level to the building. Another hack is to renovate a building to the code under which it was built rather than today's far more restrictive code, while still keeping people safe.

## **PB: What other solutions do you advocate?**

**AD:** In a technical sense, the manufactured home industry has already solved the affordability crisis. It can deliver homes at \$50 per square foot. But it has a cultural problem. So, another initiative of ours is dedicated to making manufactured housing culturally acceptable and getting permits.

## **PB: What about empty retail spaces and the inventory of large suburban homes?**

**AD:** One of the greatest real estate opportunities of the 21st century is underutilized parking lots that are available because the retail sites are empty. This is pre-permitted, denatured land with access to electricity and plumbing. McMansions can be transformed into senior or student housing with parking in the back so the garage can become living space. Shopping malls and shopping centers can be converted to mixed-use town center developments with open spaces where people can gather.



# Factor 5: Relevant Local and Regional Intelligence

## Teton County Wildlife Crossing

by

Marcel P. Huijser, PI  
Corinna Riginos, PI  
Matt Blank, PhD  
Rob Ament, MS  
James S. Begley, MS  
and Edward R. Jenn

<sup>1</sup>Western Transportation Institute, N  
<sup>2</sup>Northern Rockies Conserv  
<sup>3</sup>E.R. Jenn Illus

FINAL RE



# Update

Information Meeting

## 2020 Comp Plan Update: What's in the Draft?

Update to the 2012 Jackson/Teton County Comprehensive Plan  
March 2020



Phase 3 Report

Jackson/Teton Comprehensive Plan Update



JACKSON/TETON COUNTY  
WORKFORCE HOUSING  
ACTION PLAN



# Relevant Local and Regional Intelligence

There are many challenges that are unique to the special places where small town living, the stunning beauty of the landscape, and the proximity to National Parks, intersect. Cost of living, affordable housing, and transportation pressures combine with seasonal tourism to create what can become an untenable long-term situation.

Jackson is a four-season town, with tourism peaking in winter months for the world class skiing, and in summer as the gateway to Teton and Yellowstone National Parks. Even the shoulder seasons of spring and fall have become more and more popular. Added to that is the prestige of Jackson being named as one of the most livable places for its quality of life, bringing people of means who relocate there.

These are “good problems” when the economy is based on the tourism dollars that flow in – but they also create challenges for year-round residents and seasonal workers, who find affordable housing increasingly difficult to attain.

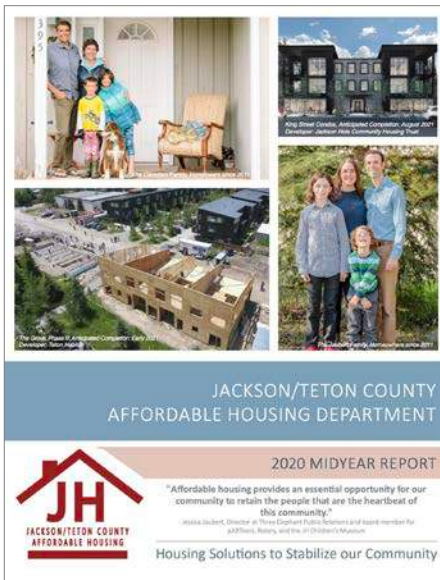
(Below) The enviable setting and popular local and regional amenities makes Jackson, WY an attractive place to live and visit.



OpenSource Wikipedia



# Relevant Local and Regional Intelligence

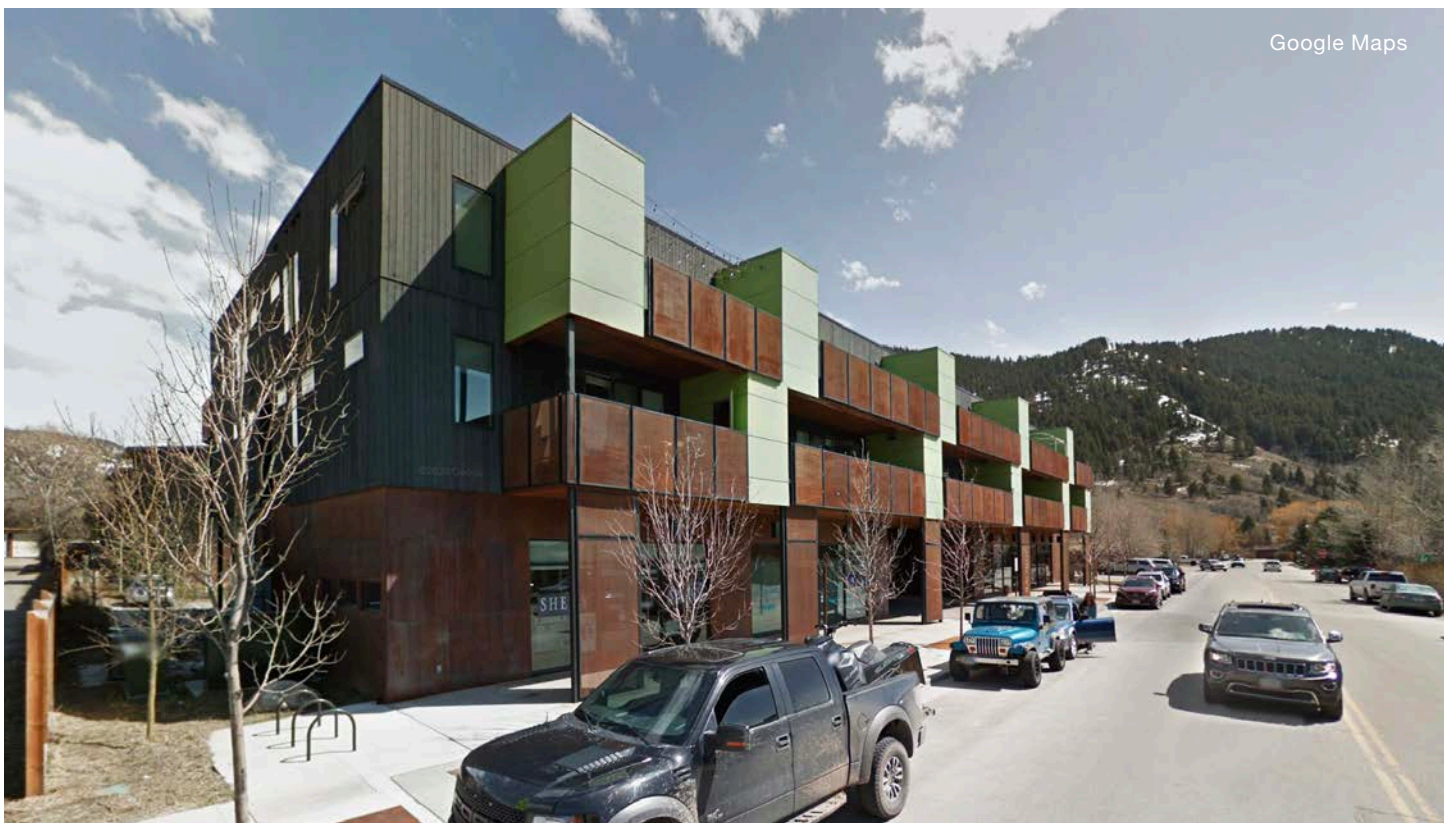


The availability of affordable and work-force housing is a priority for the County and the Town. (Above) Jackson/Teton County Affordable Housing Department 2020 Midyear Report. (Below) The Grove, Jackson - A multi-phased 'Planned Mixed Use Development'

Compounding forces drive the demand and supply of housing. In recent years, Teton County has seen an influx of upper income residents and vacationers who either purchase existing homes, build new homes, or rent vacation properties. Developers have taken notice and responded in kind by building properties that cater to this growing segment of the population, either through offering luxury short-term rental properties or developing for sale homes specifically for this growing segment. More recently, the opportunity to work remotely, as a result of Covid-19, has brought in new residents attracted to the small-resort town appeal and for its access to lots of natural outdoor amenities.

The influx of people with means and the inability for housing development to keep up with demand has driven up prices on the older supply of homes in both the for sale and rental markets. Indeed, the median home sale price in Teton County is roughly \$800,000.

Additionally, the demand for short-term rentals in recent years has reduced the supply of traditional rentals that would normally rent to the local workforce. The combination of these forces leaves resort communities with little supply of housing for the population that works and provides basic services within them. As a result, today only 56 percent of the workforce lives within the county compared to 85 percent in the 1990s.



# Relevant Local and Regional Intelligence



(Left) Commercial and recreational amenities in Downtown Jackson, WY.



The local economy further complicates the housing situation. Since 2000, the three fastest growing job sectors of the local economy were accommodation and food services, real estate rental and leasing, and retail trade.<sup>1</sup> All three sectors directly tied to the growth in tourism and vacation travel. These factors add to the market conditions and the development pressures within the County whereby developers will logically utilize the developable land to capture the fastest growing sector of the local economy, as the potential returns appear more attractive than development housing for the local workforce.

Shifting this dynamic does not require slowing economic growth, it simply requires an active role by the local government to increase the provision of more affordable and workforce housing. Through policy changes, zoning and tax incentives, existing funding and financing sources, and partnerships with those committed to delivering affordable housing, the County can achieve its goal of having 65 percent of its workforce reside within Teton County.

<sup>1</sup> Source: U.S. Department of Commerce. 2019. Bureau of Economic Analysis, Regional Economic Accounts, Washington, D.C., reported by Headwaters Economics' Economic Profile System, [headwaterseconomics.org/eps](http://headwaterseconomics.org/eps).





Factor 6:  
Workshop/  
Charrette-Based Planning





# Workshop/Charrette-Based Planning

For four decades DPZ has been building trust and consensus among stakeholders, residents, and community leaders throughout the US and around the world. To be successful, the DPZ team will maximize input, education, and engagement to ensure that all the stakeholders are able to participate in the design and planning process. This requires a dedicated commitment to transparency, a team willing to solicit and respond to feedback, and a broad range of communication strategies, tools, and tactics.

The DPZ team will work closely with the Steering Committee and staff to identify appropriate stakeholders representing the broadest array of community interest. Early in the process (Phase One) selected stakeholders (up to 15) shall be interviewed by the team to further understand the goals, ideas, or concerns they have for the project area.

Following these interviews and the Phase Two data collection and analysis/evaluation effort, the team will conduct an opening public meeting (in person or digital, to be determined). The meeting will offer the opportunity for presentation of the initial findings and will also outline the overall expectations/goals of the Plan.

DPZ understands the importance of not bringing preconceived notions of development. The primary outcome of these early tasks is to establish the process framework for the course of the planning stages and conceptual design work. The public orientation will clearly establish and publicize the necessary feedback loops for public input that is crucial to the ongoing engagement strategy that follows.

(Below) Erie Town Center Master Plan Opening Public Presentation

## DPZ's Engagement Strategy

- Educate community members and stakeholders about the opportunities presented by the master plan and its connection to their improved quality of life.
- Engage developers, residents and professionals in a collaborative public dialogue about their vision for the area, using a variety of media types and platforms.
- Evaluate engagement efforts to ensure diversity and consistency in the outreach plan, particularly with under-served or underrepresented populations.



# Workshop/Charrette-Based Planning

**Both virtual and in-person, DPZ charrettes are efficient and dynamic**

DPZ is proficient in all forms of design that integrates public and stakeholder engagement - the chosen approach determined by what is appropriate to each project. More often the Charrette is the preferred method of working. The dynamic and inclusive process is a fast method to overcome obstacles and helps vest interest in the design. Charrettes are exhilarating and efficient, and one of the reasons people enjoy working with DPZ!

Our Charrettes assemble key decision-makers to collaborate in information sharing, iterative design proposals, and providing feedback and revisions. Through visualization and rapid prototyping of different scenarios, DPZ gives a voice to various opinions, reaching solutions that may not be singular but offer a range of possibilities. This enables informed decisions and saves months of sequential coordination in reaching the final agreed outcome.

(Below) Examples of DPZ's interactive public design sessions, topic meetings, and presentations.

DPZ's Charrette process outlined in Factor 1, proposed some adjustments to Phases Three and Four, where a good portion of the work, erstwhile ascribed to Four, can be undertaken under Three. DPZ's Charrette process also compresses the Town's/County's timeline from 8 months to 7.



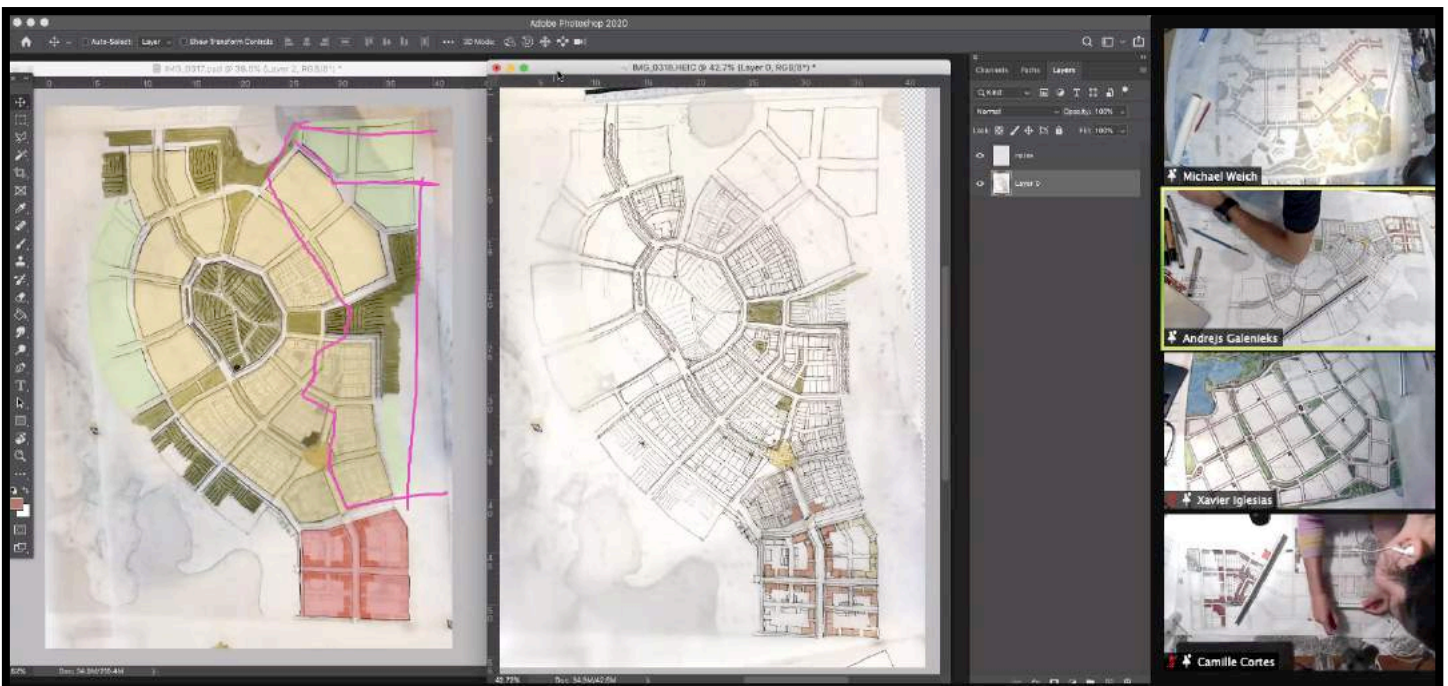
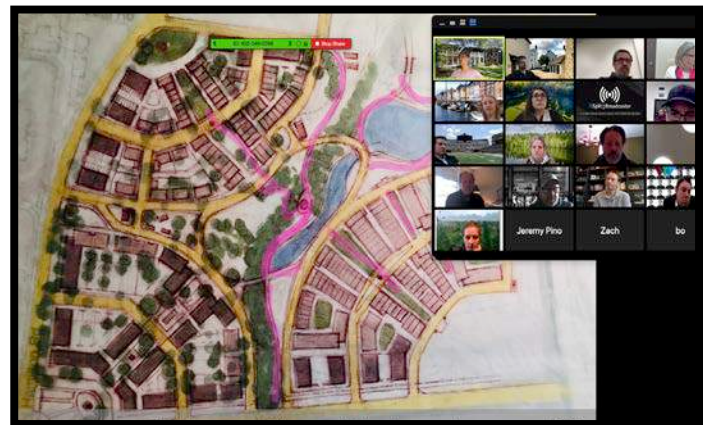
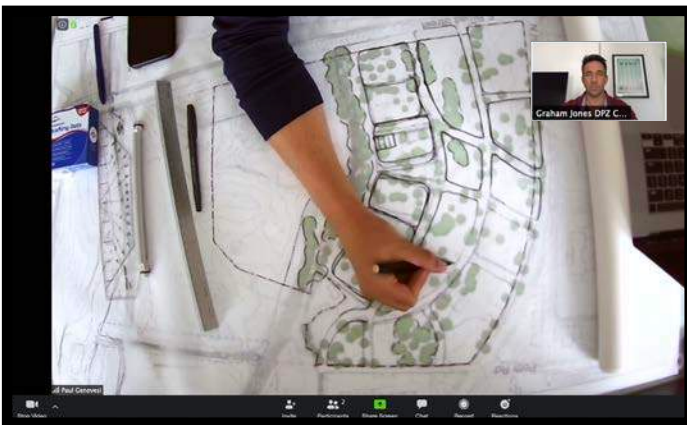


# Workshop/Charrette-Based Planning

In this time of physical distancing, DPZ's virtual Charrettes have become an essential tool for facilitating participation by a myriad of decision-makers and community stakeholders. Virtual and/or in-person engagement provide/s residents, businesses, and leadership with a variety of convenient fora to exchange information and feedback to be used by the DPZ team in our work.

If required, the Charrette/s can be undertaken as virtual events, using a combination of platforms such as Zoom meetings and design reviews, online stakeholder surveys, and an interactive public engagement website. Existing location conditions and proposed plans, as they are prepared and evaluated, can be viewed remotely on computers and cell phones. A smart interface provides the opportunity for location-specific ideas and comments/feedback to be captured.

(Below) Interactive meetings allow stakeholders to make contributions and provide feedback to DPZ planners and designers remotely in real time.



# Workshop/Charrette-Based Planning

## Summary of Neighborhood Planning Engagement Components:

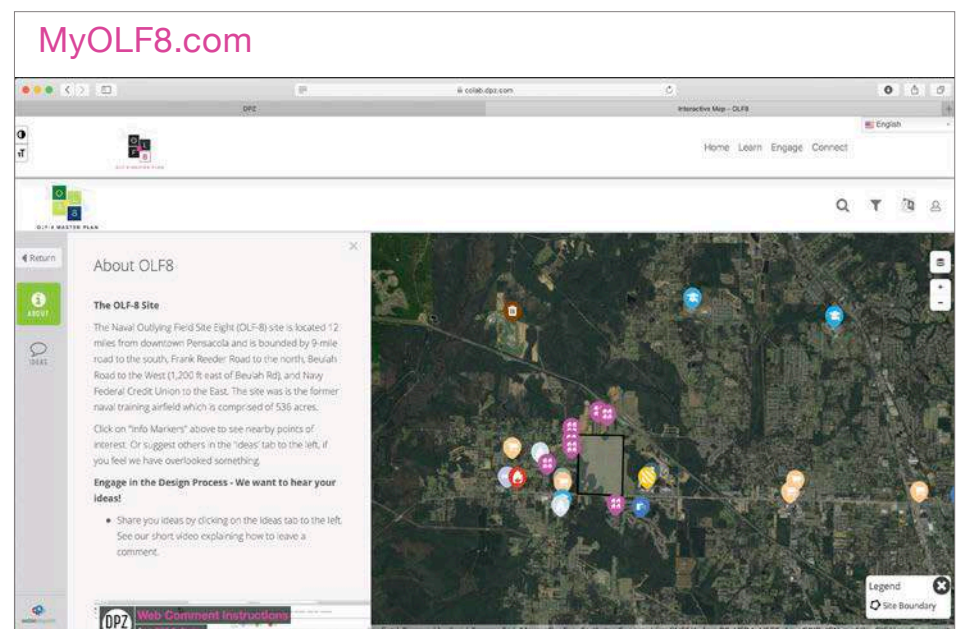
- Utilize digital platforms, direct stakeholder contact and traditional outreach techniques;
- Inform of milestones, updates, and participation opportunities;
- Educate community on project goals, processes, and best practices;
- Undertake a multi-day interactive planning workshop/charrette
- Collect stakeholder and developer ideas, input and feedback; and
- Build connections between community groups to support the master plan outcome.

In close coordination with the County Public Information Specialist, we further recommend the following tactics:

- **Digital Platforms and Content** - The team shall utilize existing digital and social media platforms and/or create new ones specific to the project. For example, DPZ recently setup a dedicated project website for the high profile OLF-8 master planning effort in Escambia County, Florida (MyOLF8.com). The online tools and publicity helped build audience momentum and ensure a clear process. Educational and engagement content prepared by DPZ includes project updates, images, diagrams and analysis, background information, and videos.
- **Online Engagement and Interaction** - In addition to the digital content, the team may utilize online surveys, interactive mapping, and virtual town-hall-style meetings as needed to capture and measure citizen input and feedback on the project. These efforts can be geocoded and focused on the broader community for maximum participation.
- **Traditional Media and Community Outreach** - While digital engagement will be the primary focus, the Team may also communicate with residents via traditional earned media and community outreach. This may include town papers, news releases, media interviews, civic and business organization outreach, and information shared in community centers and libraries.

Ultimately, DPZ's community engagement techniques have proven that good community decisions happen when citizens are informed, stakeholders are engaged, and leaders are transparent and actively communicating with their constituents.

(Right) Screenshot of DPZ's interactive OLF-8 Master Planning Website, live now for public information and engagement.





# Workshop/Charrette-Based Planning

Samples of DPZ Projects Publicity - Edinburgh's Garden District Town Paper and Erie Town Center Outreach Poster.

**EDINBURGH'S GARDEN DISTRICT**

DOWNLOAD THIS PAPER FROM OUR WEBSITE  
www.edinburghsgardendistrict.co.uk

**PRE-CHARRETTE EDITION | AUTUMN 2010**

An illustrative view of Edinburgh's Garden District looking to the City, east.

**CHARRETTE SCHEDULE**  
25 Oct. to 3 Nov. 2010

All workshops and presentations are open to the public.\*

**Tuesday, 26th October**  
**Opening Presentation at Heriot-Watt University**  
Keynote address by Jim Mackinnon, Chief Planner, Scottish Government  
6.30 p.m. – 8.30 p.m.

**Opening Venue**  
Heriot-Watt University  
James Watt Centre 2  
Riccarton  
Edinburgh, EH14 4AS  
www.hw.ac.uk

**Design Studio/Workshop Venue**  
Murrayfield Stadium  
Presidents' II Suite  
Edinburgh, EH12 5PJ  
http://www.scottishrugby.org/aboutus/content/view/50/80/

**Wednesday, 27th October**  
**Workshop #1**  
"A Garden District"  
10.30 a.m. – 12.00 p.m.

**Workshop #2**  
"A Connected District"  
2.00 p.m. – 3.30 p.m.

**Thursday, 28th October**  
**Workshop #3**  
"A Sports District"  
10.30 a.m. – 12.00 p.m.

**Workshop #4**  
"A City District"  
2.00 p.m. – 3.30 p.m.

**Friday, 29th October**  
**Workshop #5**  
"A Working District"  
10.30 a.m. – 12.00 p.m.

**Saturday, 30th October**  
**Progress Presentation #1**  
1.00 p.m. – 3.00 p.m.

**Wednesday, 3rd November**  
**Closing Presentation at Edinburgh College of Art**  
6.30 p.m. – 8.30 p.m.

**Closing Venue**  
Edinburgh College of Art  
74 Lauriston Place  
Edinburgh, EH3 9DF  
www.ecac.ac.uk

*Please arrive 5 to 10 minutes before each session for the meeting to start on time.*

\* Further information on each workshop can be found on page 7.

## WHAT IS A CHARRETTE?

A charrette is an intensive planning session where local people, designers and others collaborate on a vision for development. It provides a forum for ideas and offers the unique advantage of giving immediate feedback to the designers. More importantly, it allows everyone who participates to be a mutual author of the plan.

The Edinburgh Garden District charrette is an intense, concentrated design workshop through which interested members of the community can join forces with the architects and planners of Murray Estates and Duany Plater-Zyberk & Company (DPZ) to create a masterplan for an approximately 600 acre site to the West of Edinburgh.

The charrette is typically held in a well known local location. The team of design experts and consultants sets up a full working office, complete with drafting equipment, supplies, computers, copy machines, fax machines, and telephones. Formal and informal meetings are held throughout the event and updates to the plan are presented periodically.

Through discussion and design activity, many goals are accomplished during the charrette. First, everyone who has a stake in the project develops a vested interest in the ultimate vision. Second, the design team works together to produce a set of finished documents that address all aspects of design. Third, since the input of all the contributors is gathered at one event, it is possible to avoid the prolonged discussions that typically delay conventional planning projects. Finally, the finished result is produced more efficiently and cost-effectively because the process is collaborative.

Charrettes are organised to encourage the participation of all. That includes everyone who is interested in the making of a development: the developer, business interests, government officials, interested residents and other stakeholders.

Ultimately, the purpose of the charrette is to give all the participants enough information to make good decisions during the planning process.

**Let's Start TOWN CENTER Together**

DPZ CoDesign, an internationally renowned design firm, will be facilitating a 7-day community visioning exercise to lay the foundation for a shared vision of Town Center.

The 390 acres was recently studied by the Urban Land Institute. In their findings, it became clear that this location, while in various stages of development, is prime for becoming a unique and thriving place with the right mix of retail, office, residential, civic, park and open space uses.

The community is invited to mutually author the making of Town Center.

Let's create, share and inspire together November 6-12!

**Who is DPZ CoDesign?**

With close to four decades as urbanists, DPZ CoDesign leads the global movement to design beautiful, resilient, and mixed-use communities that are environmentally responsible, economically sustainable, and socially integrated.

DPZ CoDesign has a similar scope Legacy Town Center in Atlanta, GA, Downtown Birmingham, MI, Mainline Commons, St. Louis, Springs, FL, and Bradburn Village in Westminster, CO.

**As A Guide**

Get familiar with the planning area. Understand the vision of the future. Know what you want to see. Know what you can do. Know what you can't do. Know what you can't do.

**TOWN CENTER STUDY AREA**

**What is a DESIGN CHARRETTE?**

A charrette is an intensive planning session where residents, designers and others collaborate on a vision for development. A charrette provides a forum for ideas and offers the unique advantage of giving immediate commentary to designers. Charrettes encourage the participation of anyone who is interested in the making of Town Center: the developer, business interests, government officials and residents.

*Everyone who participates is a mutual author of the plan.*

In a charrette the team of designers set up a full working office space. Formal and informal workshops are held throughout the charrette and updates to the master plan are presented periodically.

## Let's start TOWN CENTER Together

### Featured Demonstrations

- Wednesday, Nov. 6**  
TBD Opening Presentation
  - Thursday, Nov. 7**  
10 a.m. Economics and Development  
2 p.m. Transportation and Infrastructure  
**Friday, Nov. 8**  
10 a.m. Open Space, Civic Amenities, Environment and Sustainability  
2 p.m. Land Use and Zoning  
**Saturday, Nov. 9**  
3 p.m. Site Key Presentation  
**Monday, Nov. 11**  
9 a.m. Implementation Strategy  
11 a.m. Developers Update  
**Tuesday, Nov. 12**  
TBD Final Presentation
- Let's get started!  
www.erieco.gov/428/Town-Center

Examples of DPZ Stakeholder Survey and Results.

## Share Your Ideas

Our goal with this project is to create a viable master plan that further enriches quality of life in the area surrounding the site and Escambia County as a whole. We cannot do this without your ideas, opinions, suggestions, and feedback. We hope you will lend us your time and input.

Throughout the remainder of the year, you will have several opportunities to connect and share your thoughts on the project. We have several options for you to engage with this project below, and these options will be updated as the project moves forward.

If you have specific questions that aren't addressed through our map, surveys, or events, please contact the team using the link below.

**Map Your Ideas**  
Share your ideas, opinions, and suggestions on an interactive map.

**Take Our Introductory Survey**  
Let us know what you think about the OLF-8 project and its future.

**Participate in an Event**  
Learn about the project and join the conversation during live or online events.

**Contact The Team**  
Have a question? Send us a note.

**OLF8 Community Survey**

Based on what you know and have read or learned, how would you rate your knowledge of the OLF-8 project?

I don't know anything about it.  
I have read and heard a little bit about it.  
My knowledge is pretty good, but I'd like to learn more.  
I feel very knowledgeable about the project.

OLF-8 is a former Navy helicopter training field that is now the property of Escambia County. What do you think the top priority should be for using this balance site in the Beach area?

I don't know but want to learn more.  
We need more jobs and business growth.  
Whatever the Beach community needs.  
Housing for working-class families.  
Recreation and entertainment opportunities.

What would you like to learn more about during this planning process?

How do you normally get information about local issues in the community, such as this project? Check any that apply.

Local media outlets and their websites (radio, tv, newspaper)  
Social media such as Facebook, Twitter, or Instagram  
Email updates or e-newsletters  
Other online sources (discussion apps, etc.)

Which of these options for public participation would you feel most comfortable with?

Attend live charrette presentations at public meetings with CDC guidelines such as mask-wearing and social distancing enforced, and limits on attendance.  
Participate in the live charrette presentations via digital platforms such as Zoom, Facebook Live, or watch them later at your own convenience.

Which of these options for participation do you prefer?

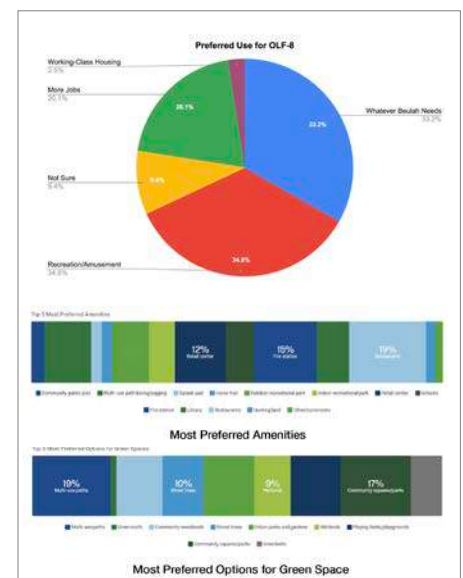
Attend live charrette presentations at public meetings with CDC guidelines such as mask-wearing and social distancing, and limited attendance.  
Participate in the live charrette presentations via digital platforms such as Zoom, Facebook Live, or watch them later at your own convenience.

We want to make sure that citizens in every part of Escambia County are able to participate in this project. Please share with us your zip code or other location information so we can measure our progress on this goal.

(Choose...)

Email

Submit







# Factor 7: Relevant Experience with Context



Tenuity  
WINE SHOP

MICK'S  
ESPRESSO

Live/Works at Prospect New Town, CO



# Relevant Experience with Context

The following pages offer a small selection of DPZ, ECONorthwest, and Parametrix projects. These projects have demonstrated the highest environmental resilience, socio-economic responsiveness, and quality of life. They illustrate a range of urban scales, densities, architectural vocabularies, and building typologies. It is DPZ's belief that each project is different and requires a uniquely-tailored approach to arrive at a sense of place - a worthy goal for any community.

## DPZ CoDESIGN

Prospect New Town, CO  
Bradburn Village, CO  
Montava, CO  
Erie Town Center, CO  
Kentlands, MD  
Carlton Landing, OK  
Village at Hendrix, AZ  
Vista Field, WA  
Hendrick Farm, Quebec  
Norton Commons, KY  
Bluewater, FL  
Depoe Bay, OR

## ECONorthwest

Erie, CO  
City of Ketchum, ID

## Parametrix

Seabrook, WA  
The Lookout, WA  
Park City, UT  
La Center, WA

(Below) Affordable Townhouses - Kentlands, Maryland





# Relevant Experience with Context

## DPZ - Prospect New Town

### Location / Size

Longmont, CO / 77 acres

### Project

Greenfield Village

### Date / Status

1994 / Built

### Public Involvement

Public Charrettes /  
Municipal Review

### Client Contact

Kiki Wallace, Town Founder  
kikiwallace@aol.com



Prospect New Town is a 77-acre neighborhood extension of Longmont, Colorado. It comprises approximately 600 units and more than its share of retail—as a result of its location on the principal road leading into Longmont. The development of the plan included the exploration of scenarios, of distinct design dispositions that were then vetted against a number of technical/performance criteria.

The neighborhood's plan is distorted by diagonal streets that aim at distant mountain peaks, and further distorted reconciling a one-mile jogging oval. As a result of these conflicting geometries, there are many irregular lots that do not lend themselves easily to the rectangular plans of traditional architecture. To deal with anomalies, the town architect, Mark Sofield, gradually evolved an agile version of modernism, one that is playful and cheerful - free from the dour existenzminimum of the fifties and from the neurotic architecture of the starchitects of today.

Prospect is a rare example of a New Urbanist town with a very high percentage of modernist buildings. Like most New Urbanist communities by DPZ, Prospect is not style-specific; rather it is coded as a syntax derived from construction, and determined by the market.





# Relevant Experience with Context

DPZ - Prospect New Town





# Relevant Experience with Context

## DPZ - Bradburn Village

### Location / Size

Westminster, CO / 125 Acres

### Project

Greenfield Village

### Date / Status

1999 / Under Construction

### Public Involvement

Public Charrettes

### Client Contact

Mark Falcone, CEO  
Continuum Partners, LLC  
c/o andrea.mrzlak@continuumpartners.com



Located at the edge of the Big Dry Creek nature preserve, Bradburn provides its residents easy access to hundreds of miles of parks and trails. The village includes a downtown district that features over 75,000 sf of retail space and over 230,000 sf of office space, a central plaza, and more than 350 apartments. This urban core occupies the northern third of the property, flanked on the north and south by two major roads, 120th Avenue and 118th Avenue. The latter is lined with rowhouses, marking the transition between the downtown and the remaining two-thirds of the site. The southern portion is divided into three distinct sections, each having a unique character that corresponds to its position along the Rural-to-Urban Transect: to the west is the more urban Mayham district; to the east, the sub-urban Despain district; and to the south, the more rural Madison district. Altogether, these districts can accommodate approximately 400 single-family homes in a full range of sizes, from rowhouses to mansions.

Open spaces include a large square at the village's geographic center and smaller squares within the three districts. The smaller squares are designed to match the character of the district, and each contains a children's play area and a picnic shelter with an attached mail and information kiosk.





# Relevant Experience with Context

DPZ - Bradburn Village





# Relevant Experience with Context

## DPZ - Montava

### Location / Size

Fort Collins, CO / 957 Acres

### Project

Greenfield Village

### Date / Status

2017 / Under review

### Public Involvement

Public Charrettes, Municipal and Public Input / Review

### Client Contact

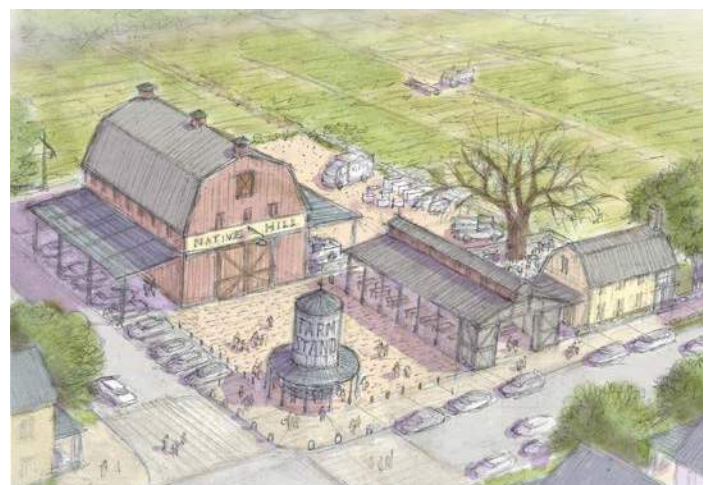
Max@hf2m.com, President,  
HF2M Colorado,  
Max@hf2m.com



In late 2017, DPZ led a 7-day public charrette for a 957-acre greenfield development on the northern end of Fort Collins, Colorado. Joined by Nelson\Nygaard, the project team met with city officials, real estate professionals, and members of the public to garner input on the master plan. While DPZ designed the urban spaces, parks, and residential plats, Nelson\Nygaard staff helped coordinate the comprehensive street network and new connections to existing roadways.

The master plan for Montava includes a wide range of uses and housing, specifically on display in the town center and early development phases. The town center includes stand-alone commercial, incubator commercial, office, entertainment, mixed-use, multi-family, and high intensity single family. It is located along the southern edge of Montava to knit together both development in Montava and future development to the south.

The town center is in a traditional town center format, with walkable streets that extend beyond the center, into the surrounding neighborhood fabric. While accessible by car, the town center is located at the convergence of major and minor streets, trails, and open space amenities. Montava is phased as a series of neighborhoods, varying in character and intensity.





# Relevant Experience with Context

DPZ - Montava





# Relevant Experience with Context

## DPZ - Erie Town Center

### Location / Size

Town of Erie, CO / 145 Acres  
(390 acres wider study area)

### Project

Mixed-Use Town Center

### Year / Status

2019 / Regulatory Approval

### Public Involvement

Public Charrette

### Client Contact

Malcolm Fleming, Town  
Administrator,  
mfleming@erieco.gov



Over the past thirty years the Town of Erie has experienced continued population growth. The majority of this growth has translated into high-value, low-density suburban housing. The challenge accepted by the community is in what form should future development take and how should the Town influence a number of strategically located vacant sites.

The Town engaged DPZ CoDESIGN, working alongside ECONorthwest, to carry out a community visioning exercise to lay the foundation for a shared vision of a Town Center. As an alternative to developing along the wide inhospitable arterial roads, that couldn't be narrowed, the Plan introduces a pedestrian-oriented thoroughfare running parallel to County Line Road. 'The Peel' is designed to demonstrate the highest quality public realm, lined with commercial development, mixed-use properties, and inviting public spaces for the community to gather.

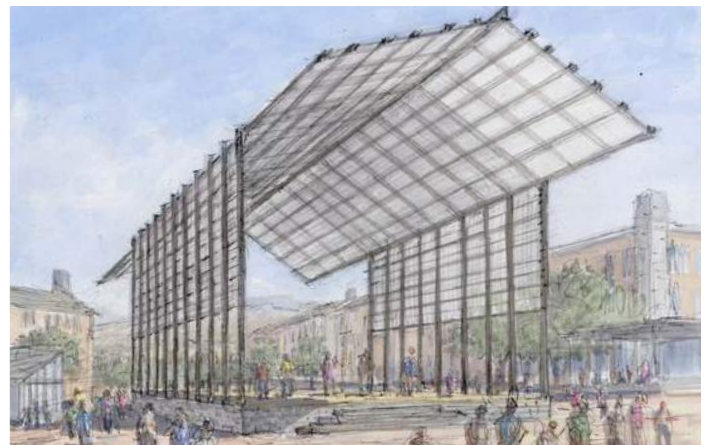
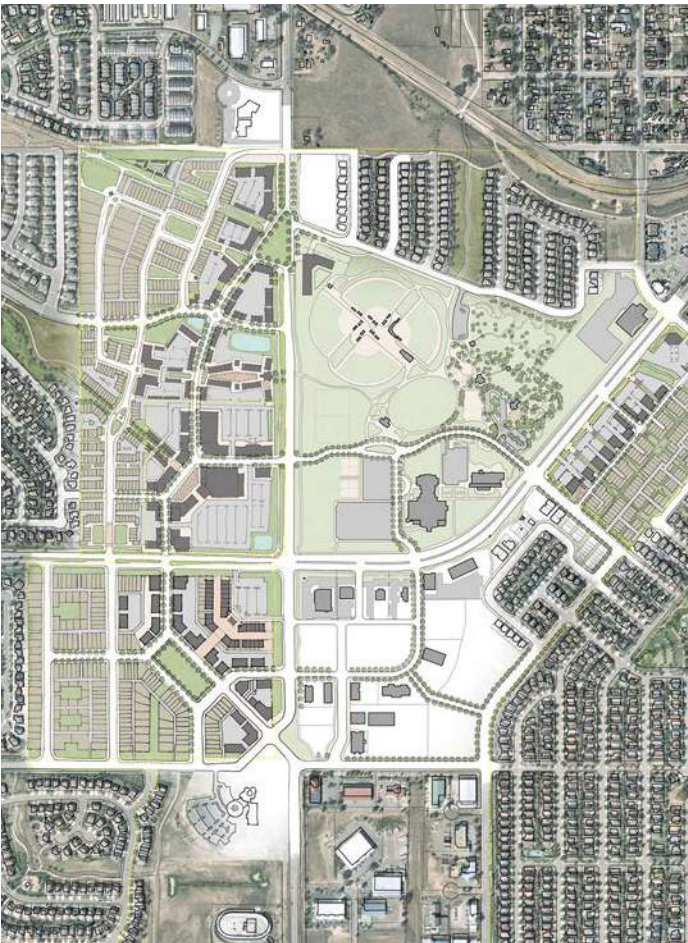
The Town Center accommodates a range of experiences and incubator spaces which were identified as desirable by Erie's younger generation, senior population, and entrepreneurs. Surrounding the commercial elements are a number of neighborhoods that feature a mix of housing types, community parks, and landscaped trails that connect with existing popular recreational facilities and the historic Old Town - creating, for the first, a Town Center.





# Relevant Experience with Context

DPZ - Erie Town Center





# Relevant Experience with Context

## DPZ - Kentlands

### Location / Size

Gaithersburg, MD / 352  
Acres

### Project

Traditional New Town / Form-  
Based Code

### Date / Status

1988 / Largely Complete

### Public Involvement

Public Charrettes

### Contact

Marina Khoury, Town  
Architect, marina@dpz.com



Kentlands transformed the development practices of Gaithersburg, Maryland and beyond. It boasts a pedestrian-oriented mixed-use town center (a former commercial strip center), scores of shops and restaurants, farmers market, cinema, two grocery stores, several civic institutions and a diverse mixture of people at all stages of life.

Public transportation connects Kentlands with the region at large, including the Shady Grove Metro station which allows riders car-free access to Washington D.C.'s major employment centers and destinations. Among the many assets of the project is the preservation and transformation of the existing structures, large trees, and wetlands into amenities the community can share and preserve. While much of the existing site was agricultural land, the Old Farm neighborhood (including the farmstead, barn and outbuildings) have been integrated into the town. This preservation and reuse strategy is not only a sustainable design practice, but also a unique way of connecting residents with the history of the site.

There are also several lakes in Kentlands that are preserved in their original state or expanded to manage stormwater run-off and non-point source pollution. The lakes participate in a larger greenway network, providing residents recreational opportunities and connection to the areas natural ecology.





# Relevant Experience with Context

DPZ - Kentlands





# Relevant Experience with Context

## DPZ - Carlton Landing

### Location / Size

Eufaula Lake, OK / 950 Acres

### Project

Greenfield New Town, Green by Design

### Date / Status

2008 / Under Construction

### Public Involvement

Public Charrettes, municipal and public input / review

### Client Contact

Grant Humphreys, Town Founder, The Humphreys Co.  
grant@humphreyscapital.com



Being 120 miles east of Oklahoma City, and 80 miles west of Tulsa, Carlton Landing is designed to be explicitly sustainable and self-sufficient in every sense. Hugging the shores of Lake Eufaula - the largest man-made reservoir in Oklahoma – the town occupies a natural setting with mature vegetation, natural gas wells, and ample lake access complemented by a varied topography that includes steep bluffs and flat areas for agriculture. A second phase, an additional 900 acres, to the south has already been subject of a visioning charrette.

- **Self-governance:** Carlton Landing is the first New Urbanist community to become an incorporated town.
- **Mix of housing:** condominiums, townhouses, cottages, and large estates.
- **Civic amenities:** elementary school, a church, town green pavilion, community pool with clubhouse, & a community garden with nearby facility for management, processing, and sale of produce.
- **Community emphasized:** smaller units are arranged around shared common areas, courts, or along pedestrian paths.
- **Seamless infrastructure:** light Imprint rainwater mitigation techniques are visible in the parks, streets, lots, and blending into to the natural context.





# Relevant Experience with Context

DPZ - Carlton Landing





# Relevant Experience with Context

## DPZ - Village at Hendrix

### Location / Size

Conway, AR / 500 Acres

### Project / Client Type

Greenfield Village /  
Campus Village

### Date / Status

2006 / Under Construction

### Public Involvement

Public Charrettes

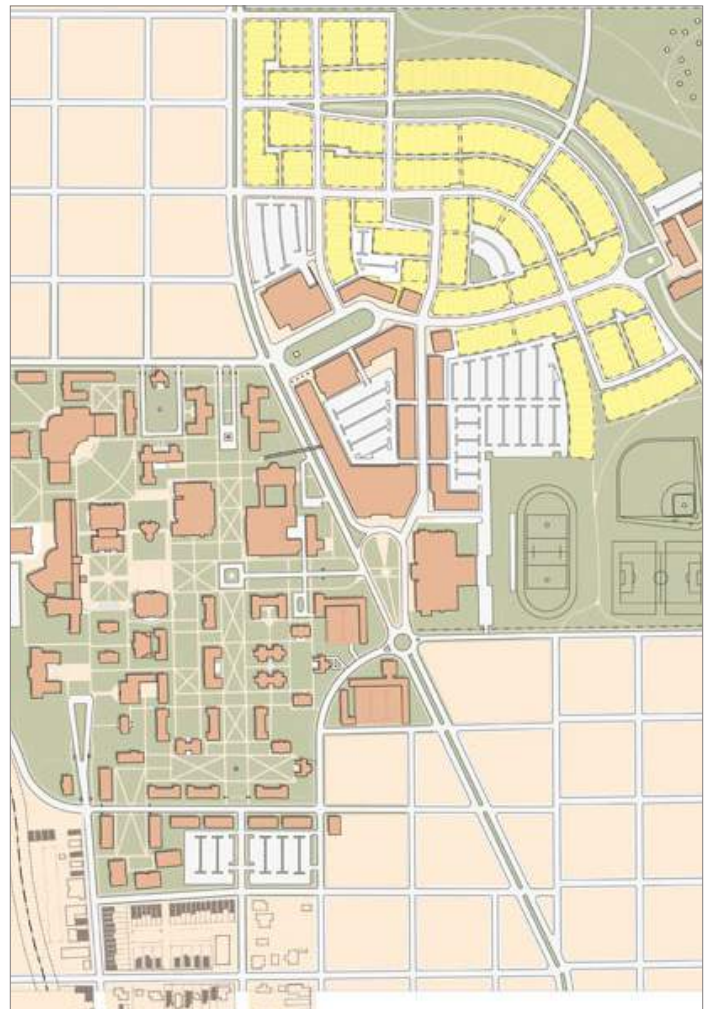
### Contact

Ward Davis, High Street Real  
Estate & Development  
ward@highstreetred.com



In order to accommodate a substantial expansion of the Hendrix College student body without sacrificing the quality of the “small college” experience, the master plan introduces the creation of a “college town” on 129 acres to the east of the main campus. With a vibrant, pedestrian-friendly town attached to the campus, Hendrix will be able to offer a more complete and varied college experience. The town center contains: a grocery store with parking behind liner buildings; a cinema, which can double as a theater and lecture rooms; a hotel, which can serve as student housing during the academic year; the College’s wellness center; and a bookstore.

The town features a mix of housing types, including live/work units, apartments over shops, townhouses, and larger single-family homes on wooded lots. Squares and greens are distributed throughout the site, and a location is suggested for a future elementary school. Traffic-calming measures, such as adding a median and on-street parking, helped transform the main arterial which divides the campus and college town into a pedestrian-friendly urban street lined with mixed-use buildings. Both the campus proper and the attached town have multiple connections to Conway to the south. Proposals have been made to work with the City to improve frontages to create, ultimately, a seamless and lively urban environment between Hendrix and Conway.





# Relevant Experience with Context

DPZ - Village at Hendrix





# Relevant Experience with Context

## DPZ - Vista Field

### Location / Size

Kennewick, WA / 103 Acres

### Project

Brownfield, Airport Retrofit,  
Lean Sprawl Repair

### Date / Status

2014 / Under Construction

### Public Involvement

Charrette/Outreach

### Contact

Larry Peterson, Port of  
Kennewick, lpeterson@  
portofkennewick.org



Vista Field is a decommissioned municipal airport in in a centrally located site that offers the Tri-Cities region an opportunity to create a town center. DPZ, in collaboration with ECONorthwest and Parametrix, prepared a framework master plan for redevelopment of the airfield, including infrastructure, program and design elements. It establishes a block structure generated from the key components of connectivity surrounding urban fabric, with a much smaller block size. The primary axis of the site features a main street and parallel secondary “picturesque” pedestrian street that weave around one another over the length of the site, with parallel utility alleys behind the public faces.

The retail node and square anchors the southwestern corner, while a performing arts complex and plaza anchor the north-eastern (currently under construction - see photos right) . A central green connects entertainment/ restaurant/retail street to the heart of Vista Field and also to the city’s civic complex to the north.

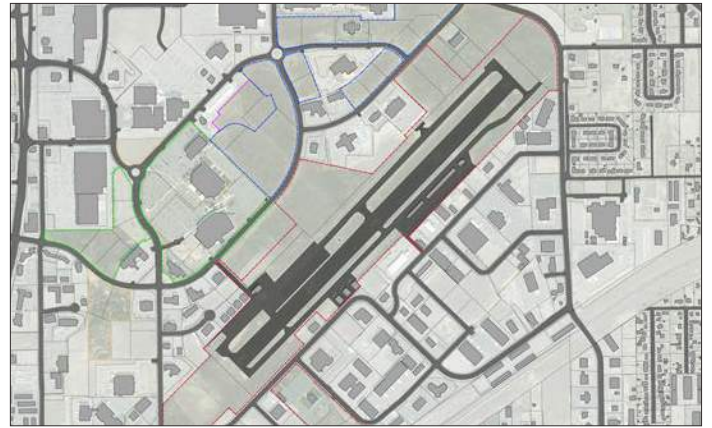
The Vista Field plan has a heavy focus on incremental implementation in a feasible, pay-as-you-go, low-debt approach. The Port of Kennewick heard clearly from its stakeholders that a high-debt, high-capital development approach is not what is expected for Vista Field. Additionally, the cost of real estate in the Tri-Cities is comparatively low, which presents a competitive challenge.





# Relevant Experience with Context

DPZ - Vista Field





# Relevant Experience with Context

## DPZ - Hendrick Farm

### Location / Size

Old Chelsea, Quebec,  
Canada / 8.9 Acres

### Project

Agrarian Repair, Infill, Green  
By Design

### Date / Status

2016 / Under Construction

### Public Involvement

N/A

### Contact

Sean McAdam, President  
LandLab, sean@landlab.ca



Hendrick Farm is located fifteen minutes from Downtown Ottawa at the heart of Old Chelsea. Along with the Nordik Spa which lies just across Old Chelsea Road, it acts as a gateway to the many recreational destinations in the vicinity, including Gatineau National Park and the Mont Cascades Ski Resort. Hendrick Farm provides an alternative development model in an area that is experiencing growth pressures from surrounding suburban satellite communities.

The DPZ plan seamlessly incorporates the existing Phase 1 Plan, and extends the neighborhood toward the preserve area to the west and south of the site. Shops, some with housing above, are arranged in a picturesque manner around the old Hendrick farmhouse. A village green faces Old Chelsea Road. Shared parking is tucked behind the buildings with convenient on-street parking located on village streets. A network of trails lead from the neighborhood to the preserve area and Gatineau park beyond. The implementation of this master plan will embody the principles of sustainability, contribute significant benefits to the community and set a new standard for implementing sustainable urban food systems. The Hendrick Farm community will appeal to a broad market that seeks an active, and healthy lifestyle.





# Relevant Experience with Context

DPZ - Hendrick Farm





# Relevant Experience with Context

## DPZ - Norton Commons

### Location / Size

Louisville, KY / 600 Acres

### Project

Greenfield New Town

### Date / Status

1997 / Mostly Built

### Public Involvement

Public Charrettes, municipal and public input/review

### Contact

David Tomes, Founder  
Traditional Town LLC  
drtomes@nortoncommons.com



The property was originally used by the Norton family to demonstrate new farming techniques to local farmers via their television channel, WAVE. Today, a group of developers are collaborating with the family to demonstrate how the principles of New Urbanism can be utilized to continue Louisville's tradition of elegantly planned neighborhoods and parks, while avoiding sprawl. Bordered by an established residential subdivision and golf course development on the other, Norton Commons is to serve as "common ground" that will balance the needs of its two neighboring communities and future residents.



The community includes two villages in Jefferson County and a smaller hamlet in Oldham County. A large greenbelt envelops the villages and hamlet and provides ample green space for parks and recreation, including an existing equestrian operation and an elementary school. The first village features a full range of housing, from single-family detached homes to apartments.

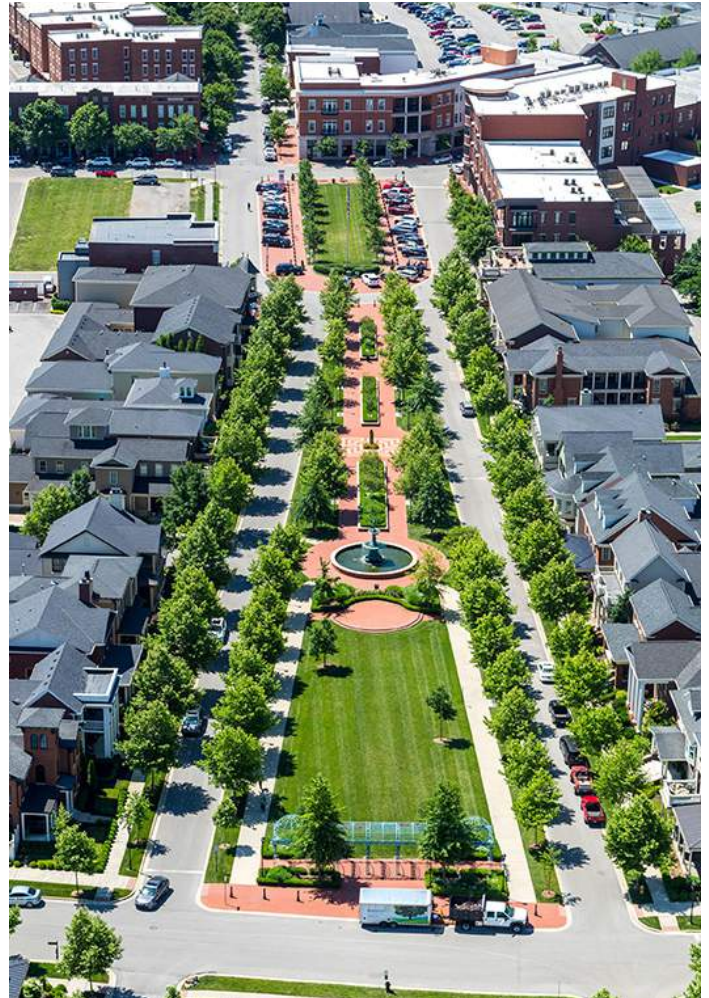
Office buildings with ground-floor retail maintain their visibility from I-270 yet are carefully integrated into the village with architecture that is compatible to the surrounding residential fabric. A central square features a pavilion and restaurant surrounded by mixed-use buildings.





# Relevant Experience with Context

DPZ - Norton Commons





# Relevant Experience with Context

## DPZ - Bluewater

### Location / Size

Tavernier Key, FL / 2,7 Acres

### Project

Affordable Housing

### Date / Status

2010 / Built

### Public Involvement

N/A

### Contact

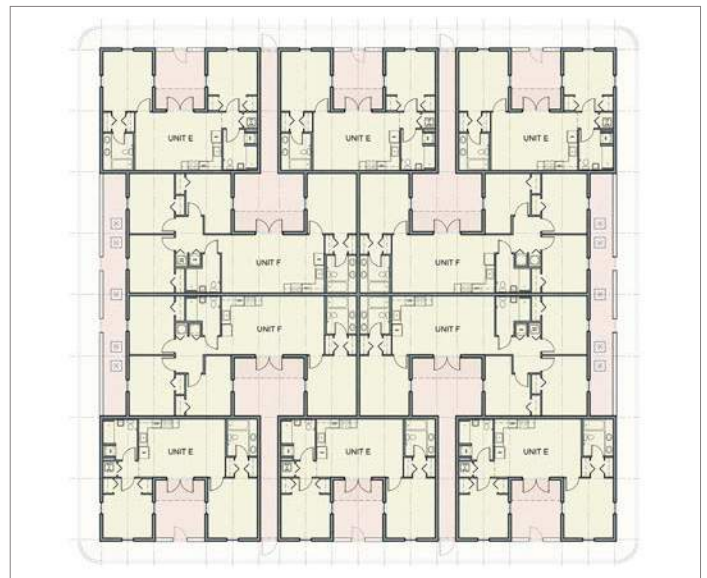
Tom Capp Gorman &  
Company, Inc. TCapp@  
gormanusa.com



Bluewater is a 36-unit project which provides a compact and accessible alternative for high-density affordable housing. Comprising three blocks in Tavernier Key, FL, this 2.7-acre development utilizes a patented (US006574931-B2) building system of floorplans tightly interwoven for maximum density, accessibility and construction savings. At 13.3 du /acre, Bluewater differs from other affordable housing projects that rely on multilevel buildings with higher construction and maintenance budgets. These one-story cottages respect the surrounding single-family context, meeting setback and height requirements with no variances. Each unit's street address has a distinct entryway that is framed by gabled parapets.



The courtyard unit plans dovetail each other for optimal space efficiency and range from a 1-bed/ 1-bath to a 4-bed/ 2-bath, accommodating the multi-generational needs of singles, couples and families. Private courtyards are complemented by a shared children's playground. Cost-benefits derived from single-story construction and the interlocking project's lower exterior wall/unit ratio are supplemented by the following strategies: single-pour slabs on grade; same-height perimeter tie-beams; tilt-up, precast gables; standardized roof-trusses and door/window sizes; and one kitchen layout.





# Relevant Experience with Context

DPZ - Bluewater





# Relevant Experience with Context

## DPZ - Depoe Bay

### Location / Size

Depoe Bay, Oregon / 120 acres

### Project

Village

### Date / Status

2006 / Under Permitting

### Project Contact

Chris van der Velde,  
Managing Partner,  
chrisv@tetherow.com



The Plan took cues from the local vernacular architecture, in particular, that of the neighborhoods surrounding Portland, which deals with steep terrain by employing a range of wide shallow lots with houses built near the property line. Staggered lots and hip roofs reduce skyline overcrowding, and open views to the surroundings.

The DPZ team with Parametrix designed a master plan for a residential neighborhood with a variety of housing types and a mixed-use center. The streets forge a well-connected picturesque network that follows the natural topography closely. Long blocks crossed by pedestrian paths minimize infrastructure cost, and a variety of building types respond to the topography of the site, while establishing a unique character for the neighborhood.

Prominent sites with long views are reserved for civic and special function buildings. An event space with a prominent view to the Pacific is located at the crest of the entry road's approach to the town center. The hill above the lake accommodates a building site reminiscent of a European hilltown church, and the highest point near the northeast corner supports a recreational clubhouse, which anchors the neighborhood and opens views to the south. The central plaza focuses on a view of the reservoir lake and its beach area. The lake, approximately 450 feet long, is generously sized and intended for stormwater catchment in addition to being a recreational amenity.





# Relevant Experience with Context

DPZ - Depoe Bay





# Relevant Experience with Context

## ECONorthwest - Erie Town Center



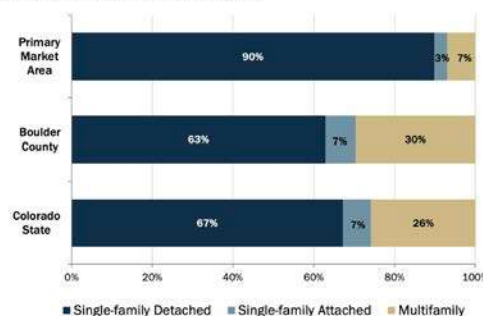
### Town of Erie, Town Center Master Plan

ECONorthwest supported a multidisciplinary project team developing a Town Center Master Plan for a 390-acre site in Erie, Colorado that includes a four large, vacant parcels and existing suburban development. The Town Center is envisioned to become a vibrant, sustainable, mixed use center that includes multi-family residential, mixed-use, corporate campus office, and retail development types.

ECONorthwest's role included conducting a market analysis and evaluating development feasibility as well as fiscal impact analysis of future development. The market analysis includes demand forecasting and absorption analysis for residential and commercial uses.

**Nearly 90% of housing in the Primary Market Area is single-family detached.**  
Boulder County has a smaller share of single-family detached housing followed by Colorado. Approximately 40% of Boulder County's housing is multifamily and single-family attached.

Exhibit 18. Housing Mix, Primary Market Area, Boulder County, and State, 2013-2017  
Source: US Census Bureau, 2013-17 ACS Table B25024



#### Client/Sponsoring Agency

DPZ CoDESIGN, LLC  
(Prime Consultant)

#### Location

Erie, CO

#### Duration

09/12/19 – 03/24/20

#### Budget

\$38,480

#### Staff

**Project Director:** Tyler Bump

**Project Manager:** Erik Bagwell

#### Project Contact

Malcolm Fleming, Town  
Administrator

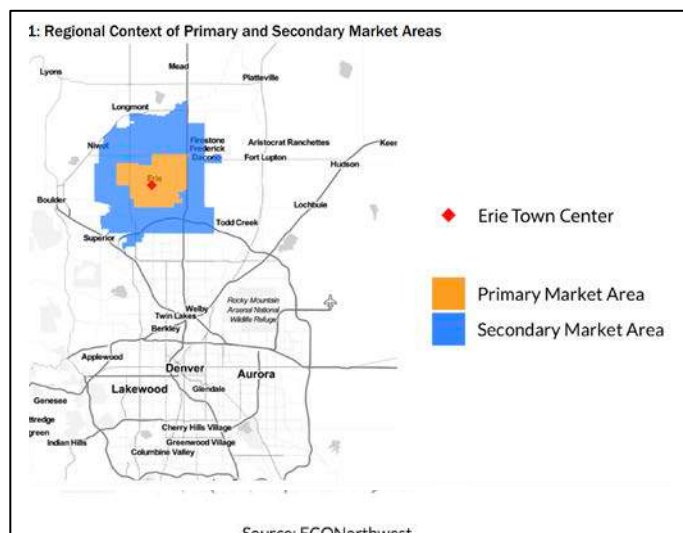
Town of Erie, CO

Email: [mflaming@erieco.gov](mailto:mflaming@erieco.gov)

Tel: 303-926-2711



Photo: Erie Town Hall



Source: ECONorthwest



# Relevant Experience with Context

ECONorthwest - City of Ketchum



## Inclusionary Housing Policy Evaluation

ECONorthwest assisted the City of Ketchum, Idaho with making their inclusionary housing policy more productive and in-sync with their local real estate market. Our work involved detailed development financial analysis, policy assessment, and fee in-lieu calibration. As a result, the City adopted our recommended development standard changes and policy modifications.

### Client/Sponsoring Agency

City of Ketchum

### Location

Ketchum, ID

### Duration

08/01/16 – 04/20/17

### Budget

\$43,0000

### Staff

**Project Director:** Lorelei Juntunen

**Project Manager:** Emily Picha

### Sponsoring Project Manager/ Reference

Micah Austin, Planning and Building Director

City of Ketchum

208-612-4051

maustin@cityofammon.us



# Relevant Experience with Context

## Parametrix - Seabrook



## PARAMETRIX PROJECTS



### Seabrook Beach Community | Seabrook, WA

Seabrook is a beach town overlooking the Pacific Ocean. It is a new walkable community of beautiful coastal cottages built on 240 acres. At full build-out, Seabrook will provide around 40,000 square feet of retail space, 1,000 homes among tree-lined streets, community gathering areas, parks and swimming pools, walking trails, beach access, shops, an observation tower, a farm, and an amphitheater.

Parametrix has provided feasibility studies, master planning, environmental planning and permitting, land use permitting, public agency coordination, traffic planning and studies, sustainability studies, landscape architecture, and civil design services. Civil services include utility master planning, street network design, storm drainage design with an emphasis on light imprint, site and roadway grading, and construction administration.

Parametrix has worked closely with the developer to promote, maintain, and enhance the environmentally sensitive areas scattered throughout the development. No critical areas or their respective buffers have been encroached upon during the first 15 years of development. In addition, storm drainage improvements were designed to act as an extension of the wetlands and streams within the developed areas, making them aesthetic amenities.

Development in natural environment

Mixed commercial, office, and residential development

Master planning/feasibility analysis

Environmental/land use permitting

Utility master planning

Traffic planning and permitting

Pedestrian friendly

Transportation design focused on multi-modal

Many charrettes

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# Relevant Experience with Context

## Parametrix - The Lookout



### The Lookout | Chelan, WA

The Lookout is an 80-acre waterfront master planned community within the city of Chelan. Chelan is a small town with a thriving tourist economy due to recreational amenities including the lake, mountain biking, snow sports, and local wineries. The Lookout is inherently walkable, from vineyard trails and sidewalks, to pocket parks and pathways that wind down to the waterfront and into downtown. The primary modes of transportation are walking, biking, water taxis, and shared shuttles. Design elements like shared outdoor spaces encourage neighbors to create connections. All amenities are open to the public: unlike many of Chelan's resorts and gated communities.

Parametrix has worked closely with the developer, the architects, the City, and the environmental team through planning, land-use, and the first six phases of design and construction. Parametrix was instrumental in getting a street and pathway design approved by the City which differed from the current city standards but was needed to accomplish a system of multi-modal transportation focused on walking, biking, and transit. Parametrix also prepared waterfront development plans in coordination with the project team, the Washington State Department of Ecology, and US Army Corps of Engineers. This design was especially complicated to protect natural habitat habitats while enhancing and promoting shoreline recreation.

Development in natural environment

Trails and open space plan

Planning and feasibility assessment  
for economic development

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# Relevant Experience with Context

## Parametrix - Park City



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## Planning and Engineering Services | Park City, UT

Park City is a popular resort destination in Utah's beautiful Wasatch Range. Following are selected examples of Parametrix work with Park City:

- **Traffic and Transportation Master Plan.** Parametrix developed an innovative annual report card with performance goals centered on increased mobility and decreased car travel. The team also created a custom VISSIM dynamic assignment traffic simulation model capable of analyzing peak ski outload conditions. We pioneered the shoulder-running bus service concept now in operation on SR-224 and identified low-cost striping improvements at three old town intersections that improved ski outload traffic flow.
- **Multimodal Transportation Studies.** Parametrix has conducted many multimodal studies over the years to ensure all modes are accounted for and each are working as efficiently as possible. This includes analyzing the pedestrian, bike, and tram networks and then making recommendations on how to enhance each.
- **Main Street Plaza Circulation Analysis.** This study of downtown circulation centered on a plan to convert a Main Street lot to a public plaza. Results of the analysis aided City decision-making.
- **Ski Outload Analysis.** Traffic counts and intersection analysis identified safety issues and potential improvements to mitigate problem areas, from traffic signal changes to public transit access.

Traffic analysis

Pedestrian safety

Parking studies

Multimodal planning and policy

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# Relevant Experience with Context

## Parametrix -La Center



### La Center Junction Master Plan | La Center, WA

Parametrix worked with the City of La Center on a plan for a new neighborhood to act as gateway to the community between the current city development and I-5. The team worked closely with the City (the client), private landowners, project stakeholders, and the architectural team to create a master plan and corresponding planning documents to be included as a comprehensive plan update. This work was fast-tracked due to a deadline for the comprehensive plan update. The team met the compressed schedule by performing many of the tasks during an intensive one-week charrette. This charrette provided a condensed time to work together with all the project stakeholders, design the many aspects of the master plan, and conduct most of the public events required for plan adoption and approval.

Parametrix led the civil design, landscape architecture, and environmental review. This included the development of the street and pathway networks, preparing new pedestrian-oriented street sections to be adopted as city standards, utility master planning and analysis, preparing light imprint focused storm drainage standards, and open space and landscape standards.

Civil design

Master planning

Environmental review and  
recommendations

Landscape architecture

Public charrette

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Factor 8:  
Experience with  
Multi-Modal  
Transportation Solutions





Birmingham, MI



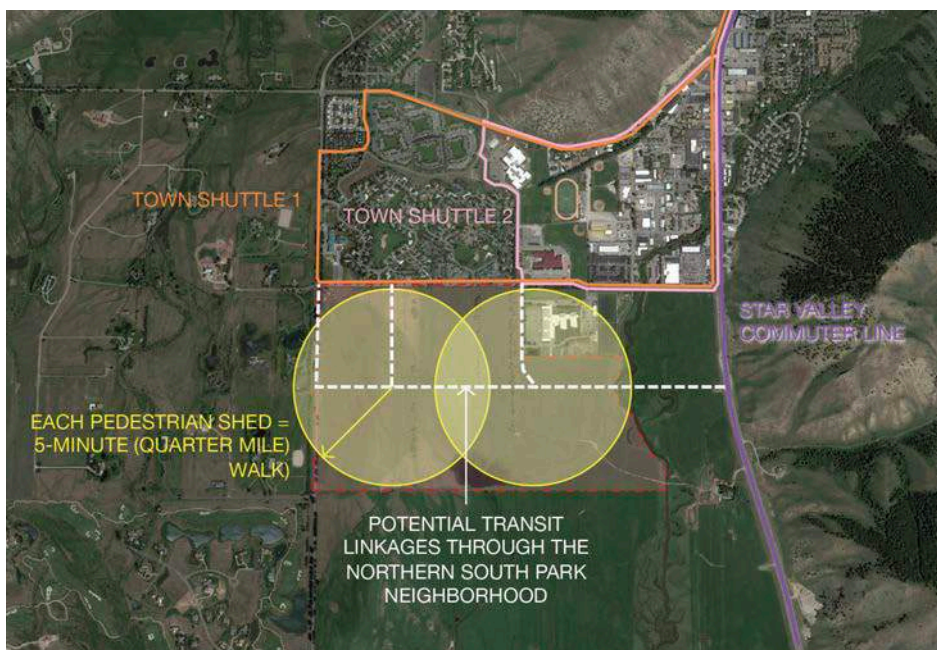
# Experience with Multi-Modal Transportation Solutions

## Access and Connectivity Intertwined with Urban Character

The Northern South Park Neighborhood Plan presents the opportunity to comprehensively examine physical, functional, and visual connectivity between Subarea 5.6 and the immediate context (e.g. Cottonwood Park, schools to the west and northwest, etc.), the Town, the nearby recreational areas, and the region at large. The propitious location of the proposed neighborhood creates a great opportunity and flexibility to provide Northern South Park residents, employees, and visitors convenient access to these local assets within walking distance.

**Neighborhood Structure and Transit-Readiness.** At 225 acres, the overall size of the Northern South Park community suggests its potential structuring as two interconnected, complete, mixed use, walkable neighborhoods. As defined under New Urbanism, a neighborhood comprises some 125 acres, which is the area covered by a circle with a quarter-mile radius (i.e. a 5-minute walk). Planning and sociology studies have shown that a quarter-mile is the maximum distance a typical person will walk for his/her basic daily needs before driving. As such, a truly sustainable and walkable community is one structured in neighborhood increments of this size, with a modicum of basic daily needs and/or amenities provided within each neighborhood. The challenge for Subarea 5.6 is (a) planning the new community with a rational neighborhood structure while (b) creating the right balance of uses insofar as possible, reconciling the Town's/County's desired program with that of each landowner.

Connecting places and destinations; promoting pedestrian activity and reinforcing/planning for public transit; providing ample, convenient parking; and ensuring community-wide accessibility are critical to the success



(Left) This diagram shows the notional pedestrian sheds overlaid on the Northern South Park development area. The circles show 5-minute walks from each center to the edge, representing the size of a complete, walkable neighborhood. These sheds notionally could be centered at the proposed connector road extending west from West Broadway (US 26/89/191), forming a “High Street”.

# Experience with Multi-Modal Transportation Solutions

of this Neighborhood Plan. Often, density is blamed for traffic congestion and all associated inconveniences. However, this is true only when uses are

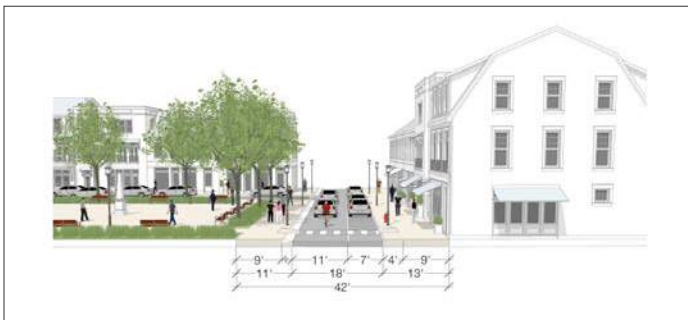
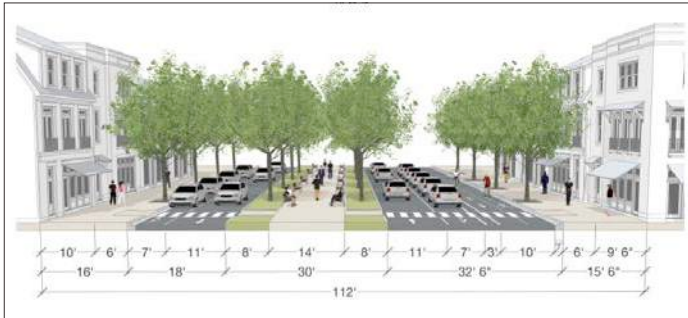
segregated and the places where people live are separated from the places where people need to go. In mixed use communities, most of the daily necessities are within walking distance, eliminating or greatly shortening vehicular trips.

While Downtown Jackson has a fairly open and interconnected urban grid of moderately sized streetblocks, this pattern breaks down as the urban fabric extends westward to the Subarea 5.6. In District 5, current/potential interfaces among the various modes of circulation, including pedestrian movement, bicycle use, and transit, present significant challenges to an efficient, safe, and equitable circulation network that is pleasantly walkable and/or bikeable.

The DPZ team will evaluate current Town/County thoroughfare standards towards creating a palette of Complete Streets for Subarea 5.6 that permit good connectivity using various modes of circulation, including transit, bicycle use, and pedestrian movement. We will utilize a method of prioritizing thoroughfare networks, differentiating the more vehicular-oriented thoroughfares (where the pedestrian experience is of lesser quality) from the streets where excellent pedestrian quality is desired. The latter shall be required by code to maintain higher design/development standards (such as continuous, safe and interesting building frontage); this technique will allow for the inclusion of parking drives and lots, gas stations, and other necessary elements of town life, while preserving a vibrant pedestrian network and accounting for gradual capital improvements. Prioritization of streets may also include identification of designs of the highest priority thoroughfares, as well as front street and side street differentiations.

Southern Teton Area Rapid Transit (START), a public bus service provided by Town of Jackson and Teton County, has several routes serving District 5/Subarea 5.6, providing access to Town and other local/regional

centers of employment. Per the START Routing Plan 2020-2025 Interim Report #1 (LSC Transportation Consultants, Inc., August 2019) it is our understanding that ridership on the Town Shuttles on average has grown steadily over the past several years, underscoring the potential for this site



(Above) DPZ developed a variety of Thoroughfare Types for various urban street conditions in Woodward Pointe, an urban extension in Muskegon, MI.





to be planned with transit as an integral element. As transit in Jackson and Teton County improves overall, the adoption of the pedestrian shed as the unit of development for this site facilitates the creation of a transit-integrated neighborhood, properly connected with the Town-wide/County-wide transit network; each pedestrian shed effectively is a passenger catchment area, and planning for a future passenger stop at the center of each shed ensures most if not all of the neighborhood population will be within a 5- to 10-minute walk of this transit stop with equitable access across Jackson and to the rest of the County.

**Complete Streets.** A Complete Streets approach for this neighborhood – as referenced above – would include Green and Light Imprint infrastructure and stormwater management, street trees, vehicular lanes, intersection designs, curb radii and details, traffic calming and control, sidewalks and pedestrian amenities, bicycle lanes and facilities, transit facilities, parking lanes, access management, lighting, crosswalks, ADA standards and shade structures, among others.

Thoroughfare design also is strongly integrated with the creation of walkable streetscapes and the overall open space network. Multiple landscape and architectural techniques will be combined for a resilient, complete streetscape. Similarly, indigenous low-maintenance planting to provide shade, as well as galleries, arcades, awnings, among others will be utilized in response to the local climate. Building and street orientation for solar exposure and breeze utilization/wind shelter, building attachments and elements

(Above) Generous sidewalks, active ground-floor uses, and amenities such as awnings and street trees help establish complete, human-scaled, walkable streets, and a better public realm overall, as seen at DPZ's Legacy Town Center in Plano, TX.

# Experience with Multi-Modal Transportation Solutions

are among the techniques the team has used in the past and will improve and incorporate in the Neighborhood Plan.

We recognize that Complete Streets do not always look, or function, the same. All address pedestrian safety needs and comfort levels; some include designated bicycle facilities; some must accommodate large vehicles; and all must be appropriately designed for prudent volumes and speeds of auto traffic that respect and support the surrounding land use context. Our multimodal street design approach thus will examine both transportation infrastructure and building patterns along routes proposed for the various modes. Making the transition from vehicular travel to travel on foot or bike is critical to connect the destinations within this proposed community (as well as between other parts of Town and this community) while minimizing traffic volumes and parking demands. We will therefore employ a “pedestrian first” approach in the design of street corridors and crossings to simultaneously enhance community livability.

(Right) An excerpt from DPZ’s SmartCode, showing how shared parking may be calculated.

**TABLE 11: Parking Calculations.** The Shared Parking Factor for two Functions, when divided into the sum of the two amounts as listed on the Required Parking table below, produces the Effective Parking needed for each site involved in sharing. Conversely, if the Sharing Factor is used as a multiplier, it indicates the amount of building allowed on each site given the parking available.

| REQUIRED PARKING (See Table 10) |                             |                    |                    | SHARED PARKING FACTOR  |  |             |  |
|---------------------------------|-----------------------------|--------------------|--------------------|------------------------|--|-------------|--|
|                                 | T2   T3                     | T4                 | T5   T6            | Function with Function |  |             |  |
| RESIDENTIAL                     | 2.0 / dwelling              | 1.5 / dwelling     | 1.0 / dwelling     | RESIDENTIAL            |  | RESIDENTIAL |  |
| LODGING                         | 1.0 / bedroom               | 1.0 / bedroom      | 1.0 / bedroom      | LODGING                |  | LODGING     |  |
| OFFICE                          | 3.0 / 1000 sq. ft.          | 3.0 / 1000 sq. ft. | 2.0 / 1000 sq. ft. | OFFICE                 |  | OFFICE      |  |
| RETAIL                          | 4.0 / 1000 sq. ft.          | 4.0 / 1000 sq. ft. | 3.0 / 1000 sq. ft. | RETAIL                 |  | RETAIL      |  |
| CIVIC                           | To be determined by Warrant |                    |                    |                        |  |             |  |
| OTHER                           | To be determined by Warrant |                    |                    |                        |  |             |  |

In addition, ensuring that adequate and appropriate parking is available is part of a successful Neighborhood Plan. Careful consideration of parking requirements for this new community must be undertaken in tandem with planning for the access and circulation of motor vehicles (especially in consideration of new transportation trends, such as mode-shifting to walking or cycling, ridesharing and autonomous vehicles, impacting parking demand). Parking management strategies should be developed to minimize the impact of parking on people-oriented urban places within Northern South Park, and to assist in maximizing the use of spaces and making informed decisions about the location, scale, and design quality of any proposed parking resources (e.g. employing shared parking ratios for compatible, alternating-peak uses such as neighborhood retail and community facilities).









Factor 9:  
Securing  
Community Benefits  
Through  
Advantageous Development



LINK RD. HENDRICK

# HENDRICK FARM





# Securing Community Benefits Through Advantageous Development

## Designing for Community, Designing for Life

A major challenge facing many communities in the American West, particularly for resort communities, is to convey the benefits that new affordable development and housing diversity can bring to an existing community. This can be especially difficult if a development proposes greater density. However, the benefits of housing variety and density can be important to the quality of life.

This Neighborhood Planning effort presents the opportunity to comprehensively re-examine physical, functional, and visual connectivity between this new neighborhood and the Town/County at large. The propitious location of the project site (i.e. on multiple START transit routes) creates a great opportunity and flexibility to provide future residents convenient access to these local assets within walking distance.

To these aims, at the very heart of our team's core competencies lies a demonstrated and acknowledged expertise in the planning and design of holistic systems towards achieving improved livability. DPZ leads this growing movement, not just in terms of planning, but also in the manner in which the local community is engaged in meaningful collaboration. Our team is actively engaged in reconnecting built areas to their supporting systems (including natural systems) to create sustainable, coordinated strategies for growth and development.

**Congestion.** The current situation in Teton County indicates that much of the workforce must face commute times comparable to urban areas. Economic growth without providing a supply of housing near jobs means that congestion will increase. Density and mixed use development means people can live closer to where they work and then the local community can potentially deliver transportation at much lower costs, alleviating the number of cars on the road.

**Jobs.** Development also means more jobs. More jobs can help to contribute to more spending a local business and better living standards. As part of this project, DPZ team member ECONW will take the proposed Neighborhood Plan and estimate the total cost of development through developing a pro forma model and data collected as part of the market assessment. From



(Above) The marketing strategy for DPZ's River District, Vancouver promotes the community as being "Designed for Life" – that the experience of living there extends beyond the walls of one's dwelling and includes a variety of community amenities and services, all within easy walking distance.

# Securing Community Benefits Through Advantageous Development

On a recent podcast (October 14, 2020) by Anthony Flint of The Lincoln Institute of Land Policy states, “the pandemic may well ‘cast a long fiscal shadow (for many municipalities),’ [per] Andrew Reschovsky, professor emeritus of Public Affairs and Applied Economics at the University of Wisconsin-Madison... Cities and states are looking at an extraordinary fiscal crunch that could last years.” Linda Poon of Bloomberg CityLab (October 5, 2020) similarly writes, “Without a lifeline from the national government, cities could make significant spending cuts on infrastructure, public safety programs and affordable housing as they scramble to fulfill immediate needs, according to an analysis from the National League of Cities.”

As discussed under Factor 3 and in this Factor 9, a New Urbanist planning and development approach is fiscally responsible – to weather and mitigate rising expenditures to deal with the crisis, and to ensure continued provision of community benefits.

## DPZ - Designers of Value

DPZ’s brand and co-design process consistently deliver a cost-effective end product to our clients and their markets. Throughout the country and abroad, New Urban communities typically generate higher economic value than adjacent suburban developments. Innovative urban infill and retrofits of underutilized assets such as greyfields provide even greater value.



**1. Smart growth (New Urban) development costs one-third less for upfront infrastructure.** Smart growth development saves an average of 38% on upfront costs for new construction of roads, sewers, water lines, and other infrastructure. Many studies have concluded that this number is as high as 50%.

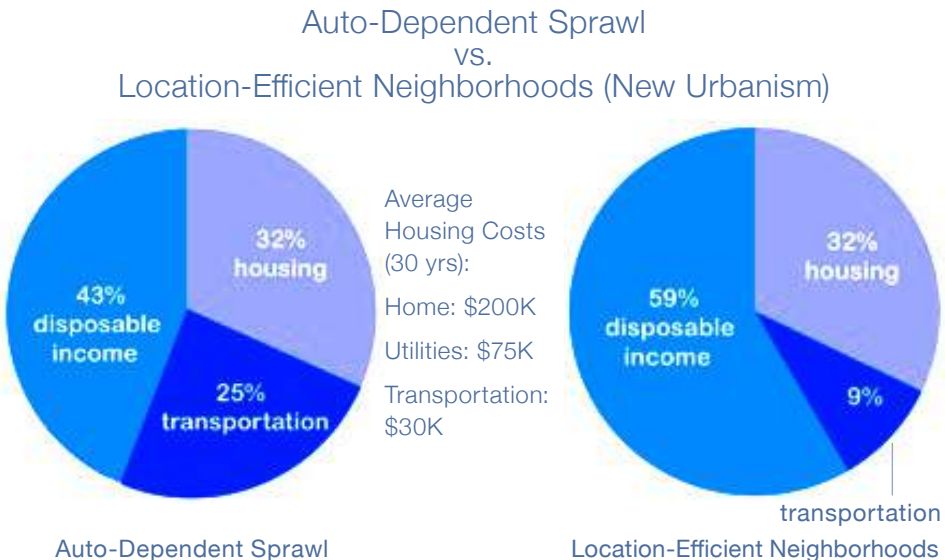


**2. Smart growth (New Urban) development saves an average of 10% on ongoing delivery of services.** Smart growth development saves municipalities an average of 10% on police, ambulance and fire service costs.



**3. Smart growth (New Urban) development generates 10 times more tax revenue per acre than conventional suburban development.** On an average per-acre basis, smart growth development produces 10 times more tax revenue than conventional suburban development.

Source: Smart Growth America



Source: David Goldstein, Natural Resources Defense Council

# Securing Community Benefits Through Advantageous Development

there, we will employ IMPLAN, the industry recognized input-output model, to estimate the construction jobs impact and ongoing operations jobs from any non-residential uses proposed for the Master Plan. Any non-residential uses proposed in the Master Plan will provide an estimate for ongoing operations jobs. We will use U.S. Census data and other reliable data sources to estimate how many jobs each new use might support.

**Taxes.** In addition to jobs, a new mixed-use development in North South Park, will also provide fiscal benefits. A larger tax base means potentially better and more public services. DPZ team member ECONorthwest will estimate the ongoing property taxes from new residents and workers to the development as well as estimate the additional spending and sales taxes that workers and residents will generate as they spend their earnings locally at businesses. We will utilize the U.S. Consumer Expenditure Survey to estimate the potential local spending as well as the ongoing sales tax impact. These are important data points to building support for new development. New housing and businesses mean a larger tax base that can go to support public schools, make street improvements, or fund public parks or preserve open space. Such economic benefits are critical to providing resources to maintain much of the public realm and natural areas that make Teton County an attractive place to live, work, and play.

***The Highest Quality Public Realm.*** Lower density development means that more natural areas within the County must be developed to satisfy the demand for housing and the growing tourism sector. Increasing development density to a balanced degree can alleviate the loss of open space and allow for the natural areas surrounding development to be preserved and enjoyed by both residents and vacationers.

We prioritize the highest quality public realm; we designed prior green-field villages and towns, and numerous town and village extensions! Master planning efforts for this new neighborhood must help create memorable and beautiful open space areas and facilities. Insofar as possible, enhancement and creation of linkages, and access to in-development and nearby open spaces are encouraged, towards the creation of a varied network of public spaces and amenities.

In examining Jackson's urban structure, identifying the principal destinations within the Plan as well as to other destinations outwith the same will help determine the principal trajectories between them that should put in motion logical green linkages among the major open spaces, along with residential and commercial nodes and civic/community facilities. Existing open space areas, amenities, and features – for example, Rangeview Park to the north, Leeks Canyon, Flat Creek, High School Butte, Spring Creek, Boyles Hill, Snow King Mountain, other conservation and enhancement of established



# Securing Community Benefits Through Advantageous Development

wildlife migration routes and wetlands, proposed streetscape improvements, etc. – shall be incorporated into the broader, cohesive open space network as catalyzed by the Northern South Park development.

Such quality open space linkages can then reinforce vehicular, cycling, and pedestrian connectivity across the community, as well as to the Town and County at large. They also provide a sequence of orientation points and trajectories, enhancing the identity and legibility of this new community. Subsequently, connections between these spaces, including streets, must also be acknowledged as elements of the public realm.

Recent research in the relationship between public spaces and public health has provided important new data for planners, pointing to extraordinary benefits gainable from well-focused and vision-driven investment in the public realm; this is significant given Teton County's renown as a destination for recreation, outdoor activities, health, and wellness. The provision of an array of spaces for positive interaction and physical activity includes the diligent detailing of streetscape features – sidewalk width, intersection treatments, street trees, as well as specific parks, civic and cultural facilities, and proximity to (proposed) mixed use destinations.

Enhancement and creation of views, linkages, and access to places and facilities that are of value to the community create opportunities for a diverse range of public spaces, including shared space for community

(Below) In DPZ communities, many venues and areas are provided for both formal and informal social gatherings. Moreover, many such spaces are multifunctional; for example, at Hampstead (AL), the Bocce Pavilions often double as a venue for community events, such as the wedding seen here.





# Securing Community Benefits Through Advantageous Development



gardening, tree nurseries/parking orchards, areas for pedestrian paths and trails, preserved vistas, and others. The proposed development also should present a comprehensive, well-planned network of community amenities, e.g. a community hall, a neighborhood clinic, a senior and day-care center, etc.

Planning for the neighborhood's network of squares, parks, streets, and other open spaces and community facilities should therefore recognize their utilitarian/recreational function together with their "placemaking" potential. Public parks, spaces, and structures must therefore be thought of as gathering places as well as settings for the interpretation of this community's identity and the desired community culture; stages for community events and activities; and bridges linking this new development to other surrounding neighborhoods.

**Affordable/Attainable Housing.** Regarding the provision of affordable lower- and middle-income housing for local residents, strategies that go beyond the usual "Missing Middle" have been discussed previously under Factor 4. This being said, it merits underscoring that affordability/attainability involves more than just the dwelling unit; part of the affordability/attainability equation is ensuring that employment and needed services are within as close proximity as possible. As stated previously, place-based supportive services for attainable housing include markets/groceries, schools, day-cares, community centers, places of worship, and the like.

(Above) As exemplified by DPZ's Rosemary Beach, more compact, advantageous development creates the proximate customer catchment needed to support neighborhood businesses and community amenities. Moreover, a wide if not complete array of basic daily needs and services are within easy walking distance.



Prospect New Town, CO



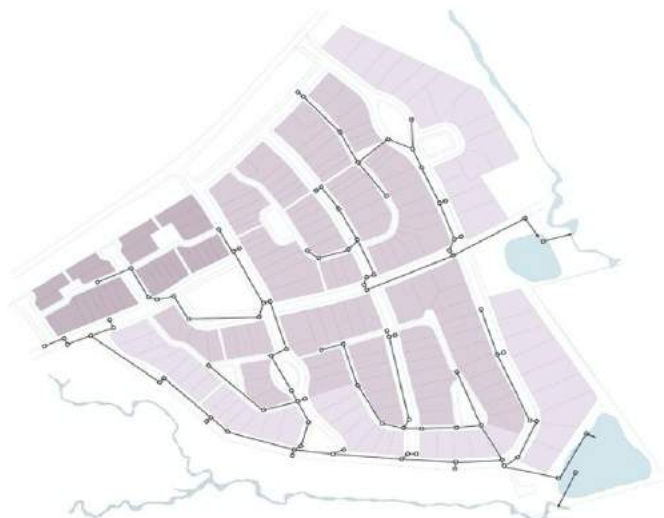
# Securing Community Benefits Through Advantageous Development

**Sustainable, Regenerative, Contextual Planning and Urban Design.** We approach sustainable development comprehensively (we wrote the books on sustainable urbanism and infrastructure). The Neighborhood Plan effort provides the opportunity to introduce, incorporate, and enhance green development/sustainability strategies within a comprehensive approach to traditional community design. And in addition to sustainable design through the incorporation of New Urban planning principles, DPZ’s master plans integrate contextual, sustainable infrastructure planning and design as well. This is particularly pertinent given the area’s prevailing wastewater and stormwater issues.

Our team’s strategies for Light Imprint infrastructure cost less (please refer to comparative stormwater plans and costings on this page), can be implemented more quickly, and are not as “lumpy” as conventional engineering. In addition to Light Imprint, light and ventilation, and conservation and enhancement of

natural assets should be incorporated into site planning and design parameters, setting the green building goals for the development (e.g. strategies for improving/maintaining good water quality for the creek/s in the face of increased development should be at the forefront of discussions).

Last but not least, the DPZ team’s sustainable development strategies comprise not just those pertaining to environmental and energy issues, but equally important, those concerning land use, cultural, architectural, and construction considerations as well. DPZ communities are designed within context, using forms and materials that are appropriate to the specific developmental, environmental, climatic, and cultural bases of the locality. Among the goals for the Neighborhood Plan would be to ensure that planning proposals are responsive most especially to the cultural foundation of the community, and thus are authentic and sustainable.



Conventional TND Storm Water Plan

- KEY
- Stormwater Inlet

●

Manhole
- Stormwater Pipe
- ▶

Storm Water Discharge
- Underground Stormwater Storage
- Rain Garden

|              |                |  |            |
|--------------|----------------|--|------------|
| Total        | \$934,836.40   |  |            |
| Grand Total  | \$1,572,330.02 |  |            |
| Cost per Lot | 176            |  | \$8,933.69 |

Engineering Comparison  
Project: Light Imprint New Urbanism Study  
Date: December 06, 2006



Light Imprint TND Storm Water Plan

The second two plates (of six) show the engineering infrastructure for each of these plans.

|              |                |  |            |
|--------------|----------------|--|------------|
| Total        | \$791,307.60   |  |            |
| Grand Total  | \$1,084,756.86 |  |            |
| Cost per Lot | 174            |  | \$6,234.23 |

Conclusions  
Overall 31% Savings  
Per Lot 30% Savings





Factor 10:  
Proposed Fee and  
Fee Structure



Vermillion, NC



# Proposed Fee and Fee Structure

## Proposed Fee and Fee Structure

The DPZ team is pleased to submit our proposed fee and fee structure by Phase to undertake the scope discussed under Factor 1. This proposed fee – comprising the professional services fees and expenses for DPZ, ECONorthwest, and Parametrix – is **U.S. Dollars Three Hundred Seventy Four Thousand Five Hundred (\$374,500.00)**, structured as follows:

- \$25,000.00, as a non-refundable retainer, and for initiating Phase 1, due upon signing of the Agreement;
- \$6,000.00 due upon completion of Phase One;
- \$70,000.00 due upon completion of Phase Two;
- \$177,000.00 due upon completion of Phase Three;
- \$64,000.00 due upon completion of Phase Four; and
- \$32,500.00 due upon completion of Phase Five.

As noted above, this estimated budget comprises the fees and expenses\* for the DPZ team as enumerated above. The proposed fee does not include any costs/fees for third-party consultants retained by the Town/the County nor your agents and/or partners, nor any expenses for items arranged by the Town/the County nor by third-party consultants retained by the Town/the County, nor by your agents and/or partners.

Additional deliverables that are one-time products, such as physical scale models, or finite services, such as branding/marketing, the production of a project video/brochure, and/or other additional project material, may be priced on a case-by-case, hourly, or lump sum basis; the cost for these are not included in our estimated budget above.

The DPZ team would be happy to discuss our proposed fee and fee structure vis-a-vis the proposed scope and deliverables with the Town/the County as the consultant selection process advances and should we be selected to undertake the work.

- \* *The expenses as estimated and included in the fee proposal above comprise a “best approximation/assumption” of costs. As discussed earlier in this proposal document, the choice between in-person versus virtual engagements impact the expenses; for this initial estimate, we have assumed an average set of costs, especially given the fact that – as we trust the Town/the County would acknowledge – airfares, hotel rates, etc. tend to fluctuate significantly.*

*In preparing this estimate, DPZ also has assumed that, should the Charrette and other meetings/presentations be conducted in person/in Jackson, certain associated logistics and their costs (if any) would be provided by/shouldered by the Town/the County and/or other local stakeholders. Such items that we assume the Town/the County/the local community would provide directly include, but are not limited to, the Charrette studio space (i.e. at a suitable local office/workspace, in an empty storefront, or other similar space which the Town might already control) and other meeting spaces as required; office/studio furniture and equipment (e.g. worktables and chairs, reprographic equipment, A/V equipment, local Internet connection, etc. – which the Town/the County might already own), Charrette videography, etc.*

*Expenses may further be reduced should the Town/the County and/or local businesses also have the ability to provide other related services and products (e.g. hotel rooms; meals for the DPZ team while in Jackson, etc.) either comp'd or at discounted rates.*



Carlton Landing, OK







Miami, FL | Washington, DC | Portland, OR

305 644 1023 | [dpz.com](http://dpz.com)





L O G A N S I M P S O N

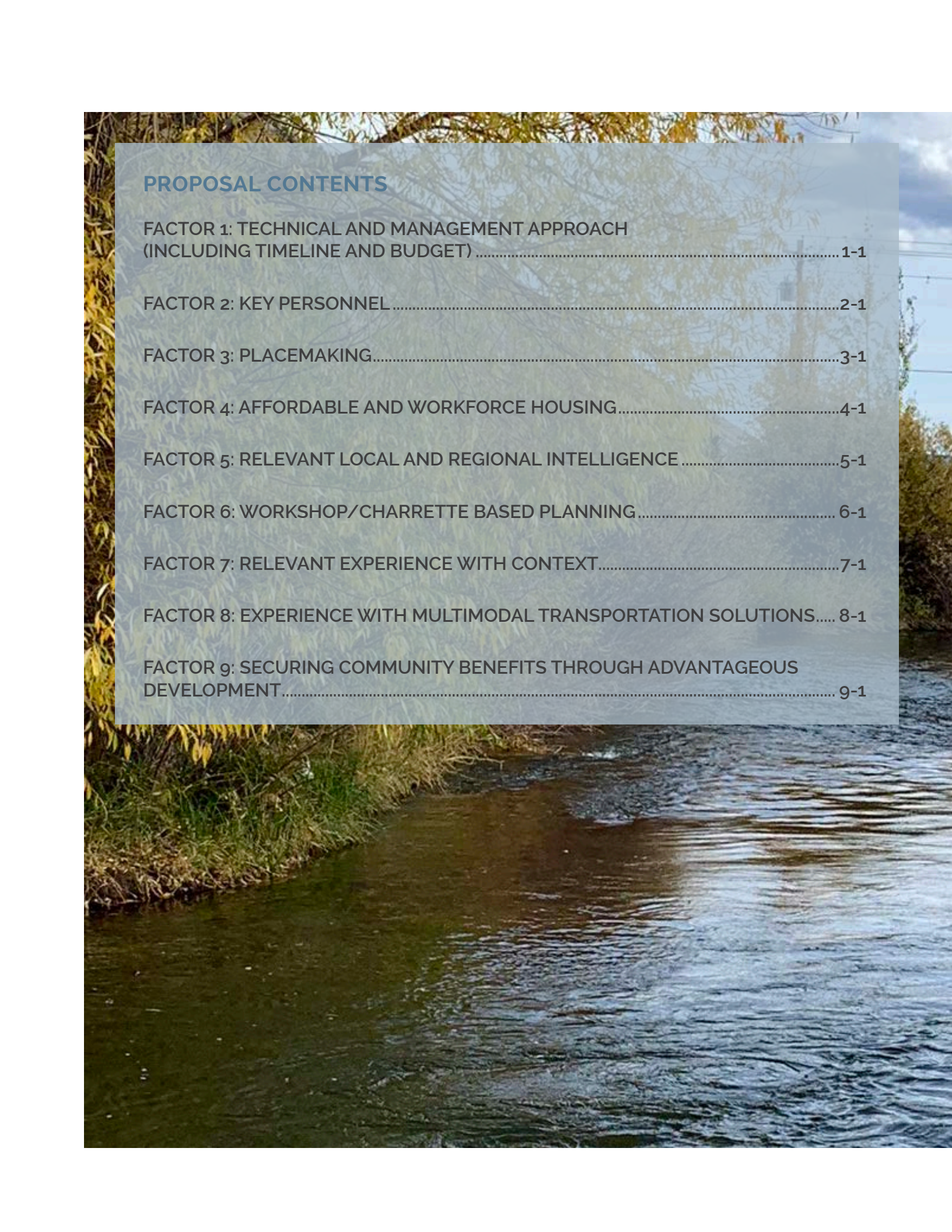
# NEIGHBORHOOD PLAN:

## **NORTHERN SOUTH PARK**

PROPOSAL SUBMITTED BY LOGAN SIMPSON  
OCTOBER 19, 2020



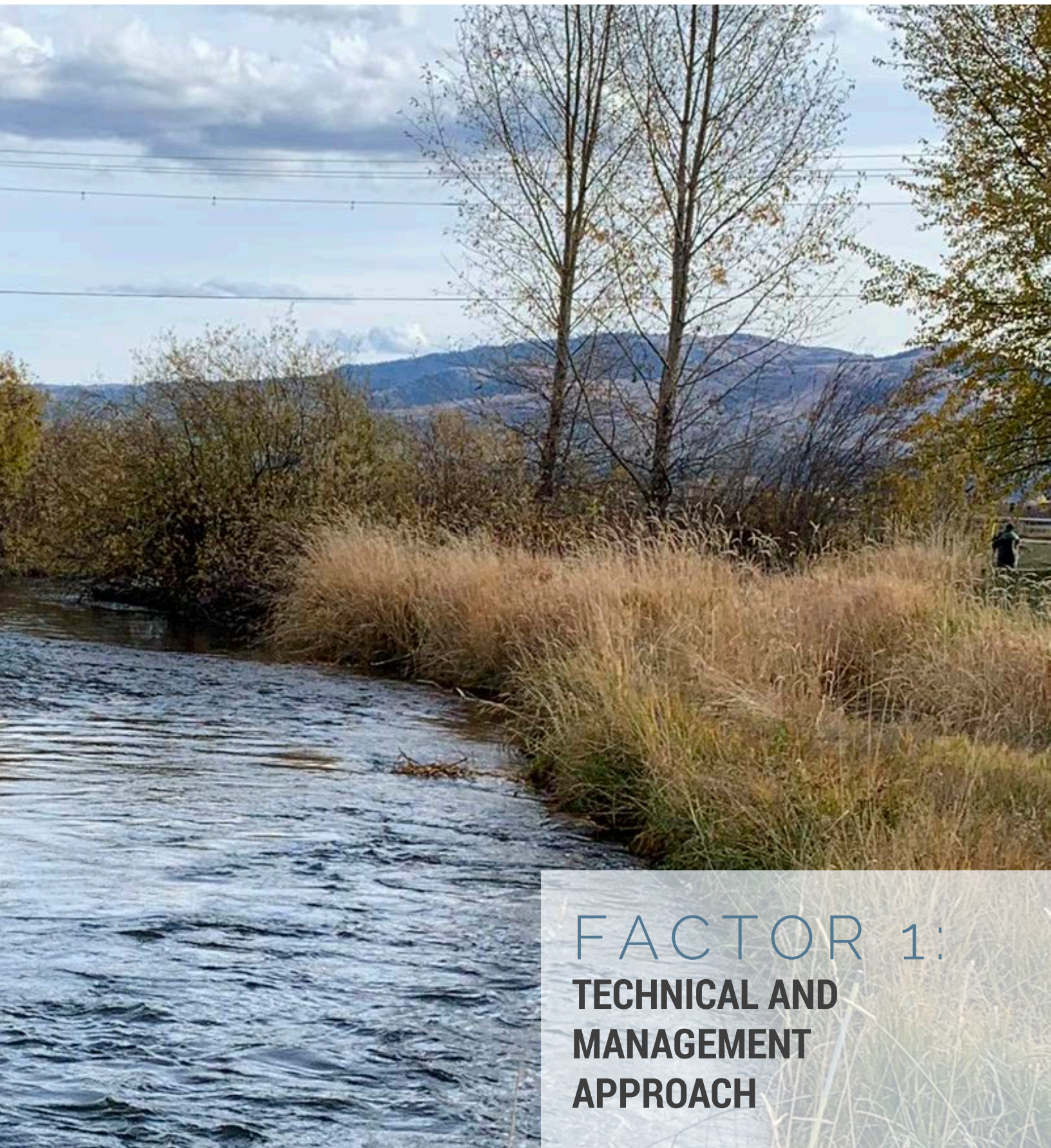




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# FACTOR 1: TECHNICAL AND MANAGEMENT APPROACH



## NORTHERN SOUTH PARK NEIGHBORHOOD PLAN: THE MAKINGS OF A LOCALS' NEIGHBORHOOD

Logan Simpson and our accomplished team of local and national experts are pleased to submit the following Northern South Park Neighborhood Plan proposal.

***A New, Locals' Neighborhood is an opportunity the community has not seen*** since Cottonwood was contemplated 40 years ago. The new neighborhood will be an infusion of workforce housing adjacent to existing Town infrastructure and services; designed to be occupied by locals, not a second home neighborhood. This plan will be a chance to look at a combination of housing types, deed restriction, and development partnership options to provide housing opportunities that are not available through Town zoning and parcel-by-parcel infill. Our proposed process will produce a Neighborhood Plan about which the community is excited, that meets stakeholders' objectives, and that can be built by landowners.

***The Northern South Park Neighborhood will be rooted in community goals*** and responsible to the Greater Yellowstone Ecosystem. The Comprehensive Plan, Housing Action Plan, Integrated Transportation Plan, and Focal Species Habitat Map identify workforce housing development in Northern South Park to protect the health of the environment, community, and economy into the future. The new locals' neighborhood will be designed to respect habitat, wildlife movement corridors, and scenic viewsheds wherever possible. It will be designed to protect surface and ground water quality. That said, the purpose of the plan is to provide housing opportunities that will improve civic engagement, support local business, limit development footprint, and reduce vehicle miles traveled. The plan will be responsible to the growth management system the community has spent 10 years developing, which has identified Northern South Park as an appropriate place for development of a locals' neighborhood in order to protect the ecosystem. Northern South Park is the right location for development, the Neighborhood Plan will ensure the right type of development.

***The New, Locals' Neighborhood will be designed by the community who will live in it*** and the landowners who will build it. Our process will deliver an implementable Neighborhood Plan, acknowledging that landowners will only act on the Plan if there is community demand for it, it is feasible, and it is something of which they can be proud to leave as a legacy. Beyond the landowners, key stakeholders are the neighborhood's future residents. Our process will dedicate the time and resources needed to succeed at the difficult task of engaging the largely young, Hispanic, and renting populations for whom the Neighborhood is intend, but who are not typically engaged in community planning conversations. Our team has proven success in local community engagement and facilitation from formal public hearings, to 300-person open houses, to stakeholder interviews, to coordination with Spanish language organizations to enable engagement of the Hispanic community, to development team coordination. The plan will also be responsible to the existing residents of the County and Town, ensuring that future development moves the community toward its goals rather than compounding impacts.

***By successfully working for a decade in the County and Town, this team can create a new local neighborhood.*** Members of this Logan Simpson team have led many of your most strategic plans, including the 2012 Comprehensive Plan and current Growth Management Plan Update, Housing Action Plan, Integrated Transportation Plan, and Focal Species Habitat Map. We have a decade-long head start, a tailored understanding, and a proven track record in engaging the entire community. We are the only firm with this level of demonstrated local success, which brings with it the trust and credibility to add new methods and introduce new faces and ideas. On top of our experience, we have assembled a catered team with unprecedented national experience in each area of community concern. We have created numerous plans across the country that are now neighborhoods. We can introduce new ideas, knowing what has worked in similar circumstances.





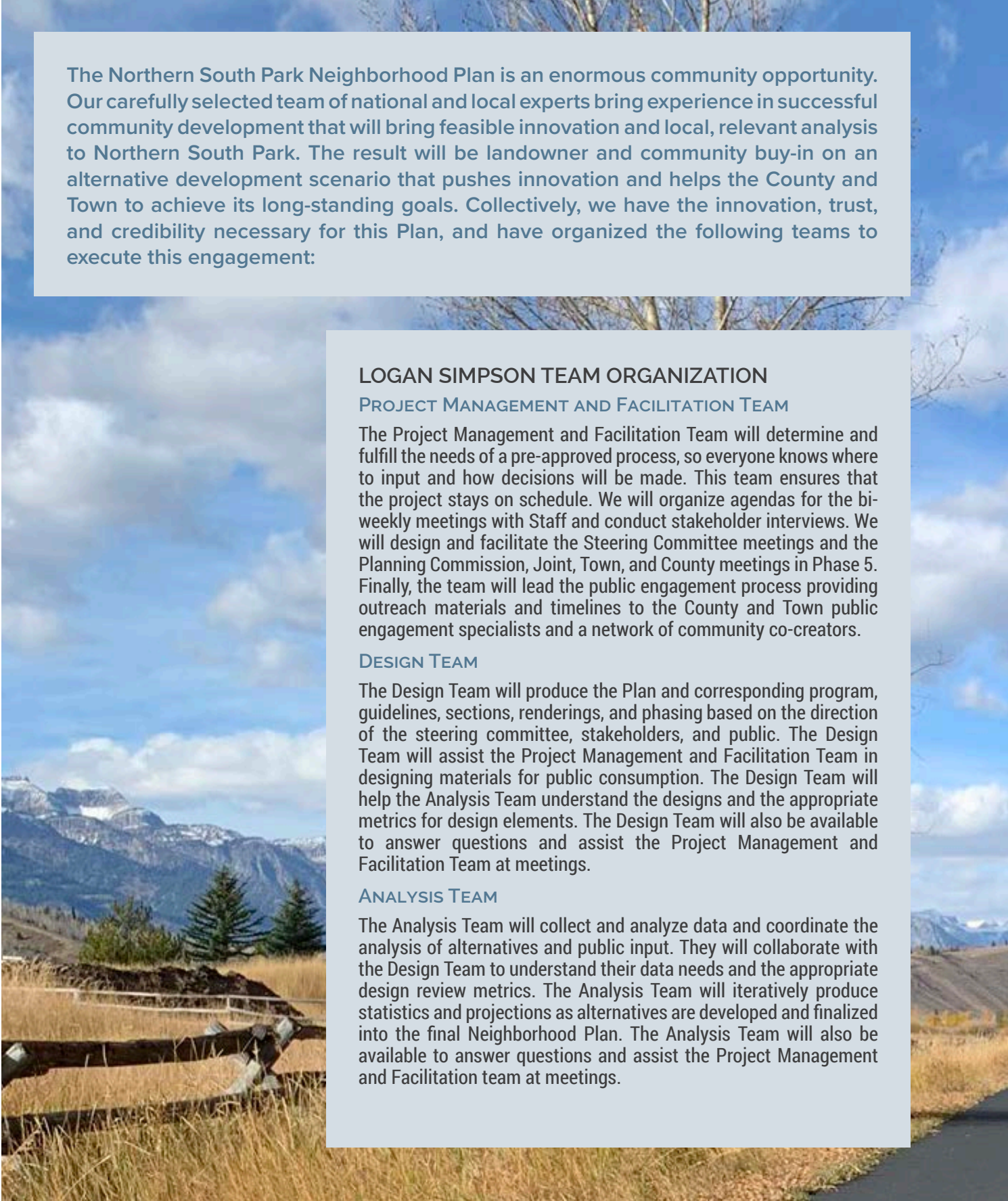
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The future is in our hands.  
We are not hapless bystanders.

We can influence whether we have a planet of peace, social justice, equity, and growth or a planet of unbridgeable differences between peoples, wasted resources.... - *James David Wolfensohn*

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The Northern South Park Neighborhood Plan is an enormous community opportunity. Our carefully selected team of national and local experts bring experience in successful community development that will bring feasible innovation and local, relevant analysis to Northern South Park. The result will be landowner and community buy-in on an alternative development scenario that pushes innovation and helps the County and Town to achieve its long-standing goals. Collectively, we have the innovation, trust, and credibility necessary for this Plan, and have organized the following teams to execute this engagement:

## LOGAN SIMPSON TEAM ORGANIZATION

### PROJECT MANAGEMENT AND FACILITATION TEAM

The Project Management and Facilitation Team will determine and fulfill the needs of a pre-approved process, so everyone knows where to input and how decisions will be made. This team ensures that the project stays on schedule. We will organize agendas for the bi-weekly meetings with Staff and conduct stakeholder interviews. We will design and facilitate the Steering Committee meetings and the Planning Commission, Joint, Town, and County meetings in Phase 5. Finally, the team will lead the public engagement process providing outreach materials and timelines to the County and Town public engagement specialists and a network of community co-creators.

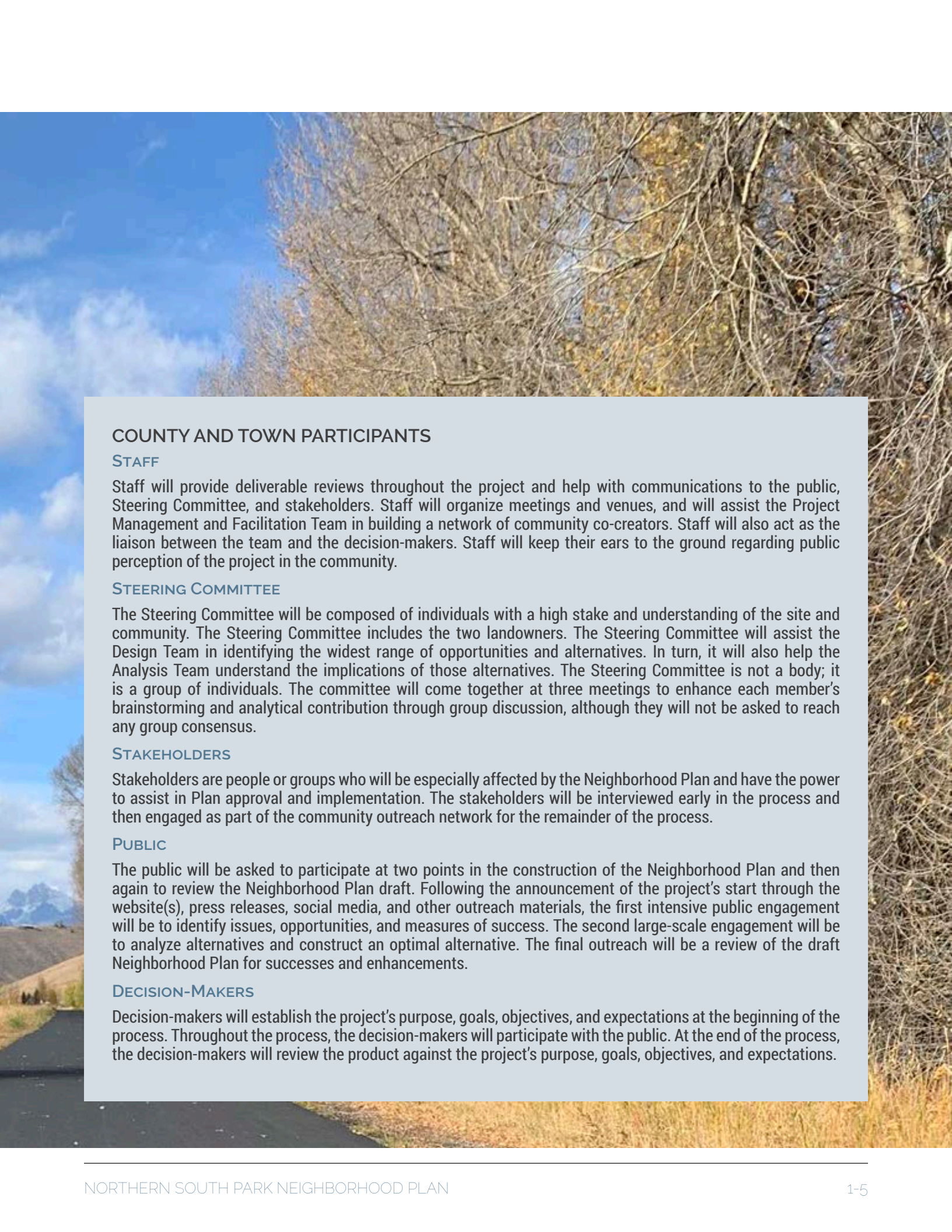
### DESIGN TEAM

The Design Team will produce the Plan and corresponding program, guidelines, sections, renderings, and phasing based on the direction of the steering committee, stakeholders, and public. The Design Team will assist the Project Management and Facilitation Team in designing materials for public consumption. The Design Team will help the Analysis Team understand the designs and the appropriate metrics for design elements. The Design Team will also be available to answer questions and assist the Project Management and Facilitation Team at meetings.

### ANALYSIS TEAM

The Analysis Team will collect and analyze data and coordinate the analysis of alternatives and public input. They will collaborate with the Design Team to understand their data needs and the appropriate design review metrics. The Analysis Team will iteratively produce statistics and projections as alternatives are developed and finalized into the final Neighborhood Plan. The Analysis Team will also be available to answer questions and assist the Project Management and Facilitation team at meetings.





## COUNTY AND TOWN PARTICIPANTS

### STAFF

Staff will provide deliverable reviews throughout the project and help with communications to the public, Steering Committee, and stakeholders. Staff will organize meetings and venues, and will assist the Project Management and Facilitation Team in building a network of community co-creators. Staff will also act as the liaison between the team and the decision-makers. Staff will keep their ears to the ground regarding public perception of the project in the community.

### STEERING COMMITTEE

The Steering Committee will be composed of individuals with a high stake and understanding of the site and community. The Steering Committee includes the two landowners. The Steering Committee will assist the Design Team in identifying the widest range of opportunities and alternatives. In turn, it will also help the Analysis Team understand the implications of those alternatives. The Steering Committee is not a body; it is a group of individuals. The committee will come together at three meetings to enhance each member's brainstorming and analytical contribution through group discussion, although they will not be asked to reach any group consensus.

### STAKEHOLDERS

Stakeholders are people or groups who will be especially affected by the Neighborhood Plan and have the power to assist in Plan approval and implementation. The stakeholders will be interviewed early in the process and then engaged as part of the community outreach network for the remainder of the process.

### PUBLIC

The public will be asked to participate at two points in the construction of the Neighborhood Plan and then again to review the Neighborhood Plan draft. Following the announcement of the project's start through the website(s), press releases, social media, and other outreach materials, the first intensive public engagement will be to identify issues, opportunities, and measures of success. The second large-scale engagement will be to analyze alternatives and construct an optimal alternative. The final outreach will be a review of the draft Neighborhood Plan for successes and enhancements.

### DECISION-MAKERS

Decision-makers will establish the project's purpose, goals, objectives, and expectations at the beginning of the process. Throughout the process, the decision-makers will participate with the public. At the end of the process, the decision-makers will review the product against the project's purpose, goals, objectives, and expectations.

## SCOPE OF WORK

Our approach to the scope of work, detailed in the remainder of this section and supported by specific knowledge found in Factors 3, 4, 5, 6, 8, and 9, demonstrates our understanding of the community and a process that ensures adherence to the schedule.

In Phase 1, we will reinforce the process by building on your vision, project "givens", and three common values. In Phase 2, we will think big about what success looks like and what inspiration we should draw upon.

Phase 3 takes a look at the tradeoffs between different alternatives that meet your vision in different ways. Phase 4 will optimize our preferred option, mitigating any tradeoffs and creating a true sustainable neighborhood.

Finally, Phase 5 will describe and demonstrate how this new neighborhood will perform and look like, as well as finalize new zoning.

### PHASE 1: AGREEMENT ON THE PROCESS THE PROJECT FOUNDATION

### PHASE 2: OPPORTUNITIES AND THREATS HOW WILL WE EVALUATE SUCCESS?

### PHASE 3: ALTERNATIVE ANALYSIS WHAT IS THE MOST SUCCESSFUL SOLUTION?

### PHASE 4: PLAN CREATION HOW DO WE GET TO SUCCESS?

### PHASE 5: PLAN FINALIZATION COMMITTING TO SUCCESS

DEFINING THE GIVENS  
AND  
COMMITTING TO THE PROCESS

# OUR VISION

ACCELERATING  
PHASE 1 AND PHASE 2  
BASED ON OUR  
WORK IN THE AREA

## COMMON VALUES



BUILDING ON OUR COMMON VALUES  
AND  
DEFINING OUR MEASURES OF SUCCESS

THINKING BIG WITHIN  
THE CONTEXT OF OUR  
COMMON VALUES, GOALS,  
TRADE-OFFS & MEASURES OF SUCCESS

## MEASURES OF SUCCESS



THINK  
BIG PICTURE!

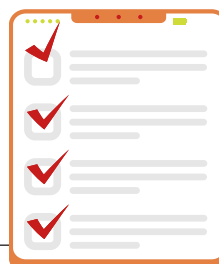
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MOVING QUICKLY TO A PREFERRED  
OPTION SO THAT WE CAN MOVE  
FROM GOOD TO GREAT!

OPTIMIZING MEASURES OF SUCCESS  
AND INSURING DEVELOPER FEASIBILITY



DEMONSTRATING TO OUR  
COMMUNITY HOW OUR NEW  
NEIGHBORHOOD SUPPORTS  
OUR COMMUNITY - WIDE INDICATORS



CELEBRATING AND  
SUPPORTING OUR NEW  
NEIGHBORHOOD

## PHASE 1: PROCESS AND FOUNDATION

The first phase of the project is where the team will build the foundation for future success. We will introduce the team to the Staff, elected officials, and stakeholders and establish community agreement on the project's purpose, goals, objectives, and expectations. As we move through the project, there will be discussions, ideas, and some healthy tension. A strong project foundation creates space for great ideas to form and allows needed discussion to occur. With a strong foundation, we will keep the project on-scope and on-schedule.

### TASK 1.1. MEETING: PROJECT KICK-OFF

The project schedule leaves no room for ramping up. The project kickoff meeting agenda will be packed with important items between Staff and the project team to set the project for success and prepare for the December Joint Information Meeting (JIM). Because of the amount of content to be covered, the kickoff meeting will be facilitated by the project lead and be more interactive than a typical administrative kickoff meeting. This format will allow the Staff to experience the facilitation style and some of the tools to be used with the Steering Committee.

#### *Meeting materials:*

- Meeting agenda
- Example project communications protocol

#### *Meeting objectives:*

- Team introductions and role definitions
- Communication protocols
- Scope refinements
- Overall project schedule refinements
- Bi-weekly meeting schedule
- Draft Plan purpose, goals, objectives, and expectations for approval by County and Town at December JIM
- Steering Committee nominations and solicitation process for appointments at the December JIM
- List of County and Town data to be delivered to the team
- Feedback on facilitation approach and improvements for the Steering Committee

#### *Deliverables:*

- Project communication protocols for team communication with Staff, Steering Committee, elected officials, and public
- Scope refinements (if any)
- Project schedule, including public engagement schedule and roles
- Bi-weekly meeting appointment
- Draft Plan purpose, goals, objectives, and expectations for inclusion in the staff report for the December JIM
- A list of Steering Committee members for inclusion in the staff report for the December JIM (staff responsibility)
- A data request list for the County and Town

### TASK 1.2. MEETING: DECEMBER JIM

At the December JIM, the County and Town will establish the project's purpose, goals, objectives, and expectations; and appoint the Steering Committee. While the Board of County Commissioners and Town Council have been discussing this project since February, its success will depend on agreement on a clear purpose statement. A clear purpose statement provides an anchor for evaluation that keeps the process forward-looking and focused on goal achievement.

The Comprehensive Plan Update indicates that the purpose of this Plan is to provide additional workforce housing opportunities because current County and Town zoning are not providing enough. The 2012 Comprehensive Plan states that Northern South Park development is not appropriate until a Growth Management Program review finds that the community is not meeting its growth management goals – the 2020 GMP review found that the community is not meeting its workforce housing target and initiated the Neighborhood Plan process. Eight community goals and associated indicators are already defined in the Jackson/Teton County Comprehensive Plan chapters, and the measures of success for this plan will be identified through the project. The process goals, objectives, and expectations are in place to guide progress, not predetermine the outcome.

The Steering Committee will also be appointed at the meeting. The Steering Committee will include one representative of each landowner, plus 3-5 community members representing a variety of community interests, for a total of 5-7 members. The Steering Committee will not include County or Town elected officials or Staff. The Steering Committee's role will help the team identify opportunities, issues, measures of success, and alternatives; and evaluate them. They will meet as a group to benefit from collaborative exercises but will not be asked to come to a consensus or make recommendations as a body. Committee members will be asked to commit to the meeting schedule and rules of conduct to ensure meetings are productive and the project's purpose statement and process.





This JIM does not have to occur at the regularly scheduled December 7 JIM; however, it should occur early in December to meet the project schedule. It should include any newly elected but not yet seated, Commissioners or Councilors. The 2021-2022 elected bodies will holding the community accountable to the project's purpose and process. Staff and the County Chairwoman will facilitate the JIM.

**Meeting materials:**

- Staff report (staff responsibility)

**Meeting objectives:**

- Adopt Plan purpose, goals, objectives, and expectations
- Appoint Plan Steering Committee

**Deliverables:**

- Defined Plan purpose, goals, objectives, and expectations

**TASK 1.3: STEERING COMMITTEE MEETING #1**

Once appointed, the Steering Committee will meet prior to the onset of the winter holidays. The Project Management and Facilitation Team will facilitate the meeting, at which Committee members will be introduced to the project, meeting formats, and facilitation approach. Committee members will agree to ground rules and commit to the project's purpose and process, and will participate in a stakeholder identification exercise to identify the 9-15 stakeholders to be interviewed regarding site opportunities and issues. Finally, the Committee members will engage in the Phase 2 task of identifying opportunities, issues, measures of success, and elements that should inspire the Neighborhood Plan. While a lot of ground will need to be covered, this will allow the project team to work through the holidays in keeping with the schedule.

**Meeting materials:**

- Draft committee ground rules

**Meeting objectives:**

- Team, staff, and committee member introductions
- Agreement to committee ground rules
- Agreement to Plan purpose, goals, objectives, expectations
- Stakeholder identification
- Identification of existing community or site-specific data and studies
- Initial identification of opportunities, measures of success, and elements that should inspire the Plan.

**Deliverables:**

- List of stakeholders for interview
- List of Steering Committee opportunities, issues, and measures of success

## TASK 1.4: DATA COLLECTION AND REVIEW

Our successful work is based on process, outreach, and analysis – in this effort, analysis consists of existing conditions and the opportunities and issues they pose (Phase 2) and of alternative scenarios' strengths and weaknesses (Phase 3). To complete all that analysis requires data. Physical data is needed to understand the existing conditions above and below grade and the site's context in the Greater Yellowstone Ecosystem. Data related to social, demographic, and economic conditions and trends is necessary to understand where the community's economy is headed so that we can identify what workforce housing opportunities are missing from the current zoning and housing stock. Data on the natural, traffic, social, and fiscal impacts of new development is needed to evaluate potential alternatives' weaknesses and potential impact on the community.

Teton County and Jackson have a breadth of data and analysis on community-wide housing needs, natural resources, infrastructure, and traffic. Our team is familiar with most plans, studies, and associated data because we helped to produce them. We not only understand the final products—we know how and why they were created. Our familiarity with the community data allows us to focus on the specifics of the site. It also gives us the ability to move beyond mere understanding of the existing condition, to leverage the current information for innovative alternative development and analysis.

### HEADSTART BY UNDERSTANDING THE FOUNDATIONAL DATA WITHOUT CONFLICTS OF INTEREST

SOURCE OF PRO

Annual Demand  
Catch-Up  
Employment Gr  
Retirement

Public studies and data the team already has and is familiar with:

- ☒ Jackson/Teton County Comprehensive Plan
- ☒ Town of Jackson Land Development Regulations
- ☒ Teton County Land Development Regulations
- ☒ 2013 Employee Generation Nexus Study
- ☒ 2014 Regional Housing Needs Assessment
- ☒ 2016 Integrated Transportation Plan
- ☒ 2016 Housing Action Plan
- ☒ 2017 Focal Species Habitat Map
- ☒ 2020 Town of Jackson Water and
- ☒ Sewer Capacity and Rate Study (still in process)
- ☒ 2020 Integrated Transportation Plan
- ☒ Update
- ☒ 2020 START Route Study
- ☒ Pathways Master Plan

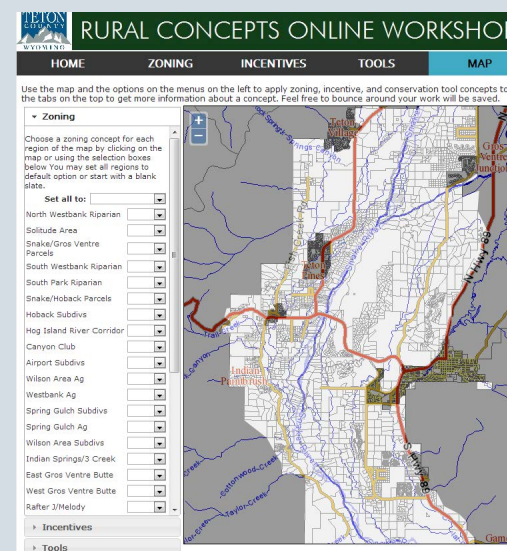
Public studies and data to be provided by the County and Town include:

- Historic Master Plans for the project area
- All East/West Connector and Tribal Trail traffic studies and traffic modeling completed since the adoption of the Jackson/Teton County Comprehensive Plan
- ☒ The project files for the Town District 2 and District 3-6 rezoning projects and the County Rural Area rezoning project
- ☒ 2018 Employee Generation Nexus Study Supplement
- Travel and Tourism Board mobility data
- Tax revenue data
- Business license data
- Constraints mapping conducted by others available to County and Town
- Indicator Report Datasheet (including 2021 update when available)

Data the team anticipates collecting/producing as part of this scope:

- Environmental analysis of the site
- Water quality analysis of the site
- Topographical survey of the site
- Geotechnical survey of the site
- Market analysis of housing types
- Socio-demographic projections
- Economic projections

*(☒ Projects on which our team members have worked)*



We are aware that this is not the first effort to create a new neighborhood in South Park. Although our team was not part of these efforts, we intend to study and learn from the past plans' information, how those plans were produced, and why they were not implemented. We are also excited to work with the Steering Committee and stakeholders, especially the landowners, to identify additional existing data specific to the site.

At the kickoff meeting, the team will review available plans, studies, and data. The team is excited to dig into the known existing data in the site's context and learn about additional information that might already exist. Where data gaps exist, the team will fill them. It will be important to identify these gaps as quickly as possible, especially related to physical information that needs to be gathered before snowfall.

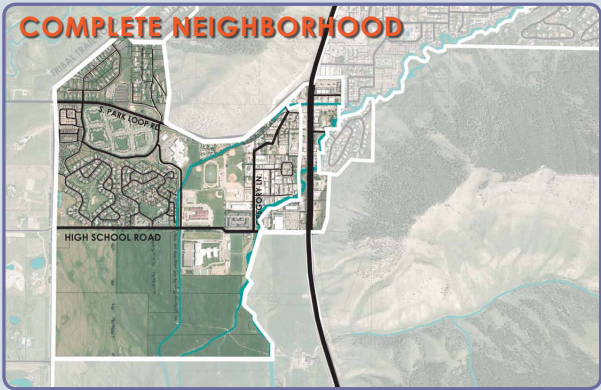
PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2015-2024

|           | Total |
|-----------|-------|
| Total     | 280   |
| Ownership | 30    |
| Rental    | 200   |
| Other     | 50    |

PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2015-2024

|               | Total | <50% | 50-80% | 80-120% | 120-150% | >150% |
|---------------|-------|------|--------|---------|----------|-------|
| Annual Demand | 280   | 30   | 40     | 130     | 40       | 40    |
| Ownership     | 165   | 10   | 20     | 80      | 25       | 30    |
| Rental        | 115   | 20   | 20     | 50      | 15       | 10    |

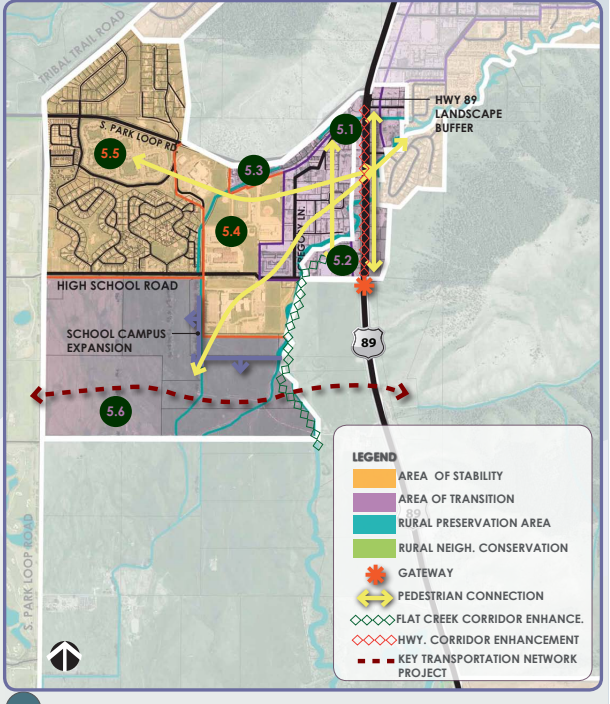
District 5: West Jackson



| DEFINITION                                       | EXISTING              | FUTURE                |                                                                                        |
|--------------------------------------------------|-----------------------|-----------------------|----------------------------------------------------------------------------------------|
| Defined Character/High Quality Design            | <input type="radio"/> | <input type="radio"/> | Variety of residential, non-residential and industrial buildings and land use patterns |
| Public Utilities                                 | <input type="radio"/> | <input type="radio"/> | Water, sewer, storm sewer                                                              |
| Quality Public Space                             | <input type="radio"/> | <input type="radio"/> | Rangeview Park, school playgrounds and fields, pathways                                |
| Variety of Housing Types                         | <input type="radio"/> | <input type="radio"/> | Single family, duplex, condominiums, townhomes, apartments, multi-family               |
| Walkable Schools, Commercial + Recreation        | <input type="radio"/> | <input type="radio"/> | Post office, START, limited convenience commercial, schools, parks, pathways           |
| Connection by Complete Streets                   | <input type="radio"/> | <input type="radio"/> | Accommodations for alternative transportation modes a priority                         |
| Viable Wildlife Habitat + Connectivity           | <input type="radio"/> | <input type="radio"/> | Flat Creek enhancement, wildlife crossings                                             |
| Natural Scenic Vistas                            | <input type="radio"/> | <input type="radio"/> |                                                                                        |
| Agricultural + Undeveloped Open Space            | <input type="radio"/> | <input type="radio"/> |                                                                                        |
| Abundance of Landscape over Built Form           | <input type="radio"/> | <input type="radio"/> |                                                                                        |
| Limited, Detached Single Family Res. Development | <input type="radio"/> | <input type="radio"/> |                                                                                        |
| Minimal Nonresidential Development               | <input type="radio"/> | <input type="radio"/> |                                                                                        |

IV-34

Character Defining Features



IV-36



## PHASE 2: OPPORTUNITIES AND ISSUES – HOW WILL WE EVALUATE SUCCESS?

The second phase of the project is where the community will define what a successful project looks like and identify the potential opportunities and threats to that success. The Comprehensive Plan, Housing Action Plan, Integrated Transportation Plan, and Focal Species Habitat Map define success at a high level. We will tier from that structure to fine-tune the analysis and opportunities at the site level. We will also focus on understanding what success means to the stakeholders, community, and landowners, including site feasibility. The Comprehensive Plan Update illustrated how the public can perceive success differently from the data. Phase 2 is about establishing the technical and public perception of project success so that the alternatives designed in Phase 3 can be appropriately created and evaluated.

### TASK 2.1. MEETING: STAKEHOLDER INTERVIEWS

Stakeholders are people or groups who will be especially affected by the Plan and have the power to assist in Plan approval and implementation. Understanding what success looks like to stakeholders will go a long way to understanding what success looks like to the community and landowners. Stakeholders will be asked to define both a successful and an unsuccessful Plan. Stakeholders will also be asked about their site-specific history, knowledge, ideas, and concerns. Interviews may be conducted in various formats due to the pandemic and the timing of this task. Because the interviews will occur in late December and early January, they will likely be spread out rather than stacked into a multi-day event. Interview questions will be developed by the consultant team and reviewed by staff.

#### *Interview materials:*

- Interviewee backgrounds (provided by Staff)
- Interview questions

#### *Interview objectives:*

- Identifying opportunities and issues on the site
- Identifying additional measures for plan success
- Identifying community expectations for the Neighborhood Plan

#### *Deliverables:*

- Interview summary

### TASK 2.2: DATA ANALYSIS AND EVALUATION

The data collected in Task 1.4 will be analyzed in Task 2.2 to identify the project opportunities and issues relative to the community's policy goals. Our team's experience with the existing data will allow us to quickly move past understanding into the site-specific evaluation of focus areas that need special attention – such as traffic chokepoints related to Teton County School District traffic. Our familiarity will also allow us to focus on innovations such as green infrastructure opportunities that create a model for water quality conscious development and housing that is affordable by design, not just deed restriction.

The analysis will map the physical constraints and opportunities on the property. It will define the “floor” of the workforce housing and transportation needed for the project to further the community's goals. It will also establish a baseline for landowner feasibility with and without plan implementation. Some barriers will have to be worked around; others removed; some may be repurposed as opportunities. Opportunities will be classified by cost, feasibility, ability to address multiple community goals, and further metrics associated with the list of measures that define plan success.

These measures of success will be used to evaluate the alternatives in Phase 3. Some measures are straightforward; however, others need additional definition. For example, Housing Affordability has near-term and long-term components. There may also be additional indicators that are identified in the analysis. The goal of Phase 2 is to agree to the community's criteria for evaluation of the alternatives before the alternatives are produced to stay focused on the project's purpose during alternative evaluation.

Task 2.2 will begin as soon as the process starts and extend through stakeholder interviews and the first public engagement meetings. Much of the analysis will be presented at Task 2.3, Public Engagement Series 1, allowing the team to incorporate public input into the deliverables before moving on to Phase 3.

#### *Deliverables:*

- List of Opportunities and Issues
- Map of Opportunities and Issues
- Draft Measures of Success Indicators
- Environmental, transportation, land use, and infrastructure, and topographic baseline
- Socioeconomic and market analysis
- Geotechnical/groundwater depth information
- Topographic and other surveys, if available from County LIDAR and landowners
- GPS field inventory





### TASK 2.3: PUBLIC ENGAGEMENT SERIES #1 – CONCEIVING OUR NEW LOCAL NEIGHBORHOOD

The first public engagement series has two purposes: 1) to inform the public of the project's purpose, objectives, goals, and expectations established in Phase 1, and 2) to present and gather feedback on the analysis of Task 2.2. Public Engagement Series 1 will close out Phase 2 and result in a technical and community definition of a successful Plan.

The format of the meeting will be determined based on applicable public health guidelines in mid-January. The meeting is timed to allow the community to return from the holidays while accommodating the remaining Plan process schedule. Whether it is virtual using video, online meetings, and questionnaires or in-person using a physically distanced, all-day open house, our engagement will achieve the same objectives. We have proven success with an all-day open house-style and workshop event where data is presented in one location, an opportunity to learn more in another, and then an interactive exercise. This technique was demonstrated for the Comprehensive Plan open houses at the Center for the Arts in 2011, 2012, and 2019. Hundreds of participants of all ages and levels of expertise attended the open houses, and the open houses in 2019 were supplemented with a parallel event in Spanish. While those open houses were conducted before the pandemic, the format offers limited contact and physical distancing by spreading the participation over the day and relying on small group discussion. A similar approach could be achieved virtually using Zoom rooms and multiple organizers.

We can also produce virtual comment platforms that allow participants to interact with materials and provide input (Bang the Table). A virtual comment technique is an important part of any meeting design for those who cannot make the event. Especially in Phase 2, public engagement will have multiple levels of detail to include all expertise levels. For example, the question ***"What does a successful Northern South Park neighborhood look like?"*** can be pushed through text polling, social media, etc. in English and Spanish to get high-level opinion and engage the public to dig deeper, and "How could this new neighborhood help us meet our community-wide goals?" addresses both the measures of success and the evaluation.

Since this is occurring early on in the project, we will ask people to submit images and photos that inspire them about this new neighborhood. Through inspiration, we can create a larger set of ideas of what could be. Through creativity and a broad range of ideas, new ideas may emerge. This step will be important as we dive deeper into Placemaking (see Factor 3).

To ensure these outreach meetings reach the largest audience, we will further establish our community co-creators network to push information about the meeting and other engagement opportunities to their networks. Utilizing existing networks is the best way to reach out to the broader community. Existing networks already have the public ear and can get their attention. As we always do, we will track whom we heard from, their background, affiliation, age, and where they live and work to see who is missing.



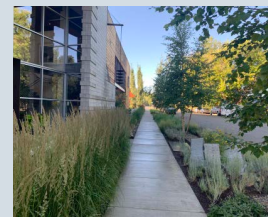
## THE ROLE OF INSPIRATION

Through inspiration, we can create a larger set of ideas of what could be. Through creativity and a broad range of ideas, new ideas may emerge. This step will be important as we dive deeper into Placemaking.

### EXISTING CONDITION



### INSPIRATION

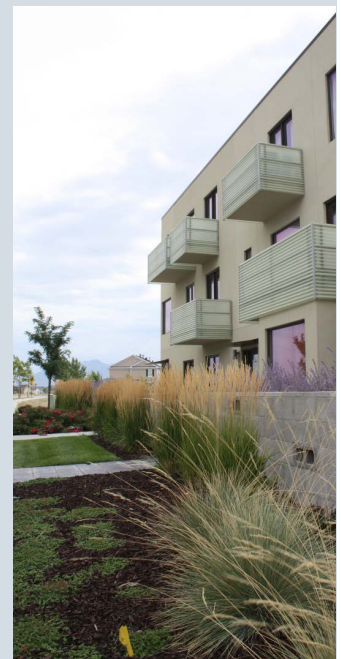




## DESIRED EXPERIENCE



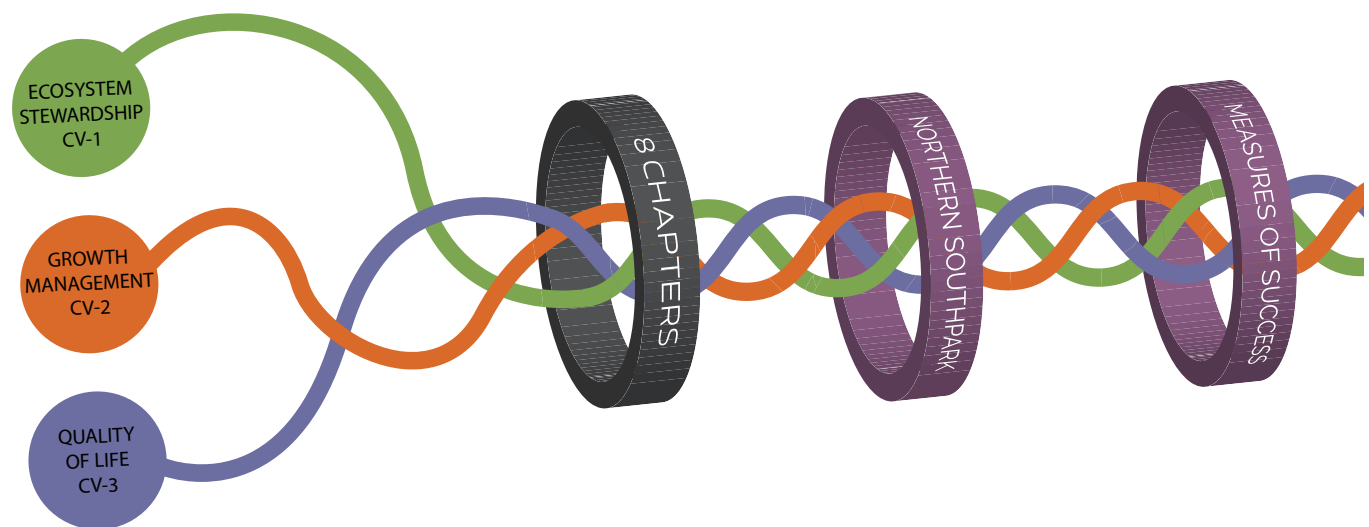
## INSPIRATION



### PHASE 3: ALTERNATIVE ANALYSIS – WHAT IS THE MOST SUCCESSFUL SOLUTION ?

Phase 3 is where we will push for innovation and creative thinking. We will leverage our national experience to bring ideas that are new to Jackson while proven in other contexts. We will leverage the community identified opportunities, issues, and measures of success to capitalize on and reflect the site's unique characteristics. We will also leverage our understanding of the data and professional expertise to identify innovative solutions outside of the box. As we have done with the JIM on recent projects, we will allow for new ideas to flourish while still having both feet on the ground.

Phase 3 is about presenting alternatives that address the measures for success in different ways. All the alternatives will meet the community's definition of success, but each will have unique areas of strength and weakness. In our choices, we will provide a spectrum of options and tradeoffs. We will also present an organized and measurable way for the public to understand how each alternative aligns with the community values and the corresponding measures. In the end, we will have a robust public analysis of the range of options for each of the measures of success from Phase 2 so that the final Plan represents the highest possible level of success.



#### MEASURES OF SUCCESS

##### Density, bulk, and scale

- Comparison to Cottonwood as referenced in Subarea 5.6 Desired Future Character
- Consistency with existing zoning classifications vs. need for new zone districts

##### Housing affordability

- Initial affordability
- Long-term affordability
- Need for new zoning tools to ensure affordability
- Reliance on partnerships to ensure affordability
- Public investment needed to ensure affordability

##### Multimodal transportation connectivity and traffic impacts

- Walkability and bikeability to determine the likelihood of walking or biking within and out of the neighborhood using industry-standard metrics based on connectivity, distance to destinations, and safety perceptions of design
- Transit feasibility of road network design for integration within STARTs new route plan
- Projected traffic and VMT
- Necessary standards to ensure overall connectivity based on anticipated/required phasing.



### TASK 3.1. MEETING: STEERING COMMITTEE MEETING #2

The purpose of the second Steering Committee meeting will be to identify the range of opportunities. The meeting's initial task will be to review the opportunities, issues, and measures of success identified in Phase 2 and make any needed additions. Then, the Committee members will participate in a facilitated exercise to create preliminary alternatives and understand how each opportunity contributes to success metrics. We will not do loaded scenarios such as a growth or no growth option, but instead, every option will be feasible, affecting metrics in different ways. We understand the vision for Northern South Park from our previous and current planning efforts in the County and Town and know that we must move away from divergent views and toward everyone's common understanding. As with the updated Comprehensive Plan, no subject will be ignored. The alternatives analysis will be focused on the right balance in levels of success across the subjects.

The exercise is likely to include key subjects that need to be brought back to the group for further refinements. In addition to the facilitator, the Design and Analysis Teams will be available to answer technical feasibility questions. We will encourage the Committee members to stay creative and not slow down as data holes are filled. Consistent with the Steering Committee's overall purpose, the goal will not be a consensus product; it will be a range of starting points for the consultant team to begin its alternatives design work.

#### **Meeting materials:**

- Phase 2 deliverables

#### **Meeting objectives:**

- Identify any additional opportunities/issues/measures
- Identify components for alternatives

#### **Deliverables:**

- Range of opportunities to be used in the alternatives design

### TASK 3.2: ALTERNATIVES DESIGN

With the range of feasible success in each category laid out by the Steering Committee, the Design Team will begin creating alternative development scenarios (alternatives) for analysis. The Design Team will select combinations of ideas that work well together. The alternatives will be designed so that each one of the various metrics of success is optimized in at least one option. Key choices to further push us forward in meeting the community-wide, stakeholder, and landowner goals will be investigated. Three (3) new alternatives will be developed, in addition to the definition of the development allowed under the current zoning. For each of the four total alternatives, the design will include:

- **Framework Maps**, including block-level maps of land uses and housing, transportation, natural resources, open space, and infrastructure. These maps will show how the project area interacts with the region as well as functions internally.
- **Building Program**, including the number of units, types, and square footage by place type (See Factor 4).
- **Sections and 3-Dimensional renderings/photosimulations** of key land use areas, streets, and amenities to illustrate how the developed Neighborhood Plan will feel and the effectiveness of the placemaking.
- **Phasing** of the development to identify requisite aspects of the design and infrastructure must occur before other elements.
- **Statistics** on the alternatives' costs, housing affordability, connectivity, walkability, projected population, job generation, projected vehicle travel, and impacts – ensuring each metric identified in Phase 2 is addressed.

Staff will have access to the drafts as they are created so that the Design Team can gather input throughout the design process rather than reserving a review and revision period. An online platform that offers the needed functionality and is familiar with most Staff and team members will be chosen for this purpose. The Design Team will provide prompts when drafts are ready for review and comment. This review approach intends to maximize the time available to design the alternatives in preparation for a mid-April public review. It will also break Staff review into bite-size pieces that allow Staff to absorb each alternative and improve the design by evolving it over seven weeks. The first available materials will be those on current zoning, which will allow for an early test of the presentation and process because the content is already defined.

#### **Materials:**

- Rough, refined, and final versions of the framework maps, building program, sections, renderings, simulations, phasing, and statistics for each alternative
- Staff review of each version of each alternative

#### **Deliverables:**

- 3 New Alternatives + 1 Current Zoning Alternative

### **TASK 3.3: ALTERNATIVES ANALYSIS**

Concurrent with the alternatives development, the team will be analyzing the alternatives against the measures of success. Coming out of Phase 2, the team will have developed a methodology so that the design components and statistics can be analyzed in a consistent, replicable way. These iterative analyses will be completed at the same time as the interim reviews by Staff. The final analysis of each alternative will be prepared for presentation to the public in a digestible format that will allow the public to use the analyses to evaluate the alternative new neighborhoods and how they might contribute to the community vision. A qualitative table will be developed, depicting each alternatives' performance compared to the three common values of community character from the Comprehensive Plan.

The methodology details for each measure of success will be available, while the public presentation will focus on layperson usability rather than technical justification. In other words, how will this new neighborhood contribute to your everyday life and meet the vision of the community? As an example, key considerations are listed below. Through this Task, the final methodology for each of the measures of success identified in Phase 2 will be developed.

#### **Materials:**

- Analysis of each version of each alternative against the Phase 2 criteria

#### **Deliverables:**

- A publicly digestible analysis of each measure of success for each alternative



### TASK 3.4. MEETING: PUBLIC ENGAGEMENT SERIES #2 – DEFINING OUR NEW NEIGHBORHOOD

The second public meeting series is envisioned as a 5-day, studio-style workshop from Friday, April 16 – Tuesday, April 20. The date is the weekend after Spring Break and the Mountain's close, yet before the depths of off-season. The event will be an opportunity for the public to provide their comment on the alternatives, see the direction public opinion is headed, and see how the designers are shaping that opinion into a working draft of the final plan outline. The idea is to leverage the initial public comment collected over Spring Break and the week after. The public will engage with the refinement process in real-time as the plan comes into shape.

The studio portion of this second public engagement will ideally happen in-person in a room or tent with plenty of wall space to display the plan's iterations as it comes into form. If that is not possible, virtual versions of the studio or alternatives will be identified. Regardless of whether the studio is in-person or virtual, a nightly roundup will be posted online for additional comments and as a record of the day's work. At the studio, participants will drop in at their convenience and can receive presentations from the team in small groups, evaluate the alternatives with team members available to answer questions and watch the input process. The studio will also offer participants the ability to experience the alternatives with 3-dimensional fly-throughs and photosimulations; alternatively, the team can discuss using augmented reality software to visualize what it would feel to live in the neighborhood.

The alternatives' release will be accompanied by a video presentation of the alternatives and an online survey. These elements will be released over Spring Break, then heavily advertised through community networks the week after Spring Break and before the studio. Much of the input received in this sort of surveys occurs in the initial push (if people leave it in their inbox, they don't get back to it), so a week of heavy influence is likely to yield greater participation than an extended period of just having the survey out there. Again, the importance of strong community networks cannot be understated – people react to their peers more than ads or press releases. Existing networks will deliver the message in a way that resonates far more than broad community announcements. The survey will have graduating levels of specificity and be in English and Spanish. We will also have a Spanish speaking designer at the studio and will work with Spanish speaking co-creators to identify times for Spanish speaking community members to attend the studio in small groups. All input will be tracked.

#### **Meeting materials:**

- Alternatives descriptions
- Alternatives analysis against Phase 2 measures of success
- Video presentation of alternatives
- Online survey of alternatives
- Real-time survey results (at Studio event)

#### **Meeting objectives:**

- Presentation of the Alternatives to the public
- Identification of preferred alternatives components
- Identification of unacceptable alternatives components
- Opportunities for alternative combination

#### **Deliverables:**

- Summary of the public alternatives analysis
- Iterative refinement of alternatives throughout studio into a Plan outline



*Logan Simpson is currently negotiating the final design and entitlements for the Canyons Master Plan in Castle Pines, Colorado. Design Workshop completed the original master plan, and Logan Simpson developed the City's design guidelines that apply to the Canyons.*



## PHASE 4: PLAN CREATION – HOW DO WE GET TO SUCCESS?

The fourth phase of the project is fleshing out and implementing the most successful combination of alternatives. This optimization process is about moving the preferred plan from good to better to best. It is about optimizing the success measures and ensuring that we mitigate any factors that did not score well. Phase 4 provides feasibility for the community and landowners by leaving no stone unturned in considering the implications of the necessary steps for implementing the Plan. This process includes ensuring enough flexibility for developers to invest their ingenuity in addressing the unforeseen constraints that will undoubtedly arise in the future.

### TASK 4.1 MEETING: STEERING COMMITTEE MEETING #3

The third and final Steering Committee meeting is a “thesis defense” by the team. The Steering Committee will review the draft Plan outline that comes out of Phase 3, along with the comment from Phase 3, and have the opportunity to ask the team’s questions and evaluate the team’s choice of a preferred alternative. The meeting’s goal is for the Committee members to challenge the draft and make it stronger in a respectful manner. The team will answer questions and explain their choices while looking for ways to improve the Plan. Consistent with the Steering Committee role, it will not be asked to agree upon a committee preferred alternative. Instead, each committee member will be asked to review the Phase 3 materials through their individual lens and challenge the team to optimize key components in order to strengthen the Plan through all lenses.

This meeting will happen early in Phase 4 to respect any off-season plans of Committee members and inform the remaining Phase 4 tasks. The meeting will be facilitated to ensure everyone respects the ground rules and format, especially for participants unfamiliar with such a format. Following the meeting, the Steering Committee’s work as a group will be complete. Members will be encouraged to comment on the final plan during the public review period.

#### Meeting materials:

- Meeting 3.4 deliverables

#### Meeting objectives:

- Critique of Plan outline

#### Deliverables:

- Refined Plan outline based on Steering Committee questions/suggestions

*Logan Simpson staff has completed four conceptual master plans for over 300,000 acres Osceola County, Florida, including Northeast Sector Plan, East of Lake Toho, South of Lake Toho, and Northeast District Conceptual Master Plans (CMP). Each CMP is based on fine grain network, over 40% open space, small blocks, multimodal transit. Associated with each CMP is a building program, phasing, neighborhood and housing type requirements, and form-based code.*



MASTER PLAN

TABLE 3.3-4. RESIDENTIAL DEVELOPMENT PROGRAM BY NEIGHBORHOOD

| NEIGHBORHOOD                | SINGLE-FAMILY UNITS (DETACHED) | MULTI-FAMILY UNITS (ATTACHED) | TOTAL DWELLING UNITS | TOTAL POPULATION |
|-----------------------------|--------------------------------|-------------------------------|----------------------|------------------|
| TOHO PRESERVE NEIGHBORHOODS |                                |                               |                      |                  |
| TP – 1                      | 1,190                          | 640                           | 1,830                | 5,124            |
| TP – 2                      | 660                            | 360                           | 1,020                | 2,856            |
| TP – 3                      | 490                            | 560                           | 1,050                | 2,940            |
| TP – 4                      | 600                            | 320                           | 920                  | 2,576            |
| SubTOTAL                    | 2,940                          | 1,880                         | 4,820                | 13,496           |
| TOHOQUA NEIGHBORHOODS       |                                |                               |                      |                  |
| TO – 1                      | 360                            | 520                           | 880                  | 2,464            |
| TO – 2                      | 280                            | 400                           | 680                  | 1,904            |
| TO – 3                      | 670                            | 600                           | 1,270                | 3,556            |
| TO – 4                      | 750                            | 400                           | 1,150                | 3,220            |
| TO – 5                      | 420                            | 230                           | 650                  | 1,820            |
| SubTOTAL                    | 2,480                          | 2,150                         | 4,630                | 12,964           |

BUILDING PROGRAM



## TASK 4.2: INTERNAL DRAFT PLAN AND STAFF REVIEW

With the enhancements to the preferred plan identified, the Design and Analysis teams will flesh out an internal draft of the entire Plan. The internal draft will be complete, capable of public release, and include an internal draft of the public review materials to accompany the release. The Neighborhood Plan will consist of all of the components and analysis of the alternatives, plus implementation details such as necessary changes to zoning regulations, regulatory incentives for implementing the Plan, development agreements, or multi-agency cooperative agreements.

Draft zoning districts and Land Development Regulations will be provided for refinement and adoption by staff following Neighborhood Plan acceptance. Our team is as familiar with the organization, format and content of the County Land Development Regulations as anyone. We developed the County R1, R2, and R3 zoning districts to address County concerns within the LDR format for new zoning districts. We have experience with the content and format of Town zoning districts, and have master planned 80,000 acres of county land for form-based code implementation. Our experience and familiarity will also help in the drafting of necessary incentives that tie to standards and processes found outside of the zoning districts in other parts of the LDRs.

The plan will also tie back to community-wide indicators, demonstrating how the plan supports community's overall vision. It will include the most critical steps to allow development to move forward. It will be designed to be both publicly digestible and useful to developers and the County. The public review materials will be designed to facilitate the public review described in Meeting 5.1. However, it is not the expectation that the internal draft will be ready for public release. Instead, it will be produced

by the middle of Phase 4 so that Staff can do a complete review and suggest revisions to the draft before public release. Unlike Task 3.2, this staff review will be of the full package. Staff will be familiar with the content from Phase 3 and Meeting 4.1 and will be looking at the overall continuity and presentation – providing a final check that the Plan optimizes success and is both publicly palatable and feasibly developable.

### Materials:

- Internal draft of the Neighborhood Plan
- Internal draft of the public review materials

### Deliverables:

- Staff review of the internal draft Neighborhood Plan, including the following analyses: Market and Fiscal; Transportation and Mobility; Environmental; Infrastructure, and Housing
- Staff review of the internal draft of the public review materials

## TASK 4.3: PUBLIC RELEASE OF DRAFT PLAN

In Task 4.3, the team will make final preparations for the public release of the Plan. The team will address the Staff's comments from Task 4.2 and make any additional enhancements to ensure the best and clearest possible product. Again, this does not mean that the expectation is that the product is complete. Phase 5 is an important part of the process, and the team is committed to seeing the Plan through.

### Deliverables:

- Public Review Draft of Northern South Park Neighborhood Plan
- Public comment platform for draft review

TABLE 3.2-8b. GENERAL REQUIREMENTS FOR NEIGHBORHOOD TYPE 2

| REQUIREMENT                                         | MINIMUM                               | MAXIMUM                             |
|-----------------------------------------------------|---------------------------------------|-------------------------------------|
| NEIGHBORHOOD SIZE                                   | 800 units                             | 1,200 units                         |
| PLANNED TRANSIT SERVICES                            | Local connections at 1/2 mile spacing | N/A                                 |
| BUILDING HEIGHTS                                    |                                       |                                     |
| Principle Buildings                                 | One (1) story                         | Three (3) stories                   |
| Accessory Buildings                                 | One (1) story                         | Two (2) stories                     |
| MIX OF RESIDENTIAL USES                             |                                       |                                     |
| Residential Detached                                | 20%                                   | N/A                                 |
| Residential Attached (Up to 6 Du/Ac.)               | 15%                                   | N/A                                 |
| Residential Attached (6 - 12 Du/Ac.)                | N/A                                   | 30%                                 |
| Residential Attached (< than 12 Du/Ac.)             | N/A                                   | 30%                                 |
| Live-Work Dwellings (Up to four units per site)     | N/A                                   | 5%                                  |
| Live-Work Dwellings (More than four units per site) | N/A                                   | 5%                                  |
| LOT/ BUILDING/ SITE WIDTH                           | Fifteen (15) feet                     | Length or width of the block        |
| LOT/ BUILDING/ SITE DEPTH                           | N/A                                   | N/A                                 |
| FLOOR AREA RATIO                                    | N/A                                   | 1.0                                 |
| RESIDENTIAL DENSITY                                 | Five (5) units per net acre           | Twenty-five (25) units per net acre |

## DESIGN GUIDELINES

mc Osceola County, FL

VERSION: SEP 8, 2020 (CURRENT)

Osceola County, Florida - Land Development Code / Chapter 3 - PERFORMANCE AND SITING STANDARDS / ARTICLE 3.13 - MIXED USE DISTRICT DEVELOPMENT STANDARDS

3.13.3 - PUBLIC REALM STANDARDS

A. PURPOSE. This section sets forth development standards for the two types of principal area for public movement, land use access and linkages, its design.

B. STREETScape. Figure 3.13.3a depicts the Streetscape's design elements, which for purposes of these Standards, the "frontage" of a building is defined as it

Figure 3.13.3a Streetscape

1. The following standards apply to Private Frontages:

a. Build-to-Line (BTL).

i. The BTL for building façades shall be as shown in Table 3.13.3f. A shall be calculated for the vertical building façade at the first floor.

ii. The BTL shall be consistent along each facing street block. Except a distinct civic space consistent with the Civic Space Standards or

iii. Buildings shall front all rights-of-way except for those segments i

## FORM-BASED CODE

## PHASE 5: PLAN FINALIZATION – COMMITTING TO SUCCESS

Phase 5 is about making the community commitment to success. This process is intended to create informed consent. Informed consent is a formal acknowledgment that maximum success on every measure of success has been achieved. In other words, the process has optimized each category's success to the extent possible without sacrificing any other category. Informed consent is about celebrating the balance and commitment to accepting the tradeoffs.

The public, Planning Commission, Town, and County review of the Plan will be an exercise in refinement, commitment, and excitement about the community's future. The process intends that by the time we get to Phase 5, there will be something for everyone to be excited about as an improvement over the existing zoning. Phase 5 is about ensuring the excitement is maximized and putting the commitments in place to act on that excitement.

### THE POWER OF STORY TELLING AND EXPERIENTIAL DESIGN

It is worth noting that the comment volume is not necessarily the metric of success in this phase. If the previous Phases has been successful, the Draft Plan should represent the community's vision. This Task's goal will be to engage the appropriate amount of awareness and excitement about the Draft Plan without presenting the draft as something new and different that requires repetition of the engagement already provided.



#### PARADISE

*A thick canopy of palms throws dappled shadows on a 13-year old Lara Saato as she rides her bicycle on the wide sidewalk enclosed by the tropical landscaping. It's first morning of her family's annual holiday...*



#### ENTERTAINMENT

*Michael checked the time for what must have been the tenth time in the last half hour. It was already 5:45 PM, and the last speaker of today's conference was still droning on. If he didn't finish soon, Michael was going to be late for his date...*



#### DESTINATION

*It's barely 7:00 on Saturday morning and already the entire Tucker family is at work preparing breakfast for their guests at the Pink Flamingo Motel. From the outside, the motel looks like it was plucked from the 1950s...*

### **TASK 5.1. MEETING: PUBLIC ENGAGEMENT SERIES #3 – EXPLORING OUR NEW NEIGHBORHOOD**

Once the Draft Plan is released, we will encourage people to explore this new neighborhood's attribute. The event series is planned for the beginning of the public review period in mid-June – after school ends, but before summer fully starts. After the event, there will be a longer period to collect more detailed comments. Like the first two public engagements, the format is intended to meet the community schedule and respond to varying expertise levels.

The rollout will occur in an event or online platform focused on the Plan's presentation. The Plan presentation will be done in-person (or real-time, online) and through a filmed presentation. The public will be asked to visualize living in the area. Story-telling that Logan Simpson learned from working with Disney Designers (Creatives) on developments near Disney World (over 300,000 acres of master plan communities and redevelopment) will help the community visualize and experience the neighborhood. We will ask the community what experience is missing and whether that plan meets your definition of success. Following the event, an extended public comment period and questionnaire will allow any missing community members to do a more detailed review of the draft Plan.

This engagement period is where the community public comment on the draft will be collected. This is where our community will provide their impression and where interest groups and experts will dig into the details. Not all community members will attend the hearings later in Phase 5. Interest groups will use the hearing to fine-tune comments.

#### ***Meeting materials:***

- Task 4.3 deliverables

#### ***Meeting objectives:***

- Presentation of Plan
- Collection of the general public impression of the Plan
- Collection of the public perception of the greatest successes of the Plan
- Collection of public enhancements to the Plan

#### ***Deliverables:***

- Public impression of the Plan
- Public list of Plan successes
- Public list of Plan enhancements

### **TASK 5.2 MEETING: PLANNING COMMISSION REVIEW**

The County and Town Planning Commissions will meet jointly or separately to review the Plan's Draft Plan and public comment. The Planning Commissions will have the same Task as the public – to review the Plan, identify Plan successes, and identify enhancements to the Plan. Rather than a general impression, the Planning Commissions will be asked to make joint or individual recommendations on accepting the Plan based on the identified enhancements.

The team will provide facilitation to ensure the Planning Commission comments are achieved promptly to meet the project schedule. While facilitation tools other than standard Planning Commission protocol may be used, all conversations at the meeting will be audible and recorded, and any pre-meeting work will be available for public review.

#### ***Meeting materials:***

- Public comment on Draft Plan

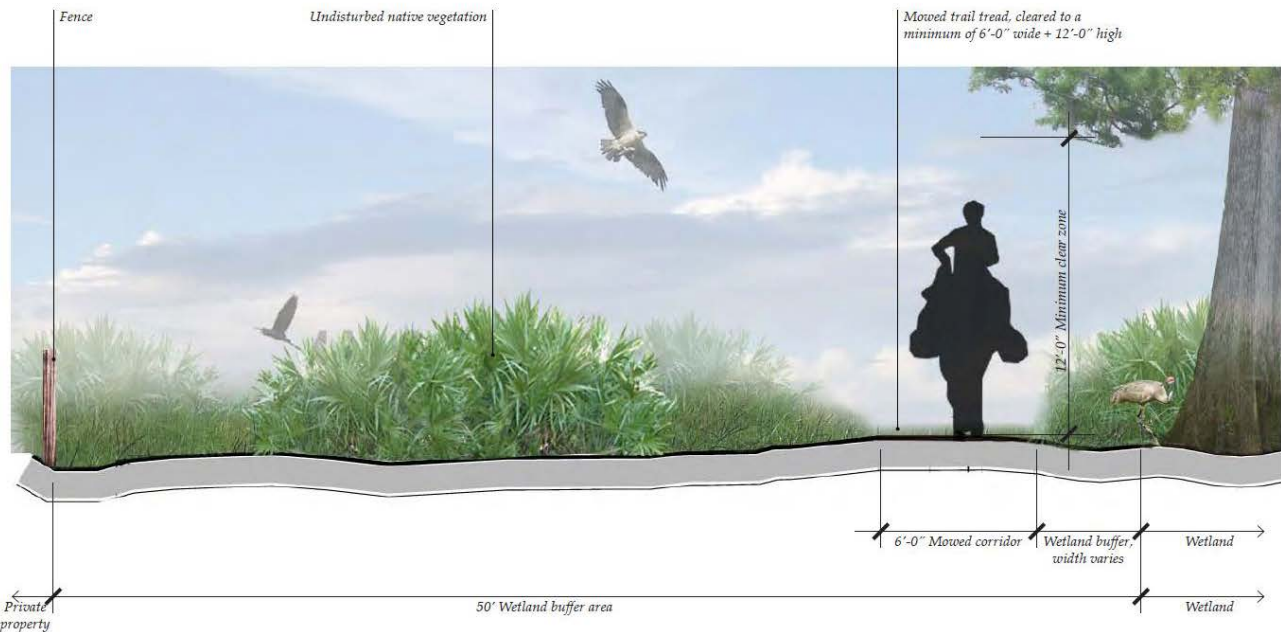
#### ***Meeting objectives:***

- Identify the greatest successes in the Draft Plan
- Identify potential enhancements to the Draft Plan

#### ***Deliverables:***

- Planning Commission list(s) of Plan successes
- Planning Commission recommendation(s) on acceptance of Plan, conditioned on Plan enhancements





In addition to the County LDR's, Logan Simpson is currently working on/has completed eight western codes in Wyoming, Utah, Idaho, and Colorado and in Osceola County, Florida. These codes address hybrid and form based solutions, annexation, new districts, agriculture, wildlife, waterways and housing. Graphics this spread are from Narcoossee, Florida Subarea Plan and Code and Natrona County, Wyoming Code Update.

### TASK 5.3. MEETING: JOINT TOWN/COUNTY REVIEW

With the public and Planning Commission review complete, the team will present the Draft Plan and its review to the Board of County Commissioners and Town Council at a joint meeting. After receiving the presentation, the decision-makers will have the opportunity to ask the team and Staff regarding the Draft Plan and the comments received. Commissioners and Councilors will then be asked to respond to the Draft, public comment, and Planning Commission recommendation(s).

The team will facilitate the collection of the Commissioners' and Councilors' input. The goal will be to collect individual Commissioners and Councilors' comments and not reach a final resolution. The team and Staff will develop a recommended list of Plan refinements, using the public comment and Planning Commission recommendation(s) as a starting point. The time for formal votes by the Council and the Board will be at the subsequent meetings.

#### Meeting materials:

- Public comment on Draft Plan
- Planning Commission lists of successes and enhancements

#### Meeting objectives:

- Present Plan to decision-makers
- Present Plan reaction to decision-makers
- Identify the initial list of enhancements

#### Deliverables:

- Staff recommendation on Plan enhancements

### TASK 5.4 MEETING: TOWN DIRECTION

With the staff recommendation and all of the deliverables from throughout the process in hand, the Town Council will also consider the approval of key connections of the Neighborhood Plan to Town infrastructure, including water, sanitary sewer, storm sewer, and roads, as well as discussion about zoning. While the site is in the County, the core infrastructure is managed by the Town. Also, planned development in the County, but adjacent to the Town, has a history of annexation.

#### Meeting materials:

- Staff recommendation on Plan enhancements

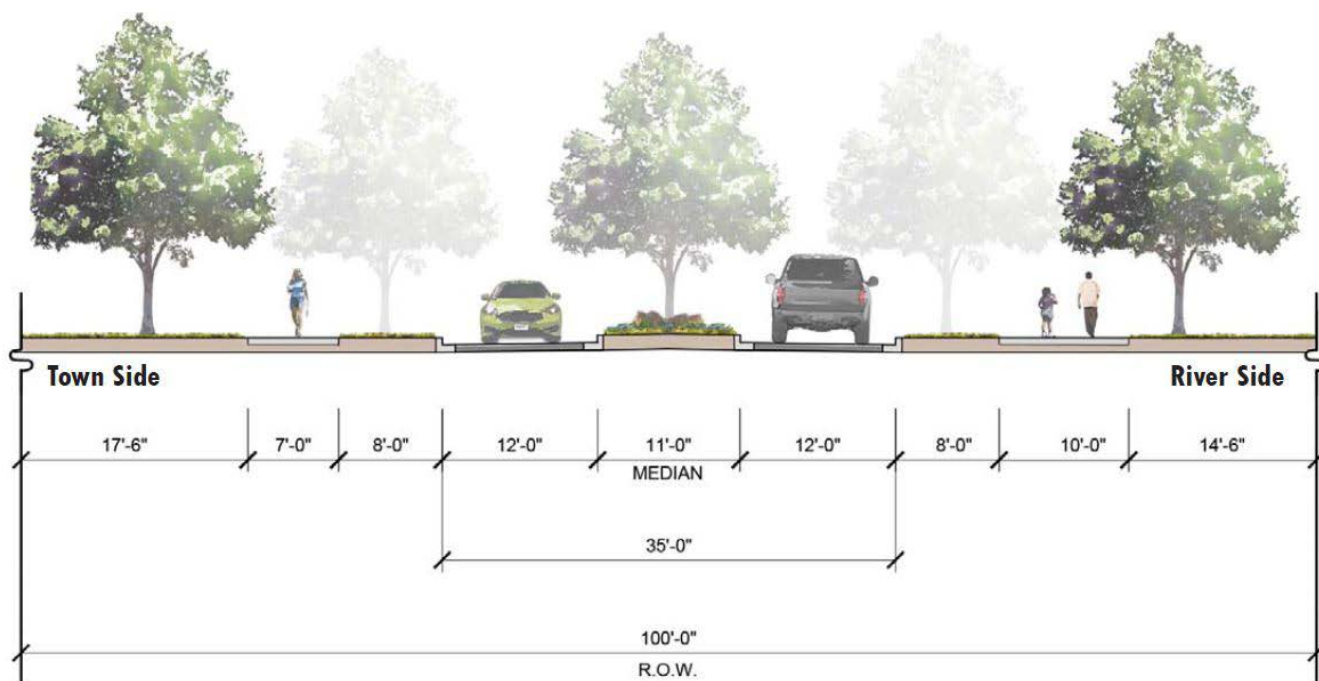
#### Meeting objectives:

- Identify elements necessary for connection to Town infrastructure

#### Deliverables:

- Town decision and explanation on connection to Town infrastructure, conditioned on any required Plan enhancements





#### TASK 5.5. MEETING: COUNTY ACCEPTANCE

The culmination of 10 months will be the Board of County Commissioner's consideration of the Plan's acceptance. Through acceptance of the Plan, the Board will indicate the desired future zoning and development for the area. Implementation will only occur through zoning updates and the actual development, but the Plan will set the future vision.

The team will facilitate the Board's review of the public, Planning Commissions', Staff, and Town recommended enhancements. The Board will have an opportunity to identify any additional enhancements as well. However, ideally, any enhancements would be suggested during the joint meeting (Meeting 5.3) so that the Town Council can consider them in their decision. If an additional Board meeting is needed to review the revised Plan, the meeting will be facilitated by Staff or be added to the scope.

##### Meeting materials:

- Staff recommendation on enhancements to be made to the Plan
- Town decision and explanation on connection to Town infrastructure

##### Meeting objectives:

- Identify any Plan enhancements required for County acceptance of the Plan
- Decision on acceptance of the Plan

##### Deliverables:

- County acceptance of the Plan, condition on any required Plan enhancements

#### TASK 5.6. MEETING: PROJECT CLOSE-OUT

The final step in the project is the close-out of the project. The team will make the enhancements approved by the Board of County Commissioners and deliver the final Neighborhood Plan and all materials to Staff in Adobe Suite, Microsoft Office, and a GIS format readable by any GIS system.

Following the final project materials' delivery, the team will hold the last meeting with Staff to identify project success and areas in which the project process could have been improved. This meeting is a celebration for all involved and facilitated by the team, either in person or online.

##### Meeting materials:

- Finalized Plan with enhancements directed by the Board of County Commissioners
- All project files

##### Meeting objectives:

- Identify project successes
- Identify areas where the project process could have been stronger
- Identify any next steps in Plan implementation that are logical extensions of the team's work including moving directly into code updates

##### Deliverables:

- A summary of project successes and areas for improvement

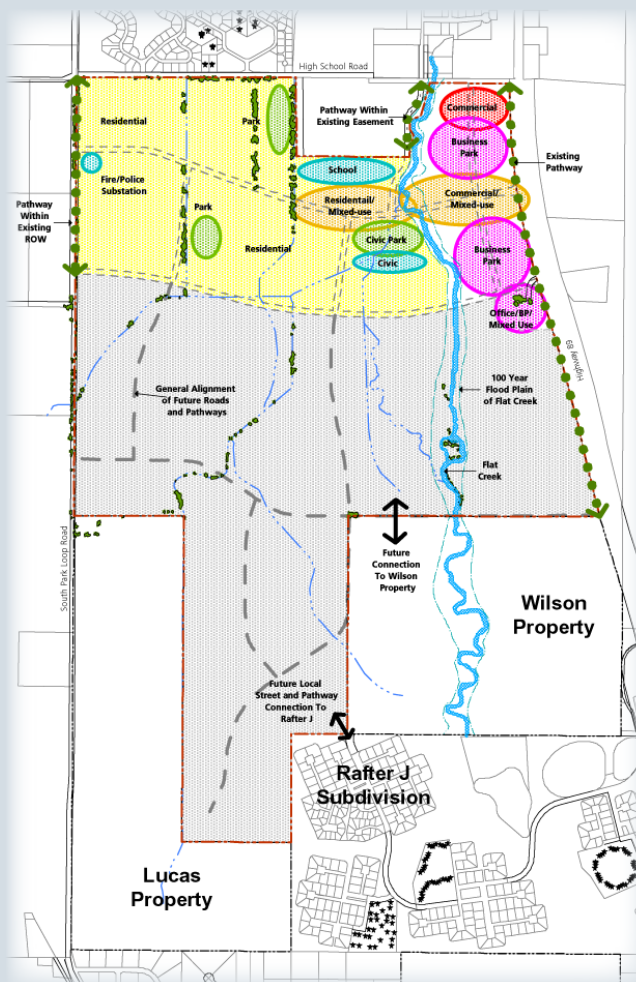
## LEARNING FROM THE PAST: ENSURING TIMELY SUCCESS THROUGH AN INNOVATIVE PROCESS

This final neighborhood plan needs to respond to landowners needs, as well as resonate with the community. The Porter Trust Master Plan failed to meet this second principle, and this plan anticipates providing ideas and concepts supported by graphics that will garner this community support, along with an analysis of evolving indicators to meet the goals of your elected officials.

A comparison below identifies the deliverables within the Porter Trust Master Plan. We've improved on the final deliverables within the old plan, as follows. Our final deliverable will include everything in the annexation plan, while integrating the community's vision with landowners; and moves toward zoning and implementation:

The Porter Trust Master Plan was organized around the following structure:

- Project description
- Goals and objectives
  - > The principles included were too general and more in line with a level of detail in a comprehensive or subarea plan
- Master Plan Concept
  - > The concept plan itself lacks enough detail to ensure predictability for residents and developers
  - > Business parks and commercial areas were included that would create an additional 1,300 jobs and exacerbate the housing problem
  - > Residential unit description only generally reflects a mix of housing, but not in detail
  - > Affordable housing breakdown was punted to a separate subsequent study, and not included within the master plan
  - > Roadway cross sections aren't quite enough to help define the character of the area;
- Implementation strategy
  - > Strategy suggests to use the PSCD zoning designation, but fails to outline key standards and dimensions within the Master Plan
  - > The plan doesn't align improvements with responsibility or community benefit
- Analysis and recommendations
  - > The analysis is strong, but the findings should be better integrated into the concept plan itself, instead of standalone findings
- Master planning history and process



Our preliminary analysis of this plan found specific areas that could be enhanced and improved in our Northern South Ranch Neighborhood Plan. Our plan will surpass the level of detail and analysis previously provided:

- General project description
  - > Illustrative history and setting of the area, highlighting key character assets and history that can be used for character development and branding of the site and future neighborhoods
  - > Links to already-identified community goals and metrics
  - > Map identifying key site assets and constraints; areas of protection and enhancement, etc.
- Goals and objectives tied to the County and Town's Comprehensive Plan indicators and metrics, outlying specific implementation items based on detailed metrics
- Analyses and Recommendations
  - > Analyses, such as floodplain and infrastructure studies; fiscal analysis etc. will inform the concept plan, and finding will be mapped and shown within the block-level plan described below (i.e. internal transit networks; pathway connections; water storage facilities; and utility mains, etc.)
  - > High-level concept plans for utilities will be developed and planned hand in hand with street layout and land uses; lands and acreage needed for infrastructure services and facilities will be included in the concept plan. This in turn will help inform the market and fiscal assessments
- Master Plan Concept
  - > Block-level plan, identifying land uses and densities; potential lot layout and product type distribution; key pathways; appropriate right-of-way widths and roadway connections
  - > Plan to show potential development for all areas of Northern South Ranch (i.e. not just the northern third)
  - > Potential opportunities for future development and connections off-site will also be shown
- Development programs:
  - > Create a neighborhood that supports additional housing in the community, with a focus on workforce housing and 65% restricted units
  - > Residential development programs for each neighborhood of approximately 1,200 units:
    - Detailed parcel/ lot breakdown by income and price-point
    - Number of and general distribution of restricted units
  - > Non-residential will be included only if deemed supportable by the immediate neighborhoods
  - > School and parkland dedication analysis; and identified locations for each that would best serve the neighborhoods based on access and walkability
    - Civic uses will be detailed by acreage and location, along with key assets and square footage of each
    - Roadway cross sections aligned with perspective sketches/ renderings that define the character of the area (i.e. including setbacks, landscape type, wayfinding, public amenities and frontage, underground utility placement, etc.)
- Implementation:
  - > As the Neighborhood Plan doesn't need to be a regulatory plan, it is imperative in this process to include measures of success and indicators for the community
  - > Implementation metrics would include:
    - Placetype locations and neighborhood development programs
    - Roadway network and connectivity indices
    - Building program
    - Workforce housing metrics, based on percentage and number of units provided within each neighborhood
  - > Key community metrics (such as the affordable housing goal) will be compared and re-run with the concept plan and development program, illustrating the benefits and any possible tradeoffs of development within this area
  - > In addition to identifying key zoning categories to apply to the development form, form-based code options will be outlined to provide developers the flexibility while mirroring zoning
    - This analysis will identify subtle changes to allow some flexibility in meeting the metrics
    - Public-private partnerships necessary for implementation

Overall, the final deliverables will serve as a visualization of how these neighborhoods could and should be developed based on a balance between landowners and community vision. Even more important, aligning this plan with existing community goals and metrics will provide both elected and community enough basis on which to make a decision in support of the plan.

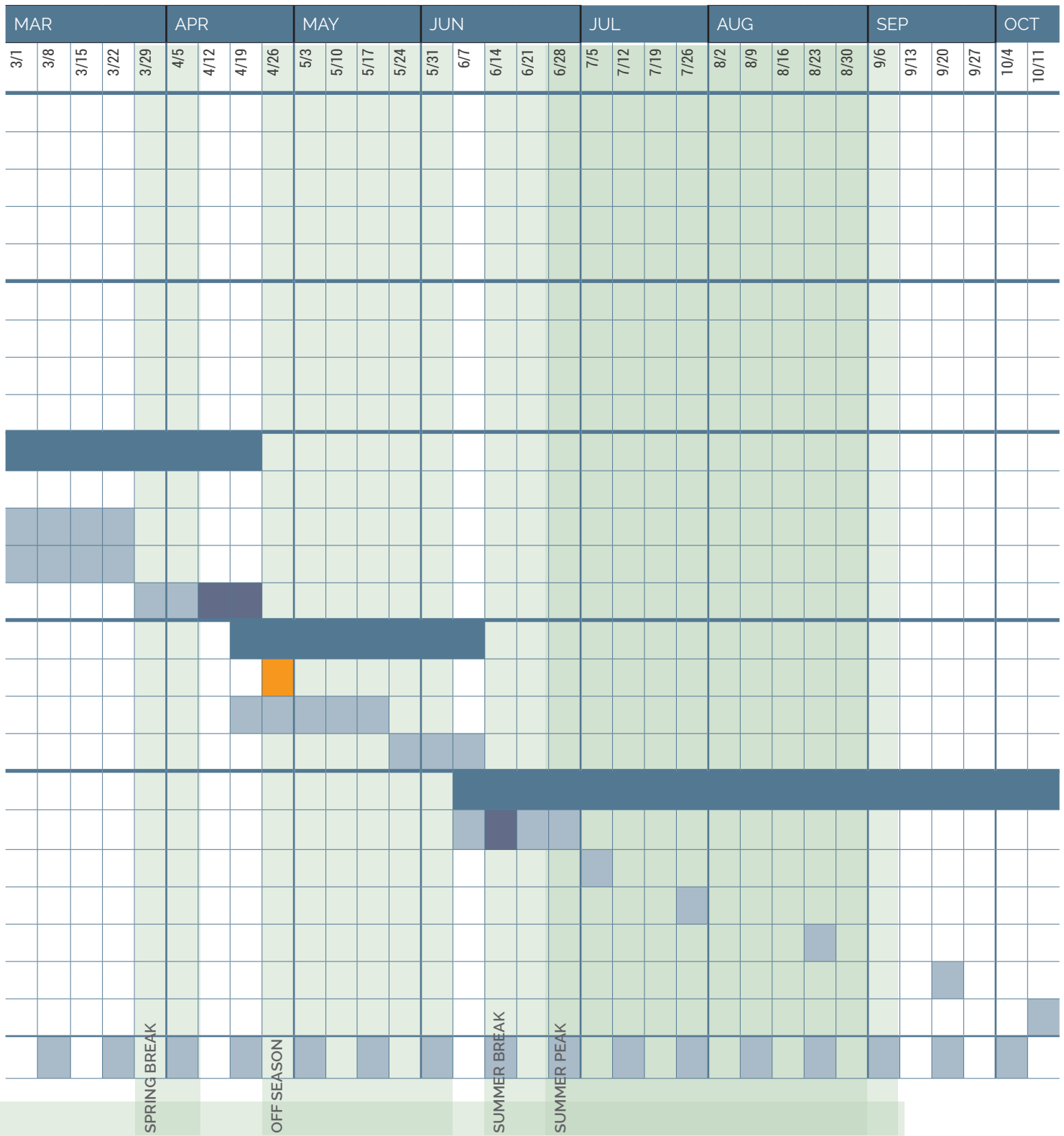
## TIMELINE

This timeline ensures public engagement integrates with the community calendar to meet the project schedule. Engagement is not inclusive if competing with other interests such as the School District or community economic calendar. Working backward, we scheduled the public review of the draft Plan for June. This schedule allows plenty of time for the rest of Phase 5. As important, it respects that community activity and population are at their lowest in May and then frantically high in July and August, making engagement difficult during either the down period or peak. To make the public review period work, we scheduled the public alternatives analysis for early-April – after Spring Break,

|                                                  | MONTH |       |       | NOV   |      |       | DEC   |       |     | JAN  |      |      | FEB |     |      |      |
|--------------------------------------------------|-------|-------|-------|-------|------|-------|-------|-------|-----|------|------|------|-----|-----|------|------|
|                                                  | Week  | 11/16 | 11/23 | 11/30 | 12/7 | 12/14 | 12/21 | 12/28 | 1/4 | 1/11 | 1/18 | 1/21 | 2/1 | 2/8 | 2/15 | 2/22 |
| PHASE 1. AGREEMENT ON THE PROCESS                |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 1.1. Meeting: Project Kick-Off              |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 1.2. Meeting: December JIM                  |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 1.3. Meeting: Steering Committee Meeting #1 |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 1.4. Data Collection and Review             |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| PHASE 2: OPPORTUNITIES AND THREATS               |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 2.1 Meeting: Stakeholder Interviews         |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 2.2: Data Analysis and Evaluation           |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 2.3. Public Engagement Series #1            |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| PHASE 3: ALTERNATIVE ANALYSIS                    |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 3.1. Meeting: Steering Committee Meeting #2 |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 3.2: Alternatives Design                    |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 3.3: Alternatives Analysis                  |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 3.4: Meeting : Public Engagement Series #2  |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| PHASE 4: PLAN CREATION                           |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 4.1 Meeting: Steering Committee Meeting #3  |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 4.2: Internal Draft Plan and Staff Review   |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 4.3: Public Release of Draft Plan           |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| PHASE 5: PLAN FINALIZATIONS                      |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 5.1 Meeting: Public Engagement Series #3    |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 5.2 Meeting : Planning Commission Review    |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 5.3. Meeting: Joint Town/County Review      |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 5.4: Town Direction                         |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 5.5: County Acceptance                      |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| Task 5.6: Project Close-Out                      |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| BI-WEEKLY PROJECT MEETINGS                       |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |
| COMMUNITY CALENDAR                               |       |       |       |       |      |       |       |       |     |      |      |      |     |     |      |      |

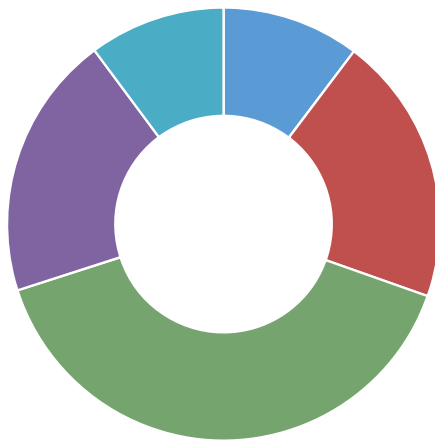


but before the full off-season. The first public meeting must occur as early in January as possible while respecting the holidays and New Year logistics. The slight reorganizations staff made to the tasks and subtasks identified in the RFP are to achieve the overall project timeline and achieve the most effective public engagement. The great news is that by keeping track of the April and June engagement window, the project schedule and optimum public engagement calendar are complimentary. With most of the public comment gathered in January, April, and June, there will be ample time to complete Phase 5 by September 30, 2021.



## BUDGET

|                                                                              | HOURS        | LABOR            | EXP             | TOTAL            |
|------------------------------------------------------------------------------|--------------|------------------|-----------------|------------------|
| <b>PHASE 1: AGREEMENT ON THE PROCESS - THE PROJECT FOUNDATION</b>            |              |                  |                 |                  |
| Task 1.1. Meeting: Project Kick-Off                                          | 50           | \$9,650          | \$5,200         | \$14,850         |
| Task 1.2. Meeting: December JIM                                              | 34           | \$5,346          | \$100           | \$5,446          |
| Task 1.3. Meeting: Steering Committee Meeting #1                             | 34           | \$5,346          | \$100           | \$5,446          |
| Task 1.4: Data Collection and Review                                         | 102          | \$15,152         | \$250           | \$15,402         |
| <b>Subtotal Phase 1</b>                                                      | <b>220</b>   | <b>\$35,494</b>  | <b>\$5,650</b>  | <b>\$41,144</b>  |
| <b>PHASE 2: OPPORTUNITIES AND THREATS - HOW WILL WE EVALUATE SUCCESS?</b>    |              |                  |                 |                  |
| Task 2.1 Meeting: Stakeholder Interviews                                     | 104          | \$16,376         | \$4,000         | \$20,376         |
| Task 2.2: Data Analysis and Evaluation                                       | 308          | \$41,728         | \$150           | \$41,878         |
| Task 2.3. Public Engagement Series #1                                        | 88           | \$14,184         | \$4,000         | \$18,184         |
| <b>Subtotal Phase 2</b>                                                      | <b>500</b>   | <b>\$72,288</b>  | <b>\$8,150</b>  | <b>\$80,438</b>  |
| <b>PHASE 3: ALTERNATIVE ANALYSIS - WHAT IS THE MOST SUCCESSFUL SOLUTION?</b> |              |                  |                 |                  |
| Task 3.1. Meeting: Steering Committee Meeting #2                             | 68           | \$11,756         | \$75            | \$11,831         |
| Task 3.2: Alternatives Design                                                | 540          | \$73,372         | \$175           | \$73,547         |
| Task 3.3: Alternatives Analysis                                              | 364          | \$57,996         | \$100           | \$58,096         |
| Task 3.4: Meeting : Public Engagement Series #2                              | 56           | \$11,136         | \$4,000         | \$15,136         |
| <b>Subtotal Phase 3</b>                                                      | <b>1,028</b> | <b>\$154,260</b> | <b>\$4,350</b>  | <b>\$158,610</b> |
| <b>PHASE 4: PLAN CREATION - HOW DO WE GET SUCCESS?</b>                       |              |                  |                 |                  |
| Task 4.1 Meeting: Steering Committee Meeting #3                              | 72           | \$12,984         | \$125           | \$13,109         |
| Task 4.2: Internal Draft Plan and Staff Review                               | 368          | \$49,552         | \$275           | \$49,827         |
| Task 4.3: Public Release of Draft Plan                                       | 96           | \$14,052         | \$2,125         | \$16,177         |
| <b>Subtotal Phase 4</b>                                                      | <b>536</b>   | <b>\$76,588</b>  | <b>\$2,525</b>  | <b>\$79,113</b>  |
| <b>PHASE 5: PLAN FINALIZATIONS - COMMITTING TO SUCCESS</b>                   |              |                  |                 |                  |
| Task 5.1 Meeting: Public Engagement Series #3                                | 72           | \$9,592          | \$4,025         | \$13,617         |
| Task 5.2 Meeting : Planning Commission Review                                | 56           | \$8,628          | \$150           | \$8,778          |
| Task 5.3. Meeting: Joint Town/County Review                                  | 56           | \$8,628          | \$150           | \$8,778          |
| Task 5.4: Town Direction                                                     | 28           | \$3,516          | \$150           | \$3,666          |
| Task 5.5: County Acceptance                                                  | 28           | \$3,516          | \$150           | \$3,666          |
| Task 5.6: Project Close-Out                                                  | 4            | \$579            | \$100           | \$679            |
| <b>Subtotal Phase 5</b>                                                      | <b>244</b>   | <b>\$35,209</b>  | <b>\$5,475</b>  | <b>\$40,684</b>  |
| <b>TOTAL</b>                                                                 | <b>2,528</b> | <b>\$373,839</b> | <b>\$26,150</b> | <b>\$399,989</b> |



PERCENTAGE OF FEE BY PHASE

- Phase 1: Agreement on the Process - The Project Foundation (10%)
- Phase 2: Opportunities and Threats - How Will We Evaluate Success (20%)
- Phase 3: Alternative Analysis - What is the Most Successful Solution? (40%)
- Phase 4: Plan Creation - How Do We Get Success? (20%)
- Phase 5: Plan Finalizations - Committing to Success (10%)



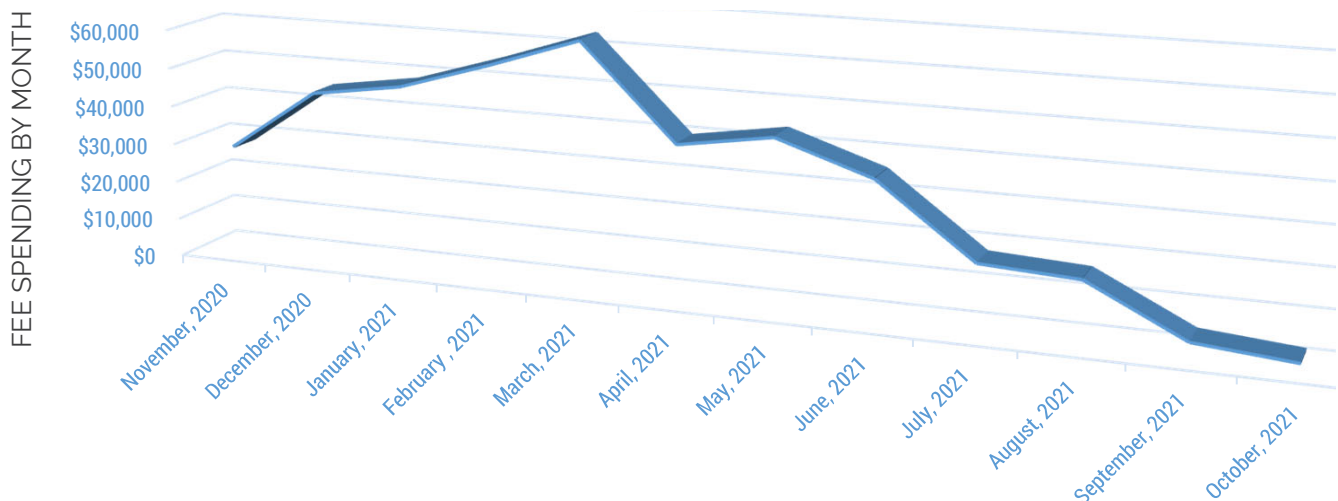
PERCENTAGE OF FEE BY FIRM

- Logan Simpson (38%)
- Design Workshop (23%)
- evolveEA (8%)
- Navigate (8%)
- LSC (6%)
- Alta (5%)
- Alder (6%)
- Nelson (6%)



PERCENTAGE OF FEE BY TOPIC

- Process, Facilitation, and Public Engagement (20%)
- Design and Form (17%)
- Environment and Sustainability (13%)
- Neighborhoods and Housing (12%)
- Infrastructure (5%)
- Economics Feasibility (10%)
- Multimodal Transportation (10%)
- Code and Implementation (13%)









## FACTOR 2: **KEY PERSONNEL**

The Logan Simpson team has been carefully selected to bring experts in their fields together to guide the master planning process for Northern South Park. At Logan Simpson, we've had the privilege of helping both the County and Town respect its sense of place within the Greater Yellowstone ecosystem. By assigning key team members Bruce Meighen and Megan Moore as our Project Principal and Project Manager, we are reaffirming our commitment to a continuation of the thoughtful community and developer-supported land use planning and urban design found in the 2012 Comprehensive Plan and current Growth Management Strategy.

## PROJECT MANAGEMENT AND FACILITATION TEAM



BRUCE  
MEIGHEN  
Project Director and  
Facilitation  
*Logan Simpson*



MEGAN  
MOORE  
Project Manager and  
Engagement  
*Logan Simpson*



CHRISTINE  
MONDOR  
Third Party Review,  
Alternative Plan Evaluation,  
and Neighborhood Design  
*evolveEA*

## ANALYSIS TEAM

### NEIGHBORHOOD + HOUSING



CHRISTINE  
WALKER  
Affordable Housing  
*Navigate*



ELIJAH  
HUGHES  
Neighborhood Vitality and  
Sustainability  
*evolveEA*



GORDON  
SHAW  
Multimodal Transportation  
*LSC Transportation*



JOE  
GILPIN  
Pedestrian/Facilities Design  
*Alta*



BILL  
SUEN  
Traffic Analysis  
*LSC Transportation*



DAVE  
FOSTER  
Active Transportation  
*Alta*

## ADDITIONAL AVAILABLE RESOURCES

In addition to the primary team below, Alex Norton of OPS Strategies\* is available exclusively to this team for on-call services related to data and analysis. Logan Simpson also has an established relationship with Cambridge Systematics\*\*, who can assist our transportation specialists from LSC and Alta with transportation modeling services and data through their on-call with Teton County.

Logan Simpson has extensive experience with Bang the Table; we are currently beta testing Bang the Table's new products and platforms. We have included their services in our fee spreadsheet, with a brief list of their qualifications following our résumés.

## DESIGN TEAM



KURT  
CULBERTSON

Master Plan Alternatives and  
Placemaking  
*Design Workshop*



BECKY  
ZIMMERMANN

Economic and Fiscal  
Feasibility  
*Design Workshop*



BRUCE  
MEIGHEN

Land Use Planning and  
Development Regulations  
*Logan Simpson*



MEGAN  
MOORE

Urban Design and Code  
*Logan Simpson*

## ENVIRONMENTAL ANALYSIS



BRIAN  
REMLINGER

Environmental Compliance,  
Water Quality, and Wetlands  
*Alder Environmental*



HEIDI  
BELLORADO

Environmental Impact  
Analysis and Wetlands  
*Alder Environmental*



MATT  
BOWERS

Water and Sewer  
Infrastructure  
*Nelson*



JOSH  
KILPATRICK

Water System  
Improvements and  
Groundwater Protection  
*Nelson*



JULIA  
POLASIK

Wildlife Biology  
*Alder Environmental*

## ADDITIONAL AVAILABLE RESOURCES

ALEX NORTON

Data and Analysis  
(exclusive to Logan Simpson team)  
*OPS Strategies\**

SHAWN MCATEE

Transportation Modeling and Data  
(through Teton County's on-call)  
*Cambridge Systematics\*\**

BANG THE TABLE ONLINE ENGAGEMENT PLATFORM



L O G A N S I M P S O N

## LOGAN SIMPSON

Established in 1990, Logan Simpson has provided exceptional planning, public involvement, landscape architectural, and environmental planning services to municipal clients throughout the Mountain West for the past 30 years. We are dedicated to thoughtful planning and design of communities based on the understanding that the comfort of the user, affordable housing, safety, and accessibility for residents, employees, and tourists can revitalize a community and catalyze redevelopment. Our staff of planners, designers, code specialists, and environmental and historic resources specialists work together to understand the relationships between the elements that create a sense of place and the social fabric that creates a sense of community. Logan Simpson staff have completed plans that influence re-entitlement of large land areas and associated transportation networks to utilize planning principles, flexible zoning, and implementation metrics to stimulate investment. Our approach to public engagement is supportive of the planning philosophy, which encourages the use of high-tech and in-person experiences to gather input on community character, goals, policies, and implementation strategies, and feasibility for the developers, stakeholders, and landowners to shape growth and change within the desired context of the community. In short, Logan Simpson uses proven tools and methods to ensure they know who will use a space, how they will use it, what infrastructure and amenities are essential to accommodate that use, and the cost to build.

## DESIGNWORKSHOP

### DESIGN WORKSHOP

Design Workshop has closely studied and influenced the attributes of successful mountain communities for over 50 years. Their plans and designs are inspired by their natural and built settings as well as the lives of the people who choose to make these places home. They have helped other tourism-based communities proactively create neighborhood plans, development strategies and actionable plans to achieve similar outcomes to those you desire. Design Workshop staff have found that communities with diverse populations of locals, visitors and second homeowners hold many different points of view for how housing, recreation, transportation, sustainability, tourism, growth and matters of fiscal importance are managed. For this project, Design Workshop will employ its experience to provide physical planning of the neighborhood plan, market analysis, job generation analysis, and fiscal impact analysis.



evolve  
environment::architecture

### evolveEA

evolveEA brings deep collaborative experience in project management, facilitation, and sustainability frameworks to multidisciplinary teams. They believe the design process should be a community-building process, and help stakeholders come together with goal-setting charrettes to establish a shared vision. Our engagement strategies help build capacity in diverse local organizations and communities to activate the places and systems they work together to design. evolveEA's experience planning ecodistricts includes existing communities as well as new developments where climate and social equity imperatives drive neighborhood goal setting and also shape the planning process. While their ecodistricts methodology is flexible and has been adapted in different forms and places, they also helped develop the EcoDistricts™ Certified framework and led the certification processes for the world's first two certified communities.





## NAVIGATE

Navigate, LLC is a small, Jackson-based real estate development consulting firm. They specialize in creating sustainable places to live in high amenity communities that local residents can afford to purchase or rent, providing housing guidance to developers at the neighborhood level and to government entities at the community scale. Navigate will provide housing affordability advice throughout the neighborhood plan process, bringing an in depth understanding of the local housing challenge and tools that have been utilized to address. Christine understands the local nuances of public policy and housing programs, how to structure management programs to maintain affordability and quality of units over time, how policies can assist or stifle development of dwellings in high-cost resort communities, and how to navigate various program, funding and partnership opportunities to meet community housing needs.



## LSC

LSC Transportation Consultants, Inc. is the successor firm to Leigh, Scott, and Cleary, Inc., which was formed in 1975 to provide consulting services in all phases of transportation planning and traffic engineering. From an initial office in Denver, Colorado, LSC has expanded to include offices in Tahoe City, California and Colorado Springs, Colorado. Their services have grown to include extensive transportation data collection capabilities. The goal of the firm is to perform highly competent planning and engineering services within the transportation field. The principals of the firm have a combined total of more than 90 years of professional experience. With a current staff of 40, the firm includes engineers and planners, as well as technical support personnel. The staff presently includes professional engineers registered in the states of California, Nevada, Arizona, Utah, Colorado, and New Mexico, and planners who are members of the American Institute of Certified Planners.



## ALTA

Alta Planning + Design is North America's leading multimodal transportation firm that specializes in the planning, design, and implementation of bicycle, pedestrian, greenway, park, and trail corridors and systems. Founded in 1996, Alta has more than 200 staff in 30 offices across North America. Alta's people-first focus helps agencies plan for current and future mobility needs to support community visions and goals. They have worked on active transportation projects in Teton County for over 13 years and are proud to serve as a trusted consultant to the County and Town. Alta has also prepared regional pedestrian and bicycle facility plans and designs throughout North America, enabling jurisdictions to improve non-motorized travel for residents and visitors alike, and are skilled at improving operations for and reducing conflict between motor vehicles, bicycles, and pedestrians. They understand that the success of multimodal projects demands a fully integrated approach that includes bicycle and pedestrian connections that are safe, easy, and convenient; secure bicycle parking that meets latent demand; well-designed wayfinding signage; and protected pedestrian and bicycle access through roadway crossings and across bridges. Alta sees projects through on details such as connectivity, ADA compliance, landscaping, and future expansion. They work with MPOs who represent different communities to help each city or town in the region develop safe and convenient bikeways, walkways, and trails that connect to the larger regional transportation network.



## ALDER

Alder Environmental, LLC (Alder) is an environmental consulting firm located in Jackson, with expertise and experience related to natural resource and environmental land use planning. Alder's team is specialized in the assessment and analysis of wetlands, wildlife, ecology, natural waterways, water quality, vegetative communities, environmental impacts analysis, and environmental regulations (federal, state, and local). They have successfully conducted hundreds of field and GIS mapping projects of aquatic and vegetative resources for land use planning throughout Teton County, and have worked with Teton County Planning Department, private landowners, stakeholder groups, and the Teton Conservation District on natural resource related watershed and land use planning projects over the past 10 years. Alder will be responsible for field work, data management, impact analysis, and report compilation of the Environmental Analysis (EA). Alder has extensive experience conducting Teton County level EAs and is deeply knowledgeable about the Project Area, having previously conducted field work and natural resource assessments in South Park and on adjacent properties. Notably, Alder is working with the Wyoming Game and Fish Department (WGFD) to restore a 1.4-mile section of Flat Creek and riparian corridor directly east of the Project Area. Not only is Alder knowledgeable about Flat Creek's habitat, but has in-depth experience on the water quality, having developed best management practices for the Teton Conservation District's *Flat Creek Watershed Management Plan*. In 2017, Alder prepared the *Focal Species Habitat Mapping* for Teton County to produce a wildlife habitat inventory and map indicating the relative values of habitat throughout the county to inform Teton County Land Use Planning and Environmental Analyses and other wildlife studies.

## NELSON ENGINEERING

### NELSON ENGINEERING

Nelson Engineering, a Wyoming Corporation, has been providing clients with professional civil engineering and surveying services since 1964. With offices located in Jackson and Buffalo, Wyoming, Nelson Engineering's position as one of the largest and longest-lived civil engineering and surveying firms in Wyoming is a source of pride and an indication of steady accomplishment over time. Nelson Engineering offers engineering services in site civil design; geotechnical engineering; structural engineering; construction engineering and contract administration services; sanitary sewer and small wastewater facility design; public works assistance; groundwater development and water supply; solid waste; storm drainage; transmission pipeline and water distribution system modeling; surveying services; and materials testing and quality assurance.

Nelson Engineering has completed work for the Town of Jackson since 1964; in fact, their very first project was to convert the Town's water supply system from a contaminated surface water source to a pure, dependable water system. Nelson currently has several projects under contract with the Town to address the infrastructure, both existing demands and future with development potential. For the Northern South Park Neighborhood Plan, Nelson will be tasked with addressing the water and sewer system capacities for the master planning effort, groundwater protection, and infrastructure feasibility, and can provide geotechnical and survey services as required.

## BANG THE TABLE

Bang the Table's mission is to improve the quality of public debate and level of community involvement in public life. Through technology and strategic industry insight, their aim is to continuously innovate and add value to the public participation industry. Bang the Table's experience with online community engagement aims to empower organizations and the communities they care about by providing them accessible opportunities to learn about and contribute to the decisions that affect their daily lives.

Bang the Table was established because, no matter how well designed, off-line consultation processes inevitably only reaches a small segment of a community. The online space drives inclusive, transparent and measurable community engagement processes that empower collaborative learning, discussion and debate.

Logan Simpson has worked with Bang the Table's digital engagement platform on multiple general plans, including the Hurricane General Plan Update, South Jordan General Plan, MyMeridian Comprehensive Plan, and Big Sky Vision and Strategy. Ongoing projects still utilizing the platform for in-progress engagement include [haveyoursayhurricane.com](http://haveyoursayhurricane.com), [reenvisionvictor.com](http://reenvisionvictor.com), and [planningpageaz.com](http://planningpageaz.com). We are also working with Bang the Table on Imagine Cache ([imaginecache.com](http://imaginecache.com)), a three-plan update for Cache County, Utah. As part of the project, Logan Simpson is beta testing updates to the platform that include the ability to post ideas on an "idea wall" (below). National Public Radio (NPR) "Story Corps" series is linked to the website to help ground the plan in the area's history. Utah State University and universities in Europe are engaging in the process through Bang the Table's platform, offering a diversity of global views.

**IMAGINE CACHE**  
PEOPLE LAND LEGACY

**Imagine the Future of Cache County**

Welcome to the Imagine Cache website! Cache County is working on the first update to its General Plan in help shape the next 20 years of Cache County's growth and change. In addition to an update to the growth Regional Collaboration Plan, an Urban and Rural Areas Assessment Plan, and Cost of Services Plan.

This website will serve as a home base for participation, important information, and project updates. Our move through this process, so check in often, register with your email for updates, and share t

**Get involved to make your vision for Cache County**

**Learn More**  
Learn more about the three plans, the planning process, and review documents and photos.  
[View page](#)

**Get Involved**  
Let us know your thoughts!  
[View page](#)

**Sherwood Hills Resort**

This one of a kind location in Wellsville is in the mountains nex...

Share 1 Comment 0

**via SMS**  
10 days ago

Through one-on-one interviews, at the Rodeo, and through community surveys we have been listen...

[View page](#)

**via SMS**  
10 days ago

I would LOVE to see more mountain bike friendly trails in cache valley. The sport is becoming more and more popular and it would be awesome to have more trails here. It could even potentia...

Share 0 Comment 3

**via SMS**  
10 days ago

We need more trails. On top of this ebikes in the trails seriously need to be

**via SMS**  
10 days ago

We need more trails and foremost mountain bike trails! We are so many more people are mountain bikers we need to keep those numbers, building more trails

Share 0 Comment

**via SMS**  
9 days ago

As a long time resident of Cache Valley, one of the primary reasons I have chosen here to raise our

## RESUMES OF KEY PERSONNEL

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**BRUCE MEIGHEN, AICP**  
**PROJECT DIRECTOR,  
FACILITATION, AND LAND  
USE PLANNING**

### ***Education***

Master of City and Regional Planning,  
Georgia Institute of Technology, 1994

B.A., Geography Urban Systems, McGill  
University, Montreal, Quebec, 1992

### ***Professional Registrations***

American Institute of Certified  
Planners (AICP)

Bruce began his career as a public facilitator with the Southeast Negotiation Network. Since then, he has focused on using non-traditional land use planning and engagement processes incorporating a range of public involvement techniques. Bruce's skill as an impartial mediator makes him successful in guiding public involvement processes for highly controversial projects. His relationships with the County, Town, and stakeholders through his past project experience, including his current review and revision of the Growth Management Update, portray his exceptional understanding of the goals, diverse viewpoints, and governmental and community structure. Bringing this development to fruition will require a thoughtful blend of environmental protection, an understanding of housing goals, and a balanced approach for multimodal transportation options that support the vitality of the area. His ability to develop lead teams and processes for public master plans that are accepted by landowners, stakeholders, and the community has been a major focus of Bruce's career.

### ***Selected Relevant Experience***

- Growth Management Update and Comprehensive Plan Review (2020), 2012 Comprehensive Plan and Character Districts, Workforce Housing Action Plan, Integrated Transportation Plan, and Land Development Regulations, Town of Jackson/Teton County, Wyoming
- John Lambert Master Plan, Douglas, Wyoming
- Seven Trails Master Plan and Town Center Development Plan, Douglas and Converse County, Wyoming and Wagonhound Ranch
- McCall Downtown Master Plan and *McCall In Motion* Comprehensive Plan, Transportation Plan, and Land Use Code, Idaho
- South of the (Boise) River Sub Area Plan, Star, Idaho
- MyMeridian Comprehensive Plan and Fields Subarea Plan, Idaho
- Teton County Comprehensive Plan and Land Development Code Revision, Idaho
- ReEnvision Victor Comprehensive, Transportation, and Downtown Plan Updates, Idaho
- Bozeman Community Plan, Montana
- Our Big Sky Community Vision and Strategy, Montana
- Gypsum/Eagle River Area Plan, Colorado
- Mountain Vista Subarea Plan Urban and Rural Program Evaluation, and Urban Agricultural Overlay, Fort Collins, Colorado
- Lincoln Avenue Corridor Plan, Fort Collins, Colorado
- Water's Edge Master Plan, Fort Collins, Colorado
- Redevelopment and Infill Analysis and Planning Study (ReFill Phases 1 and 2), Fort Collins, Colorado
- City Gateway Conceptual Plans and Harmony/ I-25 Subarea Plan, Fort Collins, Colorado
- Kederike, Vine and Lemay Master Plan, Fort Collins, Colorado
- Fort Morgan Farm II Conceptual Master Plan, Colorado
- Mountain Village Comprehensive Plan and Town Hall Subarea Plan, Colorado
- Winter Park Town Master Plan, Colorado
- Mead Comprehensive Plan and Strategic Area Plans, Colorado
- West Henderson Land Use Plan Update and Inspirada Town Center, Nevada
- West Bench General Plan, Salt Lake County, Utah
- Kennecott Little Valley and Soldier Flats Master Plans and Sustainability Modeling, Salt Lake County, Utah
- Oquirrh Lake Master Plan, Daybreak, Utah
- South Lake Toho and East of Lake Toho Conceptual Master Plans, Osceola County, Florida
- Design Guidebook for Developing Mixed Use Districts, Osceola County, Florida
- Northeast District Conceptual Master Plan, Concept Plan, and Tavistock Development Review and Facilitation, Osceola County, Florida







**MEGAN MOORE, ASLA,  
ASSOC. AIA**

**PROJECT MANAGER,  
ENGAGEMENT, URBAN  
DESIGN, AND CODE**

***Education***

Master of Architecture, University of  
Colorado at Denver, 2005

Master of Landscape Architecture,  
University of Colorado at Denver, 2005

Graduate Certificate in Historic  
Preservation, University of Colorado at  
Denver, 2005

B.S. in Architectural Studies,  
University of Illinois at Urbana-  
Champaign, 2001

***Professional Affiliations***

American Institute of Architects

American Society of Landscape  
Architects (ASLA)

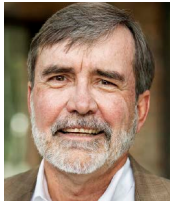
Megan is an urban designer with extensive experience in subarea, redevelopment, and comprehensive planning. More specifically, many of her recent projects have focused on repositioning subareas and communities, rethinking typical suburban growth and growing in more fiscally-responsible ways. With over 15 years of experience, she is the recipient of more than 30 design and planning awards. Her planning capabilities are enhanced by her background in architecture and landscape architecture, giving her a unique perspective into urban design strategies and solutions. She carries a deep understanding of the use and development of both policy and graphics to convey procedures and processes necessitated by planning guidelines.

While she brings nearly 10 years of experience in working within the County and the larger Teton Valley, she also brings national experience working in high tourism areas throughout the Mountain West. Megan will coordinate the overall project team, and serve as staff liaison, while developing the conceptual plan, and overseeing the public engagement process.

***Selected Relevant Experience***

- Growth Management Update and Comprehensive Plan Review (2020), 2012 Comprehensive Plan and Character Districts, Workforce Housing Action Plan, Integrated Transportation Plan, and Land Development Regulations, Town of Jackson/Teton County, Wyoming
- John Lambert Master Plan, Douglas, Wyoming
- Seven Trails Master Plan and Town Center Development Plan, Douglas and Converse County, Wyoming and Wagonhound Ranch
- McCall Downtown Master Plan and *McCall In Motion* Comprehensive Plan, Transportation Plan, and Land Use Code, Idaho
- South of the (Boise) River Sub Area Plan, Star, Idaho
- MyMeridian Comprehensive Plan and Fields Subarea Plan, Idaho
- Teton County Comprehensive Plan, Idaho
- ReEnvision Victor Comprehensive, Transportation, and Downtown Plan Updates, Idaho
- Bozeman Community Plan, Montana
- Our Big Sky Community Vision and Strategy, Montana
- Gallatin County Growth Policy Update, Montana
- Mountain Vista Subarea Plan, Fort Collins, Colorado
- Lincoln Avenue Corridor Plan, Fort Collins, Colorado
- Redevelopment and Infill Analysis and Planning Study (ReFill Phases 1 and 2), Fort Collins, Colorado
- City Gateway Conceptual Plans and Harmony/ I-25 Subarea Plan, Fort Collins, Colorado
- Kederike, Vine and Lemay Master Plan, Fort Collins, Colorado
- Mountain Village Comprehensive Plan, Colorado
- Winter Park Town Master Plan, Colorado
- Mead Comprehensive Plan and Strategic Area Plans, Colorado
- West Henderson Land Use Plan Update and Inspirada Town Center, Nevada
- West Bench General Plan, Salt Lake County, Utah
- Kennecott Little Valley and Soldier Flats Master Plans and Sustainability Modeling, Salt Lake County, Utah
- Oquirrh Lake Master Plan, Daybreak, Utah
- South Lake Toho and East of Lake Toho Conceptual Master Plans, Osceola County, Florida
- Design Guidebook for Developing Mixed Use Districts, Osceola County, Florida
- Northeast District Conceptual Master Plan, Concept Plan, and Tavistock Development Review and Facilitation, Osceola County, Florida
- Mesa Southwest RDA Redevelopment Plan, Arizona





**KURT  
CULBERTSON,  
PLA, AICP, LEED®  
AP**

**MASTER PLAN  
ALTERNATIVES AND  
PLACEMAKING**

### ***Education***

PhD, Edinburgh College of Art

Master of Business Administration in Real Estate,  
Southern Methodist University

Bachelor of Landscape Architecture, Louisiana  
State University

### ***Licensure and Certifications***

Licensed Landscape Architect: AL, CO, LA, NE,  
NM, SC, VA

American Institute of Certified Planners (AICP)

CDT Certification

LEED®AP

Kurt is a recognized leader in the field of evidence-based design and the application of metrics and performance measures to planning and design projects. This cutting edge approach which addresses not only environmental performance but the community, economic and cultural performance of the built environment, has earned notable recognition and accolades from the American Planning Association, Urban Land Institute and the American Society of Landscape Architects. He is a Fellow of the American Society of Landscape Architects, the American Institute of Certified Planners, and the Forum for Urban Design. In 2016, he was awarded the ASLA Medal, the society's highest honor, for lifetime achievements in the profession.

### ***Selected Relevant Experience***

- Daybreak, South Jordan, Utah
- Eagle Area Community Plan, Colorado
- St. Louis Great Streets Initiative, Missouri
- Lafitte Greenway Corridor Revitalization, New Orleans, Louisiana
- Wheaton Downtown Strategic Plan, Illinois
- Story Mill Community Park, Bozeman, Montana
- Sawmill District, Missoula, Montana
- Middlebrook Agrihood, Des Moines, Iowa
- High Desert Sustainable New Community, Albuquerque, New Mexico
- Currie Barracks Neighborhood Plan, Alberta, Canada



**BECKY  
ZIMMERMANN,  
AICP**

**ECONOMIC AND  
FISCAL FEASIBILITY**

### ***Education***

Master of Business Administration, University of  
Colorado, Denver

Bachelors of Communications and Business  
Administration, Trinity University

Facilitation Training by Leadership Strategies

### ***Licensure and Certifications***

American Institute of Certified Planners (AICP)

### ***Recent Awards and Honors***

Denver Business Journal Outstanding Women in  
Business

Los Alamos Tourism Strategic Plan, APA Silver

Becky has devoted her career to solving complex issues in the areas of community planning, market and economics, and development strategy. She is recognized for her work in leading communities, companies and organizations in strategic and business planning, market definition and strategy, development entitlements, land use regulations, real estate economics, facilitation and advisory services for projects throughout North America and more than a dozen countries worldwide.

### ***Selected Relevant Experience***

- Steamboat Downtown Plan , Colorado
- Los Alamos Tourism Strategic Plan, New Mexico
- Sun Valley Market Study, Idaho
- City of LaQuinta Market Study, California
- Cottonwood Heights Economic Development Plan, Utah
- Avon Town Center West Financial Analysis, Colorado
- Dry Creek Ranch Development Strategy, Hood River, Oregon
- Edgemont Highlands Market Investigation, Durango, Colorado
- Park City Year-Round Economic Generator Study, Utah
- Whistler Sustainability Plan, Resort Municipality of Whistler, British Columbia
- La Quinta Market Study, City of La Quinta Redevelopment Agency, California
- Grand Targhee Master Plan Financial Analysis, Wyoming
- Teton Village Association Financial Analysis, Wyoming
- Jackson Airport Study, Wyoming

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**DESIGNWORKSHOP**



**CHRISTINE  
MONDOR, FAIA,  
LEED AP**  
**THIRD PARTY  
REVIEW,  
ALTERNATIVE PLAN  
EVALUATION, AND  
NEIGHBORHOOD  
DESIGN**

***Education***

Bachelor of Architecture, Carnegie Mellon University

***Accreditations***

AIA Fellow

LEED AP

Registered Architect

***Professional Affiliations***

Chair, Pittsburgh City Planning Commission

Faculty, Carnegie Mellon University School of Architecture

Former President for Green Building Alliance Board of Directors

Global EcoDistricts Protocol Advisory Committee

Penn State University Stuckeman School Advisory Board

Christine is an eternal optimist regarding the power of design in shaping a sustainable environment. Christine has been active in shaping places, processes and organizations nationally and internationally for twenty-five years through her work as an architect, educator, and activist. Her diverse experience enables her to note trends and bring benefit across project types, from design of buildings and landscapes to educational efforts to sustainability planning.

As strategic Principal of evolveEA and a registered architect, Christine brings creative solutions to projects like the award-winning Millvale Ecodistrict Pivot Plan, and a comprehensive Building in Operations Study that helped Pittsburgh's David L. Lawrence Convention Center achieve LEED Platinum Certification. She is experienced at helping communities, schools and other agencies build capacity as they navigate sustainability through strategic planning and project implementation.

***Selected Relevant Experience***

- Bridger View Redevelopment Plan, Bozeman, Montana
- Pivot Millvale Ecodistrict Plan, Pennsylvania
- Larimer Living Cities Master Plan, Pittsburgh, Pennsylvania
- West Huntington Cultural District Plan, West Virginia
- Buffalo Sewer Authority Raincheck 2.0 Plan, New York



**ELIJAH HUGHES**  
**NEIGHBORHOOD  
VITALITY AND  
SUSTAINABILITY**

***Education***

Bachelor of Architecture, Carnegie Mellon University

***Accreditation***

EcoDistricts AP

Elijah searches for patterns that tell the story of our past and leverages quantitative data to chart a course for our future. In environments both urban and rural, he identifies key resource flows that come together to create meaningful civic places and powerful public infrastructure. Elijah's passion for research is matched with his design and project management skills, making a him strong leader across project types and scales. Through the lenses of mobility, water, stormwater, land use policy, and community engagement, Elijah looks for solutions at the microscale that can have a big impact on the broader network. As a project manager at evolveEA, he advanced urban design for green infrastructure at the city-wide system strategy scale for the Pittsburgh Water and Sewer Authority and for transit-oriented development at the station area scale for the Port Authority of Allegheny County. He enjoys the intersection of policy, infrastructure, and community capacity and works with developers, advocates, agencies, and elected officials to tackle complex problems in innovative ways.

***Selected Relevant Experience***

- Buffalo Sewer Authority Raincheck 2.0 Plan, Buffalo, New York
- Connecting Wilkesburg TRID Study, Pennsylvania
- Station Area Planning, Pittsburgh, Pennsylvania
- Regional Transit Vision, Pennsylvania
- Harrisburg Bus Stop Optimization, Pennsylvania



**evolve**  
environment :: architecture



**CHRISTINE  
WALKER**  
AFFORDABLE  
HOUSING

### **Education**

Bachelor of Science, Environmental Design,  
University of Colorado

### **Professional Licenses**

Wyoming Real Estate Broker (2003 – present)

### **Civic Involvement**

ShelterJH Board Member, Policy Team Chair  
Teton County Planning Commissioner - Former  
Teton County Housing Authority Board Member  
- Former

Christine has experience developing projects from concept to completion and brings a practical understanding of both the public sector and private sector to structure successful value driven neighborhoods. She understands the nuances of public policy and housing programs, how to structure management programs to maintain affordability and quality of units over time, how policies can assist or stifle development of dwellings in high-cost resort communities and how to navigate various program, funding and partnership opportunities to meet community housing needs.

Prior to Navigate, Christine was the Executive Director of the Teton County Housing Authority for nearly ten years where she led the development of three community housing neighborhoods, facilitated the development of hundreds of homes and played a key role in the formulation of local housing policy. Her grounding in real estate development, housing program implementation, stakeholder coordination, accessing various funding sources, developing housing policy, and experience working with the County and Town, gives her a depth of knowledge to assist the team in crafting a neighborhood plan for Northern South Park that will meaningfully address the community housing needs.

### **Selected Relevant Projects**

- Sagebrush Apartments Affordable Housing Consultant, Programming/ Design & Entitlements, Jackson, Wyoming
- The Grove Affordable Housing Development (Owner/Developer, Project Manager, Owner's Representative), Jackson, Wyoming
- 5-2-5 Hall Infill Ownership Neighborhood Owner/Developer, Jackson, Wyoming
- Wilson Park Mixed-Income Neighborhood Owner/Developer/Project Manager, Wilson, Wyoming

### **Relevant Housing Reports/Studies (with Teton County Housing Authority)**

- 2014 Western Greater Yellowstone Regional Housing Needs Assessment, Fremont, Madison, and Teton County, Idaho; and Teton County, Wyoming
- 2014 Western Greater Yellowstone Regional Analysis of Impediments Fremont, Madison, and Teton County, Idaho; and Teton County, Wyoming
- 2013 Employee Generation by Land Use Study
- 2012 Jackson/Teton County Comprehensive Plan, Section 5: Local Workforce Housing
- 2010 Blue Ribbon Panel Report
- 2007 Teton County Housing Needs Assessment

### **Additional Relevant Studies/Reports**

- 2019 Bozeman Community Housing Needs Assessment and Action Plan, Montana
- 2018 Big Sky Housing Needs Assessment and Action Plan, Montana
- 2017 Mammoth Lakes Community Housing Needs Assessment and Action Plan, California
- 2016 Workforce Housing Incentives Policy Study, Jackson, Wyoming
- 2016 Aspen/Pitkin County Affordable Housing Guidelines Policy Study, Colorado
- 2016 Housing Program Goals & Objectives Report, Teton County, Idaho
- 015 St. Johns Medical Center Housing Needs Assessment, Jackson, Wyoming





**GORDON SHAW,**  
**PE, AICP**  
**MULTIMODAL**  
**TRANSPORTATION**

### **Education**

Engineer's Degree in Civil Engineering,  
Stanford University

Master of Science, Infrastructure Planning,  
Stanford University

Bachelor of Science, Civil Engineering,  
Purdue University

### **Professional Registrations**

Registered Professional Engineer in California,  
Colorado, and Nevada

### **Professional Memberships**

American Institute of Certified Planners (AICP)

American Planning Association (APA)

Institute of Transportation Engineers (ITE)

Gordon is a Principal of LSC Transportation Consultants, Inc. Over the past 30 years, he has conducted over 300 transportation studies for both public and private clients, including traffic engineering studies, traffic model and simulation analyses, transit planning studies, parking analyses, transit facility designs, and multi modal bicycle/pedestrian studies. He generally serves as the Project Manager for studies conducted out of the office in Tahoe City, California. In his capacity as Principal with the firm, his duties run the gamut from large-scale urban transit and multimodal planning to site-specific preliminary engineering design and traffic analysis. A strong focus of his work has been within mountainous and rural resort areas developing transportation plans for environmentally sensitive areas that can efficiently accommodate large variations in and types of travel demands.

- Long-Range Transportation Plan, Park City, Utah
- Comprehensive Transportation Planning Study, Lake Tahoe, California and Nevada
- Transportation Alternatives and Environmental Assessment, Yosemite National Park, California
- Assessments of Need/Location for Potential Freeway Improvements, Denver, Colorado
- Traffic/Transit/Pedestrian Study, Aspen and Pitkin County, Colorado
- Traffic Calming Study, Park City, Utah
- Community-wide Transportation Study, Murphys, California
- Circulation Study, Weaverville, California
- Transit Planning Studies for the Cities of Aspen, Durango, Grand Junction, Greeley, Leadville, Pitkin & Garfield Counties, and Pueblo, Colorado; El Dorado, Nevada, Inyo, Lassen & Placer Counties, Folsom, Mammoth Lakes, Redding, and Roseville, California; and Washoe County and Carson City, Nevada



**BILL SUEN**  
**TRAFFIC ANALYSIS**

### **Education**

Bachelor of Science in Mechanical Engineering,  
California Polytechnic State University, San Luis Obispo

### **Professional Registrations**

Certified Engineer in Training

### **Professional Memberships**

Institute of Transportation Engineers (ITE)

Bill is a Transportation Engineer in the Tahoe City, California office. Since joining the firm in 2006, Bill has worked on a variety of public and private traffic engineering projects. These studies include the evaluation of existing traffic operations analysis, level of service analysis, trip generation estimates, accident data evaluations, parking studies, traffic calming measures, and signal warrants. Bill has worked on traffic impact studies in Douglas County, Nevada; Calaveras County, El Dorado County, Nevada County, and Placer County in California as well as in Colorado. These analyses included the evaluation of existing traffic operations, level of service, intersection mitigation measures, and parking demand. Bill is skilled in the implementation of a variety of traffic analysis software such as Traffix, Highplan, SIDRA, and Synchro/Sim Traffic.

### **Selected Relevant Experience**

- Tahoe City Mobility Study, California
- BUILD Grant, Jackson/Teton County, Wyoming BUILD
- Lake County Bus Stop Improvement, California
- Yuba-Sutter Transit Corridor Enhancement Plan, Yuba County, California
- Woodland Transit Service Evaluation and Planning Study, Yolo County, California
- Truckee Planned Community 3 Brockway Corridor TIA, California
- SR89 Corridor Management Plan, Placer County, California





**JOE GILPIN**  
**PEDESTRIAN AND  
 FACILITIES DESIGN**

**Education**

MS, Transportation Planning, Oxford Brookes University, United Kingdom, 2002

BS, Civil Engineering, California Polytechnic State University, San Luis Obispo, California, 2001

**Professional Highlights**

Alta On-Street Bikeway Design Lead

NACTO Urban Bikeway Design Guide, Trainings: San Diego (CA), Charlotte (NC), Atlanta (GA), Tucson (AZ), Los Angeles (CA), Chicago (IL), Lincoln (NE)

National Highway Institute Bicycle and Pedestrian Design Trainings: Columbus (OH), Helena (MT), Columbia (SC)

Complete Streets/Design Guidelines Training: Ohio DOT, Lake Tahoe, Michigan DOT, Columbia (SC), Lincoln (NE)

"Lessons Learned: Evolution of the Protected Intersection", Alta Planning + Design, 2015

Joe is a national expert in bicycle and pedestrian facility design. He provides project oversight and quality control for Alta staff for on-street bicycle facility implementation and pedestrian planning projects in communities varying in size across North America. Joe worked as the Project Manager to develop the NACTO Urban Bikeway Design Guide, and led development of the FHWA Small Town and Rural Multimodal Networks Guide. He has led many of Alta's signature engineering design projects, provided design guidelines for pedestrian and bicycle facilities, and prioritized projects with funding strategies. He has a deep knowledge of translating research and design practice into usable guidance for clients and stakeholders.

**Selected Relevant Experience**

- Wilson Corridor Study, Teton County, Wyoming
- Jackson Hole Wayfinding and On-Street Bikeway Implementation, Wyoming
- FHWA Small Town and Rural Multimodal Network Guide
- NCHRP 15-48 Guidelines for Designing Low and Intermediate Speed Roadways that Serve all Users
- NACTO Urban Bikeway Design Guide
- NACTO Don't Give up at the Intersection
- Greater Yellowstone Trail Concept Plan
- South Park Loop Connector Pathway Analysis and Design, Teton County, Wyoming
- Basin Pathways Planning Study, Wyoming
- US 22 Pathway Design, Jackson, Wyoming
- Cache Streetscape Concept Design Review, Jackson, Wyoming
- Y-Intersection Conceptual Design Review and Analysis, Jackson, Wyoming



**DAVE FOSTER,**  
**PLA, LEED AP**  
**ACTIVE  
 TRANSPORTATION**

**Education**

Bachelor of Landscape Architecture, Ball State University, 2006

**Professional Registrations**

Professional Landscape Architect: Colorado (#896); Utah (# 9089151-5301)

LEED Accredited Professional

**Professional Highlights**

2017 American Trails Planning /Design Award for work on the "Greater Yellowstone Concept Plan"

2013 American Trails Planning /Design Award for work on the "Midland Railroad - Leadville Stage Road Trail Feasibility Study"

Dave has over 14 years of planning and design experience in pedestrian and bicycle infrastructure, trail, streetscape, recreation, and urban design projects. He leads a broad range of projects including shared use path, recreational trails, on-street bicycle facilities, wayfinding design, and active transportation master plans. Dave brings to projects a unique blend of technical expertise concerning bicycle and pedestrian planning issues, constructability knowledge, public facilitation experience, and creativity. He skillfully communicates technical aspects of projects to help clients and stakeholders develop a clear understanding of project conditions and solutions.

**Selected Relevant Experience**

- Wilson Corridor Study, Teton County, Wyoming
- Teton Village BUILD Grant Application, Wyoming
- Summit County Active Transportation Plan, Utah
- Greater Yellowstone Trail Concept Plan
- Southern Nevada Regional Bicycle and Pedestrian Master Plan
- Outside Las Vegas Foundation Open Space Analysis, Nevada
- Dixie MPO Regional Bicycle and Pedestrian Master Plan, Washington County, Utah
- Big Sky Trails Master Plan, Montana
- West Side Bicycle Connectivity Study (Redwood Road Active Transportation Study), Salt Lake County, Utah
- Southern Nevada Pedestrian Comfort Study and Demonstration Project





**BRIAN  
REMLINGER**  
**ENVIRONMENTAL  
COMPLIANCE,  
WATER QUALITY,  
AND WETLANDS**

***Education***

Graduate Certificate Environmental Water Science 2004, University of Idaho, Moscow, Idaho

Coursework- Hydrologic Applications of GIS and Remote Sensing, Aquatic Restoration Ecology, Environmental Hydrology, Sampling and Analysis of Environmental Contaminants

Bachelor of Science Environmental Science and Technology, Soil Science 1999, California Polytechnic State University, San Luis Obispo, California

Brian is the Principal Scientist at Alder Environmental and will be responsible for managing the environmental consulting services. He has 20 years of experience working with natural resources and land use planning in Teton County, Wyoming. Brian is a Certified Professional Wetland Scientist and has contributed to multiple landscape scale assessments and plans within Teton County. He is well respected throughout the Jackson Hole community for working with a wide range of clients while providing objective natural resource assessment and environmental impact analysis.

***Selected Relevant Experience***

- Flat Creek Watershed Management Plan, Teton County, Wyoming
- Karns Meadow Stormwater Treatment Wetland, Jackson, Wyoming
- Upper Snake River Wetland Complex Regional Wetland Conservation Plan, Teton County, Wyoming
- Teton County Focal Species Habitat Mapping Project, Wyoming
- Multi-Use Pathway Connector Project/HWY22 Environmental, Teton County, Wyoming
- Vogel Hill Development Environmental Analysis, Teton County, Wyoming
- South Flat Creek Restoration/Lockhart Ranch, Teton County, Wyoming
- Shooting Star Golf Course Natural Resources Management Plan, Teton County, Wyoming
- Grand Targhee Resort Master Plan NEPA – Natural Resource Surveys and Impact Assessment Reports, Teton County, Wyoming
- Teton County Natural Resources Land Development Regulations Update, Wyoming
- Flat Creek and Fish Creek Water Quality Assessments, Teton County, Wyoming
- Snake River BLM Parcels Natural Resource Inventories, Wyoming
- Ecological and Wetland Habitat Watershed Assessment – Upper Green River, Sublette County, Wyoming



**HEIDI  
BELLORADO**  
ENVIRONMENTAL  
IMPACT ANALYSIS  
AND WETLANDS

### **Education**

Master's Degree Land Rehabilitation, Department of Land 2014, Resources and Environmental Sciences, Montana State University, Bozeman, Montana

Bachelor of Arts Honors Biology 2008, Minor Environmental Studies, Hamilton College, Clinton, New York

Heidi is a Senior Environmental Consultant and will be responsible for conducting the field work, data management, impact assessment, and report writing. She is certified wetland delineator with significant experience assessing riparian vegetation cover and floodplain geomorphology in the Greater Yellowstone Ecosystem using GIS and remote sensing methods and field verification. Heidi has several years' experience working as a consultant conducting wetland delineations, environmental analyses, habitat enhancements, and aquatic resource assessments.

### **Selected Relevant Experience**

- South Flat Creek Restoration (Lockhart Ranch), Teton County, Wyoming
- Snake River Berm Site Ecological Baseline Examination, Grand Teton National Park, Teton County, Wyoming
- Lower Bar BC Spring Creek Channel Restoration & Hansen Levee Wetland Mitigation, Teton County, Wyoming
- Double L Ranch and PB Ranch Environmental Analyses, Aquatic Resources Inventories, and Mitigation, Teton County, Wyoming
- Bar J Chuck Wagon Environmental Analysis, Wetland Delineation & Due Diligence, Teton County, Wyoming
- Grand Targhee Resort Master Plan NEPA – Natural Resource Surveys and Impact Assessment Reports, Teton County, Wyoming
- Sweetwater Gondola Wetland Mitigation, Jackson Hole Mountain Resort, Teton County, Wyoming
- Snake River Sporting Club Martin Creek Aquatic Resources Inventory & Stream Restoration, Teton County, Wyoming
- Aquatic Resources Inventory as part of the Environmental Impact Statement and Conceptual Mitigation Plan, Larimer County, Colorado
- Analysis of Historical Resource Use and Impacts on Rivers in the Greater Yellowstone Ecosystem, Montana State University Institute on Ecosystems, Bozeman, Montana



**JULIA POLASIK**  
WILDLIFE BIOLOGY

### **Education**

Master of Science Rangeland Ecology and Watershed Management 2014, University of Wyoming, Laramie, Wyoming

Bachelor of Science Fisheries and Wildlife Science 2008, Paul Smith's College, Paul Smiths, New York

Julia is a wildlife ecologist and will be responsible for conducting wildlife assessments and analyses. She has extensive academic and professional experience working in Wyoming, focusing her efforts on birds, ungulates, amphibians, and fish. Her experiences while working for the BLM and Wyoming Game and Fish Department make her familiar with the wildlife in the region and subarea.

### **Selected Relevant Experience**

- Snake River Berm Site Ecological Baseline Examination, Grand Teton National Park, Teton County, Wyoming
- Grand Targhee Resort Master Plan NEPA – Natural Resource Surveys and Impact Assessment Reports, Teton County, Wyoming
- Teton County Westbank Parcel Ecological Impact Analysis, Wyoming
- State Wildlife Herpetology Distribution Project, Southeast Wyoming
- Snake River BLM Parcel & Wildlife Species and Habitat Assessment, Teton County, Wyoming
- Biological Analysis of BLM Sensitive Species and NEPA Review, Buffalo, Wyoming
- Avian Point Surveys, Casper, Wyoming
- Double L Ranch Environmental Analysis, Aquatic Resources Inventory, & Wildlife Habitat Mitigation, Teton County, Wyoming
- Frog Habitat Wetland Design & Implementation, Jackson, Wyoming
- Snake River Sporting Club Martin Creek Aquatic Resources Inventory, Teton County, Wyoming





**MATT BOWERS,**  
**PE**  
**WATER AND SEWER**  
**INFRASTRUCTURE**

#### ***Education***

Bachelor of Science, Civil Engineering, University of Iowa, 1999

#### ***Professional Licenses***

Wyoming PE 10229

Matt has over 21 years of experience gained under the employ of Nelson Engineering. He has experience in various roles on a multitude of projects located in Wyoming. From conceptual planning to construction and operation, Matt has witnessed all phases in the development and use of infrastructure. Through both public and private clients, Matt has participated in a wide variety of projects that have honed his skills in investigations, planning, design, permitting, construction administration and asset management. Using the overall development impacts combined with vast knowledge of the Town's sewer system, he will conduct an overall analysis of impacts to the sewer system from the proposed developments. The knowledge gained in preparing the Town of Jackson Water and Sewer System Capacity Study will be extremely valuable to the project team, as needs to address the existing and future water demands in proposed project area were identified in the project.

#### ***Selected Relevant Experience***

- Jackson Water and Sewer System Capacity Study
- Teton County Adams Canyon Sewer Collection Facility
- South Park Service Center Water and Sewer Improvements
- Jackson Gill Addition Sewer Improvements
- Jackson Various Alley Sewer Improvements
- Jackson East Broadway Avenue Improvements
- Jackson Nelson Drive/Hansen Avenue Improvements



**JOSH**  
**KILPATRICK, PE**  
**WATER SYSTEM**  
**IMPROVEMENTS AND**  
**GROUNDWATER**  
**PROTECTION**

#### ***Education***

Bachelor of Science, Civil Engineering (Environmental Option), University of Wyoming, 2005

#### ***Professional Licenses***

Wyoming PE 12741

Josh is a Senior Civil Engineer with over 15 years of experience as a water and wastewater engineer. He will be in charge of planning and design for water system improvements and groundwater protection. In his tenure at Nelson, he has filled key roles in the study and assessment of existing water systems, evaluating alternatives for improvements, planning, and the design and construction of capital improvements. Josh will be charged with working with the project team to assess water demand requirements associated with the proposed development. Josh's knowledge of the Town of Jackson water system will allow for an overall analysis of development impacts to existing and proposed water systems. In addition, improvements to the water system required due to the increased development will also be determined. Josh recently completed Zone 3 Well and Tank Feasibility Studies for the Town; the knowledge gained of current water system infrastructure through completion of these studies will be valuable to assessing impacts of future development in North South Park.

#### ***Selected Relevant Experience***

- Zone 3 Water Tank - Level II Feasibility Study and Well No. 9, Jackson, Wyoming
- Indian Paintbrush Water Supply Project, Jackson, Wyoming
- Highland Park Estates Water System Evaluation Report, Jackson, Wyoming
- Booster Pump Station, Jackson, Wyoming
- Spring Creek ISD Water System Improvements, Jackson, Wyoming
- Hoback Junction Level I Water Supply Project, Jackson, Wyoming







## FACTOR 3: PLACEMAKING

## JACKSON'S NEW NEIGHBORHOOD: THE POWER OF PLACE

This Neighborhood Plan represents an opportunity the community has not seen since Cottonwood was contemplated 40 years ago. Northern South Park is conceived as a complete neighborhood that would meet the community's amount, location, and type goals established in the Comprehensive Plan. Working on the development of the desired future character for Subarea 5.6, Northern South Park, we know it is a gateway area will be the community's next great complete neighborhood with workforce housing, parks, scenic vistas, unprecedented access to transit and pathways, consideration of wildlife, restoration, and protection of Flat Creek. This district includes the concept of village type form, on the edge of Town with appropriate edges that match other adjacent subareas. Whether the neighbor is located in the County or Town, it is considered an extension of Town and will have a strong sense of place.

As we move forward in the evolution of Northern South Park, it is important that neighborhoods feel authentic, local, and real with qualities that represent Jackson. At the same time, it should be a model for how to house our workforce, sustainability, walkability, and protect our water resources. The joy and pride people take in the place they live are an important factor in reinforcing a community's culture. It may be expressed in the shape of public spaces or how the development fits the land. It may create amenity from infrastructure or by integrating nature into the community. It may be the art in a detailed footbridge, a park pavilion design, or a tree-lined neighborhood street enclosed by homes of tasteful architecture. Because of the variety of ways that culture can be reflected in a community, it is important to design various scales. Water, transportation, green space, and livable centers must be planned for the regional scale, the neighborhood scale, and the site scale. We build on the specific character and positive qualities of each place. By thinking holistically about implementation at many scales, we find innovative solutions that coordinate the design of individual buildings, public spaces, neighborhoods and celebrate the vitality of what makes a neighborhood.

To realize a site's full potential, we start at the beginning. From gathering inspiration as described in Task 2.3 or storytelling and experiential design defined in Task 5.1, to planning, zoning, and land use approvals through final design, we collaborate early to ensure a holistic design approach. We seek beauty in what is around us and what is authentic. Our team's work embodies many carefully considered design principles surrounding structure, materiality, and light. We will take our cues from the climate, the Jackson's values, and the land and landowners' rich history. Our work reflects our strong belief in the power of place. We will ask the question we asked in 2012 when developing this character districts: ***"What do you want to see when you left, and you look right, and what are the character-defining features that give this district a true sense of place?"*** Rather than a specific design signature, our work is guided by the site and community needs; this is how we build meaningful and distinctive places.



*Castle Pines, Colorado Design Guidelines were developed following the City's successful first comprehensive plan developed by Logan Simpson. We are currently conducting the five-year update to the plan, which is starting to see implementation of a balance of housing, placemaking amenities, and a new master plans for the Canyons. The Canyons is an extension of the City in one of the most sensitive ecosystems in the Denver region.*





*McCall's Downtown Master Plan created a framework for the subsequent comprehensive and transportation plan updates. These plans included two funding districts for a planning area nearly equivalent to the size of Northern South Park. Within five years of the plan the entire downtown along with each street was reconstructed, including new housing, business, transit center, library, civic campus and a great pedestrian curbless street according to Logan Simpson's design. The downtown neighborhood is poised to be one of the greatest neighborhoods in the west, with construction on target to be complete this year. This project, along with our work leading the transportation, housing, and comprehensive plan has recently won five planning awards.*



"Public involvement has been a cornerstone of each Plan, and Logan Simpson successfully facilitated meaningful and sometimes emotionally charged conversations. To engage the broad community of residents, second homeowners, and visitors, numerous public involvement strategies were used that included taking the planning to the public. Ultimately, the adopted plans balance these community-based visions with innovative and realistic implementation strategies for the McCall community."  
 - Michelle Groenevelt, AICP, Community and Economic Development Director, September 2020





## FACTOR 4: AFFORDABLE AND WORKFORCE HOUSING



## AN INCLUSIVE HOUSING STRATEGY

The housing strategy in Jackson/Teton County is intended to maintain a vibrant, inclusive, and resilient community by supplying available and affordable homes to local workers. Affordable Workforce and Workforce Deed Restrictions are the mechanisms utilized to maintain the affordability and availability of homes for local workers. These homes can be either a rental or an ownership product and can be a range of types (detached single-family home; duplex, triplex, or fourplex; courtyard apartment; bungalow court; townhouse; multiplex; live/work; or mid-rise). The Deed Restrictions have been crafted to apply to different product types and work together, providing a range of options and price points to meet the valley's diverse housing needs.

A goal of keeping at least 65% of the local workforce living locally was established as a trigger of whether the valley is meeting its Quality of Life values and remaining a 'community first, resort second'. If this goal is met, then it is likely that a broad spectrum of community members has a place to live. To achieve this goal, the County and Town, through the Jackson Teton County Housing Department and volunteer boards, utilize a balanced method of regulatory incentives and requirements and leverage public investment through partnerships with private sector for-profit developers and non-profit housing organizations to construct homes for workers.

The community has identified Northern South Park as an ideal area to create a locals' neighborhood to amplify housing efforts and address a variety of housing needs. Our approach to incorporating Affordable and Workforce Housing into the Neighborhood Plan is to begin by designing the framework for a desirable local's neighborhood – one that is inclusive, pedestrian-oriented, and sustainable with a range of housing types and forms compatible in scale to its context and respectful to its place in this ecosystem. This process sets the foundation for community acceptance and marketability of homes.

Simultaneously, we layer in affordability options based on an evaluation of the existing workforce housing market and pipeline projects to understand and fill the gaps in the housing inventory, such as product type in relationship to working household sizes. This step will be backed up by an analysis of the job generation and the number of workers being housed to evaluate how the three alternative development scenarios address our housing needs across the spectrum of need. We will also assess how the development scenarios fit in and coordinate with other housing efforts.

### SOLVING HOUSING WITH OUR TEAM

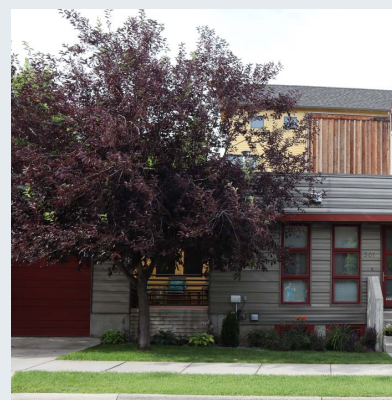
Logan Simpson and Navigate have worked together and in parallel on comprehensive and housing plans for:

LOGAN SIMPSON

- Growth Management Update and Comprehensive Plan Review; Comprehensive Plan; and Workforce Housing Action Plan, Town of Jackson/ Teton County, Wyoming
- Teton County Comprehensive Plan and Land Development Code Revision, Idaho
- Teton View Regional Plan for Sustainable Development, Greater Yellowstone Consortium, Fremont, Madison, and Teton County, Idaho; and Teton County, Wyoming
- Bozeman Community Plan, Montana
- Our Big Sky Community Vision and Strategy and 10-Year CIP Budget including affordable housing, Montana

NAVIGATE

- Comprehensive Plan, Section 5: Local Workforce Housing; Employee Generation by Land Use Study; and Workforce Housing Incentives Policy Study, Town of Jackson/ Teton County, Wyoming and Teton County Housing Needs Assessment, Wyoming
- Housing Program Goals & Objectives Report, Teton County, Idaho
- Western Greater Yellowstone Regional Housing Needs Assessment, Fremont, Madison, and Teton County, Idaho; and Teton County, Wyoming
- Bozeman Community Housing Needs Assessment and Action Plan, Montana
- Big Sky Housing Needs Assessment and Action Plan, Montana





Laying out the framework for an inclusive Neighborhood Plan offers a tremendous opportunity for the community, and it also brings to the surface the financial gap associated with selling or renting homes at prices locals can afford. For decades we have seen this financial gap increase because wages have not kept pace with the cost to develop housing or residential real estate values. This financial gap varies based on the product type, tenancy, and median family income (MFI) being served.

A viable neighborhood framework that also addresses housing needs will require a collaborative and multi-faceted approach that respects this area's unique environment, the neighbors, and the landowners. Our team will evaluate practical ways to employ and build upon current housing tools and infrastructure (Jackson/Teton County Housing Department, Habitat for Humanity, and the Jackson Hole Community Housing Trust), incorporate best practices from other high amenity communities, and techniques to lower development costs.

The housing market in Teton County is shaped by strong local and international demand for homes from people that can bring resources from outside the valley and an intentionally limited supply of developable land to protect ecosystem habitat, driving sales prices and rental rates beyond the reach of most people that earn a living locally. Because of this dynamic, a permanent restriction that limits appreciation will be necessary to ensure that any public or private investment in creating a supply of homes for locals in our new local neighborhood will be preserved for multiple generations.











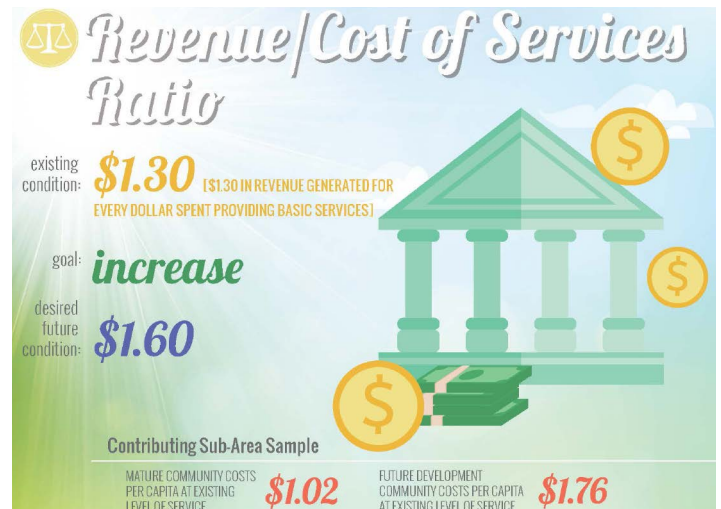
FACTOR 5:  
RELEVANT LOCAL  
AND REGIONAL  
INTELLIGENCE



In order to develop a Neighborhood Plan that complements and enhances existing residential development while ensuring the maintenance of the “community first, resort second” character, it is critical to have a holistic understanding of applicable market conditions, cost of development, and fiscal impacts of growth to ensure feasible options and meet the community goals. Our knowledge of County and Town is unprecedented, and we understand the lens through which the economy is viewed in Jackson and the relationship between jobs and housing demand.

However, this plan must tackle development feasibility and fiscal impacts to the County and Town. We need to move from a general market economist to one who focuses on these subjects. Becky Zimmermann from Design Workshop first began working in Teton County and Jackson in 1997 when the Town’s population was less than 6,200 residents, and the concern over affordable housing began. As the new decade approached, the Jackson Hole Resort Chamber Resort Association, Jackson Hole Mountain Resort, and Teton County worked together to draft a county-wide marketing plan to attract visitors, with the hope of creating more year-round employment opportunities. For almost 10 years, the economy grew, real estate values inflated, and destination visitors responded positively to investments in Town, transportation, and the resorts.

With unprecedented growth pressure, the County and Town create a Comprehensive Plan and Growth Management system that focuses on character. Preserving Jackson’s character means pressuring it to be a real community where people can live and work and reduce our impact on the environment. The approach is less about attracting new jobs and more about creating livable wages, reducing transportation costs, and ensuring available permanent housing stock. This requires that both the public and private sides contribute to the solution and the migration of impacts. Therefore, a close look at where a project works for the developer and the public is necessary. As part of our Design Team, Design Workshop developed Strategic Services, an in-house market and economic analysis team. The Strategic Services team holds degrees in business, real estate, and finance that expand our master planning expertise to include market research and analysis, feasibility studies, and strategy development. The best physical plans grow based on realistic social, economic, fiscal, and environmental impacts. Embedding market realities into our planning and design solutions allow us to address the economic benefits and risks inherent in development, housing, and conservation, often balancing these forces to resolve conflicting priorities.

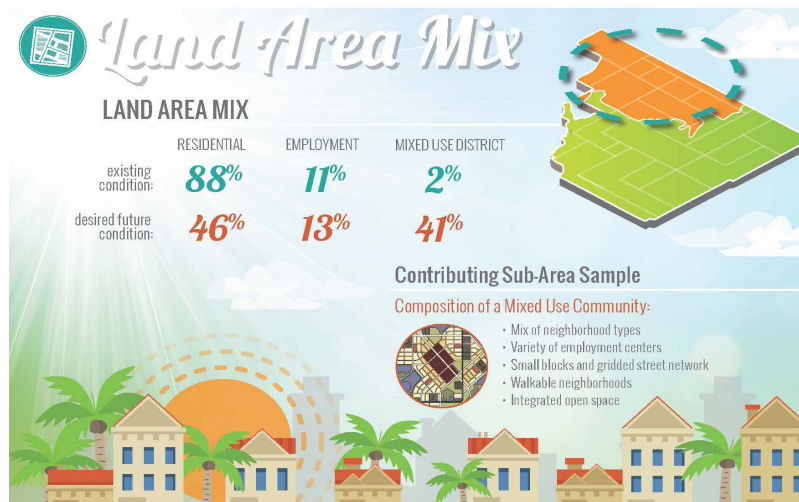


*Logan Simpson has been the primary on-call planner for Osceola County, Florida, encompassing the area between Orlando and the Coast. Our services have included County-level master and transit plans, code, and other services.*

As described in Phase 1 and 2, our team has a head start working on plans in the region. This analysis will be expanded to include additional market conditions and needs. Since the demand for development is already here, we will examine the return necessary for this time of development to pencil in this regulatory environment. The previous master that was not implemented will be evaluated for lessons learned, as it includes a full economic analysis. The baseline analysis will help identify the underlying factors that influence new development and its impacts on the local and regional environment. This analysis will be important in Phase 3 to evaluate our success measures to identify the opportunities and constraints to a feasible and implementable Neighborhood Plan.

To determine the market feasibility of various land uses, the team will take a deep dive to provide market projections for a mix of uses grounded in a realistic balance of supply and demand. The opportunities and constraints will be further analyzed concerning community desires, County and Town resources, and available funding mechanisms to inform the creation of alternative development scenarios that meet the area’s vision.





As part of the Commissioner's strategic growth objectives, Logan Simpson completed the "Strategies for a Sustainable Future" plan (above) that addressed revenue and cost of services, pedestrian environment, and land area mix. The plan also included a review of our conceptual master plans as described in Factor 1.

In addition to a "No Action" alternative based upon existing zoning, the scenarios will assemble a picture of the urban design framework, land use patterns, and how each alternative does or does not meet the measures of success. We will create a dynamic development economics model for each alternative to evaluate the financial feasibility and resulting impacts for all parties involved. The model will include a breakdown of each alternative's potential layout, land use patterns, densities, product mix, construction cost estimate, projected absorption rates, and operating revenues and costs to be used in calculating a return on investment. The qualitative and quantitative model will provide the ability to conduct sensitivity analyses to quickly test alternative uses and product types, layouts, densities, price points, and cap rates, resulting in order of magnitude evaluation of the private development community's financial feasibility. Fiscal impact and socioeconomic components will also be layered into the model to understand each alternative's impact on the community regarding job generation and mitigation, affordability, and infrastructure and services effects.

Nelson Engineering is currently under contract with the Town of Jackson to address water and sewer system capacities. Through this study, Nelson Engineering has reviewed and addressed the impacts to infrastructure, which would occur if the Northern South Park region were to see significant development. Additionally, the team is currently under contract to address limits in the Town's water system, directly affected by growth in Northern South Park. There are current issues with the Town's water supply in this area of Town, and potential development would increase this supply shortage. The team has identified both water supply and storage within the space required to support increased development.

As part of Phase 3, the information will include a high level of detail yet be consolidated into a clear, concise, and understandable format to help communicate the opportunities, constraints, and resulting impacts of alternatives to the community. The alternatives will evaluate land use synergies and socioeconomic impact while considering different strategies to remove barriers, leverage resources, form partnerships, close financing gaps, and create a sustainable new local neighborhood.





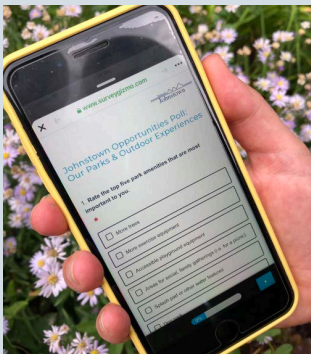


FACTOR 6:  
WORKSHOP/  
CHARRETTE BASED  
PLANNING

A predictable process and community outreach is a cornerstone of the neighborhood planning process. We need buy-in from our engaged community, highly educated stakeholders, passionate landowners, and forward-thinking elected officials. We have worked previously hand-in-hand with Staff, all stakeholders, and know the passions of each Planning Commissioner, Town Council member, and County Commissioners. Trust, credibility and a great outreach process have adopted all our plans with you.

This outreach process should be statistically representative of the population and surpass our leaders' and community's expectations, irrespective of COVID-19. As part of Phase I, we will develop a targeted and customized engagement plan with multiple techniques to be used throughout the project, including traditional (face-to-face), high-tech tools, stakeholders' involvement, and meetings Stakeholder committee, JIM. Logan Simpson will describe the project's public activities and showcase them on the project website (County/Town or Logan Simpson's use of Bang the Table), so the community knows when, where, and how to participate.

With over a decade of experience with outreach and facilitation in the County and Town, we understand what works.



***A minor change for us.*** Our team is still using the same techniques we have used for the last five years, winning some of the nation's top awards for engagement. We have always used non-traditional, in-person engagement tiered with high-tech methods. Our in-person methods provide visibility, content, and access to different groups and serve as a conduit for digital tools. On our plans for Big Sky, Montana, Farmington, New Mexico, and Colorado Springs, Colorado, we ranged up to 300 people at an event while thousands of people watch online on Facebook Live or YouTube Live. COVID-19 should not change participation; it should help to refocus on maximizing engagement.



***Digital is now better.*** Over 90 percent of County and Town residents have access to a computer and a smartphone. Recently there has been an increasing acceptance and use of digital techniques, which in turn has helped increase contact and email lists, social media followers, and the digital audience. Logan Simpson has been working as a strategic partner with Bang the Table to test their latest technology. For Cache County, Utah's General Plan, we have implemented a direct link where users can text ideas to the website, where they are screened before showing up on an idea wall.



***Going small with in-person events.*** Our team will ensure we also offer in-person meetings to address the senior community and members of the community who want to convey comments face-to-face. Cities also have limitations for large scale events, and many are still wary of large group settings. One-on-one meetings, RVSP meetings, meetings open for extended timeframes, and meetings in atypical spaces and outdoors offer the opportunity to interact safely and engage stakeholders.

***Make it bigger and more graphic.*** While social distancing is the new norm, many events are still being held with social distancing and mask requirements. During our most recent public events at trailheads at an indoor/outdoor coffee house open house in Castle Pines, Colorado, or what we used at the Jackson Center for the Arts, we need printed materials with little text, large graphics, huge QR codes, film and a big screens illustrating real-time questionnaire results as respondents answered via mobile phones. If you want people to participate, make it fun, safe, and comfortable.



As described in the scope of work under Factor 1, we have prepared an outline of outreach goals, activities, venues, and times to ensure we complete the meet the schedule. For each outreach activity, the engagement plan will highlight associated messaging, media for notification, and targeted outreach techniques directed at our young families that do not usually participate in Jackson and the County. The engagement plan will allow us to be efficient with both staff and consultant time, ensuring notification is successful, and consistent messaging is utilized.

***A digital charrette or meeting should feel like an in-person meeting.*** Our team has been using both Zoom and Telephone Town Hall capabilities to interact with hundreds of people during a digital session. Our team is also trained in federal web meeting standards to ensure these meetings are done correctly. We assign team members with different roles during a meeting, including a moderator to screen and release questions, provide access to the meeting, and respond to questions. We have held digital charrettes, using an introductory session, polling to identify topics, breakout groups for discussion, and reconvening to specify a preferred alternative. As the meetings are streamed live on multiple media, we use scripts. Interactive, real-time polling and breakout rooms are used to keep the audience engaged.

***Language Should Not Be a Barrier.*** Logan Simpson has in-house translation capabilities and operations in both languages. We also specialize in ensuring that those with hearing or visual disabilities can engage with our materials. They have been using both Zoom and Telephone Town Hall capabilities to interact with hundreds of people during a digital session. Posting of materials needs to be 508 compliant (accessible by those with disabilities) or other languages.

Effectively engaging our landowners, stakeholders, elected officials, permanent residents, and businesses will be the priority. This neighborhood should be targeted for locals. In addition to targeted group outreach, Logan Simpson will employ multi-generational, far-reaching messages to be shared through social networks. We will work with the Town to communicate meetings and messages. Logan Simpson will facilitate engagement activities during all phases with three public engagement series planned planning process to gain feedback on key steps during plan development.



## PARTICIPATORY PHOTOGRAPHY

### how does the community PARTICIPATE?

Participants will photograph different aspects of their lives to provide insight into their experiences, issues affecting them, and opportunities for change. These photographs can be used for research, creating advocacy materials, awareness raising, and in exhibitions.

### what do you NEED?

Cameras and a way to use and share the images.

### what is the expected OUTCOME?

Communities will be able to share their experiences and work in partnership to help bring about positive social change.

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A relative of mine who was an artist drew this portrait of me when I was in my 20s

### participatory photography example imAGE ETHIOPIA

The PhotoVoice imAGE Ethiopia project asked elderly Ethiopians to capture photos that communicated what was important to them, including the details of their lives and homes that others might not be aware of. These photos helped form a better understanding of the daily lives and support needs of older people in those communities.

source :: © Bayush 2013 | PhotoVoice | HelpAge International | Age International | 'imAGE Ethiopia' | Ethiopia | [www.photovoice.org](http://www.photovoice.org)

## VISIONARY STORE FRONT

### how does the community PARTICIPATE?

The design team transforms vacant storefronts into a vision of future businesses that initiate discussion about cultural, societal, or environmental change. The vision installation becomes a playful way to encourage discussion about transportation and jobs, and how they might affect the community.

### what do you NEED?

A very visible and accessible vacant storefront available to rent.

### what is the expected OUTCOME?

You will have the opportunity to re-think the neighborhood by experiencing the seemingly surreal and emerging businesses.

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## PUBLIC ENGAGEMENT LAUNCH

### AN ENGAGEMENT PLAN FOUNDED ON PROVEN SUCCESS IN TETON COUNTY AND JACKSON

In Phase One, we will work with Staff to launch both digital and non-digital tools, including the County and Town websites or the use of Bang the Table (with new capabilities that we are testing). We have done many plans for the County and Town and understand how to work with Staff and your website, streaming, newspaper, and social media capabilities. There will be very little startup time. We will also set up our comment database and tracking system to know who said what, how we responded, and who did not comment. This is essential for public involvement to be successful in Teton County and Jackson. We have demonstrated this in every project, shown recently with the over 900 enhancements received in the Comprehensive Plan update, all categorized by person and category, providing our elected officials the information they need in the format they want. In Phase One, the team will work with the JIM (Task 1.2) and the Steering Committee (Task 1.3) to identify stakeholders, opportunities, issues, measures of success, and elements that should inspire the Neighborhood Plan. As we have done before, stakeholder interviews will be conducted to ensure we engage early and often with the key players to help make this neighborhood a success.

## PUBLIC ENGAGEMENT SERIES 1

### CONCEIVING OUR NEW LOCAL NEIGHBORHOOD

This first public engagement series has two purposes, to inform the public of the project's purpose, objectives, goals, and expectations established in Phase 1 and to present and gather feedback on the analysis of Task 2.2. Public Engagement Series 1 will close out Phase 2 and result in a technical and community definition of a successful Plan. Phase Two will use an all-day open house-style and workshop event where data is presented in one location, an opportunity to learn more in another, and then an interactive workshop exercise. While those open houses were conducted before the pandemic, the format offers limited contact and physical distancing by spreading the participation over the day and relying on small group discussion. A similar approach could be achieved virtually using Zoom rooms and multiple organizers. A virtual comment technique is an important part of any meeting design for those who cannot make the event.

## Y NTS

store fronts to  
ate and inspire  
change. The  
ful, yet informative,  
the future economy  
our neighborhoods.

storefront that is

ink cultural change  
al, yet feasible

All rights reserved.



### visionary storefronts example PENN GREEN

As part of the Geek Arts Green Innovators festival, evolveEA designers shared a vision of businesses likely to emerge due to climate change. The designers retrofitted three storefronts along Pittsburgh's Penn Avenue, exhibiting concepts for shops like Climate Relocation Services, Urban Agrifitters, and Body Power (a state-of-the-art gym that generates energy to feed the power grid).

source :: evolveEA, Penn Green

*evolveEA has been collecting and sharing strategies that are rooted in activated community design principles. The strategies allow communities to define their issues as well as the ways of resolving them - problem seeking as well as problem solving. evolveEA has collected over 30 of their favorite strategies for the Community Engagement Strategy Deck, which has been tested in the field and through workshops at international conferences where design professionals have studied the strategies to consider where and when certain methods should be deployed. By changing the paradigm of community participation to community activation, these strategies help organizational and community capacity so that grassroots initiatives can ultimately yield successful and resilient neighborhoods.*

## PUBLIC ENGAGEMENT SERIES 2

### DEFINING OUR NEW NEIGHBORHOOD

The second public meeting series is envisioned as a 5-day, studio-style workshop. The event will allow the public to provide comments on alternatives and see how they shape that opinion into a working draft. The public will engage with the refinement process in real-time as the plan comes into shape. The studio portion will ideally happen in-person with plenty of wall space to display the plan's iterations. Regardless of whether the studio is in-person or virtual, a nightly roundup will be posted online for additional comments and reviews by those who could not make it to the studio that day. At the studio, participants will receive presentations from the team in small groups, evaluate the alternatives with team members available to answer questions and watch the input process. The studio will also offer participants the ability to experience alternatives with 3-dimensional fly-throughs and photo simulations; alternatively, the team can discuss using augmented reality software to visualize what it would feel to live in the neighborhood. The alternatives' release will be accompanied by a video presentation of the alternatives and an online survey.

## PUBLIC ENGAGEMENT SERIES 3

### EXPLORING OUR NEW NEIGHBORHOOD

Once the Draft Plan is released, we will encourage people to explore this new neighborhood's attributes. The rollout will occur in an event or online platform focused on the benefits of the neighborhood plan. The presentation will be done in-person (or real-time, online) and through a filmed presentation. The public will be asked to visualize living in the area. Story-telling techniques that Logan Simpson learned from working with Disney Designers (Creatives) on developments near Disney World (over 300,000 acres of master plan communities and redevelopment) will help the community visualize and experience the neighborhood. Using an experiential design philosophy, we will ask the community what experience is missing and whether that plan meets your definition of success. Following the event, an extended public comment period with a questionnaire will allow any missing community members to do a more detailed review of the draft Plan.









**FACTOR 7:**  
**RELEVANT**  
**EXPERIENCE**  
**WITH CONTEXT**

## MOUNTAIN VISTA SUBAREA PLAN, URBAN AND RURAL PROGRAM EVALUATION, AND URBAN AGRICULTURAL OVERLAY

### FORT COLLINS, COLORADO

Prior to joining Logan Simpson, Bruce Meighen and Megan Moore completed the *Mountain Vista Subarea Plan*, which planned the last large-scale growth areas of Fort Collins. The plan buffered Anheuser Busch's production facilities, expanded needed industrial lands, and included regional detention facilities to reduce flooding, while accommodating a community commercial area, surrounded by mixed use neighborhoods, and connected to Old Town with future fixed route transit.

Subsequently, Logan Simpson conducted an *Urban and Rural Program Evaluation* to re-analyze the plan, ensuring fiscally-responsible growth, and a new focus on changing Council priorities and policies. Rural- and agricultural-based options were explored, and options to optimize investment in industry, infrastructure, and civic amenities were identified, resulting in new city-wide policies such as housing affordability requirements and Nature in the City standards.

Following the evaluation, Logan Simpson completed the *Urban Agriculture and Housing Overlay*, identifying ways to incorporate these new policies. Within the existing zoning framework, the overlay incorporated greenhouses, commercial gardens, and large agricultural operations; dense clustering; habitat preservation area and connections; and street design alternatives including xeriscape drainage medians; woonerf designs; agricultural and natural area-focused art; and porous paving. The master plan is now under implementation through recent development submittals.







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"Bruce and Megan Moore developed the Mountain Vista Subarea Plan for the largest remaining greenfield area within Fort Collins. They were adept at determining the right land use mix and creating a walkable town center surrounded by mixed-density neighborhoods. [Their subsequent work] evaluated infrastructure capacity and growth tradeoffs and added the inclusion of community-based agriculture and preservation of drainage patterns and natural habitat. Their planning work set the stage for the subsequent review and approval of the 1,000 acre Montava PUD Master Plan, the largest development in the history of Fort Collins, that integrates a working farm, library, K-12 schools, recreation facility, town center and a community park." - Cameron Gloss, AICP, Long Range Planning Manager, City of Fort Collins, October 2020

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## LINCOLN AVENUE CORRIDOR VISION PLAN

### FORT COLLINS, COLORADO

Logan Simpson, working with the City of Fort Collins, developed a vision plan for Lincoln Avenue, extending from Old Town across the Poudre River. As an emerging district adjacent to Old Town, Lincoln is envisioned as one of the next great places in Fort Collins, and at project initiation contained an eclectic mix of industry, breweries, and historic neighborhoods. The design pushed ideas of a pedestrian- and bike-first street, including multimodal capacity, expanded bridge with pedestrian and bike amenities, and sensitive transitions between historic neighborhoods and high-tech and brewery industries. The project has recently completed construction and already seen substantial private property reinvestment as a result of the improvements, including the construction of Woodward Governor's new 6,000-employee world headquarters. The project successfully implemented improvements that benefited all users of the corridor, including additional landscape, buffers and roadway and sidewalk connectivity into existing neighborhoods; increased traffic capacity for large-scale and industrial users; and pedestrian and bicycle enhancements for commuters, neighbors, and brewery visitors.

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"[Logan Simpson] thrive in taking projects from concept to vision, and fully through to actionable and realistic implementation compatible with our changing economic environment."  
- Cameron Gloss, AICP, Long Range Planning Manager, City of Fort Collins, October 2020

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## WEST HENDERSON LAND USE PLAN AND INSPIRADA TOWN CENTER MASTER PLAN

### NEVADA

In 2006, 3,500 acres of BLM land was annexed into the City of Henderson. The West Henderson subarea area is comprised mainly of this BLM land with pockets of private properties, encompassing approximately 12,000 acres of mostly vacant land. Since the last significant land use plan amendment in 2008, the economic and development climate had changed significantly, with the evolution of major and newly proposed projects that have altered plans. In a proactive effort to shape one of the most significant growth areas of the City, Logan Simpson conducted an update of the land use plan to reflect current market conditions and create an environment supportive of growth and quality of life that also protects airport flight areas and preserves industrial lands and economic sustainability. As a notable gateway to Sloan Canyon National Conservation Area, West Henderson also provides recreational amenities for NCA visitors. Parkland, trails, and open space areas were incorporated with the land uses and the transportation infrastructure to provide a protected natural landscape that is beneficial to residents and integrated with Sloan Canyon.

The plan was used to meet a number of City-wide metrics; for example, as one of the last significant areas of the City available for development, we identified more than 32 percent of the land to be set aside for future industrial, employment, and airport-related growth to encourage job growth and economic stability. New design guidelines and land use types were recommended to ensure the airport's viability, and future innovations such as a dedicated right-of-way for a streetcar system and bus rapid transit circulator were developed.

In 2018, the Land Use Plan was amended, dissolving ownership of a planned town center. Following the dissolution, Logan Simpson developed a conceptual master plan for the 300-acre Inspirada Town Center that addressed land use, multimodal transportation, utilities, and public spaces. Key to the process was working hand-in-hand with over 10 individual property owners, working to build off previous agreements, looking for flexibility in entitlements, and meeting the community's goals as defined in the West Henderson Plan. The Plan represents the new form of retail, including a variety of home types, "third spaces," new parks, and greenways. Inspirada Town Center will aid in Henderson's goal of increasing the City's overall jobs-to-housing balance by providing a unique economic hub. This was the fastest subarea plan that Henderson has done, with an 8 month turnaround from start to unanimous adoption.

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"Through both projects, the team had to balance the vision of the City with property owners' rights and existing entitlements. They worked with property owners directly, through the processes, and in a way that ultimately benefited all parties, and without the usual contention at adoption."

The Logan Simpson team... brought to both a series of innovative planning techniques and outreach techniques that allowed a win-win for all parties." - Sean Robertson, AICP, Redevelopment Project Manager, City of Henderson, Nevada, September 2020

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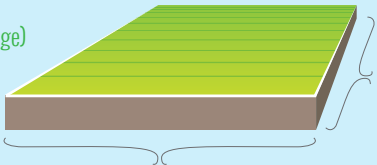




# PLACE TYPES

## RESIDENTIAL AND COMMERCIAL BLOCK SIZE

desired future condition:  
**0 x 660 feet** (average)  
**decrease**  
 responsibility: **city**



## LAND AREA MIX

|                                | residential | industrial/<br>employment | mixed use<br>centers | parks/<br>civic |
|--------------------------------|-------------|---------------------------|----------------------|-----------------|
| existing condition 2014:       | 22%         | 44%                       | 0%                   | 34%             |
| 2050 desired future condition: | 46%         | 33%                       | 8%                   | 13%             |

goal: **monitor**  
 responsibility: **city**

## HOUSING DENSITY (DU/ACRE)

existing condition 2014: **3.3** responsibility: **city**  
 desired condition: goal: **increase**

(Minimum for:  
 - Neighborhood Type 1 & 2  
 - Neighborhood Centers)



# PLACEMAKING

## AMOUNT OF OPEN SPACE, PARKS, AND TRAILS (ACRES)

existing condition 2014: **23** 2050 desired future condition: **7.5** acres per 1,000 residents  
 responsibility: **city** goal: **increase**  
**3,290** open space



## AMOUNT OF RECREATION FACILITIES (SQUARE FEET)

existing condition 2014: **0** 2050 desired future condition: **130,000** responsibility: **city**  
 goal: **increase**

## AMOUNT OF CIVIC AMENITIES

 **HIGH SCHOOL / MIDDLE SCHOOL / ELEMENTARY SCHOOL**  
 existing condition 2014: **0** 2050 desired future condition: **2/4/10** goal: **increase** responsibility: **city**

 **POLICE & FIRE STATION**  
 existing condition 2014: **0** 2050 desired future condition: **2** goal: **increase** responsibility: **city**

 **CIVIC CENTER**  
 existing condition 2014: **0** 2050 desired future condition: **1** goal: **increase** responsibility: **city**



# JACKSON/TETON COUNTY 2012 COMPREHENSIVE PLAN AND 2020 GROWTH MANAGEMENT PROGRAM REVIEW+UPDATE

## WYOMING

Logan Simpson is working with the County and Town on the Growth Management Program (GMP) Review and an update to the forward-thinking 2012 Comprehensive Plan, previously completed by Logan Simpson staff Bruce Meighen and Megan Moore. The GMP Review is an in-depth statistical and community-based check-in on how the plan has been functioning over the last seven years and allows the team to systematically revise the plan through the identification of corrective actions necessary to better implement its vision. An overall audit of the plan uses a three-tiered priority rating system based on indicator data, trend analysis, and an outreach campaign to understand the community's perception. Looking back, the Plan shifted growth from rural areas into complete neighborhoods (over 60% into complete neighborhoods) and resulted in thousands of units of new workforce housing (over 65% of people who work in Jackson/Teton live there). Our work developing plans below has ensured growth is directed to the correct places. Fundamental changes to the Plan will be a limit on greenhouse gases, no new single-occupancy lane miles constructed, a focus on water quality, and an environmental keystone indicator.

Northern South Park was planned as part of the 2012 update and implemented as part of the 2020 update. Logan Simpson has been instrumental in fostering joint planning between the Town and County.



The award winning Jackson/Teton County *Comprehensive Plan* protects the Greater Yellowstone ecosystem and agricultural lands by employing one of the most creative adaptive Growth Management Programs in the nation. Based on resource amount, type, and location metrics, the GMP is a quantifiable and iterative program that directs growth away from ecologically sensitive areas and prime agricultural lands into the locations suited for development. This program utilizes a series of triggers and corrective actions, which allow for proactive response and adaptation to changing conditions.

The 15 *Character Districts/Subarea Plans* translated comprehensive plan policies to specific areas of the community. They illustrate the desired character of future development, provide development sending and receiving areas, protect agricultural and sensitive lands, and create the code and incentive framework. The subarea plans provides the framework for one of the most effective transfer-of-development rights, clustering, and agricultural protection programs in the country.

*Land Development Regulations* focused on codifying the vision by modifying the transfer-of-development rights ratios; identifying sending and receiving areas; improving clustering requirements, and enhancing agricultural preservation by preserving large scale agricultural operations. The LDR also create a structure to accommodate complete neighborhoods and the corresponding zoning.





The ***Integrated Transportation Plan*** connects adjacent counties, complete neighborhoods, rural areas, and resorts using alternative modes of transit. The plan achieved a key indicator of the Comprehensive Plan - to cap vehicle miles traveled at current levels and eliminate future planned road expansion through a complete streets system, expanded transit, and new pedestrian and bike system.

The ***Workforce Housing Action Plan*** surpasses most housing programs in the nation, nearly meeting the Comprehensive Plan's goal of housing 65% of people those working in Teton County in and key subareas. Implemented tools include inclusionary housing requirements, accessory dwelling unit's rental requirements and bonuses, short-term rental restrictions, small house requirements, density bonus's, TDR linkages, land acquisition, restricted unit construction and a proposed workforce housing sales tax.

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"It mentions in the plan to celebrate the joy of planning. I think we did that here and joint planning is one of my personal goals, and I appreciate the staff and consultant effort to make this happen." - Mayor Pete Muldoon  
*Jackson, Wyoming, February 3, 2020*

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## OUR BIG SKY COMMUNITY VISION & STRATEGY

### MONTANA

Logan Simpson collaborated with the community of Big Sky, Montana to develop a cohesive vision and implementation strategy for future development, capital improvement projects, and strategic investments. Big Sky finds itself transitioning from resort to a year-round community, and facing infrastructure and housing challenges.

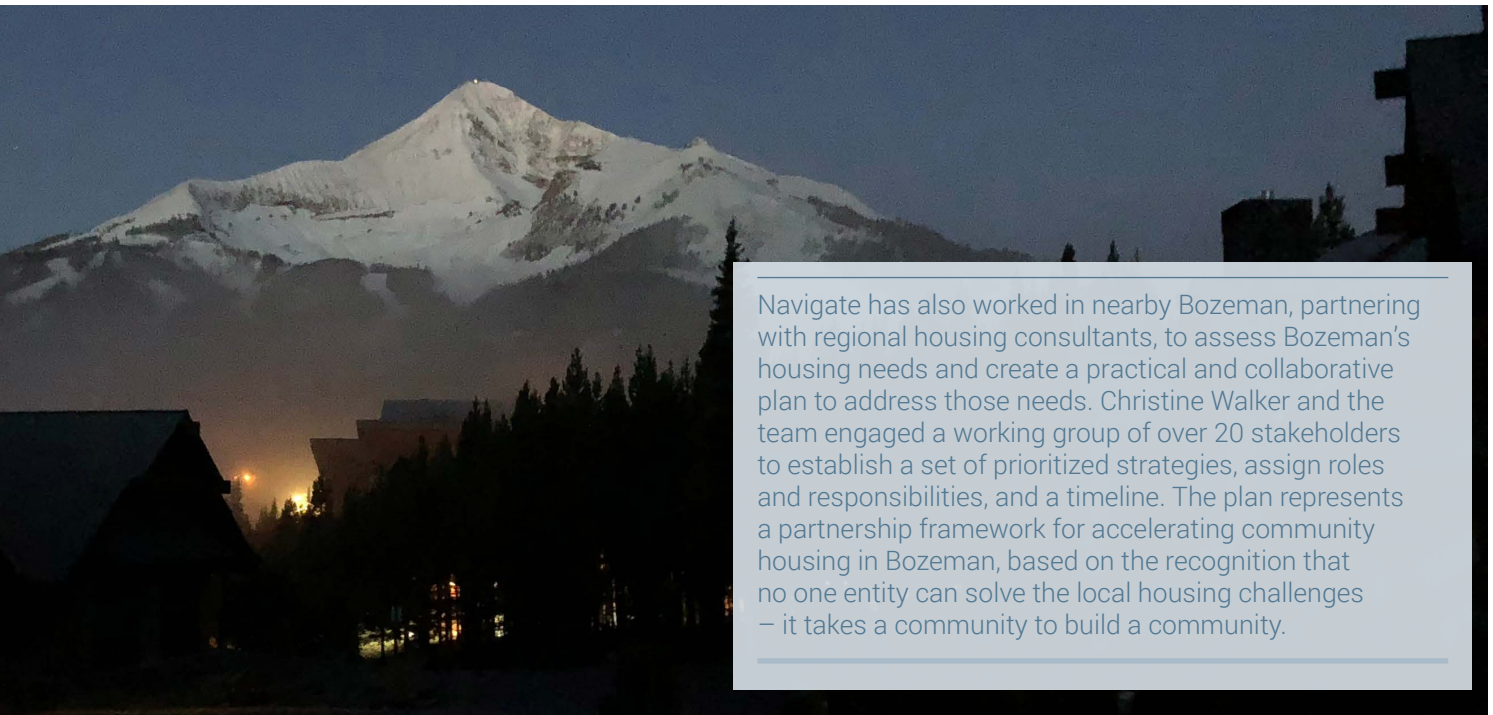
The plan's foundation identified and articulated the vision and goals that emerged from a robust public outreach process. Stakeholders demonstrated a strong commitment early in the process, although encouraging engagement from locals required a hands-on approach since many were hesitant to participate because they have worked in the community for only a short time, were too busy to participate, or did not want to disrupt their employment status. Record setting numbers of one-on-one interviews showed the local workforce and permanent residents that they represent and reinforce the culture of Big Sky, and that their input truly matters.

Navigate's 2018 Big Sky Housing Needs Assessment and Action Plan was integral to the plan's foundation. Meadowview Deed Restricted Housing is the latest to be developed, and is adjacent to the community park and Town Center. Our plan includes an upgrade to the wastewater treatment plan to accommodate new restricted housing and further enhance the water quality in the pristine Gallatin River.

The final plan tackles strategies and funding for key issues include infrastructure, road improvements, attainable housing, community gathering areas, and habitat protection, and reflected a community aligned by a desire to grow environmentally, socially, and economically. The plan will impact interagency collaboration and refocus efforts to address current issues and future opportunities.









## DAYBREAK

### SOUTH JORDAN, UTAH

Daybreak is a new community, sited on 4,100-acres of surplus mining land. The project includes over 20,000 residential units, approximately 9.1 million sf of commercial space and an extensive parks and open space system that integrates stormwater management, water conservation, habitat creation and local food production.

The community engineers estimate that over \$70M in storm water infrastructure savings over the life of the project because a reduction in impact fees plus the project dramatically reduced the conventional conveyance infrastructure by using open, vegetated drainage channel that help clean and store water. The extensive green infrastructure systems which has enabled every home to be within a 5-minute walk of a trail which has resulted in over 70% of children being able to safely walk to school compared to less than 20% in other nearby communities. Daybreak has become a model for performance-based design which is exemplified in many accolades including the Best Community of the Year Award.

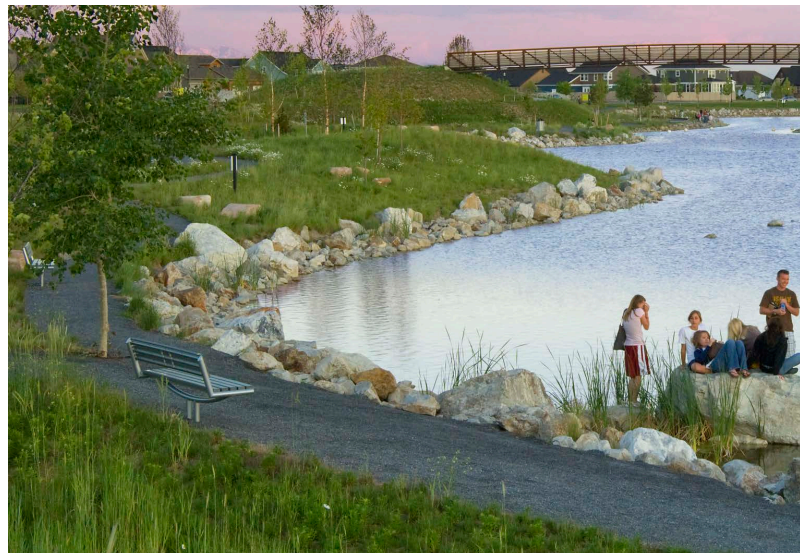
Logan Simpson staff members Bruce Meighen and Megan Moore worked on the West Bench General Plan, which included entitlements where Daybreak sits, as well as two adjacent master plans for Little Valley and Soldier Flats, which were to be undertaken after Daybreak was fully developed.

ASLA UTAH

**honor award for design**

LANDSCAPE ARCHITECTURE FOUNDATION

**performance case study**









## TETON VILLAGE MASTER PLAN

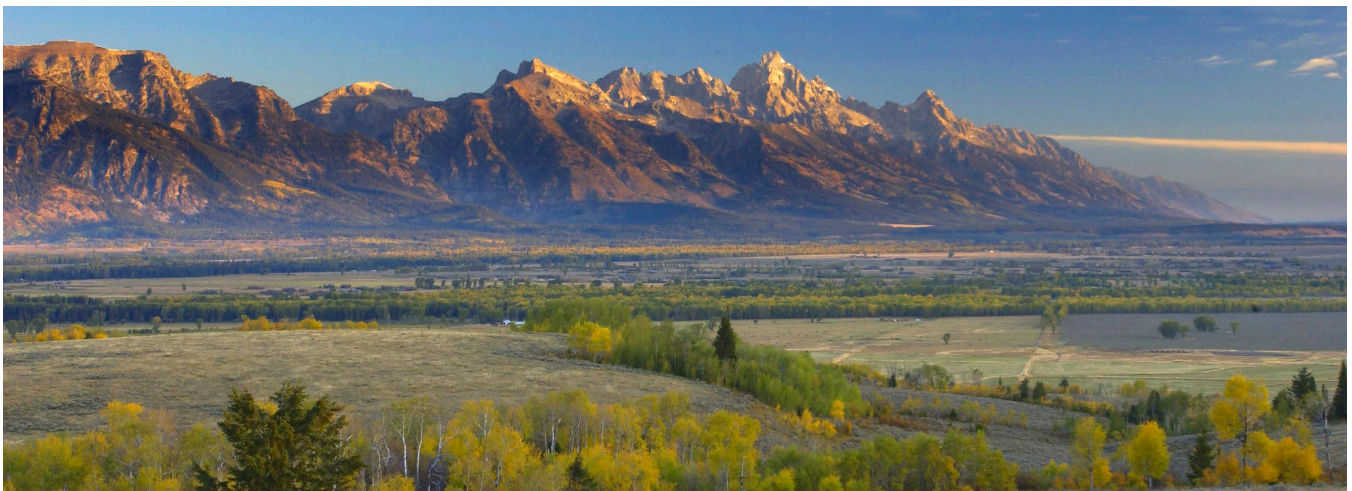
### TETON VILLAGE, WYOMING

The original Teton Village Master Plan was completed by Design Workshop in the late 1990's and established a clear assessment of the appropriate level of development to create a vibrant village at the base of Jackson Hole Mountain Resort (JHMR). Over time, several on-mountain improvements, increased tourism demand, and an expansion of the resort zone development area through subsequent approvals by a major landowner made it necessary to revisit previous assumptions and envision a new future for Teton Village.

Working closely with the Teton Village Association, which serves as the local jurisdiction, JHMR, and Four Shadows, LLC, an updated master planning effort was launched. Using the Comfortable Carrying Capacity of the mountain as the benchmark, the number of additional skiers to meet capacity was determined and then used to evaluate the new bed base development necessary to meet demand. A site plan emerged that created a new skier plaza with multi-story mixed-use buildings and activity, hotel and short-term rental locations to drive hot beds, interconnected open space amenities, and extensive workforce housing. The Complete Village Master Plan continues to be refined through direct collaboration with all three stakeholders.









## MILL STREET NEIGHBORHOOD PLAN

### COLORADO SPRINGS, COLORADO

Due to its proximity to downtown Colorado Springs and the burgeoning Broadmoor resort, the late nineteenth century Mill Street Neighborhood became a working-class neighborhood for employees of the more affluent areas to the North and South. Throughout the 20th century, the area's residential stock decreased as land was purchased for the railroad and industrial land. Today the neighborhood includes an eclectic mix of small homes, local-serving retail, and industrial uses. Mill Street is still the working-class neighborhood it was one hundred years ago.

The Mill Street Neighborhood Plan is a community-driven effort to help the neighborhood be a thriving, dynamic place that celebrates its diversity and history. Over the course of the planning process, community members shared their vision and concerns about the neighborhood, weighed in on project themes, and helped guide the recommendations.

This plan was the result of the new neighborhood planning structure that emerged from Logan Simpson's work on PlanCOS, the award-winning comprehensive plan for Colorado Springs.

APA COLORADO

merit award for community resiliency



## MILL STREET NEIGHBORHOOD PLAN

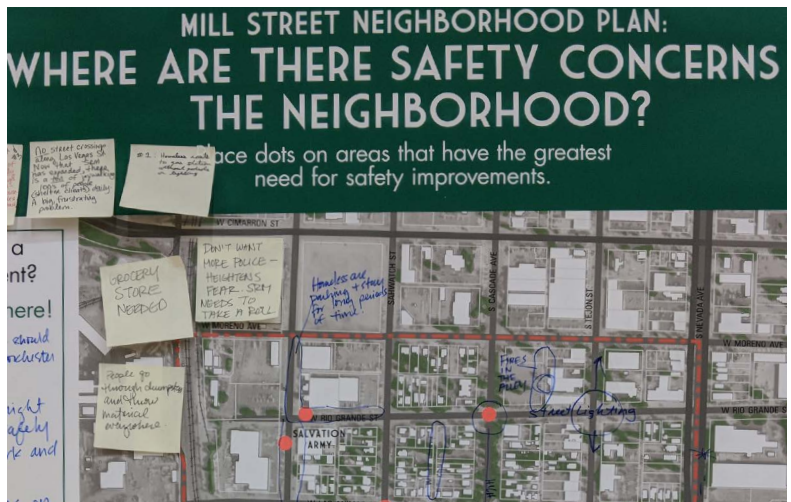




a big picture ideas and outcomes, specific strategies for reaching those objectives of the steps, the parties to take the lead, the relative costs, sources of funding, and the timeline. This section is meant to be updated, and improved upon as the plan evolves. The Action Plan will guide the implementation team, the advocates, and City staff. If you are on the implementation team, contact [info@hennepingov.com](mailto:info@hennepingov.com)!

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## BRIDGER VIEW REDEVELOPMENT

### BOZEMAN, MONTANA

Like many cities that are experiencing growth, Bozeman would like to create an inclusive community that welcomes residents of all income levels. Bozeman's unique assets, natural beauty, and scarcity of non-public land will continue to attract new residents and drive the market values. evolveEA was selected to lead the design for the Bridger View site redevelopment in order to create workforce housing that can become an example for future projects in the region.

evolveEA envisions the Bridger View Redevelopment as a diverse community where people of various income levels, stages of life, and backgrounds can afford to purchase a home. This well-designed neighborhood features 63 small homes over the 8-acre site. The homes are clustered around common areas, resulting in moderate densities appropriate in the transition zone between downtown Bozeman and nearby large-lot single-family subdivisions.

Christine Walker of Navigate Consulting served as the project's affordable housing consultant. She guided development programming, team procurement, design and entitlements, and financial packaging; structured partnership agreements to secure entitlements, construct and sell the homes; crafted an innovative funding model based on for-sale profits, philanthropic investment and employer partnerships; and established a new non-profit community land trust to provide on-going stewardship. The modest size houses at Bridger View will offer a home ownership option for working residents who find it increasingly difficult, if not impossible, to purchase a home in this area of town. The smaller homes minimize our environmental footprint, decrease perceived density, reduce construction costs, and fill the "missing middle" niche in the Bozeman housing market.

The development will utilize a non-profit, innovative housing model that will be achieved through a combination of efficient design, philanthropic investment, and collaboration with the City of Bozeman and other partners. All units will be similarly sized and built to quality standards, making the market and subsidized units indistinguishable. Affordable units will be augmented with profits captured from market rate home sales.

An assessment of the Bozeman housing market was performed to help define the project objectives for the Bridger View Redevelopment. This assessment exposed some opportunities to make a meaningful contribution by producing housing that is not adequately provided by the free market or existing traditional affordable housing programs. The goal is at least half of the homes priced in a manner that middle-income locals can purchase a home in this neighborhood.



1 bedroom,  
full unfinished basement



2 bedrooms,  
full unfinished basement



3 bedrooms,  
full unfinished basement



**BUNGALOW UNITS**  
The Bungalow Units are a compact, square configuration that can range from a single story one bedroom unit to a two story, three bedroom unit.

## Housing Units

Three simple house types offer great diversity in number of bedrooms, types of lot, relationship to neighboring units, parking options, and architectural character. This allows for a cost-effective design that responds to the needs of different households, as well as a varied streetscape that adds interest and neighborhood character.

All the units are thoughtfully designed to meet the needs of local residents with a place at the front door to drop gear and ample storage integrated throughout the home including

the ability to have basements. They are modest in size, approachable in scale and incorporate simple forms to make them cost effective to construct, heat and maintain. The homes have generous porches to function as outdoor rooms and help the small homes live larger. The porches face public spaces, and units that face the parks and trails have porches on both front and back.



2 bedrooms,  
full unfinished basement



**FARMHOUSE UNITS**  
Farmhouse units can have front and back entrances and the second floor can be configured for two larger bedrooms.



2 bedrooms,  
full unfinished basement



1 bedroom,  
in walkout basement



3 bedrooms,  
attached garage



1 bedroom,  
in walkout basement



3 bedrooms,  
attached garage

**OPTIONS**

- 1 bedroom
- 2 bedroom
- 3 bedroom
- basement
- attached garage
- zero lot-line
- attached unit





**PARKSIDE UNITS**  
The Parkside Units feature two stacked units nestled into the slope facing the park. The units are configured as four-plex condominiums with 3 bedroom units above 1 bedroom units.

The establishment of a Community Land Trust is being evaluated to ensure that the investment and affordability are maintained permanently.

Bridger View draws inspiration from Bozeman's pre-1940's neighborhoods and is envisioned as a contemporary version of the Northeast Neighborhood. The development's approachable scale, walkable streetscape, simple construction, and shared public spaces will encourage neighbor interactions.

Our design strategies contribute to a neighborhood that is cost effective to develop, functional for everyday use, and meets the intent of the City codes. The homes are modest and less expensive to build and to maintain, with durable materials to lower long term maintenance costs. Shared common facilities are activity centers where neighbors meet neighbors, and shared streets minimize the impact of the car and put people first. Situated on the edge of a large public park and connected to local walking trails, the neighborhood will be knitted meaningfully into Bozeman's urban fabric.

### Housing Market Analysis

#### Bozeman's housing market gaps...

Traditional affordable housing programs serve households earning less than 80% AMI and the market does not provide much for-sale product below 150% AMI

Limited supply of for-sale housing priced below \$260,000 with few single family options

38% of Bozeman households have only one person; while only 13% of the housing stock has one bedroom or less

85% of the traditional housing program inventory is rental and targets households earning less than 80% AMI

Housing market is providing rental opportunities for middle-income households, but few home ownership choices

#### Bridger View Redevelopment fills the gaps...

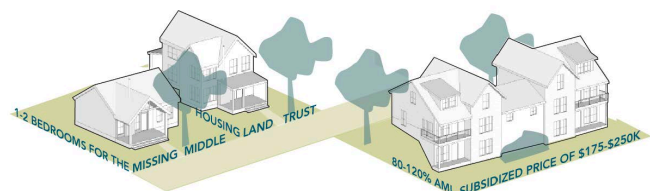
Subsidized homes that target the "missing middle" - households earning between 80-120% AMI

Subsidized single family homes priced between \$175,000 and \$250,000 - affordable to households earning between 80-120% AMI

Market and subsidized small homes - one and two bedrooms

Subsidized for-sale product restricted to income qualified, middle income earners (80-120% AMI)

For-sale product with subsidized homes targeting middle income households (80-120% AMI) and market homes targeting upper middle incomes (200% AMI)







## PIVOT MILLVALE ECODISTRICT PLANNING

### PITTSBURGH, PENNSYLVANIA

Ecodistrict planning helps a community set and achieve triple bottom line goals that center equity, environment, and economy. Since 2012, four rounds of ecodistrict planning with Millvale, Sharpsburg, and Etna have created award winning action plans and led to the creation of the multi-municipal Triboro Ecodistrict. The communities have implemented numerous projects and are attracting attention for their proactive efforts to make their communities more livable.

As part of the Millvale Ecodistrict Pivot Plan, the community received funding to address a significant community issue, poor air quality. The planning process gathered air quality data, community perceptions about air quality, and proposed a series of interventions to improve air quality directly and to leverage the regulatory system for more stringent enforcement.

AIA QUAD STATES

**honor award**

AIA PENNSYLVANIA

**architectural excellence award**

APA PENNSYLVANIA

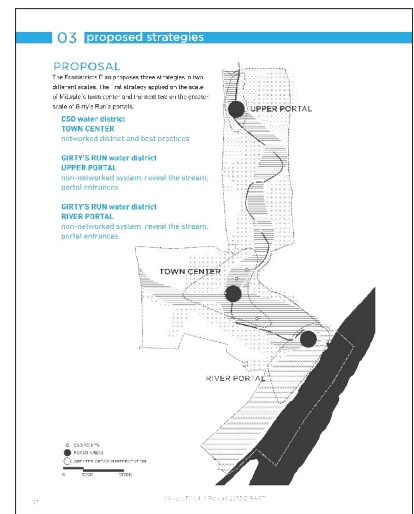
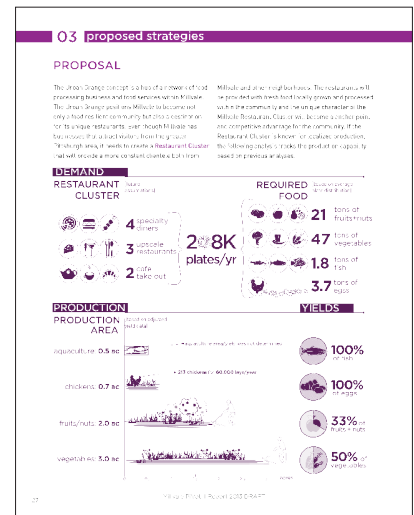
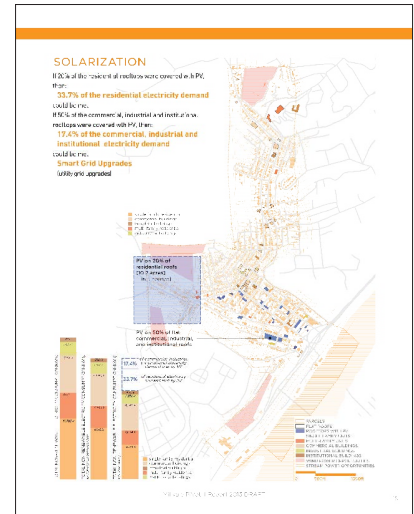
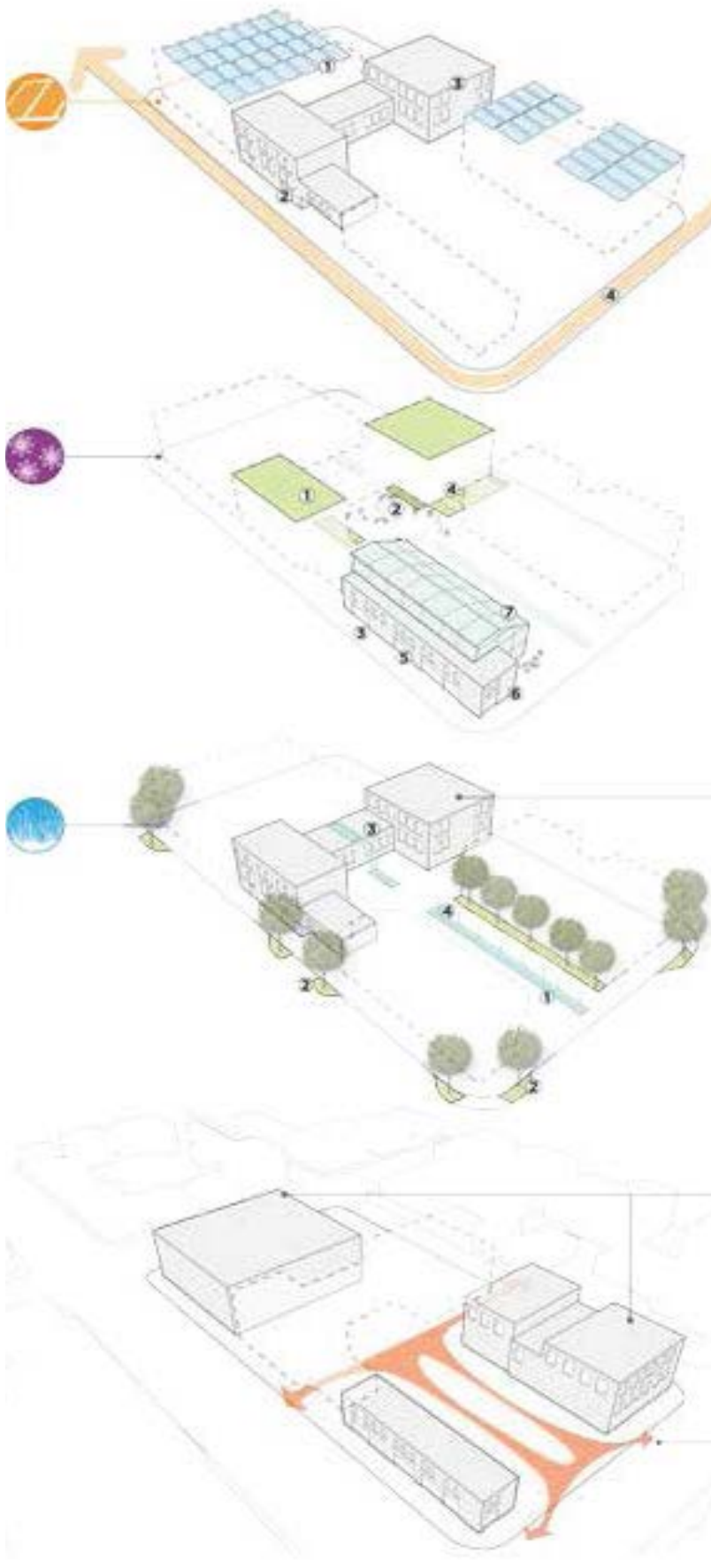
**planning excellence award**

APA NATIONAL

**National Planning Achievement Award, Silver  
Sustainable Communities Award**







# START BUS 2020-2025 ROUTE PLAN (LSC), TETON MOBILITY CORRIDOR IMPROVEMENTS BUILD GRANT ASSISTANCE (ALTA AND LSC), AND WILSON CORRIDOR STUDY (ALTA)

TETON COUNTIES WYOMING AND IDAHO AND WILSON, WYOMING

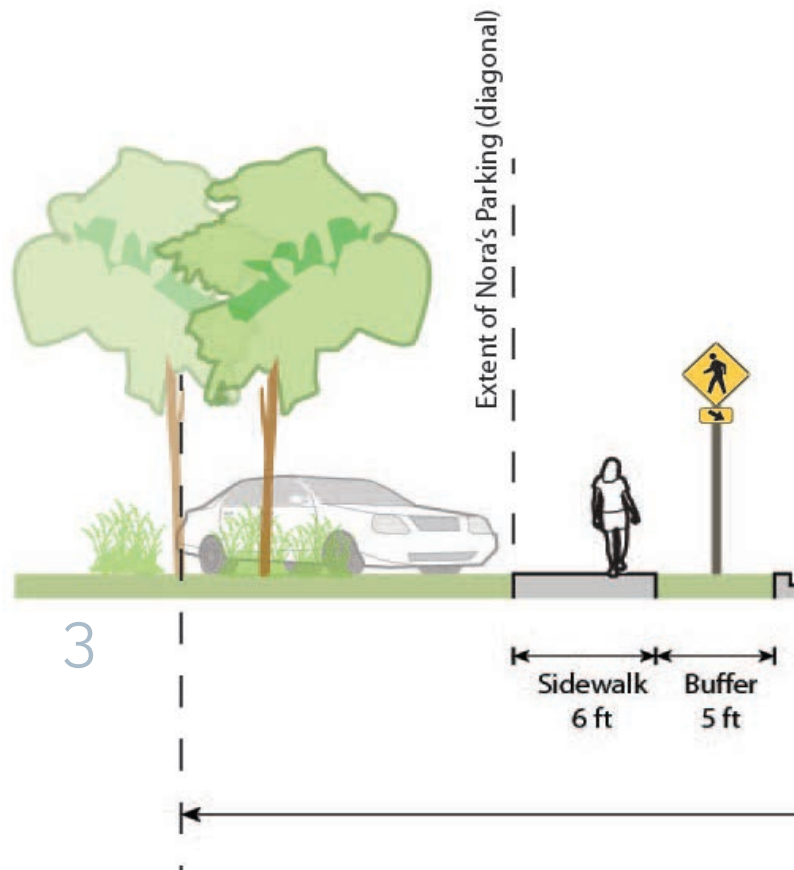
1 The Southern Teton Area Rapid Transit (START) Bus contracted with LSC to develop a **START 2020-2025 Route Plan** to evaluate alternative routing options for the START Bus fixed-route system. START serves an extensive area of Teton and Lincoln Counties in Wyoming and Teton County, Idaho. The purpose of this Routing Plan was to evaluate how START Bus can operate more effectively with maximum service effectiveness and develop service strategies that will increase ridership and reduce vehicle miles traveled. This Route Plan considered a variety of routing options and alternative service delivery models, like microtransit and bus rapid transit/bus on shoulder, as well as supporting infrastructure needs (park and ride lots, bus stop improvements, hubs). The outcome of this planning process was an actionable strategic 2020-2025 Route Plan driven by community input that includes creative options and scenarios, technical route alternatives analysis, a robust resource analysis, recommendations for service sustainability and key service expansion opportunities.

1



2 Using the Route Plan and prior pathway planning as a basis, Alta and LSC coordinated to prepare a successful \$28 million **Teton Mobility Corridor Improvements BUILD Grant** application that focused on active transportation and transit projects linking Jackson, Wyoming to Driggs, Idaho. Alta worked with numerous jurisdictions in both Wyoming and Idaho that are seeking to improve transit access and active transportation connections while strengthening the region's inextricably linked economies. The grant specifically funded pathway construction, construction of a regional transit center, and the purchase of new buses. Implementation and grant administration efforts are underway with anticipated construction by 2024.

3 In parallel with the Teton Mobility Corridor Improvements BUILD Grant, Alta is leading development of a corridor plan for Wyoming Highway 22 through the Town of Wilson. Wilson is being increasingly impacted by regional commuter traffic between Idaho and Jackson Hole. The **Wilson Corridor Study** will seek to integrate regional vehicular capacity needs, parking and access requirements, bicycle and pedestrian connectivity, safety, and regional trail connectivity into a comprehensive vision for the corridor. Public engagement efforts for the project have included in-person and virtual open houses, stakeholder interviews, and collaborative workshops.



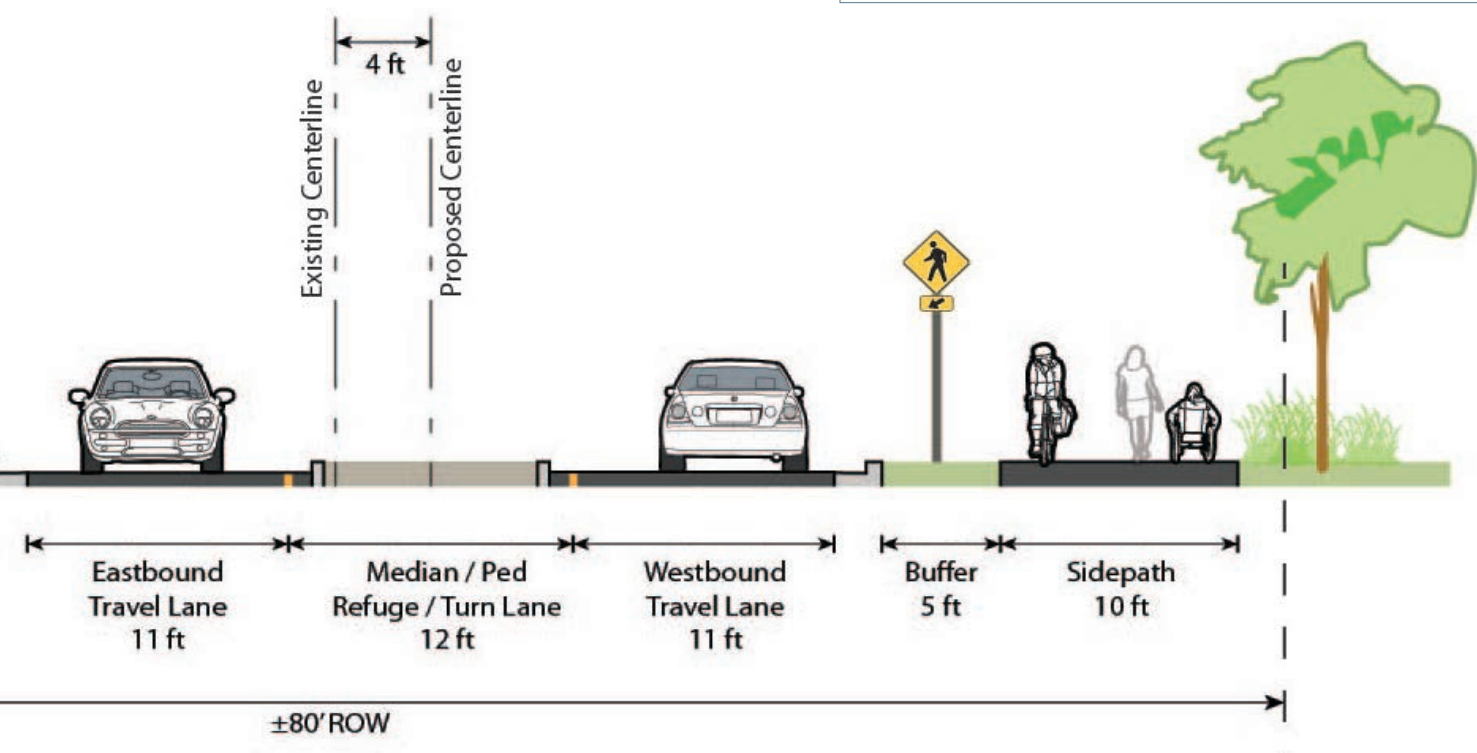


2



**CONNECTING COMMUNITIES**

|                                                                         |                                                              |
|-------------------------------------------------------------------------|--------------------------------------------------------------|
| <b>GRANT:</b><br>FY2020 BUILD<br>Transportation<br>Discretionary Grants | <b>TOTAL PROJECT COST:</b><br>\$28,397,661                   |
| <b>APPLICANT:</b><br>Teton County, WY                                   | <b>TOTAL CASH<br/>&amp; IN-KIND:</b><br>\$7,031,532 (24.76%) |
| <b>PROJECT TYPE:</b><br>Capital                                         | <b>GRANT REQUEST:</b><br>\$21,366,129 (75.24%)               |





# JACKSON HOLE PATHWAYS MASTER PLAN, BICYCLE IMPROVEMENT PLAN, AND BICYCLE WAYFINDING SYSTEM

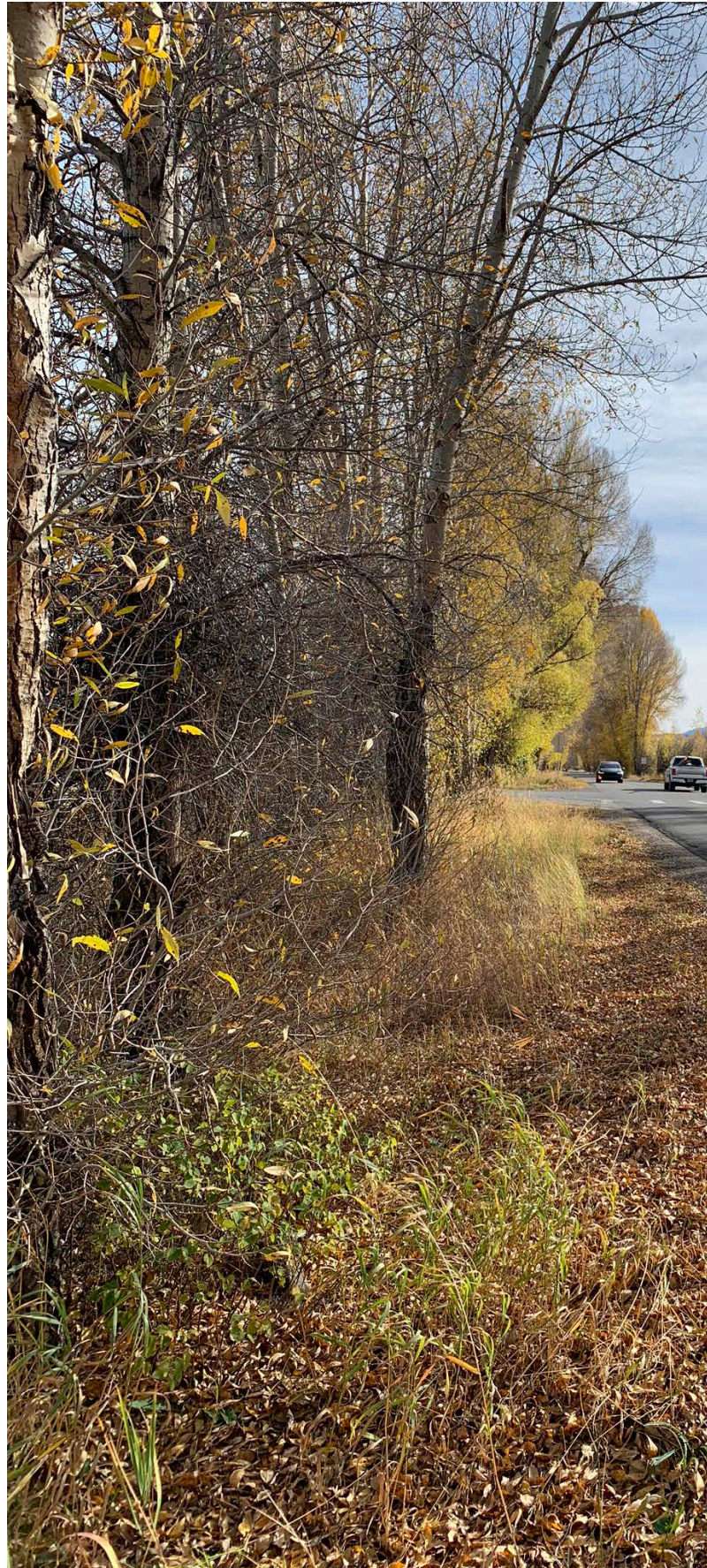
## WYOMING

Alta has provided ongoing non-motorized transportation planning and design services within the County and Town for over 13 years.

Alta produced the *Jackson Hole Pathways Master Plan*, which included key recommendations for implementation of a completely connected pathway system, 25-year County and Town vision maps, project sheets for implementing specific priority trail projects (including Safe Routes to School), and a policy plan. The process for this master plan included researching the Pathways program and conducting eight public workshops. Within the first 10 years of the plan's adoption, the vast majority of the 25-year vision has been realized through ambitious pursuits of local, state and federal funding.

For the Town of Jackson, Alta prepared a *Bicycle Improvement Plan* aimed at creating an interconnected network of on-street bikeways. This network supplements the growing off-street pathway system and serves popular destinations, making it easier for residents and tourists to reach amenities and reduce traffic congestion. New bicycle lanes and a new core network of bicycle boulevards have since been implemented, based on the plan's recommendations.

Alta also designed a *Bicycle Wayfinding System* for the Town of Jackson. 750 signs were installed around town within months of the plan's adoption. Alta designed multiple types of on-street bikeway wayfinding signs that tied the design to existing vehicular and trail signs currently in use. This objective balanced the needs of the MUTCD with the desire for a customized system that maintained the unique identity of Jackson Hole.









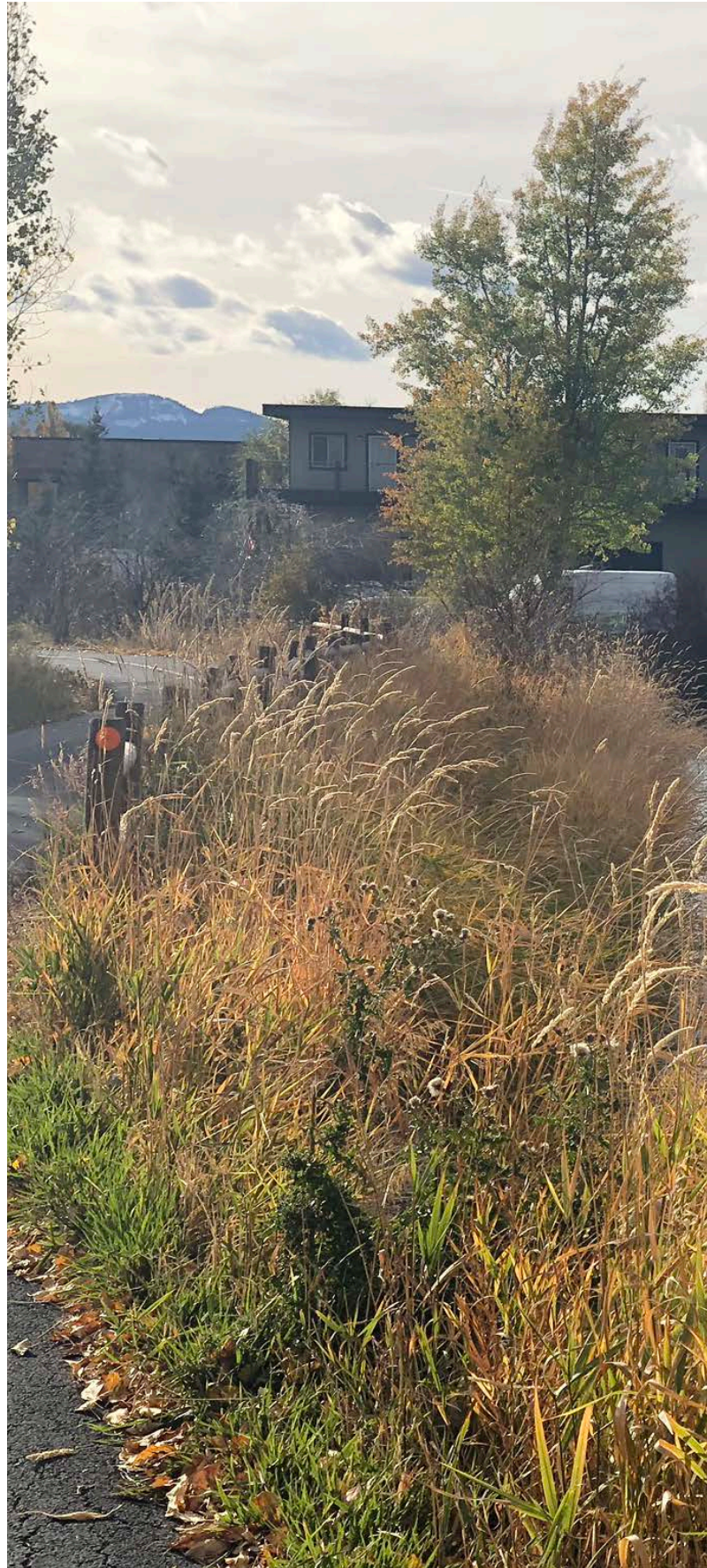
## TETON COUNTY FOCAL SPECIES HABITAT MAPPING, FLAT CREEK WATERSHED MANAGEMENT PLAN, AND WGFC SOUTH FLAT CREEK RESTORATION

### TETON COUNTY, WYOMING

The Jackson/Teton County Comprehensive Plan calls for the protection of native species populations through a system of regulations and requirements that are based on relative value of habitat. The purpose of this *Focal Species Habitat Mapping* for Teton County, WY was to produce a map of Teton County indicating the relative values of focal wildlife habitat throughout the County. This extensive mapping and collaborative project occurred over three phases. Phase I involved conducting literature and primary research reviews on each of the focal species' habitat requirements and compiling them into 17 species-specific habitat narratives. In Phase II, Alder generated 20 GIS-based habitat layers based on seasonal habitat requirements, culminating in Phase III in a combined "Relative Values Habitat Map", using a weighted sum methodology.

The purpose of the Flat Creek watershed planning process is to restore water and habitat quality in Flat Creek and its tributaries to meet the state's designated uses for the waterbody and to achieve the goals identified by the watershed stakeholders. As part of the *Flat Creek Watershed Management Plan*, Alder characterized the Flat Creek watershed, identified sources of pollutant loads, coordinated stakeholders and public participation, and developed best management practices for improving water quality.

The *WGFD South Flat Creek Restoration* will restore form and function to 1.4 miles of Flat Creek located in South Park. Alder has designed, conducted fieldwork, coordinated regulatory permit applications, and will manage construction for the instream and habitat restoration. Specifically, this project involves increasing sinuosity; improving sediment transport; decreasing channel widths; increasing pool depths and frequency; revegetating the riparian corridor through transplants, seeding and plantings; incorporating fencing and pasture rotation; considering off channel watering to accommodate floodplain connectivity and updating stream patterns; and incorporating rock and wood structures for stream stability and in-stream aquatic habitat.















## FACTOR 8: EXPERIENCE WITH MULTIMODAL TRANSPORTATION SOLUTIONS



The Jackson/Teton County community has made strong commitments to managing the transportation network to meet environmental goals. Logan Simpson assisted with the Jackson/Teton Integrated Transportation Plan, which has set regional goals to reduce the proportion of travel by auto from a 2013 value of 83 percent to a 2035 value of 78 percent, shifting 5 percent to transit, pedestrian, and bicycle modes. This will require significant increases in bicycle, pedestrian, and transit use. This approach has been reinforced by the recent Comprehensive Plan update and the Integrated Transportation Plan. Our current evaluation of the Comprehensive Plan from 2012 to 2020 demonstrated an increase in VMT, which negatively affects our climate and increases workforce costs. As depicted in the Comprehensive Plan, Northern South Park can be defined as a Complete Neighborhood and can meet the test of amount, location, and type. By living closer, we can create a walkable environment, reduce travel, and reinforce Town. To contribute to the Comprehensive Plan's vision, our new local neighborhood needs to be part of this shift to non-auto travel through circulation and land use strategies that increase the convenience, safety, and overall attractiveness of non-auto modes. Through a combination of land use design, facilities, and transit services, mobility planning that provides the option of a "car-free" life should be a major goal for South Park residents.

LSC's recent experience in the START Route Plan and other transit planning efforts has given our team a head start towards this goal. LSC and ALTA have worked collaboratively on many prior efforts, including the recently \$28 million Teton Mobility Corridor BUILD grant. Alta's recent Jackson Hole Community Pathways Public Input Map and ongoing work with Friends of Pathways has given us a solid understanding of what improvements Jackson-area residents want to see regarding active transportation and pathways. Alta's national experience as the author of the FHWA Small Town and Rural Multimodal Networks Guide provides a solid foundation of tools and strategies for addressing the Northern South Park study area's active transportation challenges.

This team understands that connected and complete bicycling, walking, and transit infrastructure provide more than just a way to get around the County and Town. Rather they support a broad range of community values and benefits, including quality of life, community health, and environmental responsibility. Our approach will specifically seek to support the Integrated Transportation Plan by making transit a viable choice and planning a Destination Environment that Promotes Health and Safety.

### ACHIEVING INNOVATION GOALS MAY BE CLOSER THAN YOU THINK

Logan Simpson led the design of the Tempe Streetcar project, currently under construction. It is one of the first modern hybrid micro mobility streetcars in the nation. It can navigate smaller walkable streets and go on and off track.

This neighborhood-level transit is the new model for larger Western mountain towns and speaks to the innovation goals in our updated Comprehensive Plan. Innovation such as this will be considered for Northern South Park.



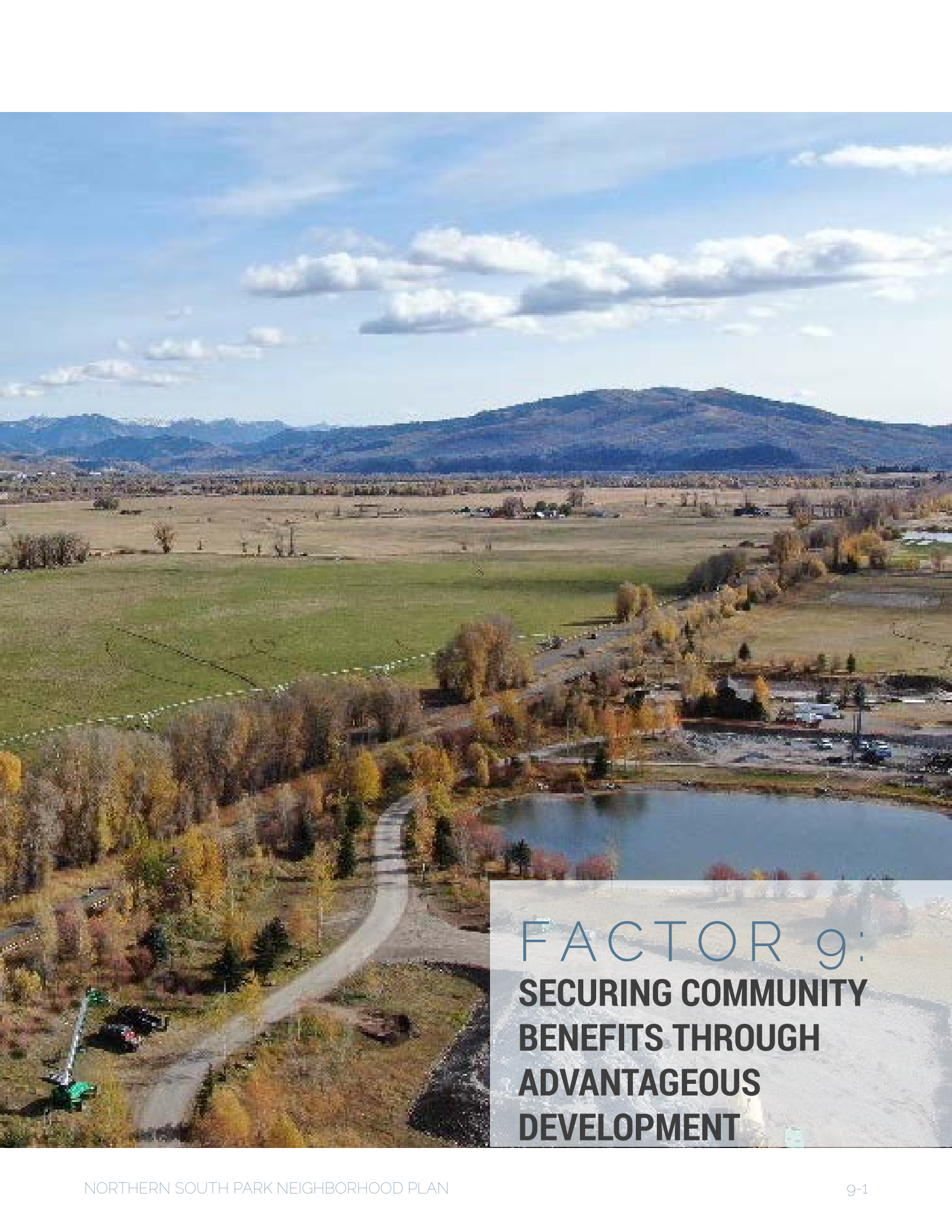


As stated in the Comprehensive Plan, walking, biking, transit, and non-automobile modes need to be the primary way of getting around, key framework roads long discussed in the community, and smaller local with a high degree of connectivity will need to be accommodated. Adequate roadway capacity needs to be provided through a well-designed network of local and regional roads. On the other hand, design strategies should minimize the visual and noise presence of roads and vehicles. Parking must be “right-sized” to avoid overflow impacts while not encouraging unnecessary auto ownership and use. This neighborhood plan must prioritize modes other than the single occupancy vehicle while still accommodating them. They have also incorporated new emerging transportation options (such as micro transit) and have helped ensure that the transportation network is appropriate for sensitive alpine environments.







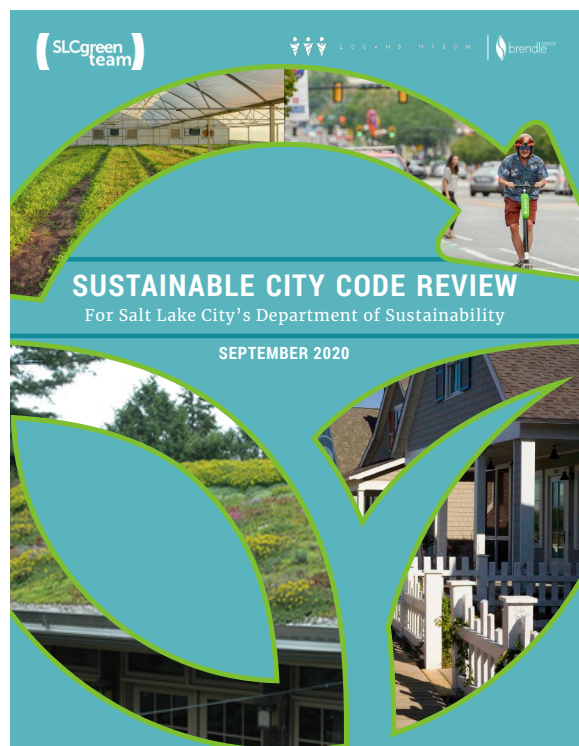


FACTOR 9:  
**SECURING COMMUNITY  
BENEFITS THROUGH  
ADVANTAGEOUS  
DEVELOPMENT**

The County and Town will always be viewed as the model for developing while conserving the landscape in which it sits, and the community vision stresses the need to protect our ecosystem. The amount, location, and type of development are how we do this and preserve our ecosystem on a county-wide scale while meeting the expectations of our leadership, community, stakeholders, and property owners. Northern South Park is identified as the next complete neighborhood, and we know that affordable housing, a car-free environment, environmental protection, and water quality are beneficial in their own right. As such, we will approach the neighborhood plan with a holistic view of creating the nation's next great sustainable and local neighborhood.

As the Logan Simpson team reviews our indicators from 2012 to 2020 as part of the current Comprehensive Plan update, we recognize that water quality, housing, and vehicle miles travel were not trending in the right direction. Our team, along with our third-party reviewers at evolveEA, will review our neighborhood plan and apply a broader definition of community benefit to include sustainability principles. This process will consist of conversations on regenerative systems to spark creative housing and development solutions for a neighborhood that our Comprehensive Plan goals and sets a precedent for future development.

As we review the alternatives and preferred plan in Phases 3 and 4, we will use an ecodistrict planning lens to investigate how resources like water, energy, or food might be integrated into neighborhood networks. Our process will lead to creative solutions for public space, high-performance buildings, microgrids, and other shared infrastructure. Residents of an ecodistrict can enjoy lower operating costs for basic services, and the infrastructure might also supply neighboring or future development. This kind of innovative thinking can inspire new building types, like resiliency hubs or net-zero energy/water public facilities that are positioned to serve the community in an emergency situation. Research also shows that neighborhood design can decrease food and housing insecurity and encourage active lifestyles, contributing positively to the social determinants of health. Out-of-the-box thinking might also open up alternative funding opportunities such as federal "smart city" grants, healthy neighborhood funding, or other creative financial instruments. During the last October JIM meeting, we had a great discussion about sustainability. From back where Logan Simpson listened in conversations with James David Wolfensohn, President of the World Bank in Jackson, we knew we had to do things differently and in a way that helps our local workforce as well.



#### **Goal 1 | Reduce Urban Heat Island Effect:**

Provide opportunities to cool the rapidly warming urban environment by way of modification of land surfaces and urban form



#### **Goal 2 | Increase Effectiveness of Public Right-of-Way:**

Accommodate and balance a wide range of uses, both surface and sub-surface, to reduce the pavement footprint and encourage green infrastructure



#### **Goal 3 | Encourage Resilient Landscape Design:**

Conserve and protect our water by reducing water use and improving water quality in ways that are compatible with other City objectives



#### **Goal 4 | Incentivize Sustainability Elements in Design:**

Require or incentivize sustainable design elements to contribute to a more pedestrian and bicycle-friendly City, while also improving stormwater management, air quality, and social well-being



#### **Goal 5 | Promote Ecosystem Conservation Design:**

Balance the needs of local flora and fauna with those of a growing urban population

*Salt Lake City has committed to an energy savings goal of 20% by 2025. In 2017, city staff began evaluating and implementing sustainable infrastructure BMPs for all proposed projects. The city also established a Sustainable Infrastructure Steering Committee to elevate development regulations to meet the city's sustainability goals. Logan Simpson completed the Sustainable City Code Review, which analyzed city code to determine what might be missing and whether existing regulations created a barrier to developing sustainable infrastructure.*

As discussed in Factor 2, we can use our measures of success and other indicators associated with our three common values—Ecosystem Stewardship, Growth Management, and Quality of Life—to distill neighborhood-level goals and understand how Northern South Park contributes positively to the County and Town indicators. Jackson is privileged to have many interested organizations whose knowledge and resources might help create a first-of-its-kind innovative community. The process should showcase Jackson’s creativity in creating a best-in-class, equitable neighborhood that serves all of Jackson’s residents.

During the early phases of the project, we will establish the measures of success for evaluating community benefit and what the team considers a “best in class” community benefit through an inclusive engagement process. The team will assess the alternatives, report back to the community and stakeholders, and make informed decisions. Lastly, the final solution will be evaluated for its expected outcomes, and the team will make recommendations for inclusion into the regulating document.

When we evaluate alternatives in light of community benefit, housing is a key component described in Factor 4 and something identified in both our Comprehensive Plan updates. Other factors will be considered based on the Comprehensive Plan update’s direction, including the environment and water quality. Water quality is one set of indicators not trending in the right direction. Northern South Park will move our indicators in the right direction and be an important part of our community acceptance process. This Character District (5.6) already stresses the need to protect Flat Creek and the wildlife that may live in or pass through the area.

Overall water quality, Flat Creek, and affiliated irrigation ditches should influence the Northern South Park neighborhood. The agricultural land within the planning area has been irrigated and grazed since before 1900. Flat Creek is located to the east side of our new neighborhood on the Lockhart Ranch and flows perennially north to south. Originating in the Gros Ventre Mountains to the northeast, Flat Creek is influenced by mountain runoff, tributaries, mountain and Town snowmelt, and agricultural trans basin diversions (South Park Supply Ditch). Flat Creek flows through the National Elk Refuge and the Town before entering the Lockhart Ranch, approximately 5 miles upstream of the Snake River’s confluence. The section of Flat Creek adjacent to and riparian corridor within the area provides habitat to Teton County’s protected wildlife species. Habitats include Snake River cutthroat trout spawning habitat and Trumpeter Swan winter habitat. Habitat for these species and others will improve with the current Game and Fish Department’s restoration of the 1.4-mile Flat Creek to the east of the area. The Northern South Park irrigated agricultural meadows provide higher value habitat and open space movement corridors for species identified in the Teton County Focal Species Habitat Mapping Project (Alder Environmental 2017) elk, moose, mule deer, Great Gray Owl, Northern Harrier, Western Meadowlark, boreal chorus frog, and western toad.

The North South Park Neighborhood Planning process will carefully consider the Flat Creek Corridor and agricultural meadow open space wildlife habitat when developing a sustainable human-wildlife interface plan. The Neighborhood Plan will further expand the Flat Creek protected resource of 50’ or the edge of the riparian plant community up to 150’ (Teton County LDR Section 5.1.1.D.2.b). The location and design of the North South Park Neighborhood will be ideally situated in lower habitat quality agricultural meadows while preserving the higher-ranking protected habitat of Flat Creek and other contiguous habitat and movement corridors through this neighborhood. The Plan should consider the community housing benefit while simultaneously protecting crucial wildlife habitat and meaningful open space.





L O G A N S I M P S O N

## CONTACT US

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### LOGAN SIMPSON

213 LINDEN STREET, SUITE 300  
FORT COLLINS, COLORADO 80524  
970.449.4100  
[LOGANSIMPSON.COM](http://LOGANSIMPSON.COM)

### BRUCE MEIGHEN, AICP

PROJECT DIRECTOR  
M: 970.214.9349  
E: [BMEIGHEN@LOGANSIMPSON.COM](mailto:BMEIGHEN@LOGANSIMPSON.COM)

### MEGAN MOORE, ASLA, ASSOC. AIA

PROJECT MANAGER  
M: 970.227.6542  
E: [MMOORE@LOGANSIMPSON.COM](mailto:MMOORE@LOGANSIMPSON.COM)

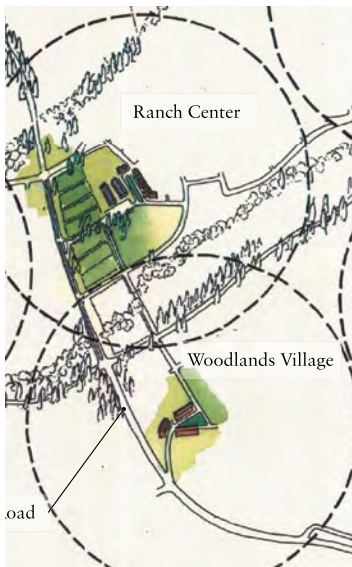






## Proposal

# Neighborhood Plan - Northern South Park



people.  
possibilities.  
promise.

Prepared for  
Teton County  
Town of Jackson

October 19, 2020

*Prepared For:*

**Teton County,  
Town of Jackson, Wyoming**

150 E Pearl Avenue  
Jackson, WY 83001

*Prepared By:*

**Opticos Design, Inc.**

2100 Milvia Street; Suite 125  
Berkeley, California 94704  
510.558.6957

*With Consultants:*

**Cascadia**

519 SW Park Avenue, Suite 215  
Portland, OR 97205  
971.808.2366

**Crabtree Group Inc.**

P.O. Box 924, 325 D. Street,  
Salida, CO 81201  
719.539.1675

**MAS Places**

Jackson, WY  
412.956.3750

**Charlier Associates, Inc.**

2919 Valmont Road #206  
Boulder, CO 80301  
303.543.7277

**Cambridge Systematics, Inc.**

101 Station Landing, Suite 410  
Medford, MA 02155  
781.539.6700

**Konveio**

59 W. Floyd Ave  
Englewood, CO 80110  
877.671.3937

We are urban  
designers and  
architects who  
believe in the  
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power of  
beautiful,  
sustainable,  
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for all.

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**Corporation™**

In 2007, Opticos became a founding  
B Corporation, establishing triple  
bottom line of social, economic, and  
environmental responsibility.

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# Executive Summary



**October 19, 2020**

Dear Selection Committee,

We understand that Teton County has decided to create a Neighborhood Plan for Northern South Park based on the solid foundation created by the 2012 Jackson/Teton County Comprehensive Plan, the Integrated Transportation Plan, and the Housing Action Plan. We at Opticos Design have composed the right team to collaborate with the County and City to create a plan that not only meets these pre-defined objectives but one that the community, decision makers, and stakeholders get excited about and implement with predictable, high-quality results.

This project seamlessly aligns with the Opticos team's areas of expertise. We are experts at designing innovative, attainable housing solutions and effectively regulating them. We are known for communicating alternatives with strong graphic visualizations with help facilitate important and sometimes challenging conversations. We have experience in both the public- and private-sector in the Mountain West and other similar communities, which has offered us highly relevant experience in scenario modeling. This work has won national and local awards, but more important to us is that they have produced high-quality communities and attainable living choices for a variety of households.

Our clients thrive on these collaborative efforts, and as a smaller firm of 24 people, we rely on strong collaborations with a multi-disciplinary team composed of local experts and the country's best. Our team for this project includes:

- Cascadia Partners, who will lead data-driven work on housing affordability, market analysis and absorption, housing type feasibility, and sustainability, using Envision Tomorrow to allow the team, the County, and decision-makers to assess performance of the three generated scenarios.
- Paul Crabtree of the Crabtree Group based in Colorado will focus on infrastructure, but more specifically green infrastructure and resource conservation.
- Cambridge Systematics will assess traffic impacts and assess mobility options, building on their past experience working in the area.
- Jackson Hole local Michael Stern of MAS Places, will be a local conduit as well as provide landscape design rooted in its context.
- Charlier Associates has been working for the Town and County for 25 years and will provide over-the-shoulder assistance and support to help guide, translate and interpret the traffic impact analysis, traffic modeling, and facility design work of the consultant team.
- Konveio will provide a solid platform for digital engagement and virtual charrettes.

“Opticos is unlike any other consultant I have worked with. They have come up with creative ideas that provide the ‘game changers’ that Richmond needed.”

**Richard Mitchell**

*Richmond Planning Director*

“Opticos was hired specifically because of their expertise in community engagement and form-based code to draft a Specific Plan for the Vallco area. Their comprehensive and thoughtful engagement strategy and ability to communicate alternatives through design and visualization, were invaluable to winning support. It was an unprecedented process, and it was a real pleasure to work with the Opticos team.”

**Aarti Shrivastava**

*Assistant City Manager/  
Director of Community  
Development,  
City of Cupertino, CA*

We look forward to discussing our proposal with you. We know we cannot possibly understand all local parameters and complexities while putting this proposal together and would gladly work with staff to refine and make adjustments to it as we learn more from them. Please do not hesitate to reach out to me with questions or comments. Due to Opticos's small size, Principal-level support from me will be regular and consistent throughout the project. This is the Opticos Way.

Best,



Dan Parolek, Principal and Founder  
Opticos Design, Inc.  
daniel.parolek@opticosdesign.com  
c.510.367.3595



# Why our Team?

## Planning For and Designing Missing Middle Housing

- **In 2011 Opticos coined the term for Missing Middle Housing** which has since become an international movement in cities across the globe.
- **Unlike many planning and urban design firms**, Opticos has earned widespread recognition for our urban design and architecture projects for private developers, giving us unique insight into market-based implementation.
- **What does this mean for this project?** We bring our expertise in working with developers to create master plans and innovative, feasible architectural designs for Missing Middle Housing types, combined with our work with cities large and small, and counties rural and urban, to create plans and write regulations to effectively deliver these much-needed housing choices, always with a local twist.

## Designs and Plans Rooted in Place

- **When you look at our team's plans and codes, you will notice that each is uniquely and deeply rooted in the history and culture of the community for which it's designed.** Our methodology is proven, but our solutions are the opposite of "out of the box." An integral part of all of our plans is a documentation and analysis task that enables our team to understand the existing conditions, the history, and the evolution of a place, as well as its climate and the way this can influence the future vision from an environmental standpoint. This isn't just a by-the-numbers exercise in GIS, but an in-depth inventory of a community's urban form patterns, building types, and public realm





## **Place and Community Character-Based Zoning and Pattern Books**

- **We literally wrote the book on Form-Based Coding, but do not let that limit the solutions we recommend to effectively regulate and implement a project or plan.** Rather, we focus on utilizing a customized approach and identifying tools for the most effective zoning with a focus on usability and clarity. We prioritize reinforcing the unique characteristics of place, building local capacity, and working with the structure of the existing land development regulations to create standards that are accessible to staff and community members alike. We are happy to call the approach whatever resonates with the community and helps build support.
- **Most recently our work has focused on targeted, easy to implement additions or fixes to codes.** This has been especially effective in rural and small-town contexts, such as the many rural communities in Kaua'i County and in incorporated and unincorporated towns and cities in Beaufort County, South Carolina. Opticos developed a shared template that provi, and for new growth areas like our code for the Steamboat Springs 700 and South District growth area of Iowa City, Iowa which is a very similar project to this one.
- **When it is determined by communities that more prescriptive standards are desirable,** our work on projects like Northern South Park sometimes includes architectural standards or pattern books to help reinforce the desired architectural character of a community. A few examples from projects in small, mountain communities are included in our sample projects.

## **We are implementors not just planners**

- **Cities often bring us on board to help implement visions and codes.** In Hercules, California we served as an extension of city staff for over 7 years, helping implement the community's new urbanist vision and administer California's first Form-Based Code. For the Pleasant Hill BART Station Master Plan we were hired by the Redevelopment Agency to administer design review and help implement this project to the high quality level demanded by the community in the public process.

## **Informing Decision Making with Detailed Scenario Modeling and Data-Driven Performance Measures**

- **The team at Cascadia Partners does not just use scenario modeling platforms —** rather they have been instrumental in building and refining some of the best scenario modeling platforms that are now used by firms across the county. Members of the Cascadia Partners team were involved from the beginning in the development of the Urban Footprint and Envision Tomorrow modeling platforms.

■ **Alex Joyce and Alex Steinberg, Founders of Cascadia**, both worked with Fregonese Associates on early Envision Tomorrow product development and Garlynn Woodsong of Cascadia worked on Urban Footprint in its beta stages. They have a great relationship with Urban Footprint and get access to early module development.

■ **Envision tomorrow will be used to carefully measure household affordability, sustainability metrics, and fiscal impacts of the drafted scenarios.**

### **We utilize a Toolbox of State-of-the-Art Public Engagement Tools and Strategies Including New Virtual Tools**

■ **Opticos has been leading robust public engagement strategies throughout our 20-year history**, including multi-day design charrettes, which we learned from Bill Lennertz, founder of the National Charrette Institute, and other different approaches as is needed to address unique aspects of a community or project.

■ **We understand the art and science of public engagement and have a full toolbox of effective engagement tools to choose to craft a unique approach for each project.**

■ **With COVID impacts in mind, we are excited to continue our working relationship with Konveio**, who will help to establish an effective online engagement platform and tools for this project. Over the past 6 month, Opticos has effectively navigated virtual engagement for all of our current projects.

### **Prioritization of Multimodal Transportation Issues and Opportunities including**

■ **Safety for all users** as starting point and base requirement;

■ **Layout and connectivity of the internal street network** and external connectivity to the regional roadway network, including potential east-west collector corridor(s) across South Park;

■ **External traffic generated** and, added to the Jackson Hole roadway network and resulting capacity and flow impacts;

■ **Street design concepts**, including cross section, intersection type, potential for on-street parking, design for safe pedestrian accommodation, and stormwater drainage regime, taking into account South Park's unique geography and climate, and also taking into account guidance from the recently-completed update of the Jackson|Teton County Comprehensive Plan.

■ **Strategies for connecting and completing the regional pathways** network in South Park; and,

- **Future public transit (START) access** and circulation needs in north South Park.

### **Expertise in Green Infrastructure and Balancing Conservation and Sustainable Development Patterns (Optional)**

- **Crabtree Group's civil engineering design features green infrastructure that is nature-focused, cost-effective**, and integrates all infrastructure systems while prioritizing the sense-of-place of the community. They can leverage a wealth of experience in green infrastructure and historic and contemporary civil engineering techniques to save money and lighten the environmental load. They are knowledgeable in the latest Light Imprint, Green Infrastructure, Sustainable and Energy-Efficient principles that can improve marketability and lower infrastructure costs.

### **We are a B Corp Committed to a Triple Bottom Line**

- This includes **equitable futures** for our communities.
- **As part of this commitment we donate a percentage of our profit to non-profit entities**, often in cities we worked within: In Cincinnati, after winning the Charger Award Grand Prize for our Cincinnati Citywide Form-Based Code, we donated the prize money to Artworks, a non-profit leading and supporting local-create public murals that have created identifies in neighborhoods across the city, and in Richmond, CA we donated to Urban tilth who has the mission to train local residents to cultivate agriculture to help build a more sustainable, healthy, and just food system.

### **We are the Right Sized Firm for Effective Collaboration**

- **With all of our work, we make sure our clients get the full "Opticos experience."** This includes dedicated team members who are passionate about placemaking, committed to every project we work on, and devoted to a customized process and set of deliverables. All of this is carried out in a friendly, approachable way to provide clients with an attentive, personalized experience



# Technical + Management Approach

CHAPTER

1



# Full Work Scope

We have carefully reviewed the Scope of Work provided in the RFP and appreciate the evident care that went into crafting it. With that in mind, we have supplemented the provided Scope of Work with additional details to better describe our intended approach.

In some instances, we have added scope items that we believe will be necessary to most successfully realize the vision outlined in the RFP. These items are indicated by + where they appear in the scope.

## Phase 1 Project Kick-Off

### 1.1 Internal Kick-Off Meeting\*

*\*Opticos will attend and facilitate, as appropriate, the Internal Kick-Off Meeting and all public meetings (in person or digital, to be determined). The full consultant team will attend at other meetings as necessary. All public meetings shall include video broadcasting and an opportunity for the public to participate remotely.*

The consultant team will meet with County staff to develop a project timeline outlining the steps of the process. The details of the scope of work, plan elements, and engagement process will be refined at this meeting.

*Deliverables:*

■ Kick-Off Meeting Agenda and Notes (PDF)

### 1.2 Stakeholder Interviews

The consultant team will support the Steering Committee and Staff in identifying potential Stakeholders to ensure that all points-of-view and areas of expertise necessary to inform the project are represented in the interviews.

Members of the consultant team will interview Stakeholders, as determined by the Steering Committee and Staff, to understand what goals, ideas, or concerns they have for the project area. This will provide crucial qualitative information that will help to



contextualize the quantitative data collected in the following task. In lieu of a site tour, Google Earth may be used during the Stakeholder interviews to help visualize specific concerns about the site, or to reference specific local precedents and examples that Stakeholders might provide over the course of the interview.

*Deliverables:*

- Summary of Stakeholder Interviews (PDF)

### **1.3 Data Collection and Review of Existing Documents**

The consultant team will collect existing conditions information from a variety of sources, including current Town and County baseline information, previous planning studies and documents, publicly-available and third-party datasets such as CoStar, Loopnet, and MLS, and physical observation. This information will be used to establish a baseline of information on existing conditions of the area, including the physical conditions above and below grade, social, demographic, and economic conditions, and documentation of the range of pressures driving new development, as well as the impact that development in this area is expected to have on the local and regional environment and transportation system. Information to be reviewed and assessed includes, but is not limited to the following:

- Existing plans for the project area, including any plans for circulation and development envisioned for the area;
- Existing zoning, easements, or restrictions as they pertain to project areas and surrounding area;
- Zoning analysis, build-out analysis, and infrastructure analysis;
- Environmental analysis;
- Traffic data as it pertains to the larger project area;
- Utility plans, existing and proposed;
- Comprehensive Plan sub-area plans;
- Any constraints mapping conducted by others;
- Affordable Workforce Housing studies and plans;
- Pathways Master Plan; and,
- Market analyses and demographic data, including any projections, will analyze demand for residential, retail, office, and hospitality space in greater Jackson area.

## **Phase 2** **Establish Frameworks**

### **2.1 Analysis and Evaluation**

The consultant team will analyze documents collected in Task 1.3 Data Collection and Review, and will evaluate what impact this information will have on the development of the plan and supporting regulations.

Existing conditions for topics including traffic and natural resources will be analyzed to identify “hot spots” that need attention. These “hot spots” will help to inform special areas of focus at the Public Orientation, where efforts will be made to establish a shared understanding of the constraints and possibilities posed by these issues.

This Analysis and Evaluation exercise will help to provide a framework for the sorts of development types to consider for the development of Northern South Park. The report could be formatted as a slide deck to facilitate clearer presentation to Stakeholders and community members. Analysis will include:

- Physical Constraints of the Existing Conditions;
- Traffic Conditions;
- Environmental Resources;
- Easements;
- Infrastructure;
- Views;
- + ■ Local Building Types;
- + ■ Local Urban Form Patterns;
- + ■ Housing Needs Analysis; and
- + ■ Trends Analysis, including:
  - Development Drivers;
  - Housing Production and Cost; and
  - Population and Employment Growth.

Deliverables:

- Existing Conditions Report (PDF or PowerPoint)

### **2.2 Public Orientation and Visioning Workshop**

This initial public workshop provides a crucial opportunity to establish parameters for the project, manage expectations, and set the overall plan effort up for success in the eyes of the community. To do this, Opticos will lead an interactive public meeting (in person or digital, to be determined) to introduce the project to the community, set the process framework for the course of the planning process, clearly communicate the necessary feedback loops for public input, and establish expectations and goals for the Plan.

The meeting will establish an “educational baseline” for the Steering Committee and the public so there is a common understanding of the goals and the process, as well as best practices and constraints to feasibility. This meeting will explain the project and establish



a shared community understanding of the purpose, process, roles, and opportunities for community involvement.

Community members will have the opportunity to ask questions and gain further understanding following a presentation of the consultant team's analysis of existing physical conditions and background information on placemaking and urban design concepts. During the workshop, community members may be asked to share their expertise regarding cherished local buildings, streets, and public spaces to help bolster the analysis of Local Building Types and Local Urban Form Patterns in Task 2.1.

The consultant will also facilitate discussion among the participants to determine additional issues and opportunities for the plan, drilling down into the trade-offs of the question of “what makes a place livable?” with the goal of reaching a consensus around an initial framework for the future design work.

## Phase 3 Scenario Development

### 3.1 Create Alternatives

The consultant team will develop three alternative development scenarios through careful collaboration with the Steering Committee and Staff. In addition, the consultant will analyze a No Action alternative based upon existing zoning. Each scenario will include an explanation of how the alternative is able to meet the vision for the area, establish the urban design framework, and identify potential land use patterns with varying density, layout and affordability options.

“The City of Flagstaff had a uniquely complex and hard-to-apply zoning code. Opticos Design and their team were the perfect choice to unravel the complexity and challenges of the existing code. It was a pleasure working with the staff at Opticos, not only for their experience and knowledge, but also for their creativity, sense of humor when needed, and resilient commitment to ensuring that the best possible final product was achieved, despite budgetary limitations. Thank you for a job well done!”

**Roger Eastman**

*Former Zoning Code Administrator,  
City of Flagstaff, AZ*





Specific issues to be addressed by all alternatives will include, but are not necessarily limited to the following:

- Defined Project Goals and Objectives. This will identify points of conflict among community desires, and will provide possible design adjustments or policy tools to enable the project to reach overarching goals, or clarification of the trade-offs necessary to achieve specific interests;
- Density, use, and other potential zoning standards based on either existing Complete Neighborhood zone districts, such as the new Town zoning, or the creation of new zones to address the specific goals and needs of Subarea 5.6;
- Affordability Options and Analysis;
- Job Generation Analysis;
- Market Analysis and Projected Population;
- Fiscal Impacts to the County, Town, and future residents;
- Site design and general bulk and scale characteristics;
- + ■ Building types and housing types to support housing options;
- Multi-modal transportation connectivity and traffic impacts, specifically including information about:
  - Pedestrian and bicycle connections to adjacent and regional community amenities and facilities;
  - Walkability of the area, with an eye toward increasing pedestrian safety within the development and at the surrounding connector roadways;
  - Bike-ability of the area, including evaluation of measures such as shared lanes/ shared bicycle paths, dedicated bike lanes or routes, or off-street facilities, as well as a

combination of those strategies aimed at integrating bicycle mobility into the greater region as a viable alternative;

- Traffic impacts associated with the larger area, and connectivity analysis served by multiple redundant facilities and non-vehicular modes; traffic impacts analysis will include a projection and comparison of Vehicle Miles Traveled (VMT) for each design alternative, including measures to reduce VMT;
- Ability to integrate transit service into the study area;
- Standards for connecting developments within Subarea 5.6 even when done by different landowners and at different times;
- Community amenities and services (parks, schools, playgrounds, open space, etc.);
- Infrastructure (drinking water, sewer, storm water drainage, electricity, natural gas, etc.);
- Environmental impacts;
- Neighborhood commercial and community institutional needs analysis;
- Implementation of Comprehensive Plan values;
- Community and stakeholder engagement and participation; and,
- Sustainability elements and open space conservation.

### + 3.2 Model 3 Scenarios to Measure Scenario Performance

Cascadia Partners will utilize Envision Tomorrow to model the fiscal, environmental, transportation, affordability, job creation and infrastructure impacts of each of the three scenario alternatives. Assessor's data and environmental constraints identified in Sub-Task 2.1 Analysis and Evaluation will be used to establish a baseline, then Cascadia will work with Opticos, the Steering Committee and staff to calibrate model "building blocks" to identify ideal product types, price points, and mix of residential and commercial development within each scenario. Scenario performance will show for each of the three scenarios:

#### ■ Housing Affordability:

- Housing mix and price points;
- Compare housing production statistics against housing needs developed in Task 2; and
- Test various incentives and regulations such as tax abatements, density bonuses, and inclusionary housing requirements.

#### ■ Job Generation:

- Estimate employment capacity; and
- Leverage QCEW data to estimate average wages for workers.

#### ■ Fiscal Impact:

- Roadway, sewerage and water infrastructure costs and O&M;
- Impact to sales and property tax.

#### ■ Transportation Performance:

- VMT per capita;
- Transit trips; and
- Walk and bike trips.

■ Environmental Performance/Sustainability:

- Building energy and water use; and,
- Impervious surface coverage.

Results of the models will be compiled into engaging presentation materials to make results clear to the community for use as part of the presentation in the following task.

### **3.3 Alternatives Presentation and Check-In with Community**

The consultant will lead at least two public presentations (in person or digital, to be determined) of the alternatives developed. The presentation will cover all elements of the alternatives described above including planning, transportation, economic, and environmental proposals, as well as other development standards. Three-dimensional (3D) renderings will be used in addition to plan drawings and statistical documents to enable all participants to visualize and provide comment on the alternatives.

This event will provide an opportunity for the consultant team to "check-in" with the public and make sure that the scenario alternatives successfully capture the goals, visions, and ideas shared during the Public Orientation and Visioning Workshop. The public will be engaged to provide input on the alternatives to inform which alternative, or combination of alternatives should be advanced to complete the Plan. This process will be transparent with all community members having opportunity for input into their preferred alternative(s), providing opportunities for both active and passive engagement by the public.

- + Digital engagement tools will allow community members to participate remotely, even for in-person presentations, to allow for the greatest number of participants.

*Deliverables:*

- Community Check-In Report Memo (PDF)

## **Phase 4 Plan Development**

### **4.1 Draft Plan**

The consultant team will utilize feedback from the Community Check-In to identify and refine a preferred scenario. In addition, the plan will include Policy recommendations for land use and zoning revisions or other amendments and resources necessary to implement the plan.

■ Defined Project Goals and Objectives

■ Density, land use, and zoning maps:

- Future land use analysis, required building and/or structural elements, streetscape details, drainage and landscape design, and utility upgrades as necessary;
- Since density is not a reliable predictor of building form, zoning standards will include elements related to building form and building types to provide more predictable development outcomes.

■ Residential Affordability Analysis and Requirements

■ Job Generation Analysis

■ Market Analysis and Projected Population

■ Fiscal Impacts to the County, Town, and future residents



- Site design and general bulk and scale characteristics
- + ■ Building types and housing types to support housing options
- 2D fully-rendered illustrative master plan of the entire district at full build-out.
- 3D images at eye/street level, including before and after visualizations
- Visualization using digital 3D massing model
- Multi-modal transportation connectivity and traffic plan
- Community amenities and services plan (parks, schools, playgrounds, open space, etc.)
- Infrastructure requirements and recommended upgrades (drinking water, sewer, drainage, electricity, etc.)
- Environmental impact analysis
- Development phasing plan for build-out of Subarea 5.6
- Summary of the community and stakeholder engagement and participation
- Policy recommendations for land use and zoning revisions or amendments, necessary to implement the plan. This will include the consultant drafting all necessary Land Development Regulation Text and Map Amendments necessary to implement the plan for consideration by the County.
- Sustainability elements and open space conservation.

#### *Deliverables:*

- Review Draft Preferred Plan Document (PDF)

### **Visualization Studies**



*Existing Condition*



*Mixed Use: Option 1*



*Mixed Use: Option 2*

## **+ 4.2 Development Strategy**

Cascadia Partners will conduct an analysis of the preferred alternative (plan) and develop implementation strategies utilizing information from the Analysis and Evaluation and Scenario Modeling tasks. This information, along with recommendations from other members of the consultant team, will be incorporated into the implementation section of the Draft Preferred Plan, and will include:

- **Absorption Analysis:** Cascadia Partners will convert the population and job projections produced in Task 2 into an annual estimate of the rate of absorption for housing and space. Understanding how fast the market can likely build and sell/lease homes and employment space has a major impact on the location, mix, and size of project phases;
- **Phasing Plan:** With the benefit of the Absorption Analysis, Cascadia Partners will advise the project team on potential starting locations and the scale and speed at which phases can be contemplated. Close coordination with the engineering team will be important to understand the infrastructure cost considerations of any phasing as well; and
- **Infrastructure Financing Strategy:** Financing public infrastructure is often the single most costly hurdle facing the development of new neighborhoods of this scale. Many large scale projects suffer financial ruin due to a miscalculation of phasing scale, timing, and associated infrastructure costs. Several tools exist for the financing of public infrastructure and should be established (or at least contemplated) at the same time as the master planning itself.

## **4.3 Steering Committee and Staff Review**

The consultant will meet with the Steering Committee and staff to review the plan. The consultant will incorporate comments and edits consistent with the overall goal and complete draft Adoption Plan for release to the public for review.

## **Phase 5 Finalize Plan**

### **5.1 Public Unveiling and Final Check-In with Community**

Opticos will unveil the Adoption Draft Plan to the public, and will provide an opportunity for public input. This Adoption Draft Plan will be presented by the consultant (in person or digitally, to be determined) and posted online.

*Deliverables:*

- Adoption Draft for Public Review Document (PDF)

### **5.2 Present to Joint Planning Commissions**

A similar presentation by the consultant at a Joint or separate Planning Commission meeting(s) will provide the Adoption Draft Plan to the Town and County Planning Commissions for recommendation. The Commissions could choose to make one recommendation or separate recommendations as they desire.

### **5.3 Present to Board of County Commissioners and Town Council**

The County and Town elected officials will meet jointly for a Plan presentation by the consultant, review of public comment, a question and answer session and initial discussion.

The Town will meet individually to review the entire Plan to provide the County direction on connection to Town infrastructure including but not limited to Municipal sewer,



water, storm sewer, transportation network, and other infrastructure. In making this determination the Town will consider all aspects of the Plan and provide the County a detailed explanation/analysis for the basis of its decision on connection to Town infrastructure.

The County will meet individually to consider acceptance of the Plan based upon Town and public input.

*Deliverables:*

- Final Adoption Draft Document (PDF)

#### **5.4 Project Close-Out**

Digital delivery of all files and images created for or used in the Neighborhood Plan and a de-brief with the staff.

*Deliverables:*

- Digital Submission of Project Files

### **Project Management Bi-Weekly Progress Meetings**

Opticos (and other members of the consultant team, as necessary) will participate and help to facilitate bi-weekly (or more frequent as needed) progress meetings (in person or digital, to be determined). Additionally, bi-weekly reports will be provided to track progress and facilitate regular communication between staff and the consultant team.





# Key Personnel

CHAPTER

# 2





# Who We Are



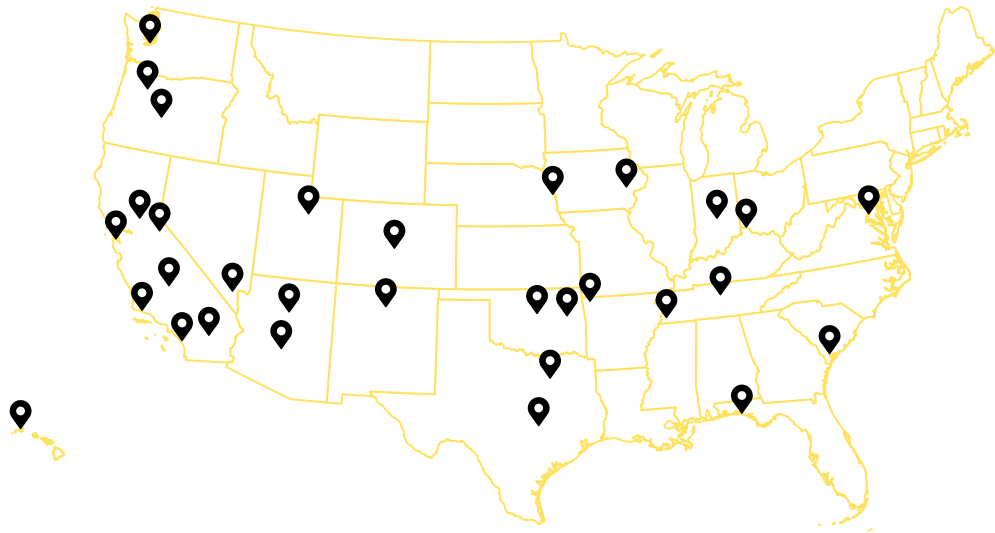
Opticos is a team of urban designers, architects, and strategists that partners with clients who want to lead the way in providing vibrant, diverse, walkable urban places. Because we approach each project with innovation and creative problem-solving in mind, we function just as much as a think tank as a consulting firm.

To us, architecture and planning must play a role in defining more sustainable, equitable, healthy, compact patterns of development that improve the quality of life for everyone. This starts with revitalizing existing urban places, but also must include the transformation of suburban places into more urban ones and the creation of thoughtful, new walkable urban communities.

As a group of like-minded designers looking to make an impact in the world, we strive to integrate social, environmental, and economic responsibility into all that we do. Professionally, we're one of the first B Corporations and a founding California Benefit Corporation, a revolutionary new kind of business dedicated to a triple bottom line. Outside of work, we shop locally, live small, and go car-free whenever possible. The only parking issue we experience in our office is a shortage of bike racks!



Where we've worked



Our award-winning work at the architecture, neighborhood, and city-wide scales follows the principles inherent in the Charter of the New Urbanism. This work includes a Gold Nugget-winning and LEED-ND Phase 1-Certified Hercules Waterfront District, CNU Charter Award-winning Seaside Beachfront and Town Square Plan and L'Enfant Award-winning master planning work in Gabon, Africa.



“Our design solutions emphasize the creation of vibrant, sustainable communities, comfortable pedestrian environments, and memorable places that will withstand the test of time.”

**Daniel Parolek**  
*Principal, Opticos Design*

**people.  
possibilities.  
promise.**



# B Corporation



## Committed to a Triple Bottom Line

Since our founding in 2000, Opticos has been a different kind of company. We believe business can be a power for good, to improve lives and sustain our planet. So, in 2007, Opticos became one of the 82 founding B Corporations.

## What is a B Corporation?

All B Corporations (B Corp) must meet standards for social and environmental performance, and create benefits for all stakeholders, rather than just shareholders. To maintain its B Corp certification, the company must pass a rigorous assessment administered by the nonprofit B Lab every two years. As a B Corporation, we enjoy being in the company of prominent and groundbreaking companies, including Seventh Generation, Sage Financial Group, Method home cleaning products, Numi Tea, and Patagonia. In 2013, Opticos was named to B Lab's "B Corp Best for the Workers List," honoring the top ten percent of all certified B Corps that have made a positive impact on their workforce. To further our commitment, in 2012, Opticos joined eleven other businesses as a California Benefit Corporation, a new legal status in California.





## Why We Became a B Corporation

If one business can make a difference, just imagine what a community of businesses can do. Opticos became a B Corporation to share our passion for sustainability and social responsibility with like-minded businesses.

## Business Development with the Triple Bottom Line in Mind

The business decisions we make are just as important to our triple-bottom-line commitment as the design decisions we ask our clients to make. Selecting the right projects is critical. We pursue projects that are environmentally sustainable and socially responsible, focusing on the design of vibrant, walkable, diverse places.

## Addressing Environmental Justice and Social Equity

Opticos Design has partnered with the nonprofit Local Government Commission to provide design and planning services to traditionally underserved communities, including unincorporated rural communities, Native American tribal populations, and small towns with large immigrant and farmworker populations. Most of these projects are funded by grants, allowing these communities to address planning and health-related issues that they might not otherwise have been able to afford.

## Influencing our Day-to-Day Business Operation Decisions

Our status as a B Corporation influences our daily operations. We purchase our office supplies from Give Something Back, a local business and B Corporation that supports the community by donating an average of seventy-five percent of their profits to local nonprofit organizations. We also have a profit-sharing plan that designates a portion of our own profits to the Opticos staff and another portion to employee-selected charities.

## We Practice What We Preach

At Opticos, we choose to live sustainably because we believe in it, not because it is the latest trend. Our office is located in Downtown Berkeley, easily accessible by transit and bicycle. The majority of Opticos staff take transit, walk, or bike to commute to work.



“Being a B Corporation has helped us develop a clear framework upon which we found our day-to-day and long-term business planning decisions. At the end of the day, we are excited about both the work that we do and the environment we have created in our office that we are all committed to.”

**Karen Parolek**  
*Principal, Opticos Design*

# Creating 21st-Century Area Plans

## 1.1 Vision Summary

This Specific Plan is aimed at one overarching purpose: successful revitalization of Sonoma Boulevard. The vision for 'The Boulevard' is an economically vibrant, visually attractive, functional, human-scaled street; to make The Boulevard a complementary set of appealing and distinct places along its 1.8-mile length in western Vallejo, promoting all modes of transportation from Vallejo's many areas and destinations.

- **Redwood to Couch:** The very wide roadway transforms into a multi-way boulevard that accommodates the high volume of traffic in this area, enables more intense retail, office and housing in a walkable urban pattern with civic space and improved streetscapes.
- **Couch to Florida:** An activity node takes shape with civic space and improved streetscapes; market-rate and workforce housing choices, and neighborhood- and community-serving retail and office space.
- **Florida to Curtola:** Downtown is extended along Sonoma from Georgia St., creating a main street in this central area with a variety of housing types, offices, and neighborhood- and community-serving retail.

| Sonoma Boulevard: Development by 2040  |                  |
|----------------------------------------|------------------|
| <b>From Redwood to Couch (North)</b>   |                  |
| Residential                            | up to 470 units  |
| Commercial - Retail                    | up to 100,000 sf |
| Commercial - Office                    | up to 12,500 sf  |
| <b>From Couch to Florida (Central)</b> |                  |
| Residential                            | up to 90 units   |
| Commercial - Retail                    | up to 50,000 sf  |
| Commercial - Office                    | up to 36,000 sf  |
| <b>From Florida to Curtola</b>         |                  |
| Residential                            | up to 325 units  |
| Commercial - Retail                    | up to 105,000 sf |
| Commercial - Office                    | up to 70,000 sf  |
| <b>Totals for Plan Area</b>            |                  |
| Residential                            | up to 885 units  |
| Commercial - Retail                    | up to 255,000 sf |
| Commercial - Office                    | up to 118,000 sf |



Figure 1.1.1: Illustrative aerial showing the potential transformation at Curtola Pkwy. and Sonoma Blvd., including a new neighborhood-serving activity node.

## Recent Specific Plan Experience:

- *Downtown San Rafael Precise Plan + Code*
- *Downtown Modesto Master Plan*
- *Downtown Oakland Specific Plan*
- *Downtown Davis Specific Plan + Code*
- *Downtown Hayward Specific Plan*
- *Central Richmond Livable Corridors Plan + Code*
- *Paso Robles Town Center Specific Plan*
- *Downtown Mesa Master Plan + Code*
- *Valico Special Area Specific Plan + Code*

## Effectively Translating Vision Into Policy

Pick up an Opticos Plan and you will immediately notice the difference. State laws and planning processes often result in lengthy, expensive plans that can be overwhelming to read or use, or worse, can result in plans that lack clarity and decision-making, deferring too many important questions "to be studied later." We have raised the bar on the practice of Specific, Master, Downtown and Area Plans by committing to make documents that will be helpful and used on a daily basis, providing long-term direction to our clients, and those who work for meaningful change in their communities.

We do this by organizing our plan documents to be as graphically clear and concise as possible, with meaningful content full of design outcomes, summarized to be easily understood, and relying on appendices for additional information. Those interested in all of the background details can read the appendices. Those wanting to move forward can focus on the distilled information through visually engaging two-page spreads or a simple infographic.

## Goal

# 1

## A memorable identity for Downtown that celebrates Davis' unique culture

**Downtown will build upon the many characteristics that make Davis unique, and will strengthen its identity through strategic goals and placemaking. It will become a destination of choice for both the city and the region, and provide an experience that is authentic to its roots.**

Davis is shaped by its agricultural roots, its proximity to the intellectual energy of UC Davis, and its 'small town' vibe with regional impact. Davis also has a national reputation as the bicycle capital of the United States, and is famed for constructing the first bicycle lane in the country.

Downtown's identity is shaped not only by historical accomplishments, but also by community aspirations. The Davis community has voiced a desire to broaden its commitment to sustainability, piloting progressive district-wide sustainability programs and building Davis's reputation as a national sustainability leader.

Downtown's identity is also inextricably linked to placemaking. One key opportunity to enhance this identity through built form is to address the lack of hierarchy between different parts of Downtown.

Today, many streetscapes are similar, with virtually identical cross-sections, despite playing very different roles in the transportation network and retail life. Taller buildings at key locations such as at street intersections and along select streets can provide orientation and landmarks.

**Figure 3.4.1** A successful public space need not be very large or elaborately designed. Trees, seating, lighting and activities such as food trucks are enough to create a vibrant community gathering space.



## Implementing Policies

**1.1** Foster an economically and culturally diverse Downtown environment through a balance of residential, commercial, recreational and cultural uses, informed by market analysis, to create and sustain a successful, mixed-use Downtown.

**1.2** Introduce new uses and activities to enhance the Downtown experience as a real, diverse and appealing place.

**1.3** Allow the diverse form, character, and patterns of Downtown to evolve and improve while reinforcing its unique character through its architecture, landscape and streetscape design.

**1.4** Enhance Davis' walkable character with an exemplary public realm and public

spaces as 'outdoor rooms', in response to Davis' excellent climate.

**1.5** Promote the Downtown Davis 'brand', rooted in its history, culture and community values.

**1.6** Downtown's sustainability goals and progress are clearly visible and educational for visitors.

**1.7** Gateways into Downtown indicate a sense of arrival through streetscape features, public art, and landmark buildings.

**1.8** High quality and unique public art is integrated throughout Downtown to highlight Davis' eclectic culture.

| Table 3.4.A Expected Outcomes                                                                                                                                                               | Key Issues Addressed                                                                                                                                                                                                                                                                                                                                                                       |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| a. A culturally vibrant Downtown with cultural performances and venues, amenities such as a public library or performance space, that attract visitors from Davis and the region.           | 1 2 3 4 5 6                                                                                                                                                                                                                                                                                                                                                                                |
| b. Downtown becomes a destination through a thriving and resilient cluster of small, unique businesses.                                                                                     | 1 2 3 4 5 6                                                                                                                                                                                                                                                                                                                                                                                |
| c. Downtown is an attractive and attainable place to live for all age groups, offering housing options, supporting amenities and open spaces within a walkable, bikeable built environment. | 1 2 3 4 5 6                                                                                                                                                                                                                                                                                                                                                                                |
| d. Downtown has a variety of high quality public spaces of different sizes and types.                                                                                                       | 1 2 3 4 5 6                                                                                                                                                                                                                                                                                                                                                                                |
| e. Downtown gains a reputation as an example of sustainable urbanism and strategies.                                                                                                        | 1 2 3 4 5 6                                                                                                                                                                                                                                                                                                                                                                                |
| Key:                                                                                                                                                                                        | <div> <div>1</div> Lack of Identity and Regional Relevance </div> <div> <div>2</div> Weak Economy and Limited Investment </div> <div> <div>3</div> Complicated Regulatory Situation </div> <div> <div>4</div> Missing 'Center' and Insufficient Hierarchy </div> <div> <div>5</div> Inadequate Housing Opportunities </div> <div> <div>6</div> Inconsistent Public Realm and Access </div> |
| X Issue Addressed                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                            |
| X Not Applicable                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                            |



**Figure 3.4.2** Civic destinations provide a gathering space for the community.



**Figure 3.4.3** Public art and sculptures add identity.

Example of goal statement, policies, and expected outcomes, coordinated to address the key issues.

## Characteristics of a simple, clear, effective plan



Graphically Oriented

Graphically oriented, reading like a magazine or brochure, but with technical backup.



Vision Statement

The vision statement and supporting community-specific design solutions are first in the document. This is why the plan exists.



Distilled Technical Information

Technical information is distilled to its salient points and infographics are used to engage the reader and convey technical information. Our approach relies heavily on appendices.



Clear Visual Outcomes

It's visually clear what you will get if you implement the goals, policies, and actions. Don't just use photos with generalized captions or discuss intended land use: How will we know if the intended effect or outcomes are being realized?



Detailed Sub-Area Plans

Detailed sub-area plans ensure that a specific intended form and character has been defined and described for each sub-area.



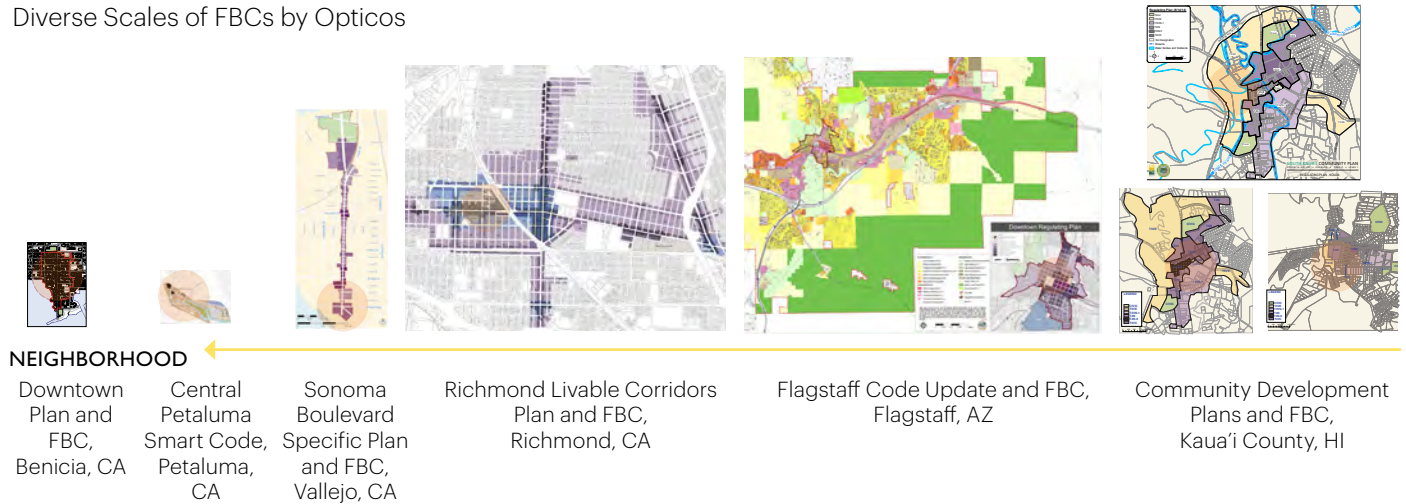
Phasing for Short-Term Wins

Phasing is approached from the perspective of "small thinking" for small short-term successes as well as "big thinking" that is necessary for the plan to be successful.



# International Leaders in Zoning Reform and Form-Based Coding

Diverse Scales of FBCs by Opticos



**We are leading the zoning paradigm shift with our FBC applications.**

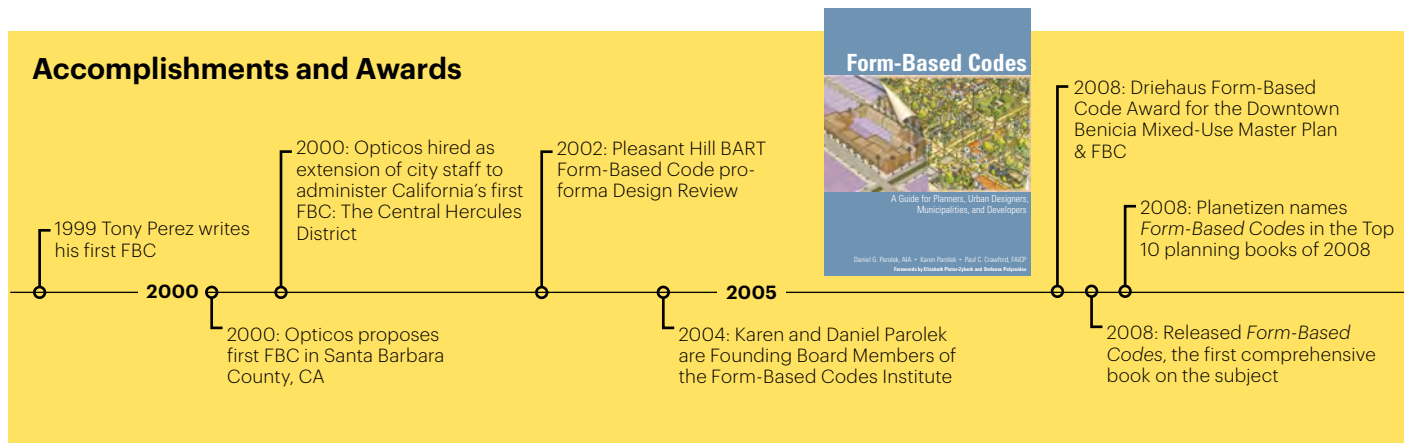
Opticos Design architects and urban designers have been heavily influential in the development of form-based code techniques over these past 20 years. We wrote what has been called the definitive book on the topic in 2008, co-founded the Form-Based Code Institute in 2004 — a non-profit think tank that is now part of Smart Growth America — and continue to teach Form-Based Code techniques. We share our best practices and techniques through university courses, the FBCI training program, webinars for Planetizen, and at national conferences.

**64**

Total Codes by Opticos  
*Includes coauthoring and peer reviews*

We have an unmatched depth of knowledge and experience with Form-Based Codes. Our FBC application evolved from small planning areas, neighborhoods, and downtowns to citywide zoning code updates, citywide corridor networks, multi-jurisdictional countywide applications, the creation of the first development code for a rapidly growing international city, and the integration of form-based bridges between FBCs and comprehensive/general plans. Why should this matter to you? It means that we have a track record to effectively tackle your coding project, whether it is small or large.

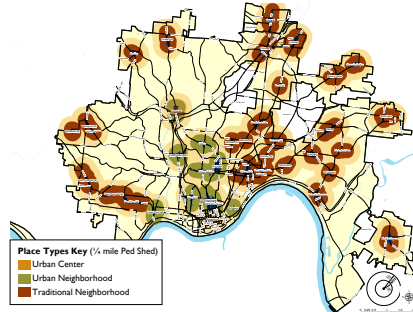
## Accomplishments and Awards







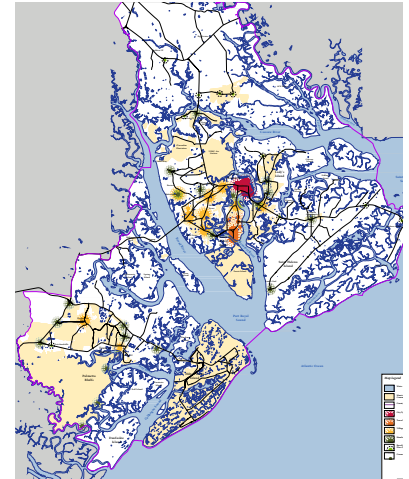
Angondje New Town Plan and SmartCode, Gabon, Africa



Citywide FBC and Comp Plan Bridge, Cincinnati, OH



Citywide Land Development Code Update (CodeNEXT), Austin, TX (In Progress)



Multi-jurisdictional Land Development Code and FBC, Port Royal, Beaufort County, SC

REGION

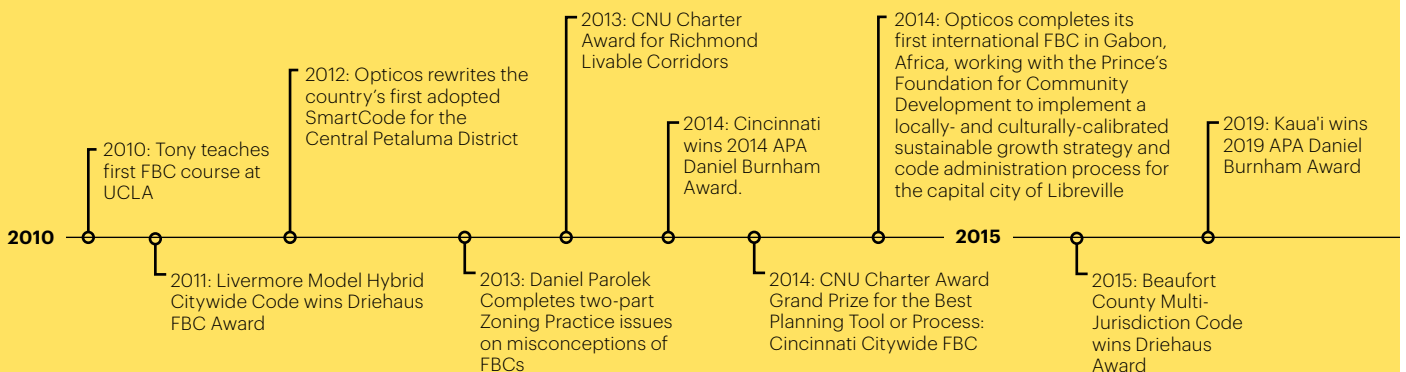
## Key Innovations by Opticos

- Established a user-friendly graphic format
- Created a model for hybrid citywide development codes
- Created first multi-jurisdictional Form-Based Code
- Created a place type-based bridge
- Developed codes tailored to deliver housing choices and Missing Middle Housing

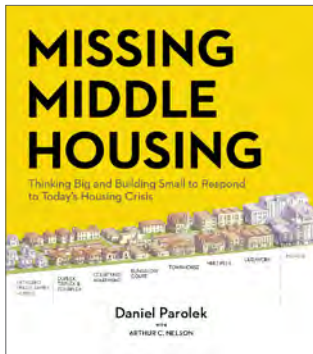
“We do not write Form-Based Codes because they are the latest zoning fad, but rather because our experience shows that use-based zoning is an ineffective way to regulate walkable urban places.”

**Tony Perez**

Director of Form-Based Coding, Opticos Design



# Missing Middle Housing



Opticos Founder Daniel Parolek authored the book "Missing Middle Housing: Thinking Big and Building Small to Respond to Today's Housing Crisis," which will be available from Island Press in July 2020.

## Architects of the Missing Middle Movement

Opticos Design is well known as the architects of the Missing Middle Housing movement. In 2010, Opticos Principal Dan Parolek coined the term, in 2014 we created the Missing Middle Housing diagram, and in 2015 the company launched a free online resource for all: [missingmiddlehousing.com](http://missingmiddlehousing.com). Hundreds of thousands of visitors visit the website each year, and it was voted one of Planetizen's top 10 Planning Websites of 2019.

Daniel Parolek recently completed a book titled "Missing Middle Housing: Thinking Big and Building Small to Respond to Today's Housing Crisis," that will be available from Island Press in July 2020. Opticos Design and the concept of Missing Middle Housing have been featured in publications such as the Washington Post, San Francisco Chronicle, Next City, Professional Builder Magazine, Urban Land, and the National Association of Realtor's publication, On Common Ground. Daniel and the Opticos team have given hundreds of presentations and webinars on this topic. In 2017, Opticos was selected by AARP to educate AARP members about the value of walkable living and Missing Middle Housing choices. We are passionate about educating communities about this topic.

## Speaking For:



“Missing Middle Housing provides homebuilders with a practical way to address changing market and demographic trends—diversifying their portfolios and investing in communities in the process.”

**Amy Albert**

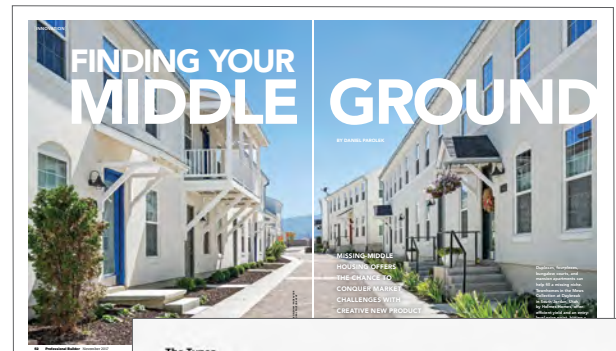
*Editor-in-Chief, Professional Builder*

## Public Sector Services

Opticos Design works with public agencies, including Cities and Counties, to remove barriers and enable Missing Middle Housing. Specifically, we offer Missing Middle Scans™ to identify barriers in Comprehensive Plans, housing policies, Specific Plans, and area plan. We then suggested targeted zoning fixes or comprehensive updates to zoning codes and/or plans for areas such as downtown-adjacent neighborhoods, areas transitioning from Transit-Oriented Development, and corridors focused on enabling this range of housing choices.

## Private Sector Services

Opticos Design works with developers to integrate innovative Missing Middle housing product types into their portfolios to respond to the gap in the housing market. Missing Middle Housing types help bridge the gap between what the market wants and needs, and what is being provided. This work includes multifamily and for sale housing on both small and large sites. Opticos Design worked on the country's first Missing Middle Neighborhood, Prairie Queen, in the Omaha, NE metro. Opticos also worked on the award-winning project known as Mews Housing located in the Salt Lake City Region. The project received a Charter Award from the Congress for New Urbanism and a Gold Nugget Award in 2019. Finally, we also worked on an award-winning Pocket Neighborhood in Healdsburg, CA that won support in a challenging community due its thoughtful.



### The Types

The Missing Middle Housing types provide diverse housing options, such as duplexes, fourplexes, and bungalow courts, that fit seamlessly into low-rise walkable neighborhoods and support walkability, locally-serving retail, and public transportation options. They provide solutions along a spectrum of affordability to address the mismatch between the available U.S. housing stock and shifting demographics combined with the growing demand for walkability.

[Download Diagram](#)



[Video introduction](#)



Duplex: Side-by-Side



Duplex: Stacked



Bungalow Court



Carriage House (ADU)



Fourplex



Multiplex: Small



Townhouse



Live/Work



Courtyard Apartments

“

“Well-designed ‘Missing Middle’ buildings unify the walkable streetscape as they greatly diversify the choices available for households of different age, size, and income. Smaller households tend to eat out more, helping our neighborhood attract wonderful restaurants. Diverse households keep diverse hours, meaning we have more people out walking our streets at more varied hours—keeping them safer.”

**Ellen Dunham-Jones**

*Professor at the Georgia Institute of Technology and  
co-author of Reinventing Suburbia: Urban Design  
Solutions for Redesigning Suburbia*

The movement has begun. Will you play your role in responding to today's housing crisis?

### Press:

The Washington Post

NAHB

NEXT CITY

Professional Builder

STRONG TOWNS

REALTOR

### Podcasts & Radio:





# The Opticos Community Engagement Toolbox



## **Developed and Refined Through 20 Years of Working with Neighborhoods Nationwide**

Our first multi-day charrette process was 20 years ago, when we participated as urban designers on an extremely contentious charrette led by Bill Lennertz, former Executive Director of the National Charrette Institute, which went on to be the case study for *The Charrette Handbook*. To put it simply, we learned from the best on one of the most complicated but highly successful charrette processes in the country.

Since then, we have refined and adapted our charrette process for highly challenging projects and communities such as Austin, Texas, Memphis and Oakland, California to effectively engage underserved communities (including work with over 20 communities in California's Central Valley). Over the years, we also have expanded our Community Engagement Toolbox beyond the charrette. These approaches/tools all share effective communication techniques, both verbal and graphic. We like to say we design in public, and we adapt an approach for each project to meet a community and project's individual needs.



*Examples of innovative engagement tools include digital tools (above) and the Community Character in a Box process (right) that allows local stakeholders themselves to play an active role in identifying community assets and liabilities.*



## Focused Community Engagement Toolbox



## Types of Challenges We've Resolved with Our Toolbox

### Challenging Communities

Such as those that say "no" to any change, have a mistrust in the city or staff, are highly educated and have strong opinions.

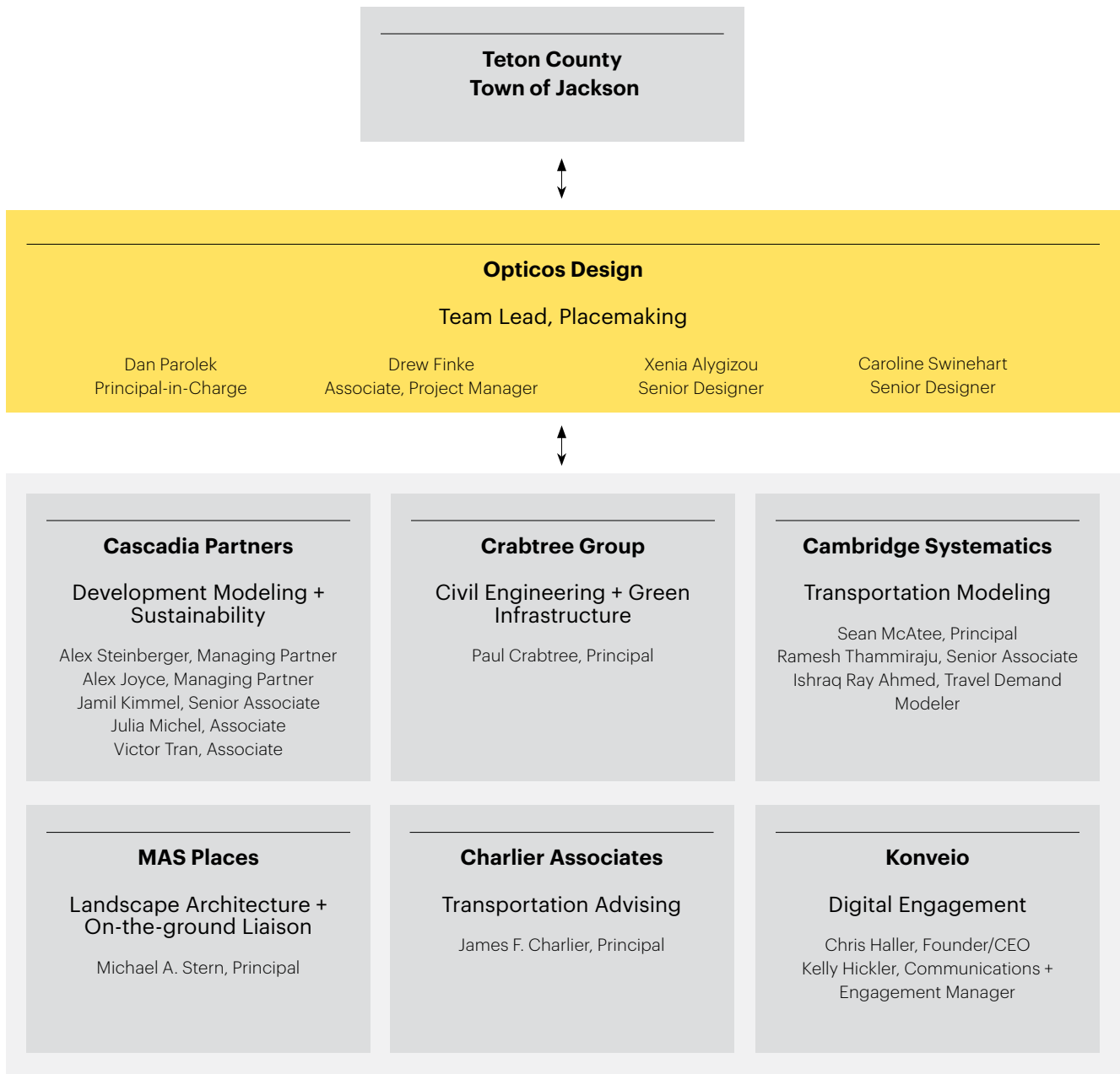
### Communities Needing a Thoughtful Approach

When multiple languages are spoken or English is not the primary language of residents, economic challenges are present, or the community is culturally diverse.

### Challenging Issues

Such as displacement/ gentrification, equity, cultural preservation, or dealing with rapid change.

# Organizational Chart



*\*If selected for this project, we understand that teaming could be adjusted during contract negotiations as needed according to Staff's understanding of the expertise necessary to successfully execute the project.*







## Project Lead, Urban Design

# Opticos Design



### Education

*Master of Urban Design  
University of California, Berkeley*

*Bachelor of Architecture  
University of Notre Dame*

*Knight Fellow at the University of  
Miami*

### Relevant Project Experience

*Central Hercules District,  
Hercules, CA*

*Prairie Queen Missing Middle  
Neighborhood, Omaha, NE*

*Loma Rica Ranch Specific Plan,  
Grass Valley, CA*

*Steamboat Framework Plan + Form-  
Based Code, Steamboat, CO*

*South Main Live/Work Units, Buena  
Vista, CO*

*Hellgate Village, Missoula, MO*

*Missing Middle Housing Scan + Deep  
Dive, Idaho Falls, ID*

*South District Growth Area Plan +  
Form-Based Code, Iowa City, IO*

*Culdesac Tempe, Tempe, AZ*

*SMART Station Area Master Plan +  
FBC, Petaluma, CA*

*Mews Homes™,  
Daybreak, UT*

## Dan Parolek

*Principal in Charge*

Dan is an architect, urban designer, and the founding principal of Opticos Design, which has grown into a nationally sought-after company of thought leaders in urban placemaking, innovative housing design and policy, and zoning reform. Daniel has championed the now international Missing Middle Housing Movement: He coined the term in 2010, launched MissingMiddleHousing.com in 2014, and wrote the book "Missing Middle Housing: Thinking Big and Building Small to Respond to Today's Housing Crisis," which will be available from Island Press in July 2020. He also co-authored the book "Form Based Codes," which Planetizen called "one of the top planning books of 2009," and co-founded the non-profit think tank, the Form-Based Code Institute.

Under his leadership, Opticos Design has received the American Planning Association's Burnham Prize, the Congress for New Urbanism's Charter Award Grand Prize, and Golden Nugget Awards. His knowledge and foresight makes him a valuable partner and advisor for cities and developers across the country who are striving to respond to the demand for vibrant urban living.

Prior to founding Opticos Design, Daniel worked with Robert A.M. Stern in New York City on a broad range of projects including a professional baseball stadium and homes for Michael Eisner and Jon Bon Jovi. He holds a Bachelor of Architecture from the University of Notre Dame and a Master of Urban Design from the University of California at Berkeley. Daniel loves to travel internationally, particularly in Italy.

### Links

#### 2019 Chicago Humanities Festival Presentation:

<https://www.youtube.com/watch?v=IHZTtos8gY>

#### San Francisco Chronicle Feature:

<https://www.sfchronicle.com/bayarea/article/Avoiding-extremes-Berkeley-architect-extols-13942337.php>



**Project Lead, Urban Design**

# Opticos Design



## Drew Finke

*Associate*

Drew Finke's research-based approach to problem solving and attention to detail bring conceptual and graphic clarity to planning, urban design, and architecture projects. Drawing on his architectural education, Drew seeks to sustain and strengthen local culture through thoughtful, community-driven design and policies that reinforce a community's unique sense of place. Since joining Opticos in 2013, Drew has applied this sensibility to impactful projects in a broad range of places.

Through repeat work in Kaua'i and projects in locations such as Mammoth Lakes, CA, Drew has developed an understanding of the unique challenges and opportunities often present in rural resort communities. He approaches work in these locations with extra care, knowing that these places require special design consideration and creative thinking to maintain what makes them special in the first place, while laying the groundwork for an economically and environmentally sustainable and equitable future.

### **Education**

*Bachelor of Architecture,  
University of Texas at Austin*

*Bachelor of Arts in Urban Studies,  
University of Texas at Austin*

### **Other Relevant Projects**

*The Parcel, An Affordable  
Neighborhood, Mammoth Lakes, CA*

*Prairie Queen Master Plan, Papillion,  
NE*

*West Kaua'i Community Plan + FBC,  
Kaua'i County, HI*

*South Kaua'i Community  
Development Plan + FBC, Kaua'i  
County, HI*

*Missing Middle Housing Scan + Deep  
Dive, Idaho Falls, ID*

### **Relevant Experience**

#### **The Parcel, An Affordable Neighborhood, Mammoth Lakes, CA**

In his capacity as project manager for Opticos, Drew worked closely with the prime consultant and Town staff to develop an effective community engagement process that incorporated participatory design activities and oversaw the design of three alternative scenarios for the site. Drew helped to coordinate various stakeholders and Town departments to ensure that each of the three scenarios presented a feasible and sustainable vision for development, and incorporated feedback from the community to refine a preferred scenario and final plan document that set a new direction for residential development in Mammoth Lakes.

#### **West Kaua'i Community Plan + FBC, Kaua'i County, HI**

As project manager and lead form-based code author, Drew directed the project team, coordinated and provided direction at charrettes, and worked with the project team and County staff to develop a form-based code that responds to the unique needs of communities on the island's rural west side. Drew worked with the client and sub-consultants to identify an efficient charrette approach that enabled the design team to host charrettes in each of the three west side communities despite a limited project budget.

# Opticos Design



## Xenia Alygizou

*Senior Designer*

Xenia Alygizou is an architect and an urban designer, holding a Masters of Urban Design from UC Berkeley. She has been part of Opticos for the last three years and has helped with her international experience in various projects. In her work, she brings alternative design processes and focuses on physical and social resilience, urban storytelling, and design engagement.

Since joining Opticos Design, Xenia has contributed to comprehensive plans, master plans, precise plans, form-based codes, and research and development for innovative design concepts of place types. She has worked on charrettes with residents to establish their vision via neighborhood design principles. Her role also includes spatial analysis using GIS, graphic visualization for block scale and public realm design, zoning analysis, and policy guidance.

Before Opticos, Xenia researched urbanism theories, applied participatory design to her work, and examined incremental design approaches at the neighborhood level. Through her practice tries to advance the importance of cultural and social protection and highlight the effects of physical change on local populations. In her Master's thesis for UC Berkeley, she examined the notion of social integration through urban design for Bayview's underserved neighborhood in San Francisco, and she developed a framework for protecting the area's cultural and built heritage. She also earned her Bachelor's and Master's degree in Architecture from the National Technical University of Athens.

In her free time, she enjoys exploring Berkeley and San Francisco, cooking Mediterranean dishes, and practicing the piano.

### **Education**

*Masters and Bachelor of Architecture, National Technical University of Athens*

*Master of Urban Design, University of California, Berkeley*

### **Awards**

*Departmental Award, University of California, Berkeley 2016-2017*

*Grant award from Urban Design Faculty of CED, Berkeley, 2016-2017*

*Award of Gerondelis Foundation for the completion of the studies in CED*

### **Relevant Project Experience**

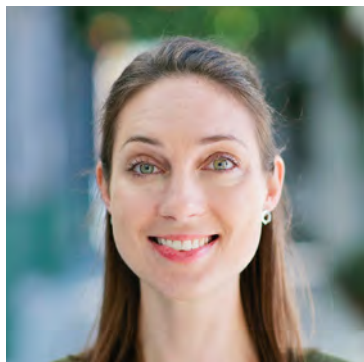
*Missing Middle Housing Scan + Deep Dive, Idaho Falls, ID*

*San Rafael Precise Plan + Code, San Rafael, CA*

*Downtown Davis Specific Plan + Code, Davis, CA*

*NAHB National Missing Middle Housing + ADU Study*

# Opticos Design



**Caroline Swinehart**

*Senior Designer*

Hailing from California's Central Valley, Caroline Swinehart is a valued contributor to a variety of Opticos' urban design projects. In all her project work, she seeks to add beauty to the built environment and create a shared public realm that is harmonious, accessible, and environmentally responsible. She strives to design places that provide for needs of diverse user groups, ensuring longevity in evolving communities.

Since Caroline joined Opticos, she has become an integral member of the team working on many projects, including the Walkable Winton Town Center Plan in Merced County, the Blackstone-Shaw Activity Center in the City of Fresno, the Downtown Davis Specific Plan, and the Solano Avenue Complete Streets Plan in the City of Albany. She has significant experience working on charrette with local residents to develop neighborhood design guidance.

After obtaining her undergraduate degree from Yale, Caroline pursued and obtained an M.Arch and Master of Architectural Design and Urbanism from the University of Notre Dame, where she honed her skills at designing spaces in the urbanist tradition. In her professional career, she continues to develop her expertise in residential design and site design sensitive to local climate and character.

When she steps away from her drafting table, Caroline can be found in the great outdoors—either by an easel relishing natural beauty on plein air landscape painting excursions, or rock climbing in the Berkeley Hills.

## **Education**

*B.A., Humanities, Yale University*

*Master of Architecture, University of Notre Dame*

*Master of Architectural Design and Urbanism, University of Notre Dame*

## **Relevant Projects**

*The Parcel, An Affordable Neighborhood, Mammoth Lakes, CA*

*Portage and Elwood Neighborhood Center Charrette & Plan, South Bend, IN*

*San Rafael Precise Plan + Code, San Rafael, CA*

*Downtown Davis Specific Plan + Code, Davis, CA*

*Moraga Center Specific Plan and Implementation, Moraga, CA*

*Fresno Blackstone Corridor Plan, Fresno, CA*



## Development Modeling + Sustainability

# Cascadia Partners

519 SW Park Avenue, Suite 215  
Portland, OR 97205

971.808.2366  
steiny@cascadia-partners.com



Cascadia Partners represents decades of experience in planning, design, development finance, and economics. Our team is ready to guide projects from concept to reality. Our services range from strategic planning and conceptual design through development. We provide the design, financial and engagement skills to ensure success. Our strength is being able to provide both sophisticated analysis and a compelling, visual story that brings concepts to life.

Our projects include redevelopment plans for entire districts like transit stations and downtowns, street and public realm urban designs, management of public-private partnership developments, and detailed site plans and pro forma analysis for individual sites. Our past clients include public agencies of all types, such as cities, counties and redevelopment agencies, as well as private landowners.

We have done extensive work in communities across the inter-mountain West. Through our experience working in resort-oriented areas of Colorado, Montana, Wyoming, and Idaho, we have come to understand the unique pressures faced by desirable mountain towns. Past work includes a 600-acre master plan for the City of Gunnison, CO, a zoning best practices guide for the state of Wyoming, and zoning code audits for the cities of Lander, Lovell, Laramie, and Sheridan.

Cascadia Partners is a certified Emerging Small Business (ESB).

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### Related Projects

*Lander Wyoming Missing Middle Housing Zoning Code Audit, Lander, WY*

*Downtown Missoula, Master Plan Update, Missoula, MT*

*Cottage Cluster Feasibility Study, Milwaukee, OR*

*Bend Core Area Plan, Bend, OR*

*Park City Land Management Code Changes, Park City, UT*

*Gunnison Rising Planned Unit Development Update, Gunnison, CO*



## ALEX STEINBERGER

### MANAGING PARTNER

971.808.2366 | [steiny@cascadia-partners.com](mailto:steiny@cascadia-partners.com)

#### EDUCATION

Master of Urban and Regional Planning  
Portland State University

Bachelor of Arts, Economics  
University of California, Los Angeles

#### WORK EXPERIENCE

Managing Partner, Cascadia Partners,  
*April 2018 to present*

Project Manager, Fregonese Associates  
*September 2012 to April 2018*

Assistant Planner, ODOT  
*November 2011 to August 2012*

#### ABOUT

Alex is an urban planner and economist with a strong foundation in geographic information systems (GIS). His experience in scenario planning and transit-oriented development allows him to fulfill a broad range of project needs – from urban design to redevelopment analysis.

Alex's work at Cascadia Partners focuses on corridor analysis, housing, and economic development. He has experience working at a range of scales, from site-specific redevelopment projects to regional visioning efforts. Past projects include redevelopment feasibility analysis for a Bus Rapid Transit (BRT) corridor in San Antonio, Texas and a station area development strategy for a planned high capacity transit line in Portland, Oregon. In every project, Alex employs cutting edge planning tools and techniques with an eye for communicating complex topics to non-technical audiences. His experience has taught him that technical analysis is only as useful as the story it is able to tell.

#### SELECTED PROJECTS

##### SB 743 Case Studies

##### Sacramento, California – 2018 - 2019

Alex provided technical assistance to CEQA planners and MPO staff in this ground-breaking study funded by SCAG and SACOG. The study examined several recently completed land use and transportation projects and stepped through the CEQA compliance process under the new SB 743 amendment. This project will lead to a comprehensive state-wide report and dissemination program to help local planners and MPO staff comply with updates to CEQA.

##### Tigard Triangle Equitable Urban Renewal Plan

##### Tigard, Oregon – 2018 - 2019

Alex served as the scenario planning and analysis lead for the City of Tigard's Equitable Urban Renewal Plan. This effort involved detailed scenario modeling of proposed capital projects such as trails, pedestrian bridges, and streetscape enhancements. For each proposed project, Alex analyzed the direct and catalytic impact and provided a range of performance metrics to community stakeholders. The project resulted in a budget-constrained funding package that directly reflected community desires for improvements that mitigated the potential for gentrification and displacement.

##### CodeNEXT Land Development Code Update

##### Austin, Texas – 2013-2020

Technical lead for a dynamic consultant team that included Fregonese Associates, ECONorthwest, and Opticos Design. Alex developed an innovative scenario planning framework using Envision Tomorrow, a suite of urban and regional planning tools. Using this framework, Alex worked with elected officials and other stakeholders to test the impacts of a range of land development policies on housing capacity, affordability, and greenhouse gas emissions.





## ALEX JOYCE

### MANAGING PARTNER

503.927.2872 | alex@cascadia-partners.com

#### EDUCATION

Masters of Real Estate Development  
Portland State University

Masters of Urban & Regional Planning  
Florida State University

Bachelor of Political Science  
Florida State University

#### AFFILIATIONS

ULI - *Next 10 Member*  
NAIOP - *Associate Member*  
AIA/APA/ASLA - *Urban Design Panel Member*

#### WORK EXPERIENCE

*Managing Partner, Cascadia Partners*  
August 2017 – present

*Principal, Fregonese Associates Inc.*  
June 2006 – August 2017

#### ABOUT

Alex has led planning, code and development feasibility projects across the US for over 15 years. This includes comprehensive code audits and market-specific recommendations and incentive packages to jumpstart desired development types. His experience working on real world development projects gives him a unique ability to quickly diagnose issues in code and craft workable changes.

Alex started Cascadia Partners for the specific purpose of helping communities translate their visions for the future into feasible, implementation strategies that get results. Most projects involve robust community and stakeholder engagement and Alex is adept at helping people understand the mechanics and trade-offs of different policy options. Alex regularly facilitates and presents at public meetings and at public hearings of planning commissions and city councils.

Prior to starting the firm, Alex was a Principal at Fregonese Associates where he learned the history and mechanics of Oregon's statewide planning goals, including Goal 10, from John Fregonese. Alex was also a core consultant team member on the recently adopted Bend Urban Growth Boundary Plan, in which he led land use scenario modeling and housing capacity analysis and produced findings that were compliant with multiple Statewide Planning Goals.

Alex's most recent work includes leading code revisions and development incentives for the Core Area of Bend Oregon (adopted in 2020); an overhaul of Park City Utah's affordable housing incentive program (adopted in 2019); and a citywide code audit for the City of Gunnison Colorado (adopted 2019).

#### SELECTED PROJECTS

##### **Bend Central District Implementation Plan** **Bend, OR - 2018-2020**

Alex led the creation of the zoning code recommendations and other implementation tools for the entire Central District Implementation Plan. Alex conducted a comprehensive audit of all commercial zones and two residential zones within the district. The purpose of the analysis was to identify all zoning barriers are hindering the development of new housing, including Missing Middle housing, and mixed-used development within the District. The implementation tools included sensitivity testing custom parameters for a new Vertical Housing Tax Exemption and substantial modifications to the SDC financing program. The zoning code recommendations were approved by City Council in early 2020.

##### **Park City Affordable Housing Density Bonus Program** **Park City, UT - 2019**

Alex led a full audit of Park City's complex affordable housing density bonus program. The analysis involved complex pro forma and site plan modeling to uncover multiple





## JAMIN KIMMEL

### SENIOR ASSOCIATE

503.893.4706 | [jamin@cascadia-partners.com](mailto:jamin@cascadia-partners.com)

### EDUCATION

Master of Urban and Regional Planning  
Portland State University

Bachelor of Science,  
Business Management  
University of Colorado at Boulder

### AFFILIATIONS

American Institute of Certified Planners  
(AICP)

### WORK EXPERIENCE

August 2019 – Present  
*Senior Associate, Cascadia Partners*  
August 2016 – July 2019  
*Planner, Angelo Planning Group*  
July 2015 – August 2016  
*Long Range Planner, Vancouver, WA*

### ABOUT

Jamin is an urban planner with expertise in housing planning, development code, and urban design. His recent work has focused on helping communities to shape a more equitable and affordable housing market. His approach is to integrate real estate analytics into the comprehensive perspective of a land use planner. He quantifies the impact of code standards on the feasibility and affordability of development to help communities make informed decisions when balancing multiple policy goals. Jamin has worked in the public and private sectors and has both authored zoning codes and led projects through the entitlement process. He combines a rigorous approach to technical analysis and strong attention to detail with the creative skills to produce an accessible narrative and engaging visuals.

### SELECTED PROJECTS

#### **Housing Needs Analysis On-Call Support Multiple Oregon Cities (2017 - 2019)**

While with Angelo Planning Group, Jamin managed the technical work for multiple Housing Needs Analyses (HNA) and associated Housing Strategy Reports. Jamin led this work for the cities of Warrenton, The Dalles, Umatilla, Stanfield, Echo, Boardman, Irrigon, Lone, Lexington, and Heppner. Jamin completed residential Buildable Land Inventories for each community that both complied with all Goal 10 administrative rules and highlighted important trends and issues related to residential land supply. His work also included estimating the housing unit capacity of buildable land based on current zoning standards, a key input to assessing the need for a UGB expansion. As part of each HNA project, Jamin then performed an in-depth review of local development codes and identified a set of recommendations for potential code changes to facilitate production of a diverse range of housing types, consistent with the intent of Goal 10. J

#### **Lander Housing Affordability Code Audit and Update Lander, WY (2019 - 2020)**

Jamin led an analysis of the City of Lander's zoning code to identify opportunities to improve housing affordability and remove barriers to housing development. He applied real estate pro forma analysis to a set of housing types allowed under the existing code, then tested the effects of potential code changes on development feasibility and potential affordability, such as reducing minimum lot sizes or parking requirements. Jamin conveyed the findings in an accessible narrative with engaging visuals that helped community members understand the key issues. He then worked with a local advisory committee to develop a set of code amendments, including allowing middle housing types such as small apartments and cottager clusters, permitting accessory dwelling units, and significant reductions to minimum lot sizes and off-street parking standards. The amendments are expected to be adopted in spring of 2020.



Key Personnel





## JULIA MICHEL

ASSOCIATE

503-967-5768 | [julia@cascadia-partners.com](mailto:julia@cascadia-partners.com)

### EDUCATION

Master of Urban and Regional Planning  
Portland State University

Bachelor of Arts, Urban Studies and  
Planning  
San Francisco University

### WORK EXPERIENCE

GIS & Planning Analyst; Portland State  
University  
*December 2018 - February 2020*

Planning Intern; Fregonese Associates  
*January 2017 - September 2017*

### ABOUT

Julia is an urban planner that specializes in data and spatial analysis. Her previous public and non-profit sector experience focused on mapping and data management and analysis. At Cascadia, she has taken on a generalist role and applies her analytical skills to create engaging narratives about complex planning issues. She firmly believes that complex information is only valuable if it can inform and engage a broad audience and empower communities to meaningfully take part in the planning processes that concern them. Julia speaks three languages (English, French, and Spanish) and has lived and studied in many different parts of the world, giving her a well rounded perspective of contemporary planning issues and opportunities and allowing her to draw on these international experiences when confronting local planning projects.

### SELECTED PROJECTS

#### **Halsey Main Street Code Audit**

##### **Fairview/Wood Village/Troutdale, Oregon – 2020**

Julia serves as technical support for a planning process that looks to understand the major market impacts of each city's zoning code on development opportunities along Halsey Street. The project goals are meant to inform a shared vision of the Halsey corridor. Julia helped prepare pro formas for hypothetical and potential multi-family and mixed-use development by researching the regulatory code of each city and deconstructing city fees such as system development charges. In addition, Julia assisted with technical advisory committee meetings and project stakeholder meetings that engaged with local property owners pursuing development opportunities.

#### **Laramie Code Audit**

##### **Laramie, Wyoming – 2020**

Serving as technical support, Julia assisted in performing a code audit to understand the major market impacts of code in residential and commercial zoning districts and provide recommendations on how to tweak the Laramie Code in a way that increases opportunities for infill development. Julia prepared pro formas evaluating the development potential of four sites in four different zoning districts and assisted with data collection and presentation infographics for an online charrette studying the financial feasibility of different housing development types. City staff and local stakeholders were pleased with the outcomes of the charrette and are optimistic that the resulting designs and recommended code changes will resonate with the city council and public.





## VICTOR TRAN

### ASSOCIATE

458-207-0225 | victor@cascadia-partners.com

### EDUCATION

Master of Urban and Regional Planning  
Portland State University

Bachelor of Science  
Agricultural and Environmental Sciences  
McGill University

### WORK EXPERIENCE

Planning Intern; Fregonese Associates  
*March 2018 - November 2018*

Planning Intern; Bureau of Planning and  
Sustainability  
*June 2017 - March 2018*

### VOLUNTEER EXPERIENCE

Mandarin Tech Help; Multnomah County  
Library  
*January 2020 - Present*

### ABOUT

Victor is trained as an urban planner and has worked in public, private, and non-profit sectors. His approach is rooted in the simple philosophy that good urban planning involves being able to tell the larger story behind complex policies and big data. Through utilizing infographics, drawings, images, and well-designed layouts, Victor specializes in creating relatable and engaging products for different audiences.

Victor is passionate about public engagement and wherever possible, seeks to include an equity lens in the work that he is doing. Whether it be redesigning a rural town center or creating a relocation strategy for coastal reservations (both projects Victor has worked on), you can be sure that Victor is always thinking about how each stakeholder is affected, and how to move the project forward in the best way possible.

### SELECTED PROJECTS

#### **Gunnison Rising Master Plan Gunnison, Colorado – 2019 to 2020**

Victor served as technical lead for a conceptual planning process to craft a compelling, yet practical and market-driven vision for a 600-acre site in Gunnison, CO. To implement this vision, Victor--in coordination with a multidisciplinary team and a broad set of stakeholders--prepared the regulatory code to govern a phased, long-term development of the site. These concepts include build-to-lines, massing controls, and standards for articulation and detailing. In addition, Victor created 3D site plan graphics to clearly illustrate the intent of each standard as well as street cross-section design standards which provide protected bike lanes on all major streets and sets out performance standards to ensure a complete network of parks and trails. The code has received strong support from City leadership and is anticipated to be adopted in late 2020.

#### **Park City Land Management Code Park City, Utah – 2019**

Serving as technical lead, Victor performed a detailed code audit to understand what the major market impacts of the zoning were in order to provide recommendations on how to tweak the Park City's Land Management Code. Victor conducted interviews with developers and staff involved with real and developed site plans and pro formas to model proposed changes to the code. The final report and recommendations were well received with overwhelming support from city council in adopting new standards.



Key Personnel



## Civil Engineering + Green Infrastructure

# Crabtree Group Inc.

P.O. Box 924, 325 D. Street, Salida,  
Colorado 81201

719.539.1675  
pcrabtree@crabtreegroupinc.com

Crabtree Group, Inc. (CGI) was founded in 1999 by Paul Crabtree, a Civil Engineer who has focused his work on the integration of intelligent urban infrastructure with New Urbanism and Smart Growth Planning. Paul is a leader in the Congress for New Urbanism Rainwater Initiative, as well as an author and lecturer on sustainable infrastructure, from water to transportation. Paul is a founding member of the Transect Codes Council, and a contributing author of *Sustainable and Resilient Cities* (Wiley, 2011).

CGI is a multi-disciplinary New Urbanist civil engineering firm with deep experience in green infrastructure, Lean Urbanism, innovative stormwater management, watershed management, complete streets, and water and wastewater systems. An extensive knowledge and experience with traditional development patterns reinforces the firm's ability to integrate infrastructure (water, water re-use, sewer, rainwater, streets, and dry utilities) with urbanism and livability.

CGI projects have demonstrated that green infrastructure can outperform conventional infrastructure while reducing capital and operation costs. CGI was the Civil Engineer of record for two projects (a residential neighborhood and a school), each of which received the Colorado Sustainable Design Award for 2011. CGI received Charter Awards from the Congress for the New Urbanism in 2010 & 2019 and a Driehaus Award in 2020.

Recent US and international projects include numerous complete streets retrofits in Ojai, CA, Guadalupe CA, Ventura County CA, Salida CO and Poncha Springs CO; traditional neighborhood development infrastructure in Tulsa OK, Redlands CA, Tehachapi CA, Poncha Springs CO, Rancho Cucamonga CA, Wharton TX, Pike Road AL, Malibu CA, Salida CO, Claremont CA, San Antonio TX, Austin TX, South Pasadena CA; neighborhood infrastructure restoration in Rose Town, Jamaica; new and retrofit infrastructure for several villages of the Galapagos Islands; a large (600,000 population) addition to the city of Mecca, Saudi Arabia, post-earthquake reconstruction plans for downtown Port Au Prince, Haiti; Infrastructure Consulting for ReInvent Phoenix TOD planning.

## LICENSES AND CERTIFICATES AND MEMBERSHIPS

International Registry Certificate as Professional Engineer (Civil)  
Registration as Professional Engineers (Civil) in CA, CO, UT, MN, NM, MA, OK, FL, NC, TN, WA, AZ, TX  
Registered File with NCEES, for facilitated registration in all states  
Member National Society of Professional Engineers and ASCE  
Members Congress for the New Urbanism  
Graduates: SmartCode and SmartCode Pro, Form-Based Codes 301; and CNU 14 through 26  
Certified NCI Charrette Planners and Managers  
Member Local Government Commission  
Founding Member Transect Codes Council  
Leaders, CNU Rainwater Initiative

## Paul Crabtree, P.E., CNU-A, ASCE

Principal, Crabtree Group, Inc.



### EDUCATION

B.S Civil Engineering, 1978

*Washington University in Saint Louis, MO*

B.A. Physics, 1976

*Hamline University in Saint Paul, MN*

### CERTIFICATES

Professional Engineer (Civil) International,  
California, Colorado, Utah, New Mexico,  
Massachusetts, Oklahoma, West Virginia,  
Tennessee, Minnesota, Arizona, North  
Carolina, Florida.

Registered File with NCEES, for facilitated  
registration in all states

NCI Charrette Planner and Manager  
Congress for New Urbanism (CNU-A)

### PROFESSIONAL MEMBERSHIPS

National  
Society of Professional Engineers  
American Society of Civil Engineers  
Congress for the New Urbanism  
SmartCode and SmartCode Pro  
Form-Based Codes 301  
Ten Year Tenure as Planning  
Commissioner  
Founding Member Transect Codes Council

### PROFESSIONAL EXPERIENCE

#### Crabtree Group, Inc.

(1999-Present) President **Homestead  
Village Inc.**

(1996-1998) Development Manager

#### Civil Land Consultant, Inc.

(1993-1996) Senior Project Manager

#### Warner Engineering

(1989-1993) Project Manager

#### Golden Era Productions

(1984-1989) Owner's Representative

#### Hydro-Air Engineering

(1978-1979) Design Engineer

Paul Crabtree is a Civil Engineer who has focused his work on the integration of intelligent urban infrastructure with New Urbanism and Smart Growth Planning. Paul is the founder and president of Crabtree Group, Inc. – a full service civil engineering firm established in 1999 with offices in CA and CO. Paul has been a faculty instructor for the Form Based Codes Institute and is a leader in the Congress for New Urbanism Rainwater Initiative, as well as an author and lecturer on sustainable infrastructure, from water to transportation. Paul is a founding member of the Transect Codes Council, the Project for Lean Urbanism, and a contributing author of *Sustainable and Resilient Cities* (Wiley, 2011).

### Selected Project Experience

**City of Salida, CO Public Works Projects, 2015-2018** Design and CM for a number of municipal projects: H-Street 7 block reconstruction, Highway 50 Sidewalks, Jones Street Water Main, Crestone Sewer, K Street 4 block reconstruction, Hunt Street 7 block reconstruction, Palmer Street 7 block reconstruction, Recycling Center Site, Scout Hut parking, F Street Alleys, CR140 – CR120 Intersection Mesa Lane Intersection.

Reference: David Lady, Public Works Director 719-539-6257

[david.lady@cityofsalida.com](mailto:david.lady@cityofsalida.com)

**Town of Poncha Springs, CO Public Works Projects,** Wrote their SmartCode municipal code update. Design and CM for Complete Street Retrofits, Municipal Water Storage Tank, Trunk Main, Well & Treatment Project. Reference: Brian Berger, Town Manager

719-539-6882 [manager@ponchasprings.us](mailto:manager@ponchasprings.us)

**City of Ojai, CA Complete Streets Retrofits.** CGI designed street retrofits which include road diets, new sidewalk, street trees, rock channel with slotted curbs, and French drains; as well as extensive repaving. CGI prepared cost estimates and construction management. Ongoing Public Works projects are built, designed and under design from 2017 to present. Reference: Greg Grant, Public Works Director 805-646-5581

[grant@ojacity.org](mailto:grant@ojacity.org)

**City of Redlands, CA Transit Villages Specific Plans,** May 2017 to PT with Moule & Polyzois Architects, for City of Redlands. Provided infrastructure master planning for Specific Plans for three new light rail Transit Villages, including analysis of existing infrastructure capacities, and planned upgrades for three TODs including significant retail additions and 3000 housing units. References: Brian Desatnik, Dev. Services Director, City of Redlands [bdesatnik@cityofredlands.org](mailto:bdesatnik@cityofredlands.org) 909-798-7555

**Rancho Cucamonga, CA EHCNP Specific Plan,** Sep 2018 to PT with Sargent Town Planning, for City of Rancho Cucamonga. Provided infrastructure master planning for a Specific Plan for Etiwanda Heights Conservation and Neighborhood Plan, a 4300-acre annexation including master planning for 2,900 residences and 180,000 sf of commercial. 2020 Driehaus Award Winner. Reference: Matt Burris, Deputy City Manager. [Matt.burris@cityofRC.us](mailto:Matt.burris@cityofRC.us) 909-477-2700

**City of Tehachapi, CA Oak Tree Village Specific Plan,** May 2016 to PT with Lisa Wise Consulting and Sargent Town Planning, for the City of Tehachapi. Provided infrastructure master planning and Specific Plan for a greenfield traditional neighborhood development (TND). Reference: Jay Schlosser, Dir of Community Development, City of Tehachapi [jschlosser@tehachapicityhall.com](mailto:jschlosser@tehachapicityhall.com) 661-822-2200

**Town of Mammoth Lakes, CA The Parcel Affordable Housing** 2019 with Lisa Wise Consulting and Opticos, for the Town of Mammoth Lakes. Provided infrastructure





## Transportation Modeling

# Cambridge Systematics, Inc.

101 Station Landing, Suite 410  
Medford, MA 02155

781.539.6700  
info@camsys.com



## Sean McAtee

*Principal*

Mr. McAtee is a Principal of Cambridge Systematics (CS) with 19 years of experience in travel model development and application. Mr. McAtee works with trip-based and activity-based travel models, and has developed innovative methods of forecasting within regional and statewide modeling contexts. He has managed numerous model update and application projects, including the recent development of the Teton County Travel Model. He has also provided assistance in applying the Teton County model to support town and county planning activities. He has been a key contributor to numerous trip- and activity-based models. Experience includes work in the Denver region, Colorado North Front Range, Southern California and Texas.

## Ramesh Thammiraju

*Senior Associate*

Ramesh Thammiraju is a Senior Associate with over 15 years of professional experience in regional travel demand modeling and forecasting for sub-areas and corridor analysis. Mr. Thammiraju has managed and contributed to numerous model application and development projects. He is an expert in the TransCAD travel demand software package and the modeling system used by the Teton County Travel Model. He is adept at model application projects, understanding how to communicate model results in a clear way that is useful to planners, stakeholders, and engineers. Mr. Thammiraju is experienced in developing post-processing tools that convert raw model outputs to forecast volumes and intersection turn movements that are useful in the planning process.

## Ishraq Ray Ahmed

*Travel Demand Modeler*

Ishraq Ray Ahmed is a Travel Demand Modeler specializing in travel model development and application, transportation big data analytics, geospatial analysis, and visualization. He has a unique combination of technical and analytical skills and a strong motivation to solve critical transportation engineering and planning problems. His software and programming skills include TransCAD, Tableau, ArcGIS, Python, R, SQL, Synchro, SimTraffic, Vistro, Vissim, Viswalk, Sidra & AutoCAD.

# MAS Places

Jackson, Wyoming

412.956.3750  
Michael@MASplaces.com

## Michael A. Stern LEED AP

Michael Stern is an independent urban and landscape design consultant, guided by the mission of creating compelling places for people's everyday lives. Working collaboratively with other design firms and public and private clients, he brings a broad outlook and extensive experience to each design or planning assignment.

Prior to establishing MAS Places in 2017, he was a founding principal of Strada, a cross-disciplinary design firm in Pittsburgh and Philadelphia, PA. Michael led the firm's urban design and landscape architecture efforts, working closely with architects and designers on projects from riverfront parks to district master plans. Before founding Strada, he was involved in many of Pittsburgh's major urban design and planning efforts. He led the Pittsburgh Downtown Plan, the first comprehensive master plan for the greater Downtown area in 35 years, and the Pittsburgh Regional Parks Master Plan; these documents are still touchstones for planning in that city, years after their completion.

A native New Yorker, his professional experience in the New York firms of Cooper, Robertson & Partners and Quennell Rothchild & Partners gave him broad training in the various aspects of planning, design, and construction of private and public urban precincts and landscapes. His subsequent teaching and research while a full-time faculty member at the University of Virginia School of Architecture focused on understanding the changing nature of urban form and organization in the face of new technologies and economies.

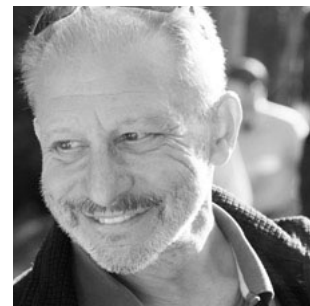
Michael has lectured widely, and he has published and edited numerous articles and journals on planning, urban design, and landscape design theory. He is an active member of the Urban Land Institute and participates in the national Urban Revitalization Council, as well as on numerous Advisory Service Panels across the country. He holds a Bachelor of Arts in Anthropology from Grinnell College and a Master of Landscape Architecture from the Harvard Graduate School of Design.

### Education

- Associate Fellow, IATH, University of Virginia
- Harvard Graduate School of Design, Master of Landscape Architecture
- Grinnell College, Bachelor of Arts in Anthropology

### Boards + Committees

- Treasurer, Teton County Historic Preservation Board
- Town of Jackson Design Review Committee
- board member, Jackson Hole Conservation Alliance



### Related Projects

*Cathedral Campus,  
Charleston, WV*

*Bakery Square 2.0 Master  
Plan, East End, Pittsburgh, PA*

*Rivers Casino & Riverfront  
Park, North Shore, Pittsburgh,  
PA*

*Larimer Neighborhood Vision  
Plan, East End, Pittsburgh, PA*

*Dick's Sporting Goods  
Corporate Campus,  
Coraopolis, PA*

*Pittsburgh Downtown Plan,  
Pittsburgh, PA*



## PLACEMAPPING & PLACE MAKING: THE CONCEPTS

Everyone, it seems, is looking for a “sense of place” — a highly sought-after quality in an increasingly fragmented, but homogenized world. At its heart, it represents a feeling of connectedness to the local situation and other people. It can, and should, occur in all aspects of our daily life, from workplaces to houses, to public spaces and entire neighborhoods.

### **PlaceMapping & Place Making: putting ideas into action**

PlaceMapping is an analytic understanding of place as seen from an anthropological perspective. This viewpoint finds the fundamental qualities of a place informed by the complex relationship of people and their natural or

human-made environment. Place Making is the application of the knowledge gained from PlaceMapping to shape great places through planning and design. Successful Places occur at the intersection of three interrelated spheres:

Culture: the social context for human experience that is memorable, pleasurable, haptic, social, emotional, visceral.

Nature: a sensitive response to the physical qualities of the context, whether natural or human-made that is responsible and beautiful.

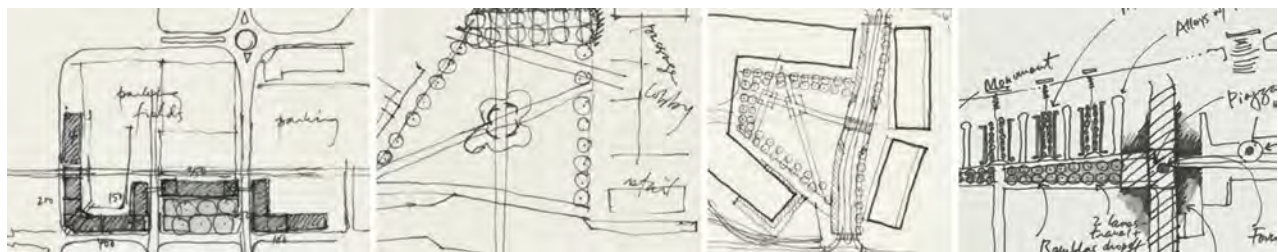
Economy: the management of the intended program needs and resources that make a place efficient and sustainability.

### **PlaceMapping — the process of discovery**

PlaceMapping is a process that can streamline design and planning and build consensus among all stakeholders by creating a framework of common understanding for decision-making. Based on a thorough investigation of the fundamental characteristics of the challenge, it leads to a clear set of design principles for future action. PlaceMapping is inter-disciplinary and collaborative. It relies upon a web of intelligence and broad experience where each participant brings his or her specific expertise to the table, creating better results.

### **Why use PlaceMapping?**

Just as every person is different, every place is different—that's why it is important to bring fresh eyes, trained by years of experience, to each project. Assuming a outlook informed by these multiple perspectives we creatively integrate them through design thinking.



### **Place Making — Design Thinking in Action**

Making places is the synthetic activity that results from the mapping of a place; it translates research into action through design thinking.

Place Making is the creative three-dimensional response to the activities of PlaceMapping. If it is successful, it creates a spatial venue for human experience by design. It results in places that advance both civic values, and



real estate values.

Place Making is a complex mix of design and planning that integrates buildings, landscapes and the sites they occupy into holistic assemblages that are spatially defined and interconnected to the broader urban framework.

Our mission is to assist our clients in achieving these kinds of extraordinary places in their projects.

**PlaceMapping leads to Successful Places**

Successful places can be as simple as a beautiful sun-lit room, a thriving street or square, or an expansive landscape. Each are defined by physical dimensions that frame it as a resonant venue of human life and in all contexts, the environmental, social and economic aspects are critical to successful places.



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phone: 412-956-3750 email: Michael@MASplaces.com Jackson, Wyoming





## Transportation Advising

# Charlier Associates Inc.



2919 Valmont Road #206  
Boulder, CO 80301

303.543.7277  
jfc@charlier.org

Charlier Associates, Inc. (CAI) is a multimodal transportation planning firm, specializing in sustainable approaches to improving access and mobility in support of community objectives. Our clients include towns, cities, counties, transit service providers, state and regional agencies, federal agencies, and private sector companies interested in moving beyond traditional solutions and approaches. The firm is known for innovation in local and regional transportation master planning.

CAI has prepared transportation master plans for communities across the US, including Kauai County HI, Orlando FL, Flagstaff/Coconino County AZ, Redmond WA, Boulder CO, Ft. Collins CO, Gunnison CO, Breckenridge CO, Brighton CO, and Jackson/Teton WY, among many others. The firm has been recognized for innovation in transportation planning, including:

- Mode share-based plan objectives (Boulder CO 1995)
- Travel-diary-based travel behavior profiles (various jurisdictions 1995 – present)
- Multimodal level of service measures (Ft. Collins CO 1997)
- Carrying capacity-based land use triggers (Gunnison County CO, 1999)
- Cross-jurisdictional facility design guidelines (Coconino National Forest, Arizona DOT, Coconino County, Flagstaff 2003)
- Mixed-use, smart growth planning (US EPA, Smart Growth America 2004 – 2015)
- “Plan-based” growth management systems (Redmond WA 2005, 2013)
- Benchmark-based capital improvement planning (Jackson/Teton County WY 2015 and Brighton CO 2016)
- Public consultation-based street design process (Phoenix, 2016 – 2019)
- Transit-oriented, mixed-use development (Ho’opili, Honolulu 2004 – 2015)

Charlier Associates has served as the transportation planner for major private sector development projects, including:

- D. R. Horton’s 1,100-acre Ho’opili project in Honolulu. This major infill development site (future population 25,000) is a large TOD along the Honolulu rail line. The project required local and state zoning approvals, modification of the state’s urban growth boundary, as well as site planning and layout. CAI guided layout of the street network, provided drawings for festival streets, and provided concept design of the two rail station TOD areas. Horton began selling homes in Ho’opili in 2015. Construction of the rail line and stations is underway.
- Starwood Development’s four major resorts in West Maui, which CAI helped plan as “net zero traffic” projects (no net increase in total traffic) with heavy reliance on both public and private transit. CAI guided development of Starwood’s Lahaina shuttle, which is now the most popular amenity at these resorts. (Starwood has since merged with Marriott International.)
- Fiesta Americana’s Chemuyil resort on the Riviera Maya south of Playa del Carmen in Mexico. CAI developed the plan for external access and internal

circulation at this large, car-free canal-themed resort. The project is currently in final design and development.

- Dakota Pacific's 58-acre mixed-use housing project in Summit County, Utah will include 1,100 new dwelling units, most of which will be in multi-story buildings. The project is targeted at the "missing middle" income categories. It has required extensive analysis of traffic generation and traffic management. This project is currently before the Summit County Board for approval.

Charlier Associates has provided development review and development advisory services to local governments across the West, including Gunnison CO, Flagstaff AZ, Kauai County HI, Honolulu HI, Mt. Crested Butte, Boulder CO, Basalt CO, and Teton County WY. CAI was the transportation planner for the ill-fated "Porter Ranch" annexation project, with Jackson WY as the client and the land owner and Teton County as partners. The annexation and development plan for the ranch was approved by the Town of Jackson, but later rescinded by voter initiative. This project to some degree represents the predecessor to the current North South Park project.

Charlier Associates, Inc. was founded in Orlando, Florida in 1989 and incorporated in Colorado in 1993; we celebrated our 30<sup>th</sup> anniversary in 2019.



## Bio

James F. Charlier (Jim)

October, 2020

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### **Overview**

Jim Charlier is an expert on sustainable transportation and a community planner with successful, built projects throughout the US. He is known for innovations in multimodal, community-based transportation planning. He helped pioneer the practice of linking land use directly to transportation in a strategic framework driven by community objectives. His regional, local and downtown transportation master plans have served as national prototypes for addressing local objectives for economic vitality, quality of life, public health and sustainability.

### **Career Summary**

1974 – 1985: Iowa DOT – various planning and management positions

1985 – 1989: Florida DOT – senior management positions

1989 – : Charlier Associates, Inc.; founder, owner and managing officer

1989 – 1993: Instructor – Lincoln Institute of Land Policy – Transportation and Growth Mgt

2004 – 2014: US EPA – transportation associate, Smart Growth Implementation Assistance

2012 – 2017: Smart Growth America – transportation associate, community building blocks

2006 – : Faculty Associate, Mayors' Institute on City Design and Governor's Institute on Community Design

2006 – : Adjunct Professor – University of Colorado, Department of Environmental Design

2014 – : Community Builders transportation associate, training and technical assistance for communities in New Mexico, Idaho, Montana, Wyoming and Colorado

### **Recent Public Sector Work**

- Downtown Flagstaff Development Plan, with PUMA (ongoing)
- Downtown Missoula Master Plan, with Dover Kohl Partners (2019)
- Parking Audits: County of Kauai, Hawaii; Downtown Columbia, Missouri; River Market, Kansas City, Missouri; Downtown Woodland Park, Colorado; University District, Lawrence Kansas; Basalt, Colorado; Downtown Gunnison, Colorado; among many others
- City of Boulder, Colorado: Transit Service Delivery Study, with LSC (2018)
- Colorado DOT, Downtown Streets design manual, with Community Builders (2016)
- US State Department: technical assistance to provinces and cities of Indonesia (2015)
- Midtown Omaha 2050, with Duany Plater-Zyberk (2016)
- City of Phoenix, Arizona: 3<sup>rd</sup> and 5<sup>th</sup> Avenues redesign, with Aztec Engineering (2018)
- Des Moines MPO, Iowa: Project Prioritization System, with SGA (2018)
- Aspen Skiing Company, Colorado: Block 9 Workforce Housing, parking lead (2019)
- Community Builders Technical Assistance: Sheridan, Wyoming; Sandpoint, Idaho; Gunnison, Fraser, Grand Junction, and Salida, Colorado; Taos, New Mexico; Victor, Idaho

### **Recent Private Sector Work**

- Transportation planner (2004 – 2018) for a 1,100-acre transit oriented development in Honolulu including planning/design for two intermodal rail stations (client DRHorton)
- Transportation and parking planning (2018 – 2019) for a workforce housing project (>100 beds) in Basalt, Colorado, outside Aspen
- Transportation planner (current) for a 60-acre “missing middle” housing (1,100 homes) project in Summit County, Utah, outside Park City (client Dakota Pacific Real Estate)



## Digital Engagement Tools

# Konveio

59 W. Floyd Ave  
Englewood, CO 80110

877.671.3937  
challer@konveio.com

Konveio is a digital content engagement solution for civic projects. Our product and staff support stakeholder engagement processes worldwide from our home office in Denver, Colorado.

For ten years, Konveio and our predecessor Urban Interactive Studio have been at the forefront of digital participation and civic engagement technology. We are a tech-savvy team, utilizing online tools to facilitate team meetings, training, and project management; our clients often compliment us on the seamlessness of implementation and training. Chris Haller, Founder and CEO, has more than 15 years of experience in planning, technology, and stakeholder involvement. He oversees most projects we work on. Individual team members have at least five years of experience in their respective specialties, and we consider interests and aptitudes when assigning our staff to project teams, ensuring investment and commitment to project success.

We have worked on projects in more than half of the United States, as well as in Canada, Australia, and the United Kingdom. Since 2010, we have built more than 500 civic websites in service of more than 250 unique clients. These websites have ranged in complexity from basic information sharing to standalone outreach activities to multi-year engagement suites. Our expertise is focused on public processes as the vast majority of our clients are government agencies representing municipalities, counties, regional planning councils, MPOs, public utilities, and special districts.



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### Related Projects

*Denver East Central  
Neighborhood Plan, Denver,  
CO*

*Maui Long Range  
Transportation Plan, Maui, HI*

*Albuquerque ABC-Zone,  
Albuquerque, NM*

## Chris Haller

### Founder/CEO, Project Manager

Chris is a nationally-recognized User Experience designer and Online Engagement strategist, with a broad background in local government, urban and regional planning and communication technologies. This experience, combined with many years consulting for urban planning projects, is what brings Konveio's mission – to give people a voice in shaping the future of their communities – to life.



As Konveio's founder, Chris is closely involved in the day-to-day development of interactive engagement web apps. He designs effective online participation projects and facilitates client training, and oversees the Konveio team of planners, engagement specialists, designers, and developers. Chris is also the founder and publisher of EngagingCities, the online news source for trends in civic tech and public involvement.

### Select Project Experience and Accomplishments

#### *Principal – Albuquerque Zoning Code Update*

Oversaw implementation of EngagingPlans and multiple EngagingApps for a 3 year comprehensive planning and zoning code project.

#### *Principal – We Are Maui, Community Planning*

Oversaw implementation of an EngagingPlans website and multiple EngagingApps to collect feedback for neighborhood plans.

#### *Principal – Minneapolis 2040 Comprehensive Plan*

Oversaw strategic direction and implementation of EngagingPlans to support broad engagement throughout a comprehensive planning process.

#### *Product Manager – Konveio Public Engagement Software*

Leads the development of our apps to provide interactive websites for any public process with a need to engage citizens and stakeholders.





## Communications & Engagement Manager

## Select Project Experience and Accomplishments

Managed engagement portal and Konveio interactive zoning code for a 2 year zoning code project.

Set up Konveio and implemented digital engagement components to support the overall public engagement plan.

EngagingCities is an online magazine that shares creative strategies and new technologies to foster public engagement for livable communities. Posts updates and cultivates an active community of practitioners who contribute to the website.



# Konveio Platform

Konveio (pronounced “convey-o”) is a web app that allows you to easily share insights and gather ideas, survey responses or collect stakeholder or public feedback on draft documents, presentations, designs, poster boards or reports. It fosters buy-in by giving you the tools you need to convey ideas, collect feedback, and spark action.



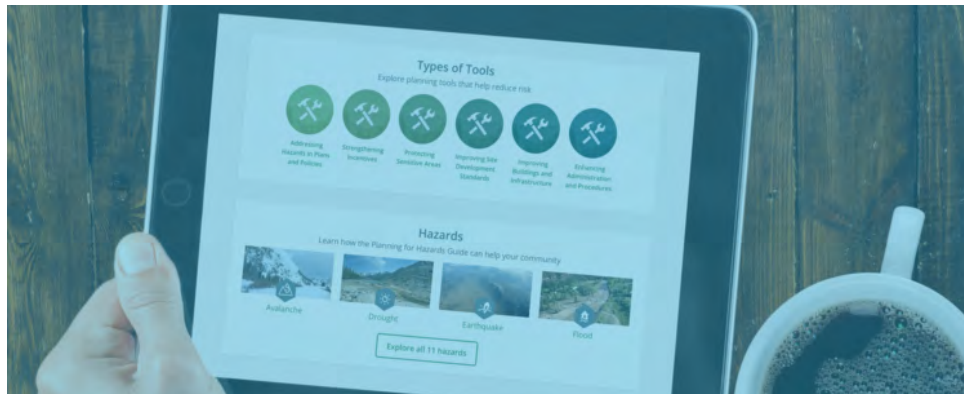
## Features

At Konveio, we strive to make digital engagement a fun and seamlessly integrated experience for the community. Over the past decade, we have refined Konveio to be a comprehensive system for managing public engagement processes around civic projects:

### Inform

Create visual *overview pages* that summarize the core themes of your document or project and guide readers to the relevant information. Overview pages are created as simple building blocks that use images and visualizations to spark interest.





## Explore

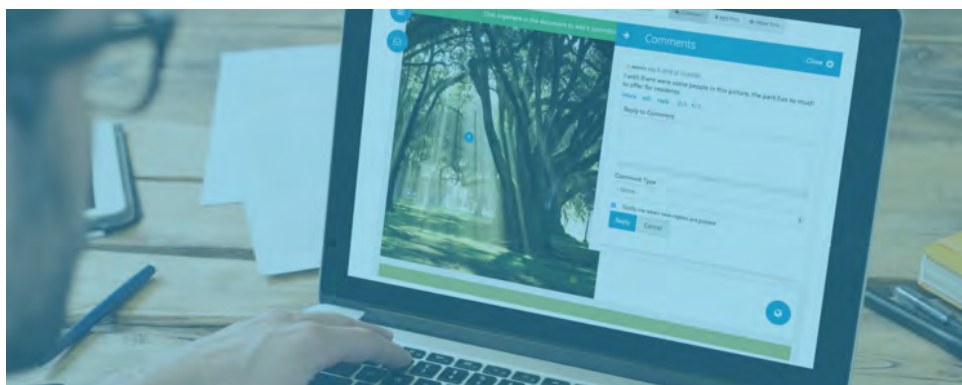
Add *interactive overlays* and embeds to your content to make it easy to understand. Include zoomable maps, forms, newsletters, sign-ups, street views, videos, virtual reality and other elements that help people understand your plans by letting them explore, not just read.



## Collaborate

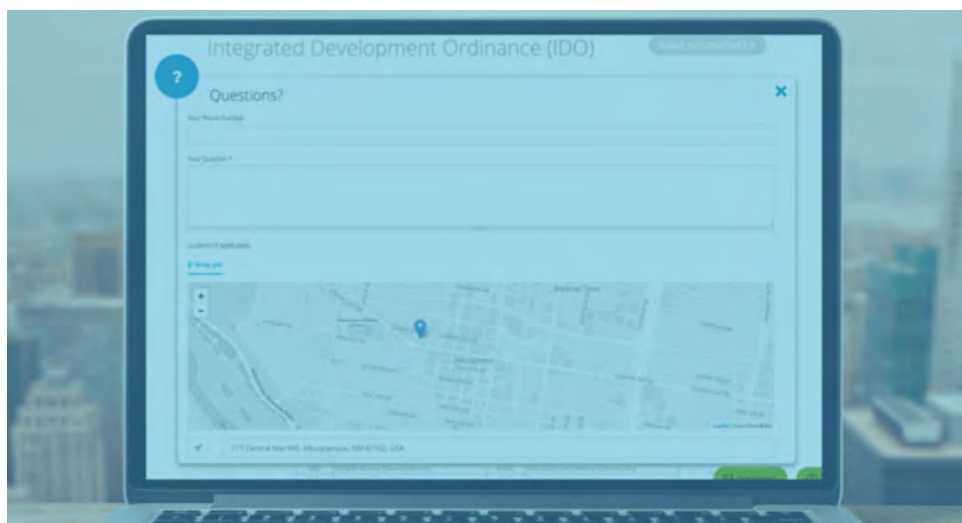
Make sure your plans or policies have buy-in from your target audience: Konveio provides powerful tools to involve stakeholders during all project stages and evaluate their feedback. Post PDF files and invite participants to offer input by clicking anywhere within the document to leave a detailed comment or by posting general answers via embedded surveys. Participants can view and reply to other comments or support them using thumbs up voting while reducing duplicate or conflicting statements. Comments can be managed within the system and exported in a spreadsheet or as an annotated version of the original PDF file. In either case, comments will retain their anchors in the text, providing important context for the team analyzing them.





## Collect Feedback

Build surveys to collect feedback from stakeholders in a variety of formats. Konveio's survey builder enables you to include map-based questions into any survey. These maps allow participants to map a location or draw a path by clicking on their desired spot on the map, by searching for a specific address, or by using their current location using their device's GPS. Konveio supports basic map overlays in KML format and all collected information can be exported as a point file with latitude and longitude values for import into ArcGIS.

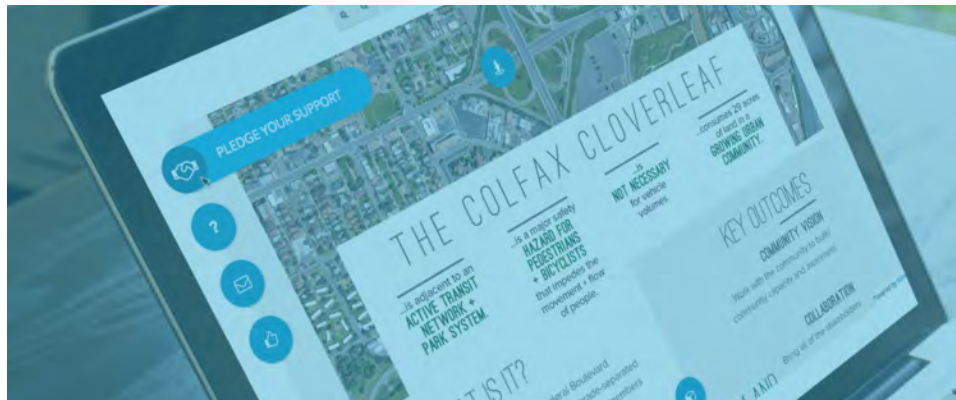


## Spark Action

Gather support for your plan or policy by adding actions that help drive implementation. From newsletter subscriptions to taking pledges, signing petitions or contacting representatives, the opportunities for action are endless.







Watch a demonstration: <https://konve.io/quick-overview>

## Process

Using Konveio, you will be able to easily share project information and collect input in a variety of ways:

### Early Outreach

#### *Interactive Education Materials*

Konveio can be structured to present information in a variety of configurations to represent the project as envisioned by the project manager. Pages can include embedded infographics and multimedia, and the team will be trained in updating and editing those pages so that information can be modified at any time.

#### *Early Engagement*

To kick off the project, we recommend creating a couple of low-threshold engagement opportunities, like *Surveys*, *Discussions* and *Polls* that can be used from any device. Surveys can handle a variety of data inputs and all results can be viewed on a data dashboard or exported to other analysis tools, allowing for in-depth data analysis. Early engagement often focuses on a few simple questions to get people involved without a big commitment and collect email addresses to build a project mailing list.

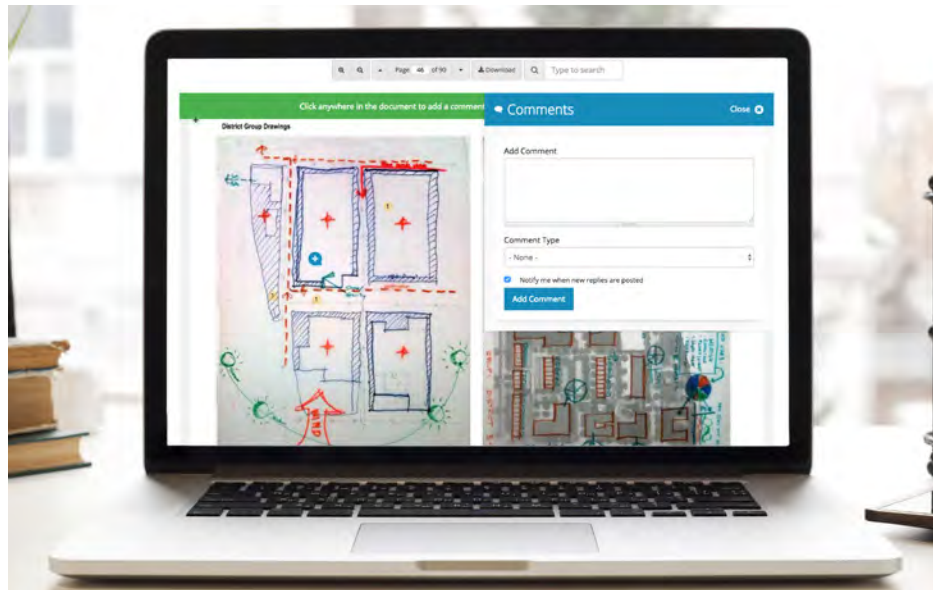
### Evaluating Alternatives

#### *Digital Workshops, Charrettes, or Open Houses*

Use Konveio to continue the conversations started at in-person community workshops and replicate in-person feedback activities for those who couldn't attend by:



- Embed videos and PowerPoint presentations, or integrate webinars and live streaming to set the stage and welcome your audience.
- Sharing poster boards from the meeting and allowing comments where meeting participants responded to questions or placed sticky notes
- Using embedded surveys to mimic dot-voting or mapping activities used in the meeting



Beyond that, to map specific locations within the city, mapping questions can be added to the embedded surveys. This could extend a community mapping activity started in the meeting. These mapping tools can be implemented in a few different ways and often replicate the basic structure used in the meeting.

## Stakeholder Workspaces

*Collaboration with internal or external stakeholders*

Create simple password-protected workspaces for stakeholder committees, like citizen advisory groups or steering committees. A shared password token simplifies collaboration without requiring members to sign up for accounts or learn how to use a new software program. Workspaces can be used to share information, like upcoming meetings, meeting notes, or member lists and to ask for feedback on drafts, agendas, and other documents before or in-between meetings.

## Draft Reviews

*Feedback on draft plans, reports or policies*

Konveio is often used during the drafting stages of plans or policies to collect feedback from different groups. Participants can easily scroll through the different chapters and simply click on



a part of the text they want to comment on. Others can view comments and reply to them, or simply use thumbs up voting to support comments.

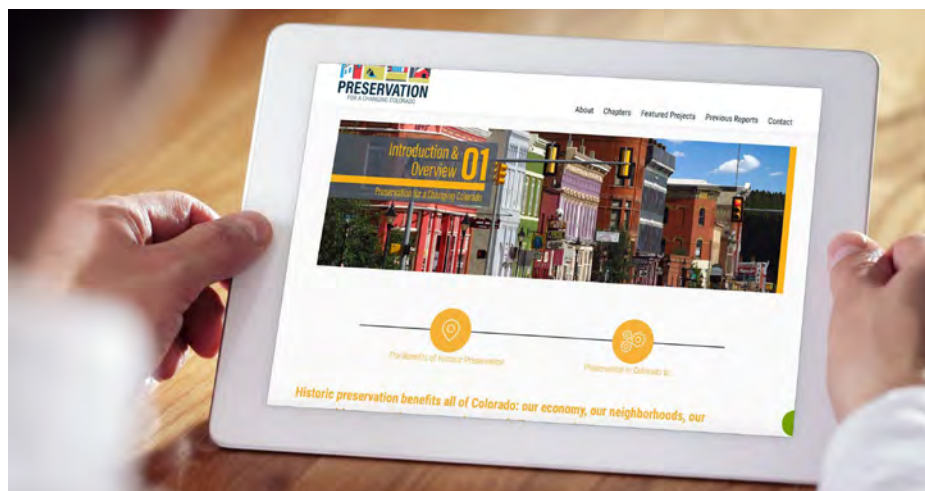
- Use Konveio's password-protected documents to get feedback on early drafts from the core team or review committee.
- Stakeholders may be invited to join in the next round of review, again limited to a core audience. The ability to see what others have already said and to support other people's comments will significantly reduce the amount of time for each participant while simplifying comment management and analysis for administrators.
- During the public draft review, invite citizens to leave their feedback and help shape the final plan.

This approach saves both participants and project managers time and encourages specific feedback.

## Living Plans

### *Publication of final plan in interactive web format*

Konveio can be extended to support publishing final plans or reports as living documents after project completion. This includes a glossary feature, popups for map integrations, video explanations or text commentary and other interactive features.



This *Living Plan* will stay online after the project completion, as an easy-to-navigate, web-based plan and can even be extended to track indicators or progress towards implementation over the years to come.





# Relevant Projects

CHAPTER

# 3





# Project List

The following projects demonstrate our teams' relevant experience that will enable us to deliver a high-quality process and plan for the future Northern South Park Neighborhood. The icons below indicate how each project satisfies different requirements of the RFP. Icons are included with project pages that demonstrate experience with that topic:



Placemaking



Affordable + Workforce Housing



Relevant Local + Regional Intelligence



Workshop/Charrette-Based Planning



Relevant Experience with Context



Experience with Multi-Modal Transportation Solutions



Securing Community Benefits through Advantageous Development

## **Opticos Design, Inc | Placemaking**

- Central Hercules District, Hercules, CA
- Prairie Queen, Papillion, NE
- Loma Rica Ranch Specific Plan, Grass Valley, CA
- Steamboat Framework Plan + Form-Based Code, Steamboat, CO
- South Main Live/Work Units, Buena Vista, CO
- The Parcel: An Affordable Neighborhood, Mammoth Lakes, CA
- Hellgate Village, Missoula, MO
- Missing Middle Housing Scan™ + Missing Middle Deep Dive™, Idaho Falls, ID
- South District Growth Area Plan + Form-Based Code, Iowa City, IO

## **Cascadia Partners | Development Modeling + Sustainability**

- Lander Wyoming Missing Middle Housing Zoning Code Audit, Lander, WY
- Downtown Missoula, Master Plan Update, Missoula, MT
- Park City Land Management Code Changes, Park City, UT
- Gunnison Rising Planned Unit Development Update, Gunnison. CO
- Bend Core Area Plan, Bend, OR
- Cottage Cluster Feasibility Study, Milwaukee, OR

### **Crabtree Group | Civil Engineering + Green Infrastructure**

- City of Salida, Public Works Projects, CO
- Town of Poncha Springs, Public Works Projects, CO
- City of Ojai, Complete Streets Retrofits, CA
- City of Redlands, Transit Villages Specific Plans, CA
- Rancho Cucamonga, EHCNP Specific Plan, CA
- City of Tehachapi, Oak Tree Village Specific Plan, CA
- Town of Mammoth Lakes, The Parcel Affordable Housing, CA

### **Cambridge Systematics | Transportation Modeling**

- Teton County Travel Demand Model, Teton County, WY
- North Front Range Travel Demand Model Update, Colorado North, CO
- Northern Colorado Mobility Study, CO
- North I-25 Parallel Arterial Study, CO

### **MAS Places | Landscape Architecture + On-the-ground Liaison**

- Cathedral Campus, Charleston, WV
- Bakery Square 2.0 Master Plan, East End, Pittsburgh, PA
- Rivers Casino & Riverfront Park, North Shore, Pittsburgh, PA
- Larimer Neighborhood Vision Plan, East End, Pittsburgh, PA
- Dick's Sporting Goods Corporate Campus, Coraopolis, PA
- Pittsburgh Downtown Plan, Pittsburgh, PA

### **Charlier Associates | Transportation Advising**

- D. R. Horton's 1,100-acre, Ho'opili, HI
- Starwood Development's, West Kauai, HI
- Fiesta Americana's Chemuyil resort, Carmen, Mexico
- Dakota Pacific's 58-acre mixed-use housing project, Summit County, UT

### **Konveio | Digital Engagement**

- Denver East Central Neighborhood Plan, Denver, CO
- Maui Long Range Transportation Plan, Maui, HI
- Albuquerque ABC-Zone, Albuquerque, NM

# Central Hercules District

Hercules, California

Project Relevancy:   



## Project Area + Context

700-acre waterfront suburban brownfield

## Degree of Change

Transformation

## Products

Multiple design and entitlement packages, conceptual design package for City Hall

## Status

Partially completed, construction in progress

## Awards

2008 ABAG Growing Smarter Together Award: On the Ground Getting it Done

## Reference

Steve Lawton (Former Director of Community Development for City of Hercules)  
Main Street Property Services  
3569 Mt. Diablo Boulevard  
Lafayette, CA 94549

## Facilitating a City's Shift from a Suburban to a Walkable Urban Paradigm

From 2003 to 2010, Opticos Design assisted the city in the implementation of the innovative Central Hercules Plan to transform a brownfield site in the middle of an auto-oriented, suburban community into a thriving urban downtown and a series of walkable urban neighborhoods. Working on an on-call basis as an extension of city staff, Opticos provided assistance in planning, urban design, design review, and architecture through all levels of the entitlement and construction process.

## Highlights

1. Administration of the **first FBC in California.**
2. Design and entitlement package for Hercules New Town Center: **500,000 sf** of housing, office, and retail.
3. **Negotiation and collaboration** with developers, design teams, and community development staff.
4. Plan and design transforming a parking-dominated City Hall site into an **urban center.**
5. Ongoing **education and advisement** of city staff, planning commissioners, and city council regarding complex, mixed-use urban development.



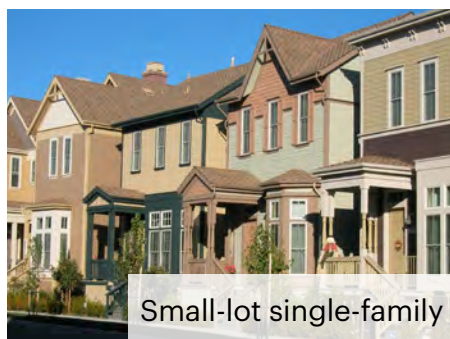




*Opticos completed design and entitlement packages for several city-owned sub areas within the district including Sycamore Main Street District, featuring 300 units and 40,000 sf of retail.*



Block-scale live-work



Small-lot single-family



House-scale live-work



*Opticos provided oversight through construction of several new neighborhoods, including the 78-unit, five-acre Baywood neighborhood and the 335-unit, 30-acre Bayside Neighborhood (pictured).*



# Prairie Queen

Papillion, Nebraska

Project Relevancy: 🏠 🌳 💰



## Project Area + Scale

50-acre site, 742 units,  
14.84 du/ac  
8 unit types  
13 building types, including  
carriage houses (ADUs)

## Unit size range

700 - 2,280 sq. ft.

## Other

Building Efficiency 100

## Status

Phase 2 - Under Construction

## Reference

Jerry Reimer  
Urban Waters  
4880 S 131st Street Suite 2  
Omaha, NE 68137  
402.505.6040  
geraldsreimer@uvmohama.com

## The Country's First New Missing Middle Neighborhood

What happens when a developer gets bored with doing suburban garden apartments but has a history of also doing urban infill? He decides he wants to develop a new kind of neighborhood to differentiate himself in the apartment market, of course. The end result is the new walkable Prairie Queen neighborhood in Papillion, Nebraska, just outside of Omaha, developed by Jerry Reimer of Urban Village with planning and architecture by Opticos.

## Highlights

- 1. A New Model for Multifamily/Rental Housing:** This is the first New Urbanist neighborhood developed with only Missing Middle Housing types
- 2. Site Plan:** 50 acres designed around a fine-grain network of narrow streets and blocks to maximize walkability
- 3. Mass Customization:** MM-Neighborhood Kit creates six different Missing Middle Housing building types
- 4. Parking-Lite:** Thoughtful ways to “park” the site minimally included alley loading and on-street parking
- 5. Nurturing a Center:** Includes a series of flexible spaces that can grow into retail and commercial use as market demand matures over time
- 6. Form-Based Code** as part of entitlement package to replace the zoning



**Opposite Page:** Aerial view of construction progress, built in Phases.

**Top:** Current live-work units, built in Phase 1 to build one of the community's core nodes.

**Middle and Bottom:** Most houses in the project are multiplexes, only 2 or 3 stories tall, yet comparable with typical housing in Nebraska.

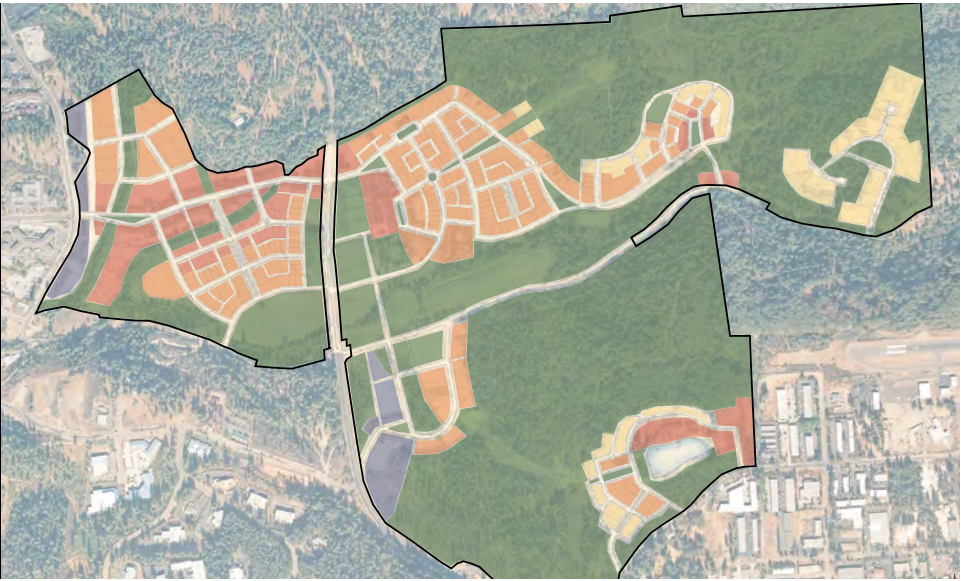




# Loma Rica Ranch Specific Plan

Grass Valley, California

Project Relevancy:   



**Size and Scale**

452 acres

**Unit Count**

700

**Status**

Completed, EIR underway

**Reference**

Phil Carville, Seirra Carville, Inc.  
Contact informaton provided upon request

## Creating a Model Walkable Community and a Legacy Project

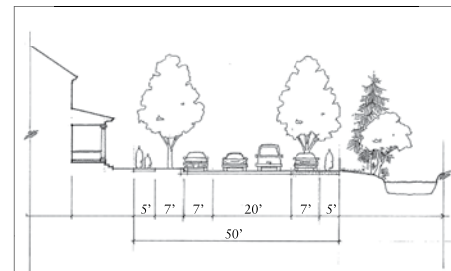
Opticos Design was commissioned by Carville Sierra, Inc. to provide master planning services for a 452-acre former horse ranch just outside of Grass Valley, CA. The site was located within the city’s sphere of influence and was slated for annexation as a Special Development Area through a Specific Plan process. Opticos utilized innovative site planning to organize 700 residential units and 600,000 square feet of mixed-use development into four compact, interconnected neighborhoods based on historic development patterns.

### Highlights

1. Development was phased over a **12-year period** to ensure responsible community growth.
2. The strategy **retained over 300 acres** of the property - sensitive slopes, mature tree stands, riparian corridors, and wetlands - as permanent open space.
3. A **45-acre organic farm** was **adaptively reused** and proposed as a regional amenity.
4. The plan included **Form-Based Development Standards** guiding built form, architecture, and public space.
5. **Fine grain integration** of office, commercial, and residential uses.

## Rural by Design

Located in the rolling foothills of the Sierra Nevada mountains, the master plan incorporates topography, natural features, and existing agricultural facilities to provide **a walkable environment that captures the rustic character of the site** and surrounding communities.



### Typical Drive

The rural version of neighborhood collectors, the Drive is a thoroughfare along the boundary between an urbanized and a natural condition, usually along a creek, a park or an orchard. One side of a Drive has a more urban character with sidewalk and buildings, while the other has the qualities of a road or parkway, with natural planting and rural detailing.

### Specifications

|                                                                                                      |                |
|------------------------------------------------------------------------------------------------------|----------------|
| Design speed:                                                                                        | 25 mph         |
| R.O.W. Width:                                                                                        | 50'            |
| Curb-to-Curb Width:                                                                                  | 34'            |
| On-Street Parking:                                                                                   | 7'             |
| Travel Lane Width:                                                                                   | 10'            |
| Type of Curb:                                                                                        | Closed         |
| Width of Sidewalk:                                                                                   | 5-7' (typical) |
| Width of Planter:                                                                                    | 7' (typical)   |
| Type of Trees:                                                                                       | Medium         |
| Spacing of Trees:                                                                                    | 40' (max.)     |
| Notes: Curbless on creekside, slope drain road to retention swale and/or urban curb, closed drainage |                |

**Top left.** Neighborhood Centers form a plan framework. **Middle left.** Rural architecture and a walkable pedestrian realm define the Neighborhood Centers. **Lower left.** The plan maintains and builds on the site's agricultural character. **Lower right.** Street cross section designs encourage walkability while maintaining rural character.



Opticos developed building types and accompanying architectural guidelines to **provide guidance beyond the Form-Based Code**. These building types and architectural styles are based on regional precedents, and help to illustrate the vision for the community and inform implementation of that vision.



The floor plan of the second floor shows four bedrooms: a Master Bedroom, a Bed Room, and two other Bed Rooms. A central Hall connects the rooms and contains a staircase. The layout is as follows:

- Master Bedroom:** Located in the bottom right corner.
- Bed Room:** Located in the top right corner.
- Bed Room:** Located in the top left corner.
- Bed Room:** Located in the bottom left corner.
- Hall:** A central hallway connecting the rooms, featuring a staircase.

The floor plan shows a square house with overall dimensions of 40 feet by 40 feet. The layout includes a Nook in the top-left corner, a Kitchen/Dining area in the center, a Family Room/Den in the top-right, a Living Room in the bottom-right, a Foyer in the bottom-center, and a Porch in the bottom-left. A staircase is located within the Kitchen/Dining area.

Figure 1 displays six architectural elevation drawings of building facades, each illustrating a different proportion and symmetry principle. The drawings are arranged in a single row, with their respective height ranges and symmetry principles labeled above and below them.

- 18' - 24'**: Symmetry about focal axis. The drawing shows a small, single-story building with a central entrance and two windows on either side.
- 30' - 36'**: Three Equal Parts. The drawing shows a single-story building with a central entrance and two windows on either side, with the facade divided into three equal parts.
- 18' - 24'**: Central axis. The drawing shows a single-story building with a central entrance and two windows on either side, with a central vertical axis.
- 18' - 24'**: 2 over 3. The drawing shows a single-story building with a central entrance and two windows on either side, with the facade divided into two parts over three parts.
- 24' - 30'**: Symmetry about focal axis. The drawing shows a two-story building with a central entrance and two windows on either side, with symmetry about a focal axis.
- 32'-40'**: 5 Equal Parts. The drawing shows a two-story building with a central entrance and two windows on either side, with the facade divided into five equal parts.

Technical drawing of a small square window with a pediment. The elevation shows a square window with a pediment. The pediment has a height of 12 inches and a slope of 3.5. The window has a width of 5'-0" and a height of 7'-0". The plan shows a square window with a width of 5'-6".

A diagram of a window with a height of 5'-10" and a width of 6'-4". The window is divided into three vertical sections. The left and right sections are each 1'-8" wide, and the middle section is 2'-8" wide. The height is 5'-10".

5-31

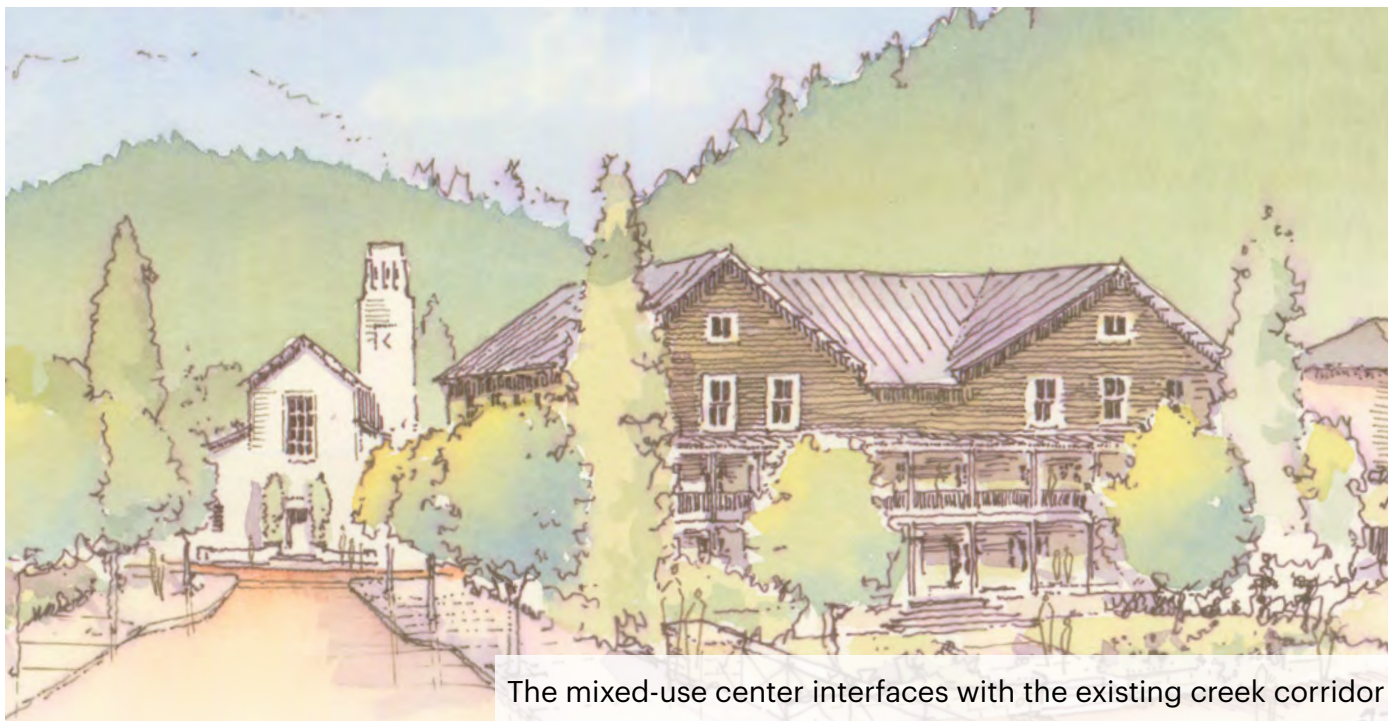


| Community Patterns                                                                                                                                                                                                                                                                                    |                                                                                                 |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|
| Blocks within Neighborhood Edge areas are designed to accommodate larger single-family house types on larger lots in areas that transition between neighborhoods and preserved open space. Buildings are provided with larger setbacks and urban spaces are defined by low walls, fences, and hedges. |                                                                                                 |
| Lot Sizes                                                                                                                                                                                                                                                                                             |                                                                                                 |
| Lot Depth Range                                                                                                                                                                                                                                                                                       | 100' to 200'                                                                                    |
| Lot Width Range                                                                                                                                                                                                                                                                                       | 50' to 200'                                                                                     |
| Building Placement                                                                                                                                                                                                                                                                                    |                                                                                                 |
| Front Street Setback                                                                                                                                                                                                                                                                                  | 10' min., 30' max. for the main body of the house along principal street frontage. <sup>5</sup> |
| Side Street Setback                                                                                                                                                                                                                                                                                   | 10' min., 25' max. <sup>6</sup>                                                                 |
| Side Setback                                                                                                                                                                                                                                                                                          | 5' min.                                                                                         |
| Rear Setback                                                                                                                                                                                                                                                                                          | 5' min.                                                                                         |
| Encroachments                                                                                                                                                                                                                                                                                         |                                                                                                 |
| Porches, balconies, and bay windows may encroach across building setbacks facing front and side streets. Covered side-walks are not allowed in Neighborhood Edge areas.                                                                                                                               |                                                                                                 |
| Front Porches                                                                                                                                                                                                                                                                                         | 10' max.                                                                                        |
| Side Porches                                                                                                                                                                                                                                                                                          | 10' max.                                                                                        |
| Bay Windows, Balconies                                                                                                                                                                                                                                                                                | 6' max.                                                                                         |
| Parking, Services, & Utilities                                                                                                                                                                                                                                                                        |                                                                                                 |
| Driveways on lots narrower than 50' are not permitted unless alley conditions are constrained by topography, and shall be no wider than 10'.                                                                                                                                                          |                                                                                                 |
| One off-street space per unit plus one additional space that may be provided on or off-street.                                                                                                                                                                                                        |                                                                                                 |
| Building Heights                                                                                                                                                                                                                                                                                      |                                                                                                 |
| Minimum                                                                                                                                                                                                                                                                                               | 1 Story                                                                                         |
| Maximum                                                                                                                                                                                                                                                                                               | 3 Stories; 2 1/2 Stories for Ancillary Structures                                               |

<sup>5</sup>All facades must be architecturally composed within this zone.



Opticos combined expertise in urban design and architecture to create standards that ensure that private buildings help to shape a high quality public realm. The Form-Based Code **harmonizes building form and site design standards with standards for street and open space design** to realize the developer's vision for the new community.





# Steamboat Framework Plan + Form-Based Code

Steamboat, Colorado

Project Relevancy:    



## Sustainable Development in the Heart of the Rocky Mountains

### Size and Scale

487 acres

### Status

In progress, Administrative Draft November 2008

### Program

340,000 total square feet of commercial uses

### Type of Code

Form-Based Code

### Public Involvement

Community presentations and education of city staff regarding Form-Based Codes (Community master planning prior to involvement of Opticos Design, Inc)

### Reference

Danny Mulcahy  
Steamboat 700, LLC  
P.O. Box 775450  
Steamboat Springs, CO, 80477  
970.870.0244

Opticos was hired as a consultant to assist in finalizing a master plan and preparing a Form-Based Code that would guide development on 487 acres to produce a dynamic and sustainable community that would provide new opportunities for Steamboat Springs' residents to live, work, shop, and play. The community is the result of over fifteen years of community master planning based on TND principles and is intended to provide a higher density, local resident-oriented development to help meet housing needs for the community's working class.

## Highlights

1. Building type standards provide a **broad range of housing options** including apartments, condominiums, townhomes, courtyard homes, and small, medium, and large lot single family homes.
2. The program for the community includes **340,000sf of commercial use spread over three mixed-use neighborhood nodes, and 2,000 housing units.**
3. Open space standards for **146 acres of open space and parks and 13 miles of trails.**



Step 1: Land parcels are provided accessed by primary streets and tied to an estimated land use mix. The Neighborhoods, Districts, and Corridors Plan (page 2-5) and the Building Form Regulating Plan (page 3-3) provide initial direction on how the area should be subdivided.



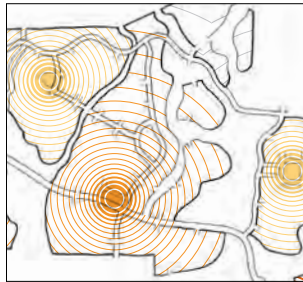
Step 2: The area is subdivided into an interconnected network of streets, blocks, and open spaces following the Subdivision Standards described in Chapter 2. Parks and Open Spaces comply with the Parks and Open Space Standards in Chapter 5, and Streets and Thoroughfares comply with the Street and Circulation Standards in Chapter 6.



Step 3: The resulting plan is suitable for Initial Subdivision Plan approval, and smaller parcels can be made available to individual builders for incremental development.



Step 4: The Building Form Standards in Chapter 3 and the Lot and Building Type Standards in Chapter 4 guide the detailed subdivision of the area into individual private lots that support one or more building types, in keeping with the requirements of each Transect Zone, and suitable for complete or incremental Final Subdivision Plan approval.



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At this time, along with other requirements, three regulating plans are produced to ensure substantial compliance with the Code:

- A refined Building Form Regulating Plan that clarifies the location and disposition of the Transect Zones
- A refined Streets and Circulation Regulating Plan that clarifies the type and location of all secondary streets
- A refined Parks and Open Space Regulating Plan that identifies the open space types, sizes, and locations of all parks.



1-15

## Parks and Open Space Regulating Plan

### Primary Open Space Types

- Natural Preserve/Hillside/Riparian Area
- Slate Creek Greenway
- Community Park

The locations and approximate sizes of the Primary Open Space Types are set by the Parks and Open Space Regulating Plan. Minor deviations to their general form, disposition, and boundaries based on actual field conditions can be expected, at the discretion of the Review Authority.

### Secondary Open Space Types

- Plazas & Civic Spaces
- Neighborhood Parks

The locations and approximate sizes of the Secondary Open Space Types shown on the regulating plan are illustrative in nature and are subject to change and refinement based on future development of the plan and actual field conditions. Secondary Open Space Types shall be provided in accordance with the Subdivision Standards as described in Chapter 2 and the Parks and Open Space Standards in this chapter. Additional locations of Secondary Open Space Types may be developed in tandem with neighborhoods and additional development areas, as appropriate to their Transect Zone(s).

### Tertiary Open Space Types

- Pocket Plazas
- Neighborhood Pocket Parks
- Community Gardens
- Playgrounds

The locations of Tertiary Open Space Types are not shown on the regulating plan. Their location will be determined as part of future subdivisions in accordance with the Subdivision Standards as described in Chapter 2 and the Parks and Open Space Standards of this Chapter.



NOT TO SCALE



## Building Types to Promote Housing Choice

The Form-Based Code uses building types as a regulatory tool to promote a wide range of housing options while ensuring a **cohesive built environment with a distinctive sense of place.**

### Single Family Building Types: Bungalow Court/Courtyard

#### Description

The Bungalow Court building type consists of a series of small single family homes or duplexes that are arranged such that each other to form a shared court. All units address and are accessed from this shared courtyard which is connected to the Public Right of Way.

This building type may have attached or detached garages that are individually accessible by the units and/or a common parking area located at the rear of the lot.

This building enables the insertion of smaller units within a block composed of larger lot depths.

#### Lot

| Lot Size |                     |
|----------|---------------------|
| Width    | 30' min.; 70' max.  |
| Depth    | 50' min.; 100' max. |

#### Lot Coverage

|                                                                     |          |
|---------------------------------------------------------------------|----------|
| % of lot occupied by building(s)                                    | 60% max. |
| 10' minimum distance between detached Main and Accessory Structures |          |
| 10' min. clear between adjacent buildings                           |          |

#### Access and Parking

**Primary Entrances**  
The main entrance to the house shall be oriented to and accessed directly from the common courtyard.

**Parking**  
Residential parking may be provided within individual or shared garage(s) or surface lots and may be covered or uncovered. Individual garages may be attached as part of a secondary wing or detached as an ancillary structure. Total width of garage doors may be a maximum of 38'.



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#### Massing and Composition

| Building Size |                      |
|---------------|----------------------|
| Main Body     | 30' max.             |
| Height        | 1 - 1/2 Stories max. |

| Accessory Structures |                |
|----------------------|----------------|
| Width                | 20' max.       |
| Depth                | 20' max.       |
| Height               | 1 Stories max. |

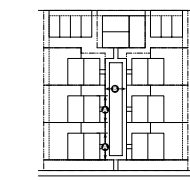
\*Accessory structures must allow for 4' clear min. walk between the accessory structure and the property line.

#### Facade Composition

Front facade should face the common courtyard.

#### Ground Floor Configuration

At least one living area must be oriented toward the common courtyard.



#### Landscape and Open Space

**Size and Location**  
Open space is provided in the form of a common courtyard; no private open space is required.

Courtyard Width 20' min.

Courtyard Width Height Ratio 1:1 min.

#### Miscellaneous

Landscape shall not be used to separate a front yard from front yards on adjacent parcels.

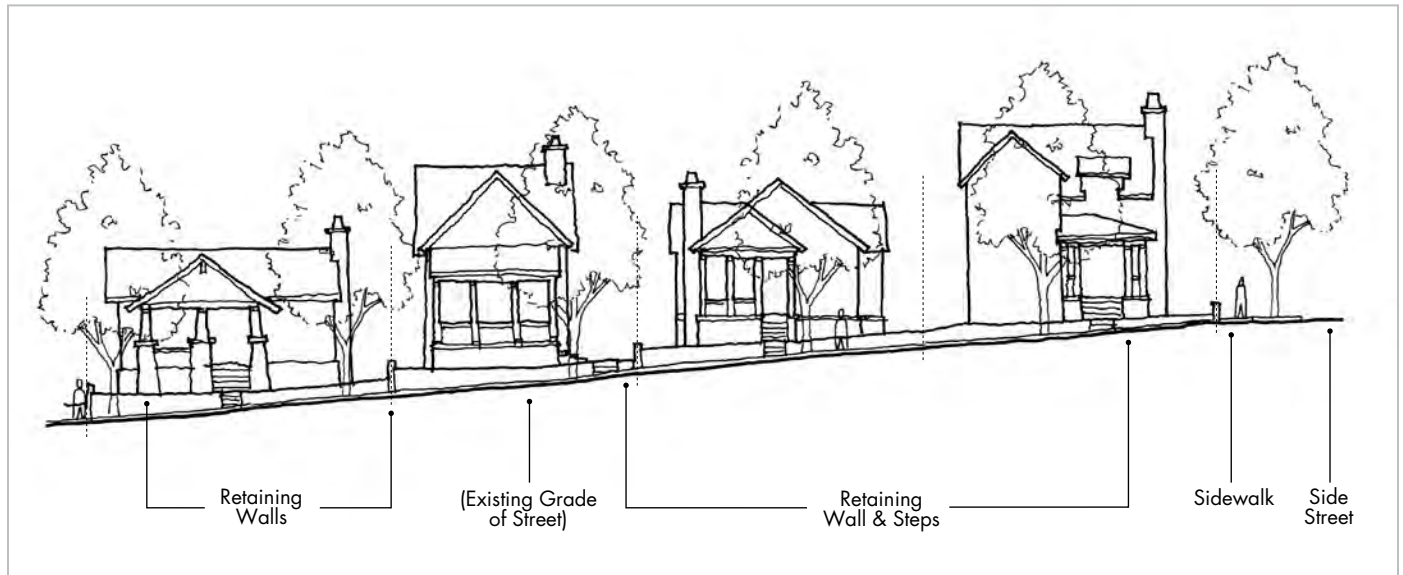
Common courtyards shall be landscaped to provide the following:

Foundation/line plantings of drought tolerant trees, ground covers and/or shrubs.

At least one ornamental and/or flowering tree per 200 sq. ft. of courtyard.

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## Tools that Empower the Community to Design

In developing the Master Plan and Form-Based Code, Opticos paid close attention to site conditions and Rocky Mountain precedents. The result is a vision for development that honors the site's **unique topography** and reinforces the small-town environment cherished by Steamboat Springs residents.

The Form-Based Code provides a **palette of zones that guide different scales of development across the community** to support high degrees of flexibility and precision.

**General Note:** The illustrations and text on this and the facing page (p.3-6 and 3-7) are intended to provide a brief overview of the Transect Zones and are descriptive in nature. Specific regulations for each Transect Zone are located on the following pages.

| T2-NE                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | T3-NG1                                                                                                                                                                                                                                                                                                                                                                                               | T3-NG2                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>Neighborhood Edge</b><br><b>Intent</b><br>The Neighborhood Edge Transect Zone supplies an appropriate transition at the edge of the community to the surrounding open space. This Transect Zone provides a choice of larger lot single family residences to members of the community and grants the option of larger homes within the context of the neighborhood structure. This Transect Zone is typically at the far end of the 5 minute walk (but typically within a 10 minute walk) from a Neighborhood Center, and typically yields an overall gross density of less than 2 du/acre. | <b>Neighborhood General - Low</b><br><b>Intent</b><br>The Neighborhood General Transect Zones supply the core residential fabric within the neighborhoods. The Neighborhood General - Low Transect Zone provides a variety of housing types to enable a wide diversity of residences on medium to large lots in a manner that typically yields a low to medium overall gross density of 2-5 du/acre. | <b>Neighborhood General - Medium</b><br><b>Intent</b><br>The Neighborhood General Transect Zones supply the core residential fabric within each neighborhood. The Neighborhood General - Medium Transect Zone provides a variety of housing types to enable a wide diversity of residences on small to medium lots in a manner that typically yields a medium overall gross density of 4-20 du/acre.                                                              |
| <b>Use Mix</b><br>The Neighborhood Edge Transect Zone consists primarily of larger-lot single family residences that integrate larger yards and un-built spaces. The limited small scale agricultural, civic, and institutional uses within this Transect Zone are carefully designed to be compatible with the architectural and urban qualities of the surrounding neighborhood.                                                                                                                                                                                                            | <b>Use Mix</b><br>The Neighborhood General - Low Transect Zone consists primarily of single-family residences on medium sized lots, with easy access to a variety of different parks and open spaces. The limited Non-residential uses within this Transect Zone are carefully designed to be compatible with the architectural and urban qualities of the surrounding neighborhood.                 | <b>Use Mix</b><br>The Neighborhood General - Medium Transect Zone consists of single-family residences on small and medium sized lots, with several compatible multi-family types. The limited civic and institutional uses within this Transect Zone are carefully designed to be compatible with the architectural and urban qualities of the surrounding neighborhood. All of the residences have easy access to a variety of different parks and open spaces. |
| <b>Height</b><br>1½-2½ Stories                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | <b>Height</b><br>1½-2½ Stories                                                                                                                                                                                                                                                                                                                                                                       | <b>Height</b><br>2-3½ Stories                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| <b>Area</b><br>Approximately 35.1 Acres are designated as Neighborhood Center within the Steamboat 700 project area.                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | <b>Area</b><br>Approximately 104.5 Acres are designated as Neighborhood Center within the Steamboat 700 project area.                                                                                                                                                                                                                                                                                | <b>Area</b><br>Approximately 142.8 Acres are designated as Neighborhood Center within the Steamboat 700 project area.                                                                                                                                                                                                                                                                                                                                             |
| 3-6                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                      | Steamboat 700 Form-Based Code<br>Opticos Design, Inc.                                                                                                                                                                                                                                                                                                                                                                                                             |

| T4-NC                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | T5-TC                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | SD                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>Neighborhood Center</b><br><b>Intent</b><br>The Neighborhood Center Transect Zone encourages socially vibrant neighborhoods by sustaining the daily retail, community, and social needs of residents within walking distance of where they live. Neighborhood Centers are intended to be primarily supported by residents, with additional income from visitors. They are accessible by transit and will often include one or more well-designed transit stops. The Neighborhood Center Transect Zone typically yields an overall gross residential density of 8-30 du/acre. | <b>Town Core</b><br><b>Intent</b><br>The Town Core Transect Zone is a mixed-use area intended to provide a choice of higher density housing units, regional serving retail, and supporting commercial uses. Town Cores are accessible by transit and will often include one or more well-designed transit stops. They are located at or near primary intersections to attract both pedestrians and drive-by traffic. The Town Core Transect Zone typically provides an overall gross residential density above 15 du/acre. | <b>Special District</b><br><b>Intent</b><br>The Special District Transect Zone provides space for public and institutional uses as well as small, local services, compatible industrial and manufacturing businesses, and local artists and craftspeople in close proximity to the Neighborhood Center and Neighborhood General Transect Zones. This Transect Zone has the flexibility to provide more extensive services than the Neighborhood Center Transect Zone and have the ability to adapt to a more pedestrian-oriented area over a long period of time and a few economic cycles. |
| <b>Use Mix</b><br>The Neighborhood Center Transect Zone is a mixed-use area that includes neighborhood-serving commercial uses surrounded by residential neighborhoods. Successful Neighborhood Centers often include an anchor tenant or community facility which serves as a lead draw, as well as healthy mix of residential units and live/work opportunities.                                                                                                                                                                                                              | <b>Use Mix</b><br>The Town Core Transect Zone is a dense, mixed-use area that allows the broadest range of uses intended to serve the larger region in addition to the surrounding neighborhoods. Mixed-use in this Transect Zone consists of vertical-mixed use with retail or commercial uses on the ground floor and residential or commercial uses above.                                                                                                                                                              | <b>Use Mix</b><br>The Special District Transect Zone is primarily a mixed-use area that is designed to accommodate limited residential uses (such as live-work), public and institutional uses, small and medium sized commercial, and compatible light industrial uses.                                                                                                                                                                                                                                                                                                                    |
| <b>Height</b><br>2-3½ Stories                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | <b>Height</b><br>3-5 Stories                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <b>Height</b><br>2-3 Stories                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <b>Area</b><br>Approximately 39.3 Acres are designated as Neighborhood Center within the Steamboat 700 project area.                                                                                                                                                                                                                                                                                                                                                                                                                                                            | <b>Area</b><br>Approximately 16.1 Acres are designated as Neighborhood Center within the Steamboat 700 project area.                                                                                                                                                                                                                                                                                                                                                                                                       | <b>Area</b><br>Approximately 13.7 Acres are designated as Neighborhood Center within the Steamboat 700 project area.                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Steamboat 700 Form-Based Code<br>Opticos Design, Inc.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | 3-7                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |

#### Chapter 3: Building Form Standards

Draft: 11.14.08

### T3-NG2: Neighborhood General - Medium Transect Standards

**General Note:** The illustration and text below are intended to provide a brief overview of the Transect Zone and are descriptive in nature.



#### Transect Zone Intent and Description

The Neighborhood General Transect Zones supply the core residential fabric within each neighborhood. The Neighborhood General - Medium Transect Zone provides a variety of housing types to enable a wide diversity of residences on small to medium lots in a manner that typically yields a medium overall gross density of 4-20 du/acre. The Neighborhood General - Medium Transect Zone consists of single-family residences on small and medium sized lots, with several compatible multi-family types. The limited civic and institutional uses within this Transect Zone are carefully designed to be compatible with the architectural and urban qualities of the surrounding neighborhood. All of the residences have easy access to a variety of different parks and open spaces.



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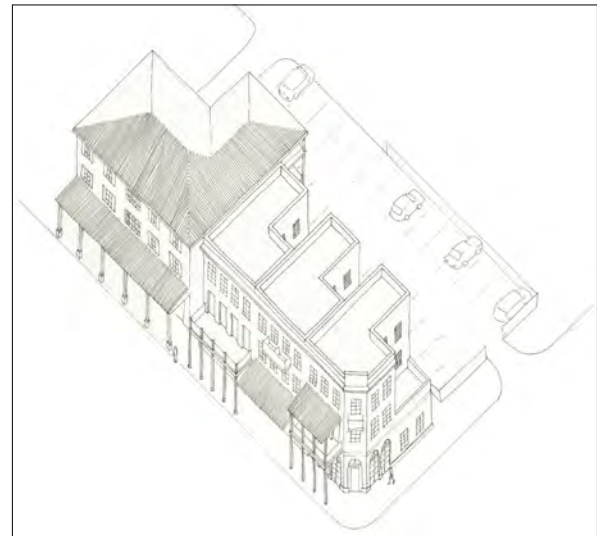
3-19

#### Chapter 3: Building Form Standards

Draft: 11.14.08

### T4-NC: Neighborhood Center Transect Standards

**General Note:** The illustration and text below are intended to provide a brief overview of the Transect Zone and are descriptive in nature.



#### Transect Zone Intent and Description

The Neighborhood Center Transect Zone encourages socially vibrant neighborhoods by sustaining the daily retail, community, and social needs of residents within walking distance of where they live. Neighborhood Centers are intended to be primarily supported by residents, with additional income from visitors. They are accessible by transit and will often include one or more well-designed transit stops. The Neighborhood Center Transect Zone typically yields an overall gross residential density of 8-30 du/acre. The Neighborhood Center Transect Zone is a mixed-use area that includes neighborhood-serving commercial uses surrounded by residential neighborhoods. Successful Neighborhood Centers often include an anchor tenant or community facility which serves as a lead draw, as well as healthy mix of residential units and live/work opportunities.



Steamboat 700 Form-Based Code  
Opticos Design, Inc.

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# South Main Live/Work Units

Buena Vista, Colorado

Project Relevancy:  



“The building Opticos designed for me is certainly the coolest live work and top three overall in our South Main project. I really like the composition of the interior spaces and window locations. This is a good example of a building that is just as good on the inside as the outside, which is, quite certainly, not easy to achieve.

**Jed Selby**

President, South Main Development Corp

|               |           |
|---------------|-----------|
| Building Area | 2,500 gsf |
| Unit Count    | 2         |
| Status        | Completed |

## Reference

Jed Selby, President  
South Main Co.  
P.O. Box 5246  
Buena Vista, CO 81211  
719.395.4714  
jed@southmainco.com

## Incubating a Neighborhood Main Street

Opticos was hired by South Main developer Jed Selby to design this live-work unit that he was going to use as his main residence. The unit was designed with 900 square feet of flex space on the ground floor, which can function either as commercial space or as a ground floor studio, and a 1400-square-foot two-bedroom, two-and-a-half bathroom residential unit on the second and third floors.

## Highlights

1. Opticos created multiple elevation options that could be re-used and **adapted for multiple sites.**
2. In 2007 South Main President decided to **use these plans for his own residence** and company offices.
3. **Ground floor flex space** that can incubate a small business or function like an apartment.
4. **Up to 3 units per lot:** Can generate 2 streams of income to help owner pay mortgage.
5. Great type to **incubate a neighborhood Main Street** in locations where viability of commercial is unclear.





The South Main offices reside on the ground floor and the developer lives on the floors above.



# The Parcel: An Affordable Neighborhood

## Mammoth Lakes, California

In partnership with Paul Crabtree

Project Relevancy:     



### Project Area + Context

25 acres, between downtown  
and single-unit neighborhoods

### Degree of Change

Transformation

### Products

Vision Plan

### Status

Implementation ongoing

### Team

Planning consultant, civil  
engineer, outreach consultant,  
economist/affordable housing  
developer

### Reference

Sandra Moberly, AICP  
Community & Economic  
Development Director  
Community & Economic  
Development Department  
Mammoth Lakes, CA 93546,  
P.O. Box 1609, 760.965.3633  
FAX: 760.934.7493, smoberly@  
townofmammothlakes.ca.gov

## A Walkable, Mixed-Income Neighborhood in the Mountains

Opticos joined Lisa Wise Consulting to craft a vision for the last major undeveloped parcel in Mammoth Lakes, a ski destination high in the Sierra Nevada Mountains. The community saw the site as an opportunity to address their severe shortage of affordable housing for year-round residents. Opticos facilitated creative community engagement and applied our expertise in Missing Middle Housing to envision a feasible, contextually sensitive, mixed-income neighborhood — mindful of the unique financing and construction needs of affordable housing. The resulting plan enables the Town to solicit developer proposal's based on the community's vision.

### Highlights

1. **Hands-on, participatory activities** to help community members express their ideas.
2. Application of **green infrastructure** to accommodate drainage and intense snowfall.
3. Integration of **urban design and financing strategies** to set the plan up for successful implementation.
4. **Creative approaches to parking** conserve land for housing and green space rather than hardscape.
5. **Variety of building types** offers flexibility and helps integrate the neighborhood with its context.



# What Building Types Go Where on The Parcel?



Small Multiplex



Description

This type is a medium-sized detached structure that consists of side-by-side and/or stacked dwelling units, typically with one shared entry or individual entries along the front.

Why Use This Type?

- Appearance of a single-family home
- Small community
- Fits on smaller lots



Corner Multiplex



Description

This type is a medium-sized detached structure that consists of side-by-side and/or stacked dwelling units, typically with one shared entry or individual entries along the front.

Why Use This Type?

- Appearance of a single-family home
- Small community
- Good for corner lots
- Supports a mix of unit types



Townhouses



Description

This type is a small-to-medium-sized typically attached structure that consists of Townhouses placed side-by-side. In a "Stacked Townhouse", a multi-story unit is stacked on top of a single ground-level unit.

Why Use This Type?

- Supports larger unit sizes
- Individual entries to units
- Opportunity for private yard space



Apartment Building



Description

This type is a medium-to large-sized detached structure with multiple dwelling units on each floor accessed directly from a central corridor or lobby.

Why Use This Type?

- Larger community
- Fits more units on less land
- Opportunity for shared building amenities



A hands-on neighborhood design exercise gave small groups of community members the opportunity to express their visions for The Parcel.

people



Interactive 3D model

## Tools that Empower the Community to Design

Opticos created opportunities for public engagement that **reduced barriers to participation** by making it easy for community members to describe their vision for the project site through hands-on design activities.



Community design exercise



# possibilities



Green infrastructure provides amenity

## Mixed-income, mixed-building type neighborhood

Amenities and building types are distributed across the site to create an **inclusive, walkable neighborhood** with a variety of open space and building types.





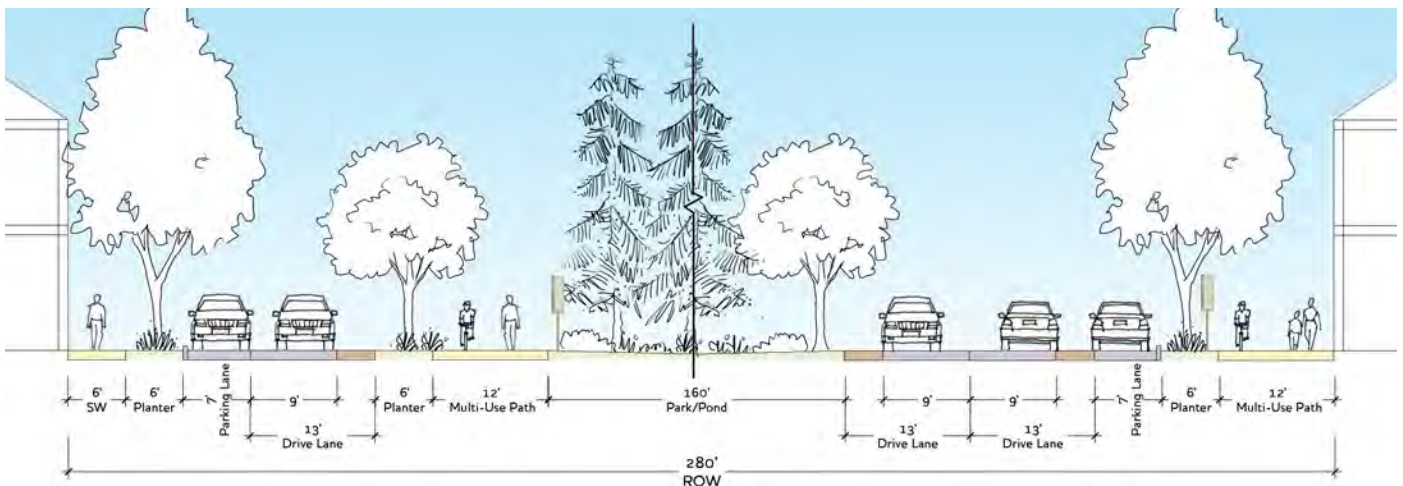
# promise



Phases of development were planned to match the urban design with specific financing strategies for affordable housing.

## Illustrating the community's vision

Clear, approachable graphics and **multi-lingual outreach** facilitated a design process that made it easy for the community to see their ideas in the design concept.



Snow removal was a major consideration for thoroughfares and private driveways. Space for winter snow storage was provided in wide bioswales separating vehicular lanes from bike and pedestrian paths, in addition to several open greens that double as recreation areas in summer.



# Hellgate Village

Missoula, Montana

Project Relevancy:  



|                               |                               |
|-------------------------------|-------------------------------|
| <b>Project Site Area</b>      | 8 ac                          |
| <b>Unit Count</b>             | 81                            |
| <b>Gross Density</b>          | 8.5 du/ac                     |
| <b>Residential Bldg Types</b> | 7                             |
| <b>Parking Spaces</b>         |                               |
| Off-street                    | 152                           |
| <b>Open Space</b>             | 8.5 %                         |
| <b>Status</b>                 |                               |
|                               | Under developer consideration |
| <b>Project or Design Team</b> |                               |
|                               | Civil Engineer WGM Group      |

**Client**  
 Wade Hoyt  
 HEH LLC  
 316 Expressway  
 Missoula, MT 59808

## Creating a Missing Middle Neighborhood in Phases

Hellgate Village is a partially developed subdivision in northeast Missoula. Hoyt Edgell Homes hired Opticos Design to create a detailed master plan for 8 acres and to revision the remaining 46 acres of the previously designed master plan. The first phase of the master plan explores the integration of a variety of Missing Middle Housing types while carefully considering the transitions into the adjacent neighborhoods and proposed street connections. The primary goal is to provide innovative housing choices to meet the shifting demands.

### Highlights

1. Variety of types that cluster around shared open spaces, such as **mews and cottage courts**
2. Reimagined a single park space into **dispersed, smaller, programmed open spaces**
3. Parking is minimized off street and supplemented with parking on street
4. Variety of building types that differentiate the project from the local market offerings
5. **Pedestrian-dedicated pathways** throughout the site connect residents with other local amenities and trails

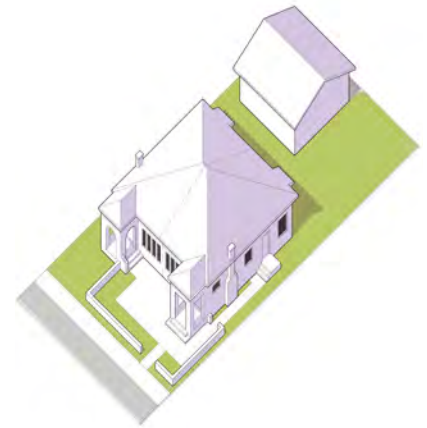
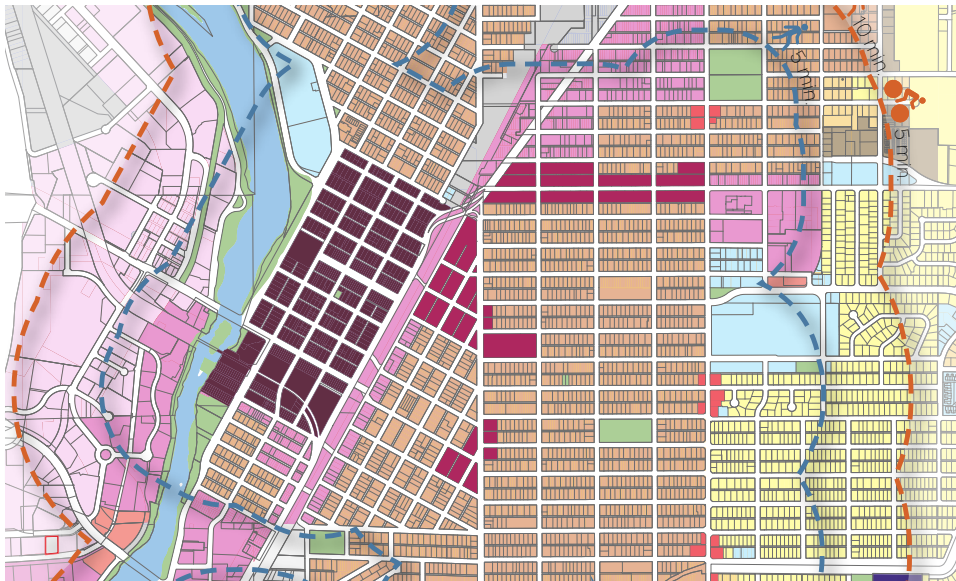




# Missing Middle Housing Scan™ + Missing Middle Deep Dive™

Idaho Falls, Idaho

Project Relevancy:  



## Project Area + Context

City size: 22.8 square miles

## Products

Missing Middle Housing Scan™,  
Missing Middle Deep Dive™

## Status

Completed

## Answering on the need for more housing with Missing Middle

In 2020, the City of Idaho Falls hired Opticos Design to complete a two-part study to inform community conversations about what MMH types are desirable in different Idaho Falls neighborhoods. In the MM Housing Scan™, the team focused on explaining MM's characteristics, locating existing examples, and MM-ready neighborhoods, and finally, recommending solutions on the present regulatory barriers. In the second part, MM Deep Dive™, Opticos tested MM typologies in 4 different single- and multi-family zoning districts, illustrating a different approach to current design practices.

### Highlights

1. Identified **existing walkable centers** and potential walkable centers suitable to MM.
2. Reviewed the **City's draft Core Form-Based Code** and Comprehensive Zoning Code to find barriers to MMH.
3. Explained the characteristics of **MM-Ready Neighborhoods**, where incremental changes can improve walkability.
4. Tested **8 lot sizes in 4 different zones** to see which MMH types best fit existing lots and neighborhoods.
5. Prepared an easy-to-read format with analysis maps, **3d illustrations, and tables.**



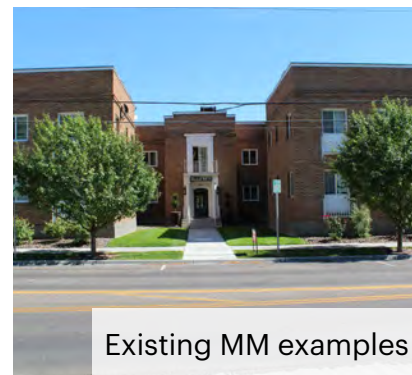
## Missing Middle Housing Scan™

### Where Missing Middle Works Best in Idaho Falls

Opticos analyzed Idaho's built form to identify established walkable centers and suitable for MMH. Opticos, also, located MM-ready neighborhoods that could evolve to provide an enhanced pedestrian realm where MM can be successful.

### Identify Possible Barriers to Missing Middle Housing

In the Scan™, Opticos analyzed which of the Missing Middle types are allowed in each zone based on several factors. Below is an analysis of the maximum allowed density. Green indicates how much of each MMH type's potential is allowed. Pink indicates unused or non-allowed potential.



Existing MM examples

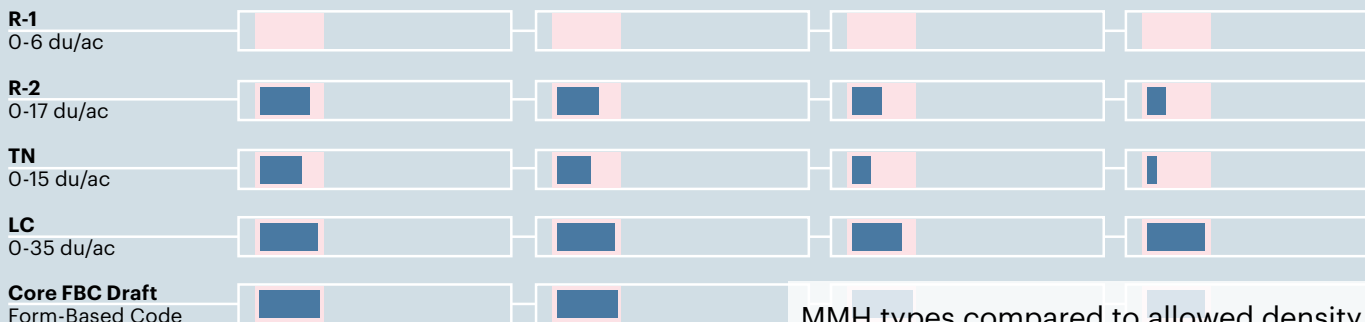
### The Palette of Missing Middle Housing Types as allowed in Idaho Falls

#### Key:

- Range of MMH Type
- Range allowed

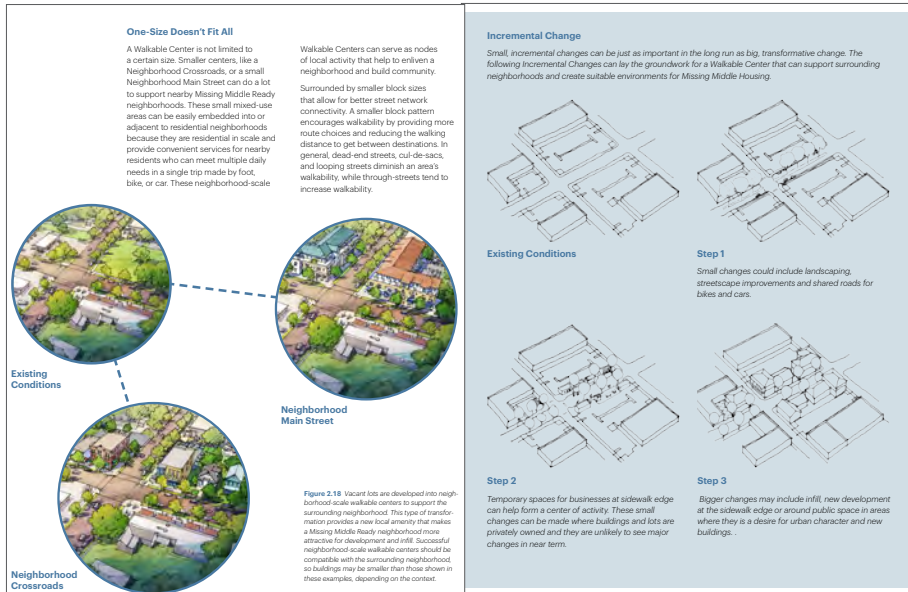


#### Zoning



MMH types compared to allowed density

## Missing Middle Deep Dive™



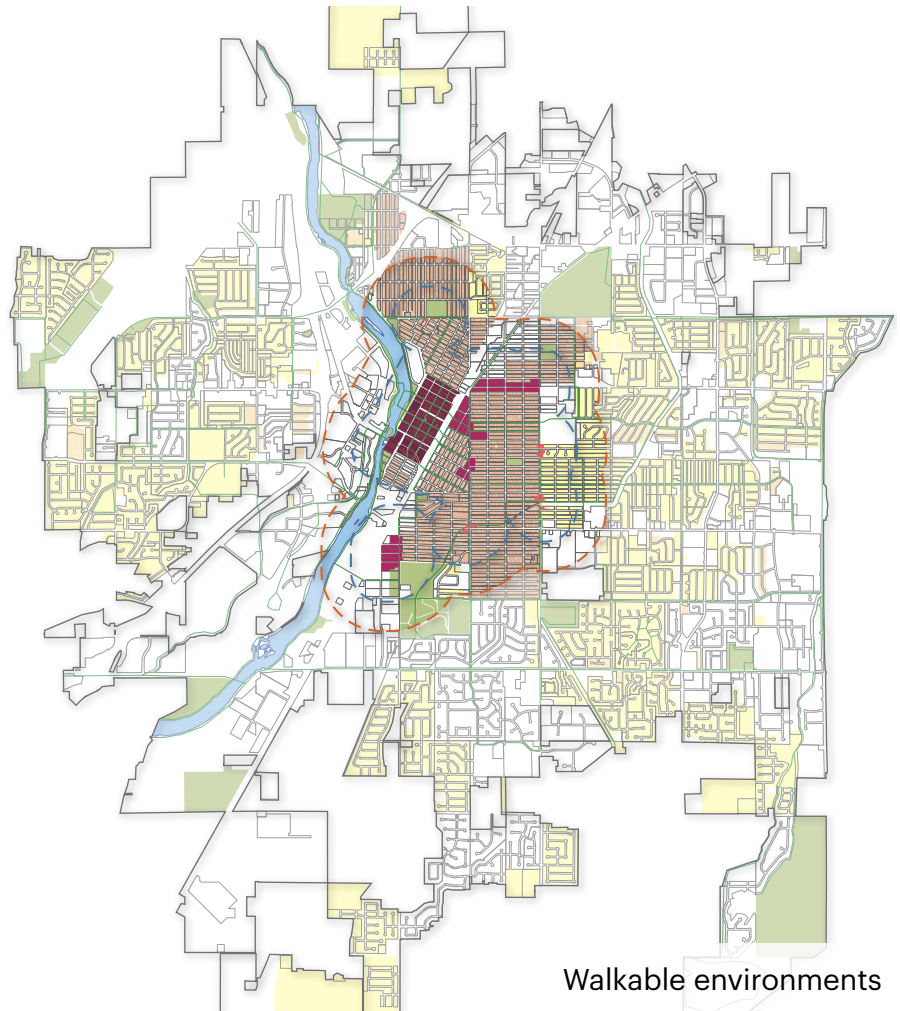
## New Walkable Centers

### Approach to Testing

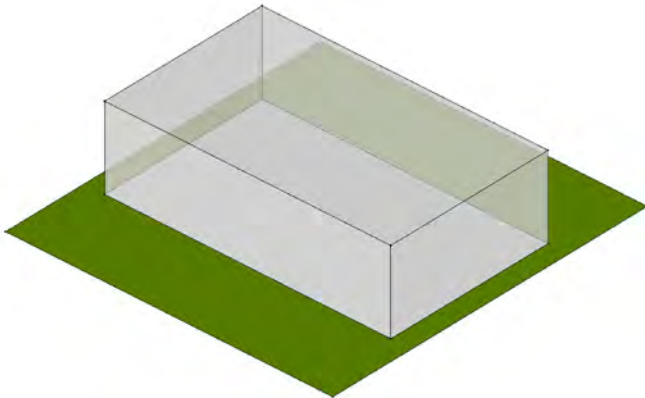
By testing the existing zoning on a variety of sites allows to compare what the zoning allows with what it actually yields. It helps on demonstrating which MMH types would generally comply with the zone intent while gently increasing resultant density without significantly altering the existing physical character.

### In-Depth Analysis of Zoning to Identify Compatibility with Missing Middle

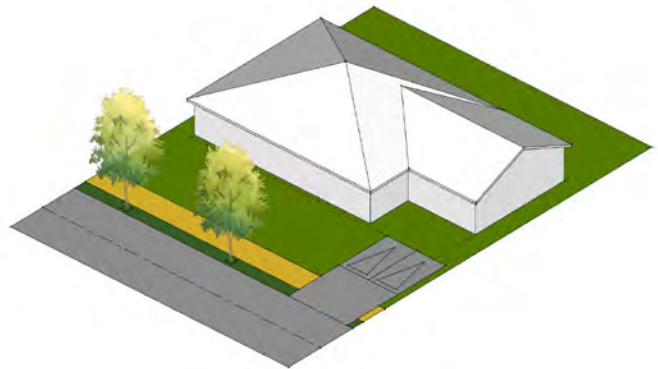
Opticos tested potential built out on existing lots in 4 zones, focusing on areas identified as suitable for Missing Middle Housing in the MMH Scan™. This resulted in findings from a variety of sites, a diversity of lot types and on-the-ground conditions across Idaho Falls.



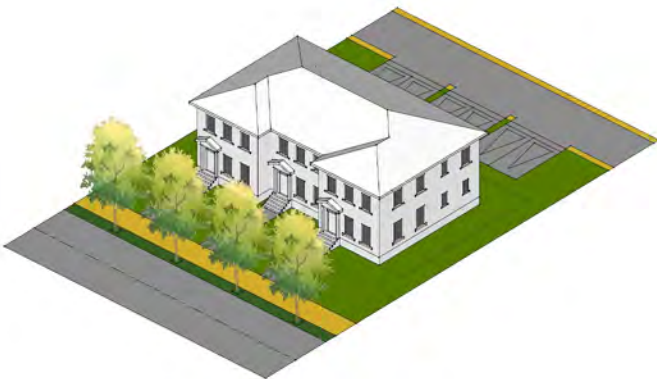
## Allowed Building Envelope



## Existing Standards Actual Development



## Contextually-Sensitive Missing Middle Development Alternatives



| R1 Zone, 95' x 100' Lot, MM Options | Front-Loaded    | Alley-Loaded |
|-------------------------------------|-----------------|--------------|
| <b>Building Form</b>                |                 |              |
| Height                              | 21'             | 22.5'        |
| Building Footprint                  | 992 sf + 528 sf | 2,640 sf     |
| Lot Coverage                        | 16%             | 28%          |
| <b>Parking</b>                      |                 |              |
| Parking Spaces                      | 5               | 6            |
| <b>Density</b>                      |                 |              |
| Number of Units                     | 3               | 3            |
| Density                             | 14 du/ac        | 14 du/ac     |

| R1 Zone, 95' x 100' Lot | Zone Standards                                                                         |
|-------------------------|----------------------------------------------------------------------------------------|
| <b>Building Form</b>    |                                                                                        |
| Height                  | 24' max.                                                                               |
| Min. Lot Area           | 7,000 sf                                                                               |
| Lot Coverage*           | 40%                                                                                    |
| <b>Parking</b>          |                                                                                        |
| Parking Spaces          | 2 per dwelling in single unit; 1 per bedroom but no more than 2 per unit in multi-unit |
| <b>Density</b>          |                                                                                        |
| Density                 | 6 du/ac                                                                                |

## Targeted Zoning and Policy Changes to Support Missing Middle Housing

In the second part of the study, the existing standards were tested further on existing lots to understand **what the zoning allows versus what it yields**. In addition, Opticos showed which MMH types would fit on the same lots if allowed.

### Policy-Related Recommendations

**While the scope of this effort did not include review of policy documents such as the City of Idaho Falls Comprehensive Plan, the following are policy-related best practices and other recommendations based on the review of the Zoning Code.**

**Define MMH and its intent in Policy Documents**

While policy documents such as the City of Idaho Falls Comprehensive Plan were not reviewed as part of this study, it is recommended that a consistent definition of missing middle housing be established. The purpose for a Planned Unit Development (PUD) allows for changes to standards in the zoning code in order to respond to local conditions in order to create a more vibrant neighborhood with a high-quality public realm and distinctive physical character that best meets the needs of the community.

**Update MMH in Existing and New Zoning Districts**

Adjust zone standards and related standards for MMH types in existing zones within walkable environments as follows:

- to areas that are primarily single-unit residential with the lower end of the MMH palette. This includes R1 and the Intense Residential Subdivisions in the Code.
- to areas that are primarily multi-unit residential with the middle to upper end of the MMH palette. This includes R2, R3, and Village Subdivisions in the Code.

### Zoning-Related Recommendations

**To promote the development of MMH types in Idaho Falls, update the Zoning Standards instead of requiring new processes. Approach the implementation of MMH through clear standards that remove the need for discretionary review and do not require a PUD. In order to make clear standards and in exchange for a non-discretionary review, the standards will need to be coordinated with the needs of the MMH types, as described in the MMH Screen and the Design Specs.**

**Update Zone Intent Statements**

Include specific MMH types in the intent statements for each zone where MMH is allowed. This can help to clarify the intended form and scale for building in these zones.

**Define Missing Middle Housing**

Define Missing Middle Housing to mean "those multi-building with multiple units in walkable neighborhoods".

**Allow MMH in Existing and New Zoning Districts**

Adjust zone standards and related standards for MMH types in existing zones within walkable environments as follows:

- to areas that are primarily single-unit residential with the lower end of the MMH palette. This includes R1 and the Intense Residential Subdivisions in the Code.
- to areas that are primarily multi-unit residential with the middle to upper end of the MMH palette. This includes R2, R3, and Village Subdivisions in the Code.

### Building Type Standards for Zones with MMH Types

Include standards for specific building types in zones that allow MMH types, including specific building types that are not currently allowed in those zones. For example, if a building is allowed in a zone, only units with a maximum of 1,000 sq ft, then allow an additional unit of the average unit size is 100 square feet.

**Lot Coverage**

Lot coverage standards for mixed-use zones are as follows:

- R1, R2, R3
- 10-15%
- 10-15%

Lot coverage standards for mixed-use zones are as follows:

- 10-15%
- 10-15%

Lot coverage standards for mixed-use zones are as follows:

- 10-15%
- 10-15%

Recommendations: 5 policy-related, 17 zoning-related.



# South District Growth Area Plan + Form-Based Code

Iowa City, Iowa

Project Relevancy:    



## A Form-Based Code for Iowa City

### Project Area + Context

1,700 acres, Greenfield

### Degree of Change

Transformation

### Products

Form-Based Code

MMH Recommendations

Peer-review of Riverfront

Crossings FBC

### Status

Adoption Draft in preparation,  
Adoption expected March 2021

### Team

Lisa Wise Consulting,  
Zimmerman-Volk Associates

Having worked with Opticos Design in 2015 to identify how to implement the South District Community Plan, the City hired Opticos to prepare a Form-Based Code for this 1,700-acre expansion area. The Plan involves five large ownerships and existing subdivisions and calls for several new walkable neighborhoods with Missing Middle Housing. The City requested a process where it could work closely over time with owners, adjacent neighborhoods and developers to arrive at the best plan and standards to deliver it one project at a time. Everyone agreed on a more detailed code and Regulating Plan to streamline processing and approval while ensuring predictability about what's to be built. The code establishes a framework of five new neighborhoods, all connected by neighborhood-scaled corridors against the backdrop of adjacent natural areas and countryside.

## Highlights

1. Portability: The code was prepared to **be usable** beyond the South District Plan area.
2. The code provides a high level of detail while **providing flexibility in design**.
3. ZVA's Residential Market Analysis identified strong potential for **Missing Middle Housing**.
4. Opticos led **7 FBC training sessions** throughout the code writing process
5. Opticos was asked to **review an existing Iowa City FBC** for potential issues and improvements.



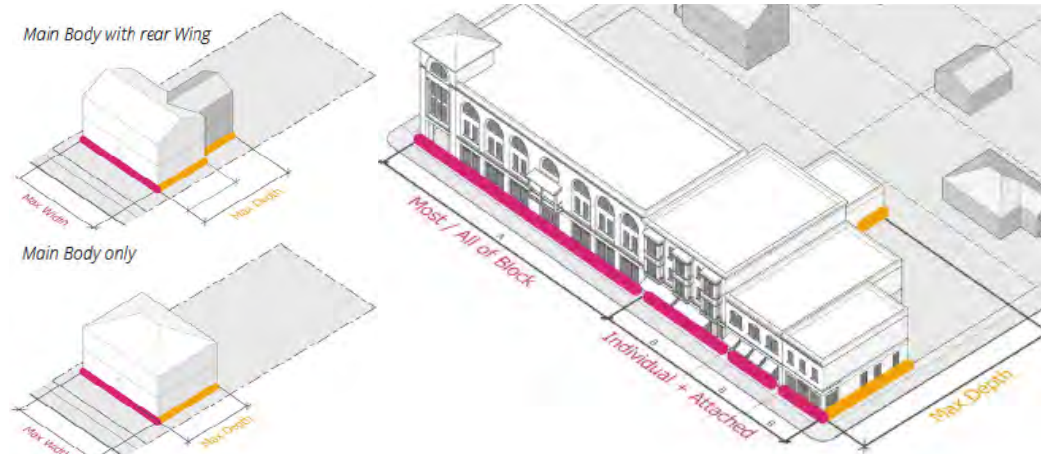
Working Session with City Staff

## Education + Communication Play a Critical Role

Opticos provided a series of interactive working sessions with developers and City staff to tailor and better understand the standards and to help build capacity and understanding of the new code.

## One Size Does Not Fit All

Opticos' architectural expertise and understanding of building construction helped to inform practical code standards. Different approaches for "house-scale" and "block-scale" buildings (right) respond to different design priorities in different contexts.



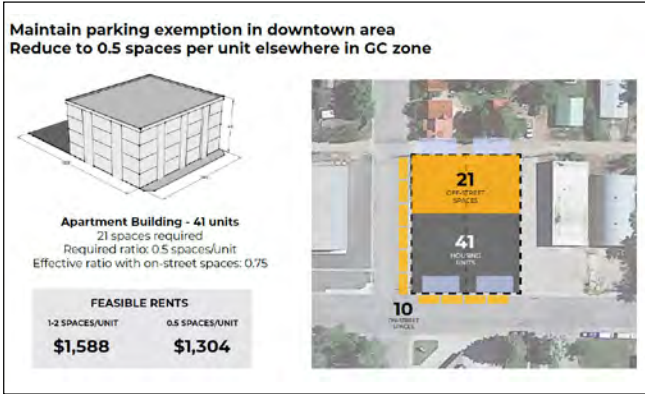
## Illustrating Intent

Clear graphics and illustrations throughout the code make standards and intent accessible and engaging. The code focuses on promoting desirable outcomes by showing how its standards can help to realize what the community wants for the South District.



## LANDER WYOMING MISSING MIDDLE HOUSING ZONING CODE AUDIT

LANDER, WY



Cascadia Partners performed a detailed analysis of the City of Lander’s zoning code. The firm then drafted code amendments to spur development of middle housing types, which included a new cottage cluster code and significant reductions in minimum lot sizes and off-street parking standards.

Lander Wyoming, like many small towns across the Western US, has experienced a rapid escalation in home prices over the past decade. Their population is increasingly young singles, small families and downsizing retirees. However, their housing stock is almost entirely single family homes on large lots - a product type that does not meet the needs of everyone in their community. CP was hired to perform a code audit on several of their commercial and residential zones to identify barriers to developing “missing middle” housing types, such as one-four unit houses, small apartments, cottage cluster and accessory dwelling units (ADUs). CP analyzed data and conducted interviews with local builders, developers and brokers to understand the local market, such as

### CLIENT NAME

City of Lander  
240 Lincoln Street  
Lander, WY 82520

### KEY PERSONNEL

Jamin Kimmell, Project Manager  
Victor Tran, Financial Modeling  
Alex Joyce, Project Advisor

### YEAR COMPLETED

2020

### BUDGETARY AMENDMENTS

None

construction costs, rents and sales prices. Using our pro forma tools, we then tested the current code standards to find barriers. For instance, in order to build a small apartment building, the effective minimum lot size is one acre, which makes small apartments physically impossible on most infill lots. CP then modeled alternative zoning standards and created info-graphics to help the city-appointed advisory board to understand the trade-offs, design and affordability implications of different policy choices. The recommendations were presented to Planning Commission, and approved unanimously in April of 2020.

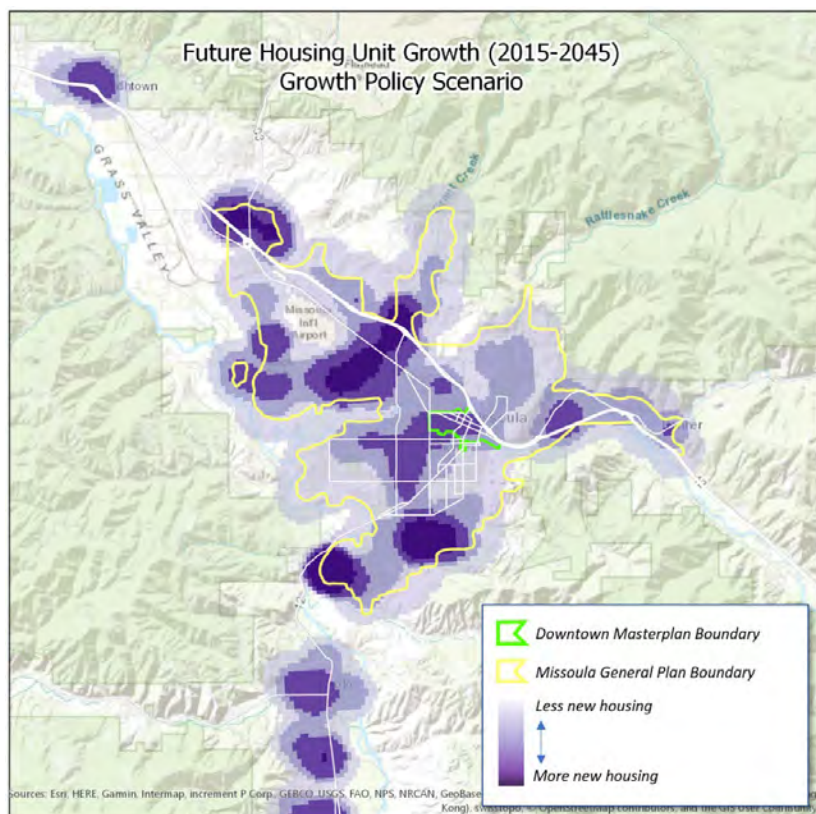


# Downtown Missoula

## Master Plan Update

MISSOULA, MT

Project Relevancy:



*Scenario analysis for Greater Missoula compared “business as usual” to a scenario that tested Downtown’s capacity to be the growth engine for the region.*

Cascadia Partners (CP) was part of a multidisciplinary team led by venerable new urbanist designers, Dover-Kohl. CP was charged with analyzing policies to address the lack of new housing development in Downtown Missoula and to make the case for continued growth in Downtown.

In order to identify housing production barriers in Downtown Missoula, Cascadia Partners performed an audit on four zone districts using real estate pro-forma. The results of this analysis provided achievable and impactful tweaks to downtown zones that will make housing more feasible at a variety of price points.

Cascadia’s work also included scenario analysis at a regional scale. The purpose of this exercise was to show the benefits to the Missoula region if Downtown became its growth engine. CP staff modeled three growth scenarios: one that tested “business as usual,” one that tested a build-out of Missoula’s Growth Policy Plan, and one that tested Downtown’s capacity for growth.

### CLIENT NAME

Downtown Missoula Partnership

### YEAR COMPLETED

2019

### CONTACT

Linda McCarthy  
Executive Director  
(503) 293-4038  
Linda@missouladowntown.com

### TEAM MEMBERS

Alex Steinberger  
Victor Tran



## Park City Land Management Code Changes

Park City, UT

### CLIENT NAME

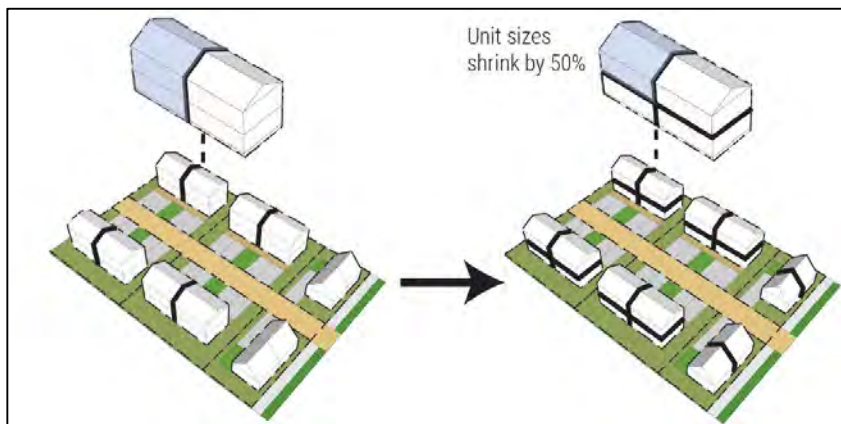
Park City Municipal Corporation  
P.O. Box 1480  
Park City, UT 84060

### REFERENCE

Jason Glidden  
Housing Development Manager  
(435) 615-5268  
[jglidden@parkcity.org](mailto:jglidden@parkcity.org)

### YEAR COMPLETED

2019

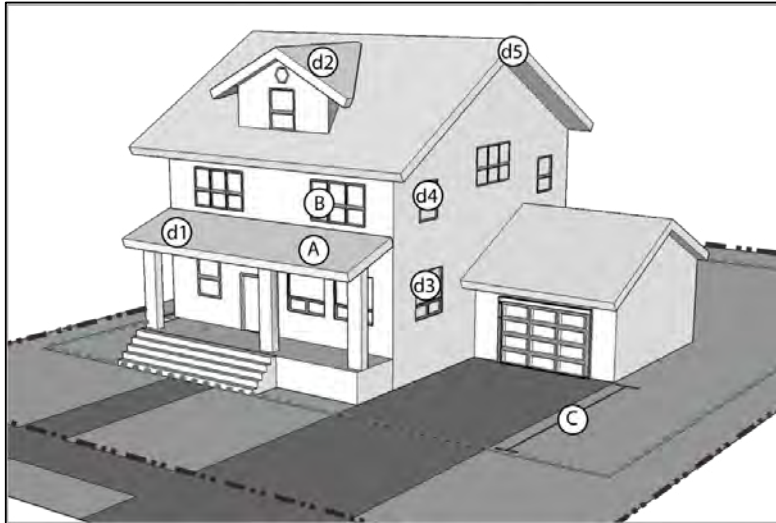


*Above: Diagram used in final report to show how current maximum building footprint standards force unit sizes to decrease by 50%*

A primary way that Park City creates more affordable housing is by utilizing a modest set of density bonus allowances provided by its Affordable Master Planned Development Process (AMPD). Cascadia Partners performed a detailed code audit approach to understand what the major market impacts of the code were in order to provide recommendations on how to tweak the AMPD. Interviews were conducted with a diversity of individuals and staff involved with real estate development locally, and site plans and pro formas were created to model proposed changes to the code. The final report and recommendations were well received with overwhelming support from city council in adopting new standards.

## Gunnison Rising Planned Unit Development Update

Gunnison, CO



*Above: Illustration of selected residential design standards*

Cascadia Partners authored a comprehensive set of Planned Unit Development (PUD) development and design standards for a 633-acre master planned development in Gunnison, Colorado.

Cascadia Partners led a conceptual planning process to craft a compelling, yet practical and market-driven vision for the site. To implement this vision, Cascadia Partners--in coordination with a multidisciplinary team and a broad set of stakeholders--prepared the regulatory code to govern a phased, long-term development of the site. The PUD code complements and builds on the City of Gunnison's development code. The code lays out zoning districts, use regulations, dimensional standards, design standards, natural resource protections, and special use regulations. The development standards were informed by both design considerations and financial pro-forma modeling in order to create standards that achieved a built form intent while providing pathways for an affordable and diverse range of development projects.

The code utilizes a conventional Euclidean (use-based) structure to ensure ease of administration for the City of Gunnison, but it incorporates many principles of form-based code and includes detailed design standards. These concepts include build-to-lines, massing controls, and standards for articulation and detailing. Cascadia Partners created 3D site plan graphics to clearly illustrate the intent of each standard. The PUD code also establishes street cross-section design standards which provide protected bike lanes on all major streets and sets out performance standards to ensure a complete network of parks and trails. The code has received strong support from City leadership and is anticipated to be adopted in early 2020.

### CLIENT NAME

Gunnison Valley Properties  
234 N Main St, Ste 3A  
Gunnison, CO 81230

### REFERENCE

Richard Bratton  
Owner of Gunnison Valley  
Properties  
970-641-4531  
rbratton@hfak.com

### YEAR COMPLETED

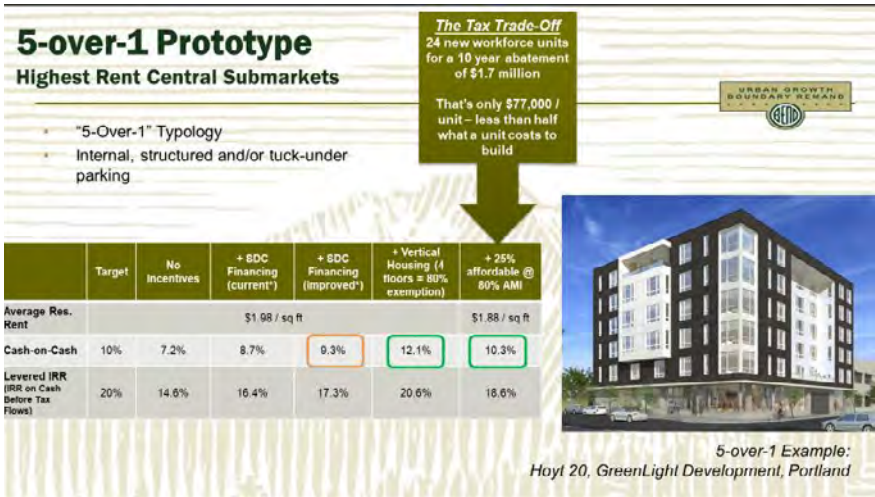
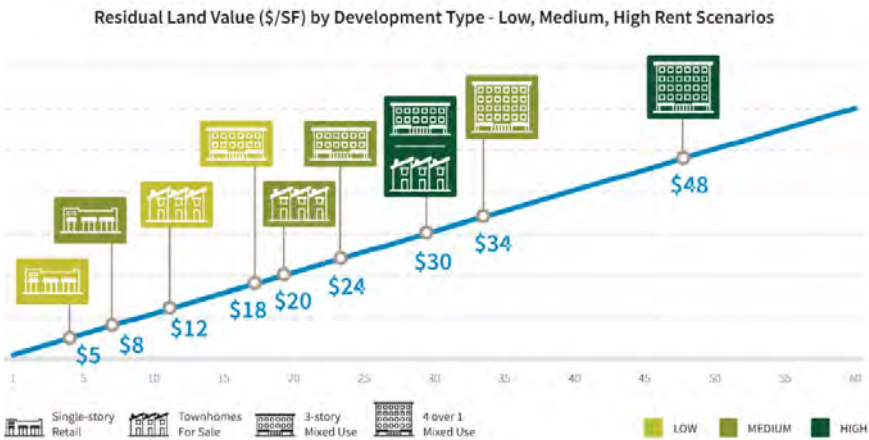
2018 - Present



# Bend Core Area Plan

## DISTRICT PLAN

BEND, OR



Cascadia Partners worked within a multidisciplinary team of designers and planners to develop a strategic plan for Bend's Core Area District. The Core Area is an area of central Bend that is comprised of a mix of aging industrial uses, auto-oriented retail adjacent to single-family neighborhoods – but the plans call for a vibrant mixed-use district. Cascadia Partners worked to identify potential policy barriers to development and evaluate the impact of development incentives to jumpstart investment in the area.

This work included a detailed analysis of current zoning, recommendations for changes and testing of a range of development incentives within the district. This analysis allowed Cascadia Partners and the City of Bend to better understand the market conditions needed to enable the development of specific desired building types, particularly vertical mixed-use development with a significant residential component.

In addition to the analytical components of this project, Cascadia Partners engaged in direct outreach to numerous developers in the Bend market to better understand the economic and regulatory factors at play. These discussions rooted the analysis in local market realities and will put the City of Bend in a better position to respond to tremendous growth pressures in the coming years.

### CLIENT NAME

City of Bend, OR

### YEAR COMPLETED

2019

### CONTACT

Brian T. Rankin  
Long-Range Planning Manager  
Growth Management  
City of Bend  
541-388-5584  
brankin@bendoregon.gov

### TEAM MEMBERS

Alex Joyce  
Alex Steinberger  
Jamin Kimmel  
Garlynn Woodsong  
Sachi Arakawa



## Cottage Cluster Housing Feasibility Study

Milwaukie, OR



*Cottage cluster housing conceptual plan under proposed new standards.*

Milwaukie, OR, located just south of Portland on the new Orange Line light rail service, is traditionally known as suburb blessed with a wealth of 1950s through 1980s-vintage ranch homes on larger lots. The arrival of MAX light rail transit has coincided with demographic changes and steep increases in the price of housing, causing city leaders to question if more could be done to facilitate new workforce housing production to help keep up with growth in demand. Though the City has an existing cottage cluster code on the books, no developments have been permitted or constructed under it.

Cascadia Partners led a dynamic team of planners, designers, and developers to assist the City in identifying changes that could be made to the code to boost the feasibility of cottage cluster housing. The analysis included examining financial feasibility, code issues, and design solutions, using case studies of four sites. Cascadia Partners led outreach efforts with a stakeholder advisory group comprised of local developers, residents, and non-profit leaders.

Cascadia Partners led initial site analysis for the project by examining existing conditions at all four sites, including zoning, environmental constraints, and walkability. The tasks also included conducting pro-forma and design studies showing side-by-side comparisons of existing with new proposed code standards. The project culminated in a final report identifying suggested code changes, and laying out possible incentives to provide and infrastructure issues to address.

### CLIENT NAME

City of Milwaukie  
6101 SE Johnson Creek Blvd.  
Milwaukie, OR 97206

### REFERENCE

Leila Aman, Community Development Director  
AmanL@milwaukieoregon.gov  
503.786.7616

### YEAR COMPLETED

2019

# Teton County Travel Demand Model

## Teton County, WY

**Project Relevancy:**   

For the Town of Jackson, Teton County, and Wyoming DOT, Cambridge Systematics developed a multimodal travel demand model. This small community of less than 20,000 residents experiences heavy visitor impacts during summer and winter peak seasons. Residents and visitors travel in the region using a variety of modes including auto, transit, walk, and bike. The Teton County Travel Model accounts for trips by residents, workers, and visitors and includes a mode choice step capable of representing auto, transit, walk, and bicycle trips. Due to limitations in available survey data, we obtained StreetLight data to aid in calibrating the model. The resulting model represents conditions during three seasons: the summer peak, the winter ski season, and the off-peak shoulder season.

# North Front Range Travel Demand Model Update

## Colorado North, CO

**Project Relevancy:** 

For the Colorado North Front Range MPO, Cambridge Systematics recently updated the regional travel model. The most recent update to the travel model includes a 2015 base year, combined with various improvements, including revisions to the mode choice models, addition of a new destination choice model, and enhancements to the region's master highway and transit network. A Model Steering Team made up of planners and engineers from MPO member jurisdictions played a key role in guiding the model update and ensuring that the model will effectively address community planning needs. The NFRMPO Model features an extensive customized reporting tool, dashboard, and user-friendly interface that contribute to MPO staff successfully maintaining and operating the model on a day-to-day basis.



# Northern Colorado Mobility Study

## Colorado

### Project Relevancy:

For CDOT, CS applied the NFR MPO travel demand model to study routes between I-80 in Wyoming and areas south of Fort Collins, CO. This study evaluated both passenger and truck traffic and considered several alternative transportation network configurations. This study included use of location based services (LBS) data to improve representation of truck traffic in the travel model. CS applied post-processing techniques to adjust the raw model outputs for use in planning and analysis activities.

# North I-25 Parallel Arterial Study

## Colorado

### Project Relevancy:

For CDOT, CS performed traffic analysis to test a proposed 11- mile arterial parallel to the I-25 freeway in northern Colorado. CS used the North Front Range Metropolitan Planning Organization (NFRMPO) Regional Travel Model (Model) to produce travel demand forecasts for intersections and roadway segments along the corridor. Before applying the model, CS added details to the area of interest. This primarily involved adding new zones, updating forecast land use assumptions, and making updates to transportation networks. CS coordinated with multiple agencies to incorporate various planned and proposed developments along the corridor.

# MAS Places

**MAS**places

## Project Relevancy:



Cathedral Campus

Led by a long-term master plan for the Diocese of Wheeling-Charleston, WV, the Cathedral Campus has been reinvigorated with a new chancery building and elegant gardens that open the campus to the public and highlight the historic St. Joseph's Cathedral. The project established a more open and transparent face for the Diocese and created places of public ceremony and private contemplation within the city and the Catholic community.



Bakery Square 2.0 Master Plan

The Bakery Square 2.0 Master Plan is a mixed-use brownfield redevelopment that creates new neighborhood connections by replacing an obsolete, internally-focused school with a collection of public and private places. It blends commercial, residential, and green space with a focus on pedestrian and bike ways and traffic calming. The implementation of sustainable storm water infrastructure and bike connections has raised the standard for such installations in the Pittsburgh region.



Rivers Casino & Riverfront Park

The Rivers Casino and Riverfront Park has become an essential element of Pittsburgh's riverfront renewal efforts, becoming a popular spot for events and creating a key trail connection as soon as it opened. Seizing the opportunity to engage a major entertainment venue directly with the riverfront, it shapes a dramatic blend of architecture and landscape as a public place. Beneath the buzz of musicians and cyclists, a new stormwater filtration system and large swaths of native plantings help to remediate this former brownfield site.

**Project Relevancy:**    



### Larimer Neighborhood Vision Plan

The Larimer Vision Plan charts a way forward for a neighborhood striving to rebound from decades of disinvestment and depopulation. Developed through an extensive participatory process, the plan is based on converting vacancy from a liability to an asset, by reinventing Larimer as a sustainable neighborhood benchmark for the city. It uses new parks, urban agriculture and green building practices as community-building tools and has served as the framework for major new investments.



### Dick's Sporting Goods Corporate Campus

This new corporate campus provides an expansive 670,000 SF workspace for employees along with amenities for athletics and leisure on a 116-acre site. Two courtyards at the heart of the complex provide visual connections to nature and outdoor gathering places. One side faces an existing stream valley, where a series of cascades incorporate stormwater overflows to supplement existing runoff.



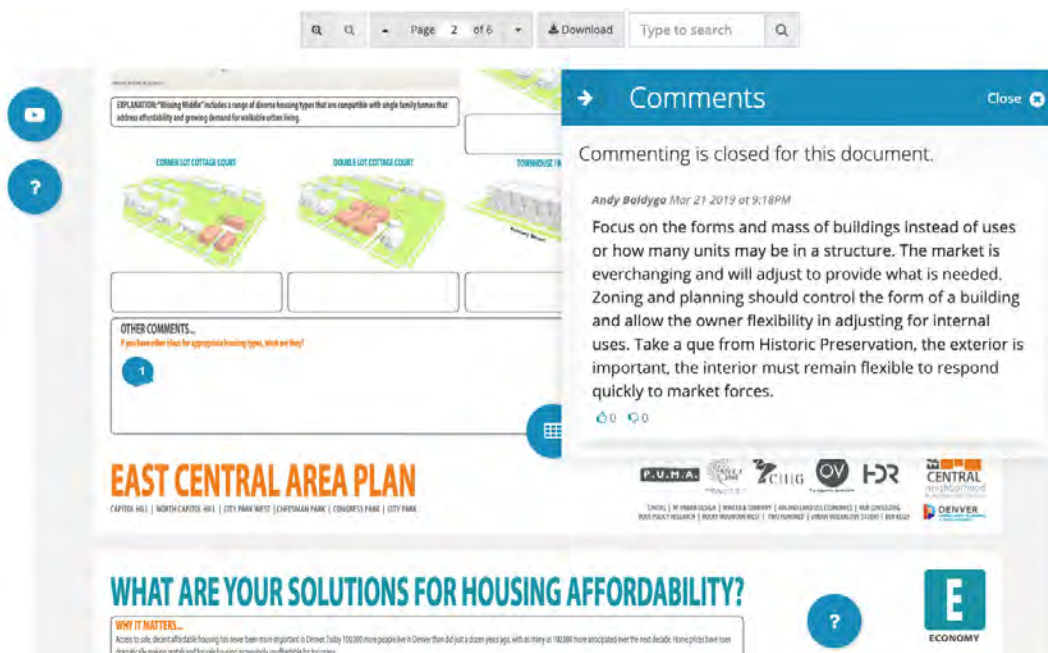
### Pittsburgh Downtown Plan

This plan, created in the late 1990s, was part of a broader movement to reorient the city towards its riverfronts, while reinforcing downtown's role as the center of the region. By combining activities and momentum around districts, such as the Cultural District and a Sports & Entertainment District on the North Shore, with new mixed-use initiatives, notably housing, the plan has engendered a true 24-hour city. The intentions of this plan are still felt today as institutions and developers implement corresponding projects across downtown's districts and riverfront.



## Project: Denver East Central Area Neighborhood Plan

Denver's East Central Planning Area contains a rich mix of amenities, jobs, and housing options, and remains one of the most dynamic places in the city. The area's outdated neighborhood plans coupled with additional changes on the horizon—including plans to improve City Park and add Bus Rapid Transit (BRT)—make East Central a top priority for engaging the community in a new plan. The City needed a way to share the poster boards from the in-person open houses and collect community feedback on them.



### Problem

While the open houses offered attendees an opportunity to weigh in on key issues like affordability, how to get around, growth and quality of life in the planning area, neighbors who missed their workshop needed a way to participate. The City needed a way to easily share the poster boards from the in-person events for others to review the materials online and share their thoughts through online surveys and comments.

### Solution

Konveio helped the City of Denver in a few key ways:

- Landing pages for each event helped provide background info, presentations and a video recording of the meeting.
- Poster boards from the meetings were shared as PDFs, with the ability to post comments in areas where in-person participants added feedback using sticky notes.



- Images of the meeting results were included on the digital poster boards to provide transparency and offer inspiration.
- Key Feature: Embedded surveys replicated dot voting exercises used in the meetings to gather priorities.

### **Impact**

Konveio's unique features allowed the City of Denver to collect feedback online that can easily be merged with feedback collected in-person. Online participation allowed the City to reach beyond their in-person attendance, with more than 500 comments collected online. The results have been guiding the planners and the Steering Committee as they develop alternatives for the neighborhood plan.

Explore at: <https://colfaxareaplans.konveio.com/>

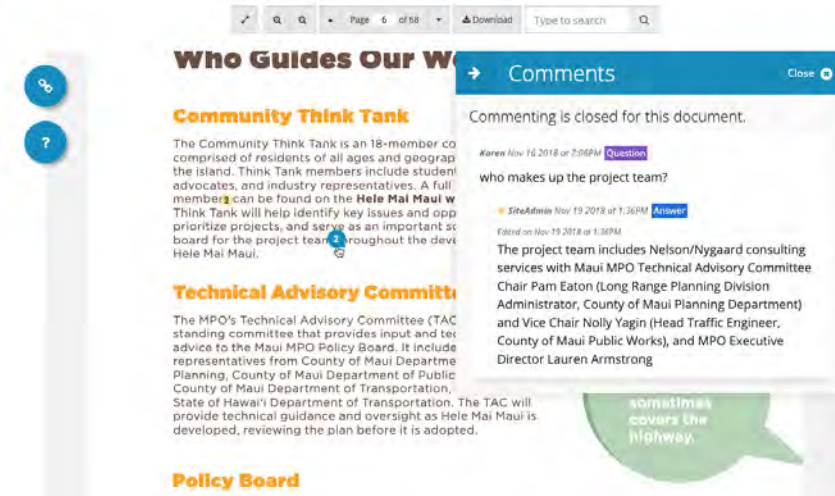
### *Reference:*

Curt Upton  
Principal City Planner | City and County of Denver  
[curt.upton@denvergov.org](mailto:curt.upton@denvergov.org) | (720) 865-2942

## Project Relevancy:

### Project: Maui Long Range Transportation Plan

As part of their Long Range Transportation Plan, the Maui Planning Organization created a Transportation Factbook that compiles data from several sources and across various contributing factors. The MPO needed a way to both circulate the Factbook online and collect community feedback on the data, with the ultimate goal of informing Hele Mai Maui, the MPO's Long Range Transportation Plan.



#### Problem

The Maui MPO is taking a data-driven approach to its planning process, wanting to be transparent with the community about the current state of the multimodal system. As a result, there is a need to provide background information and resources that do not disrupt the overall flow of the Factbook, while also collecting community feedback to learn if they got it right.

#### Solution

Konveio helped Maui in a few different ways:

- Embedded links take readers to support resources
- Street view overlays to help readers visualize existing conditions
- Comments collected directly on the draft document
- Significantly reduced time to manage and analyze comments
- Key Feature: Info panel gives readers instant access to the project website and FAQs for context

#### Impact

Konveio's unique features enabled Maui MPO to collect feedback that will inform Hele Mai Maui and help keep local communities connected by a safe, efficient, and sustainable transportation system in the face of significant growth.

#### Reference:

Lauren Armstrong

Executive Director | Maui MPO

[lauren@mauimpo.org](mailto:lauren@mauimpo.org) | (808) 270-8216

[info@konveio.com](mailto:info@konveio.com)

[www.konveio.com](http://www.konveio.com)



## Project Relevancy:

### Project: Albuquerque ABC-Zone (ongoing)

To ensure that future development aligns with the community's vision, Albuquerque updated its Integrated Development Ordinance (IDO), which governs the City's land use and development through zoning and subdivision regulations.

#### Problem

Creating a zoning code that addressed myriad land use considerations required extensive detail in the final IDO. While understanding that the foundational document would necessarily be a PDF in the interest of ongoing maintenance and updates, Albuquerque needed a way to readily provide answers to residents about their property interests.

#### Solution

Konveio makes it easy to navigate a complex document online:

- *A sidebar* on the zoning document gives readers quick access to view the zoning map, ask questions, or jump to previous or next sections without leaving the zoning document.
- *Special icons and overlays* within the document identify background documentation, commentary, supporting legislation, and other resources.
- *The interactive glossary* provides intuitive tooltips to better understand legal terms.
- *Home and summary pages* provide ways for citizens to jump into the IDO, letting them easily identify their own interests and dive into the relevant information.
- *Key Feature:* Digital guides or worksheets around common questions, like “What can I build on my property” allow users to easily create and email themselves a property report.

#### Impact

Konveio helped a city of more than half a million people simplify development procedures and reduce staff time answering questions about a complex Zoning Code by turning a complicated 500-page PDF into an interactive, valuable land use and development tool.

Explore at: <https://ido.abc-zone.com>

#### Reference:

Mikaela Renz-Whitmore  
Long Range Manager | City of Albuquerque  
[mrenz@cabq.gov](mailto:mrenz@cabq.gov) | 505.924.3932

Explore other Konveio examples and case studies at: <https://konve.io/case-studies>





# Schedule

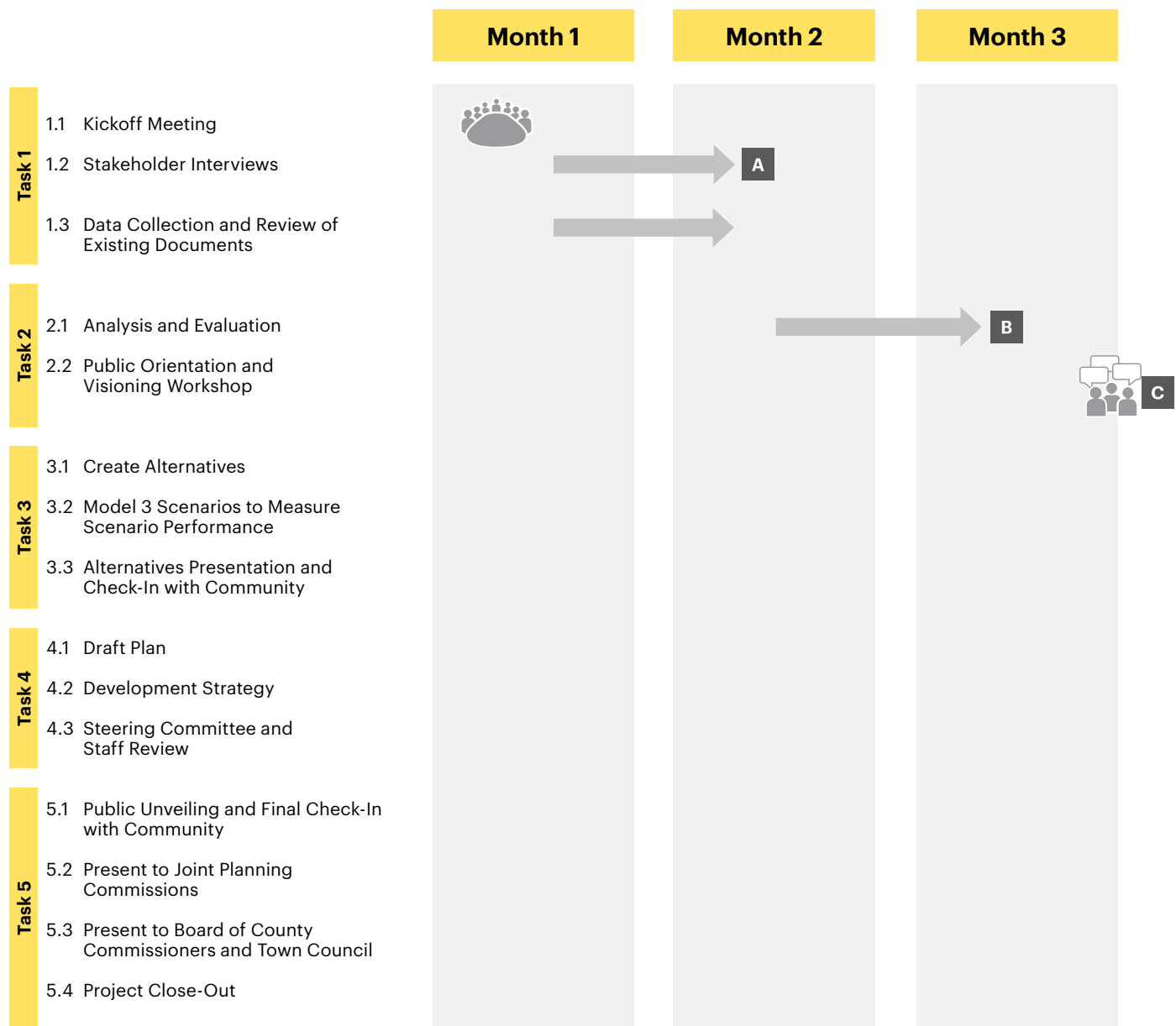
CHAPTER

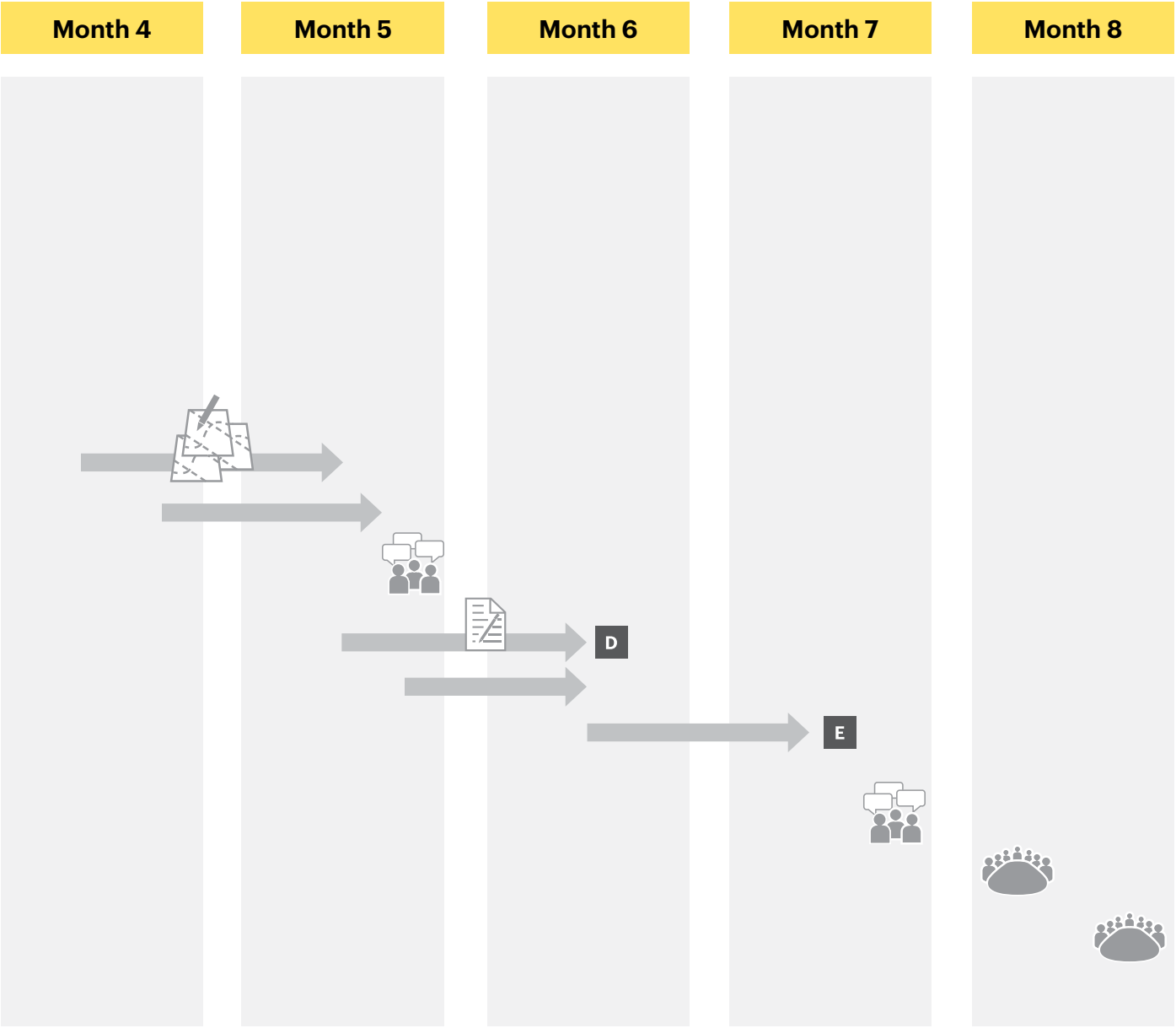
# 4





# Timeline





| Key Deliverables                           |                               |
|--------------------------------------------|-------------------------------|
| <b>A</b> Summary of Stakeholder Interviews | <b>D</b> Draft Preferred Plan |
| <b>B</b> Existing Conditions Report        | <b>E</b> Adoption Draft Plan  |
| <b>C</b> Community Check-in Report Memo    |                               |





# Cost Proposal

CHAPTER

# 5



# Cost Proposal

This section of our proposal provides a proposed project budget for the scope of services provided in the RFP. The enclosed budget includes total direct costs and all other costs associated with the scope of services provided, including salaries, fringe, benefits, travel, indirect costs, overhead, profit, and State excise tax.

## Fees by Task

| Task                                 | Opticos Design, Inc. | Cascadia Partners | Crabtree Group Inc. | Cambridge Systematics, Inc. | MAS Places      | Charlier Associates Inc. | Budget           |
|--------------------------------------|----------------------|-------------------|---------------------|-----------------------------|-----------------|--------------------------|------------------|
| 1. Kickoff                           | \$14,000             | \$4,320           | \$7,500             | \$847                       | \$2,250         | \$2,000                  | \$30,917         |
| 2. Background Information + Analysis | \$24,000             | \$14,460          | \$7,500             | \$8,155                     | \$1,250         | \$2,000                  | \$57,365         |
| 3. Develop Design Alternatives       | \$81,000             | \$65,330          | \$10,000            | \$40,778                    | \$4,800         | \$4,000                  | \$205,908        |
| 4. Develop Admin Draft Plan          | \$55,000             | \$20,420          | -                   | -                           | \$3,000         | \$2,000                  | \$80,420         |
| 5. Present Final Plan                | \$15,070             | \$4,320           | \$5,000             | -                           | \$1,000         | -                        | \$25,390         |
| <b>Total</b>                         | <b>\$189,070</b>     | <b>\$108,850</b>  | <b>\$30,000</b>     | <b>\$49,780</b>             | <b>\$12,300</b> | <b>\$10,000</b>          | <b>\$400,000</b> |

## Opticos Hourly Rates

| Position at Opticos Design | Hourly Rate |
|----------------------------|-------------|
| Principal                  | \$315       |
| Senior Associate           | \$235       |
| Associate                  | \$205       |
| Senior Designer            | \$175       |
| Designer                   | \$165       |

## **Additional Terms**

1. Budget does not include rental or purchasing fees for space or equipment for workshops, charrettes and other meetings. (Consultant to bring computers and drafting supplies.) Consultant will not be responsible for any such planning or expenses.
2. Budget does not include food for participants other than the design team for workshops, charrette and working sessions.
3. Budget does not include postage associated with public outreach and marketing.
4. Budget does not include installation of any and all public outreach media including but not limited to banners and signage.
5. Consultant shall be paid on a fee basis in accordance with the table enclosed.
6. Any additional tasks performed outside of those specified above, such as attending additional meetings or completing additional revisions beyond the hours or number of revisions specified above, will be compensated at the hourly rates listed in the table above (subject to increase by five percent (5%) on January 1 of each calendar year occurring during the term of this agreement.)



people.  
possibilities.  
promise.





BOARD OF COMMISSIONERS



TOWN COUNCIL

## **JOINT INFORMATION MEETING**

### **AGENDA DOCUMENTATION**

**PREPARATION DATE:** October 28, 2020

**MEETING DATE:** November 2, 2020

**SUBMITTING DEPARTMENT:** Joint Long-Range Planning

**DEPARTMENT DIRECTORS:** Tyler Sinclair and Chris Neubecker

**PRESENTER:** Tyler Sinclair and Amy Ramage

**SUBJECT:** Integrated Transportation Plan ITP – Technical Update

---

#### PURPOSE

The purpose of this item is to provide an update on the status of work completed to date and next steps on the 2015 Integrated Transportation Plan (ITP) Technical Update currently underway.

This is a no action item, with the purpose to ensure the Boards are up to date of where we are in the update process, the direction that has been provided to date and an overview of next steps.

#### BACKGROUND

The existing Integrated Transportation Plan was jointly adopted in September 2015 by the Town of Jackson and Teton County. The Action Plan in Chapter 7 of the ITP calls for a “technical update” of the ITP within five years following adoption. Charlier Associates, Inc. has been retained to prepare the Update.

The first phase of the Update pulled together data on Jackson Hole travel and traffic trends since 2015 and documented status of implementing the ITP Action Plan. This information was presented and discussed by the Boards at the November 4, 2019 Joint Information Meeting.

The second phase included a policy and strategy presentation and discussion to the Boards at a Special Joint Information Meeting on December 19 focused on the following six (6) questions:

1. Benchmarking system
  - Should we continue to use the four summer months?
  - Is LOS D an appropriate criterion, given induced demand?
2. WY-22 corridor and Capital Group 1
  - How can the Town and County (with START) help guide planning and design?
3. Transit goals (doubling ridership and then doubling again)
  - Is this too ambitious?
  - Should we frame this differently?
  - Should we establish a different approach to objectives?
4. Active transportation
  - Should we adopt a focus on bicycling - low impact tourism, quality of life, etc?
  - Do we need a renewed emphasis on safe, convenient walking in Town?

5. TDM program

- Do we still want to develop a transportation demand management program?
- If so, how can we move forward – what are the next steps?

6. Regional Transportation Planning Organization

- Do we still want to establish an RTPPO?
- If so, how can we move forward – what are the next steps?

The third phase of the Technical Update was completed at the January 30, 2020 Joint Information Meeting. At this meeting Jim Charlier presented and the Boards discussed and provided direction on updates to each Chapter of the ITP based upon phases 1 and 2. The ITP Chapters are as follows:

1. **Plan Overview** – providing context and describing the Plan scenario
2. **Transit Development** – outlining strategic transit improvements
3. **Active Transportation** – outlining specific actions for walk, bike, etc. travel
4. **Travel Demand Management (TDM)**– establishing strategies by travel market and monitoring and reporting
5. **Major Capital Projects** – describing projects and establishing benchmarks
6. **Regional Transportation Planning Organization** – outlining 2 stages of organization
7. **Action Plan and Funding** – coordinating all implementation actions and identifying the need for additional funding

Staff have attached the PowerPoint Presentation from the January 30 JIM that provides a summary of the Chapter conclusions and action/direction provided by the Boards to be incorporated into the Plan. If time allows an update of this information will be provided at the meeting. Due to delays in processing this update as a result of COVID-19 and a desire to consider this update upon conclusion of the update to the Comprehensive Plan, the draft plan has not been released. Staff's plan is to release a draft ITP technical update based upon the direction provided at the January 30 JIM in the next 7-10 days. The Boards and public would then have time to review and consider any required additional amendments to the plan prior to the December 7 JIM when the Plan would be scheduled for adoption. The goal is to complete the fourth and final phase of ITP technical update with this group of elected officials before the end of the year.

Staff have also provided links to the information presented at the November 4 and December 19 JIMs on this topic for additional background. In addition, staff have attached Chapter 7: Multi-Model Transportation from the update to the Comprehensive Plan for consideration. This ITP technical update is built on the updated vision and implementation strategies found in Chapter 7 of the updated Comprehensive Plan.

### ATTACHMENTS

- ITP Update PowerPoint Presentation, January 30, 2020
- ITP Staff Report and Video link, JIM January 30, 2020
  - o <https://jacksonwy.civicclerk.com/Web/Player.aspx?id=433&key=-1&mod=-1&mk=-1&nov=0>ITP
- Staff Report and Video Link, JIM December 19, 2019
  - o <https://jacksonwy.civicclerk.com/Web/Player.aspx?id=348&key=-1&mod=-1&mk=-1&nov=0>
- ITP Staff Report and Video Link, JIM November 4, 2019
  - o <https://jacksonwy.civicclerk.com/Web/Player.aspx?id=203&key=-1&mod=-1&mk=-1&nov=0>
- Integrated Transportation Plan – 2015
  - o <http://jacksontetonplan.com/239/Integrated-Transportation-Plan>

### FISCAL IMPACT

Phase 3 and 4 have progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019. The total contract amount for Charlier Associates is in the amount of \$59,265.

### STAFF IMPACT

Phase 3 & 4 have progressed within the budget and staff resources indicated in the project Scope of Work approved in June 2019.

### LEGAL REVIEW

Gingery

### SUGGESTED MOTION

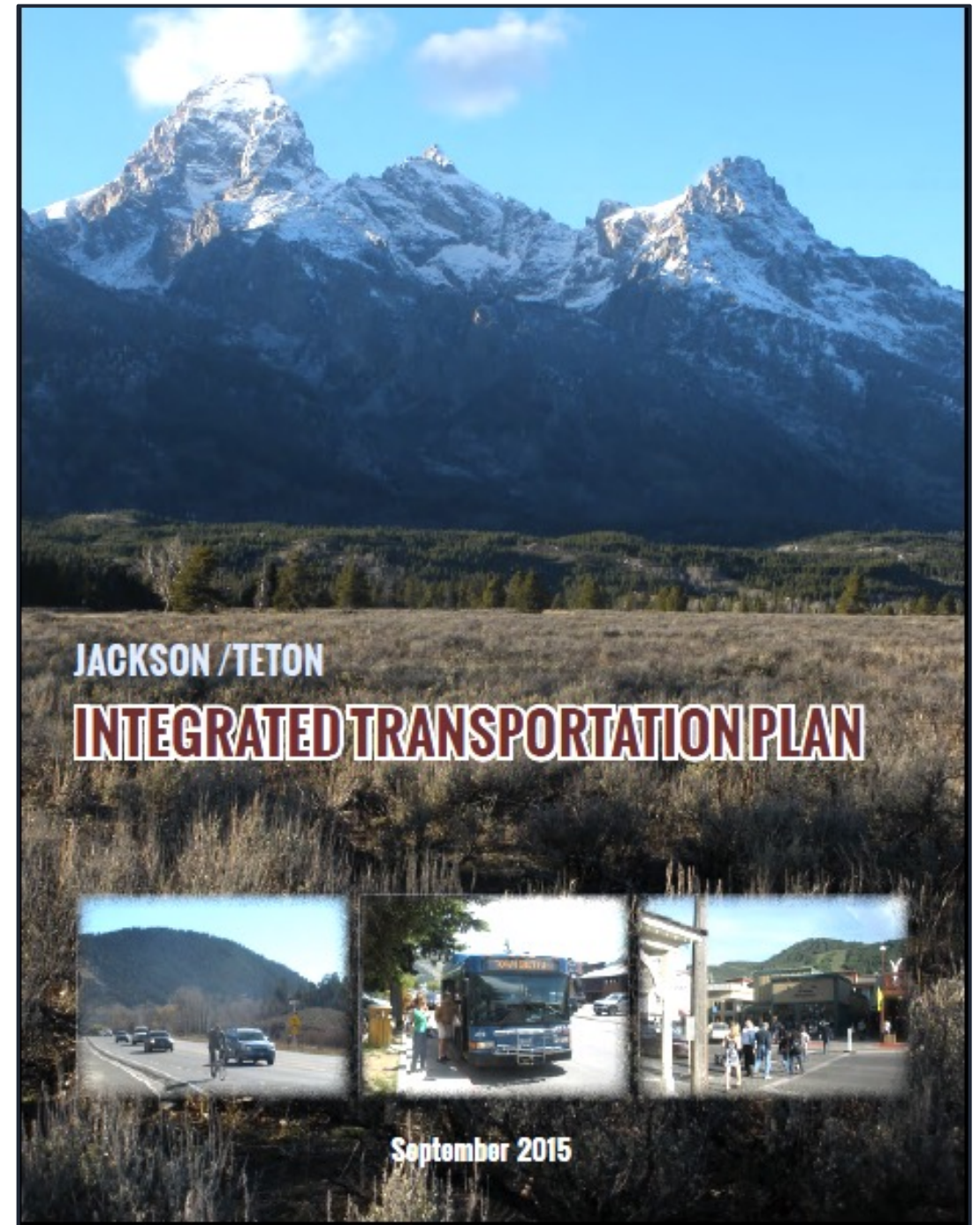
I move to continue Item C19-003 a technical update to the 2015 Integrated Transportation until the December 7, 2020 Joint Information Meeting.





# ITP update

Jan 30, 2020 Joint Information Meeting





# recap – JIM sessions on the ITP

Nov 4, 2019      status, trends, benchmarks

Dec 19, 2019      policy and strategy discussion

Jan 30, 2020      recommendations

tbd      adoption

# today's outline

fundamental questions

transit – chapter 2

active transportation – chapter 3

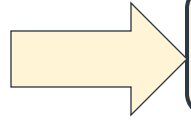
transportation demand management – chapter 4

major capital project benchmarking – chapter 5

regional transportation planning organization – chapter 6

action plan – chapter 7

# today's outline



fundamental questions

transit – chapter 2

active transportation – chapter 3

transportation demand management – chapter 4

major capital project benchmarking – chapter 5

regional transportation planning organization – chapter 6

action plan – chapter 7

# is the ITP so flawed we should start over?

## conclusions

- no:
  - goals of public and elected boards are well-aligned
  - ITP takes direction from Comprehensive Plan
- need to clarify goals based on Comprehensive Plan
- need to overcome barriers to implementation

## actions

- develop a clearer plan narrative - community objectives
- add support for innovation
- kick start implementation



# what should ITP say about 'SOV capacity?'

## conclusions

- 'no new SOV capacity' is too broad and too specific
- no practical way to measure at system level
- many worthwhile projects might increase SOV capacity

## actions

- move beyond dry quantification
- focus on 'relatable' objectives
- update indicators to reflect Comprehensive Plan

## comprehensive plan

## ITP implementation

ecosystem stewardship

- reduce mobile source GHG emissions
- manage VMT growth
- reduce wildlife mortality

growth management

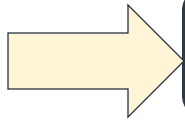
- ensure adequate multimodal capacity
- increase per capita transit ridership
- make capital investments strategically

quality of life

- reduce personal vehicle dependency
- increase real travel mode choice
- improve travel safety

# today's outline

fundamental questions



transit – chapter 2

active transportation – chapter 3

transportation demand management – chapter 4

major capital project benchmarking – chapter 5

regional transportation planning organization – chapter 6

action plan – chapter 7

# is the transit plan too ambitious?

## conclusions

- no:
  - need for increased service & ridership is now more urgent
  - the plan should be aspirational
- incremental tweaks will not be enough
- available funding sources are more than sufficient
- required service levels are physically feasible

## actions

- focus on progress from 2015 ITP adoption
- define transit role: absorb as much travel growth as possible
- clarify route components of required service increase



# how can we increase public support for transit?

## conclusions

- progress toward goals, as defined, is disappointing
- continued challenges discourage commitment
- transit objectives are unclear – why must we do this?
- current plan is too dry and quantitative

## actions

- clarify specific service components – build the case
- clarify relationships between service & ridership
- identify “long steps” to galvanize interest and resolve
- deploy transportation demand management (see below)

# clarify purpose of transit service components

commuter routes

support local economy, employee recruitment and retention

corridor routes

make transit a competitive choice for local travel

circulators

free residents and visitors from having to drive for short trips

# potential long steps in transit

WY-22 corridor: BRT or HOV

put dedicated revenue source in place

go fare-free

work with GTNP on summer season connection(s)

# how can we achieve our vision for WY-22?

## conclusions

- both 'BRT' and 'HOV' lanes are feasible options
- widening for all vehicular use would be counterproductive
- WYDOT has no experience with either BRT or HOV
- Wyoming statutes provide no authority for BRT or HOV
- transit plan will require bus prioritization

## actions

- engage proactively with WYDOT in planning and design
- cooperatively take the lead on the public process
- work with Legislature to add BRT and HOV to statutes



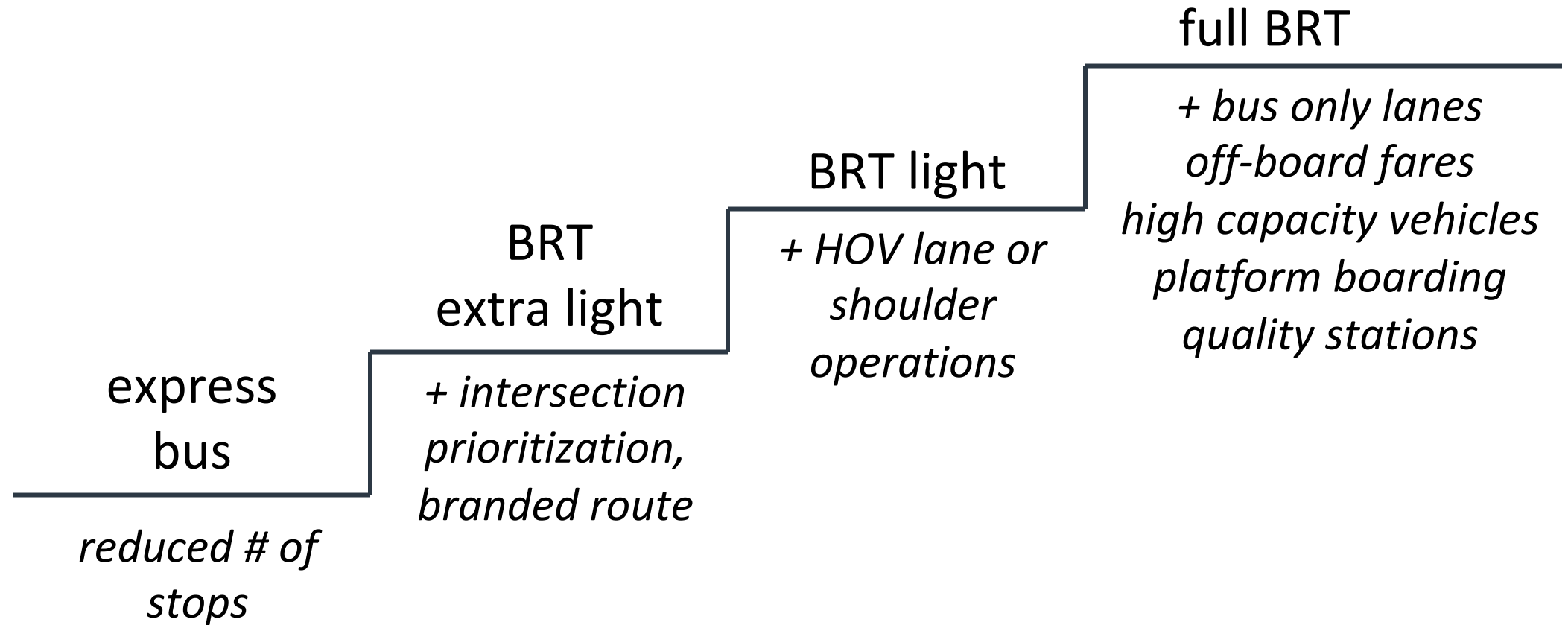
## BRT lanes bus rapid transit

- corridor transit – express service
- branded route
- exclusive lanes (bus only)
- buses prioritized at intersections
- off-board fare collection
- platform-level boarding
- high capacity vehicles
- quality stations

## HOV lanes high occupancy vehicles

- restricted to non-SOV use
- originally mostly 2+ HOV
- 3+ HOV now more common
- may apply only in peak hours
- vehicle exceptions (e.g., electric cars)
- difficult enforcement
- may include slug lanes
- can transition to “managed lanes”

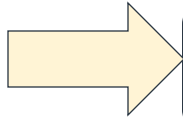
# levels of BRT implementation



# today's outline

fundamental questions

transit – chapter 2



active transportation – chapter 3

transportation demand management – chapter 4

major capital project benchmarking – chapter 5

regional transportation planning organization – chapter 6

action plan – chapter 7

# what changes are needed to this chapter?

## conclusions

- pathways program has achieved notable successes
- summer walking & bicycling are relieving traffic demand
- access to safe walking and bicycling improves quality of life

## actions

- make active transportation a higher priority
- increase focus on short trip walk and bike access
- delete reference to Teton County Community Streets Plan

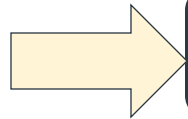


# today's outline

fundamental questions

transit – chapter 2

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action plan – chapter 7

# what changes are needed to this chapter?

## conclusions

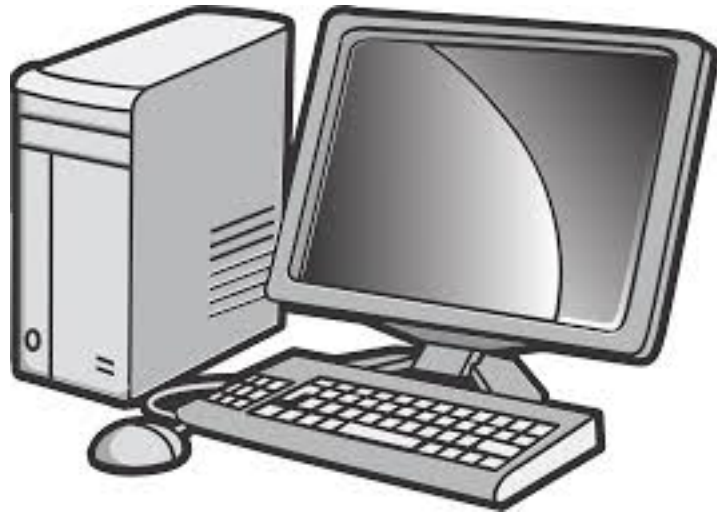
- demand management continues to be a priority
- Village program is successful and an example of potential
- transit program will require demand management support
- no major changes required in Chapter 4

## actions

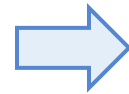
- prioritize implementation beginning in 2020

# transportation demand management

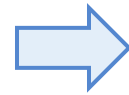
information & promotion



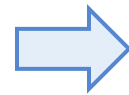
coordination & events



in-commuters



visitors + tourists



residents

parking – transit – trails & pathways – maps – taxi – ride hailing – airport access – parks access – trip planning  
employee benefits – commute options – carpooling and vanpooling – bike to work day – cyclovia – tactical urbanism

## prioritize implementation

- immediate
  - ✓ fill TDM coordinator position
  - ✓ procure consultant contract – transportation demand management
- longer term
  - ✓ transition position to RTPO
  - ✓ integrate with transit and with visitor services



# is the performance monitoring system working?

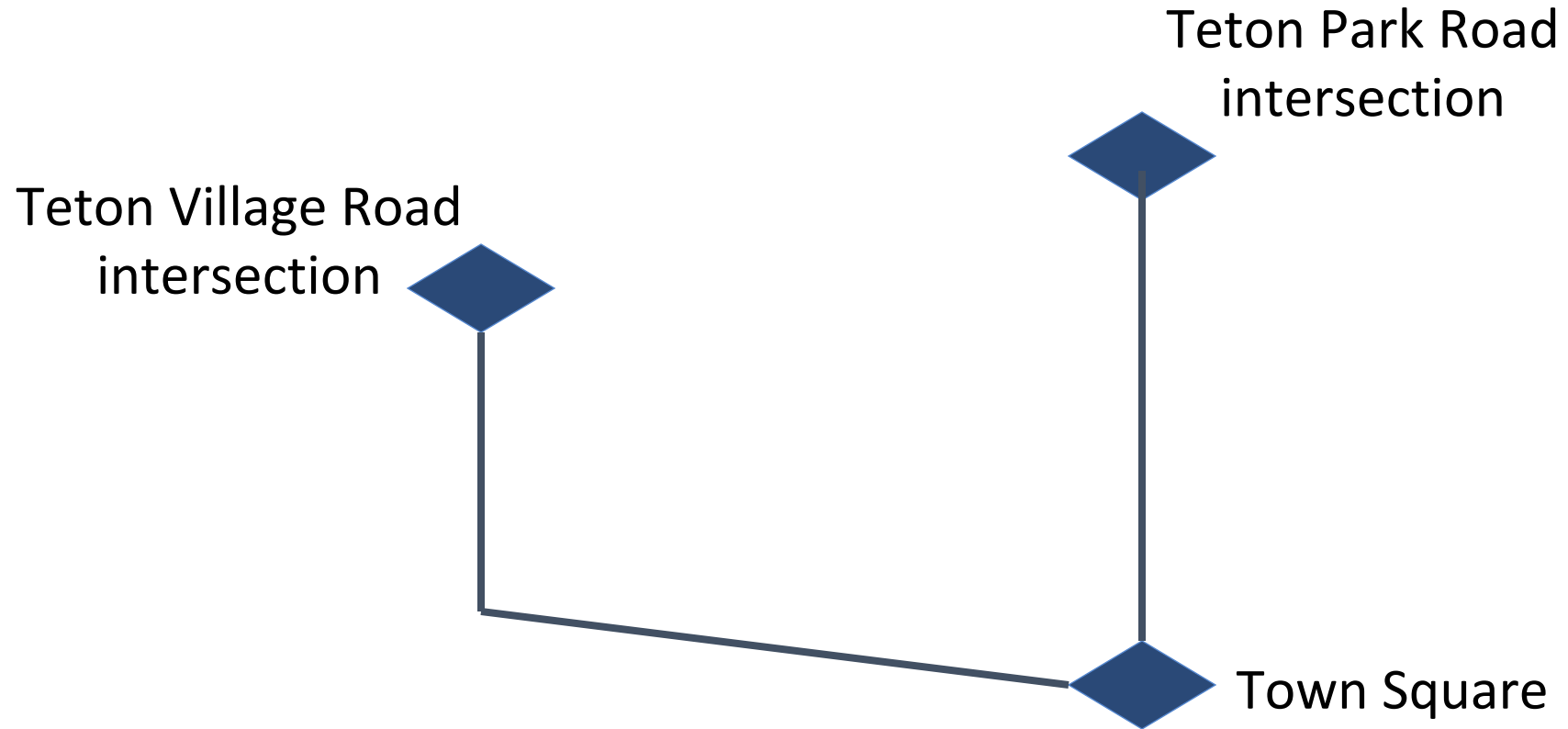
## conclusions

- yes:
  - annual reports have been useful
  - linking to comprehensive plan reporting has been helpful

## actions

- delete the dashboard section
- add travel time indicator:
  - bus and drive
  - Town-Village and Town-GTNP

# travel time indicator



START bus – average summer PM peak hour travel time

SOV drive – average summer PM peak hour travel time

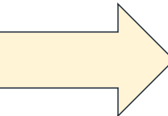
# today's outline

fundamental questions

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action plan – chapter 7

# is benchmarking working as intended?

## conclusions

- yes, trends and status of capital needs are clear to see
- need to review use of LOS D
- need to review use of peak season (4 months) traffic

## actions

- update status and benchmarking data
- discontinue LOS D and sync with Comp Plan update
- continue use of peak season (4 months) traffic



## is use of LOS D still appropriate?

### conclusions

- use of LOS is not a best practice in transportation planning
- LOS criteria lead to induced demand
- LOS criteria force counterproductive spending

### actions

- no longer use LOS D as a corridor planning benchmark
- use 20,000 vehicles/day instead (for 2-lane roads & streets)
- LOS D is not an ITP objective for state or local roads

# is use of peak season traffic still appropriate?

## conclusions

- yes
- ITP uses average summer weekday traffic (Jun – Sep)
- winter, shoulder season traffic growing faster than summer
- worst ‘routine’ congestion will continue to occur in summer

## actions

- continue to use average summer weekday traffic
- work with WYDOT to implement ‘incident management’

# today's outline

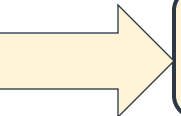
fundamental questions

transit – chapter 2

active transportation – chapter 3

transportation demand management – chapter 4

major capital project benchmarking – chapter 5



regional transportation planning organization – chapter 6

action plan – chapter 7

# should implementing an RTPO be a priority?

## conclusions

- yes:
  - there is broad support among advocacy organizations
  - both staff and elected boards have expressed support
  - transportation is a major regional priority
- implementation will require adequate resources

## actions

- implement an RTPO through a phased approach
- add a preliminary stage to the original ITP 2-stage plan
- start in 2020



# regional transportation planning organization three stages

1. ITP implementation lead

2. joint powers agency

3. regional funding

# regional transportation planning organization

## three stages

### stage 1. ITP implementation lead

- ✓ share funding – town & county (WYDOT?)
- ✓ formalize role of technical advisory committee
- ✓ initial priorities for ITP implementation lead:
  - coordinate Town, County, WYDOT work on WY-22 planning & design
  - develop a charter for stage 2 and 3 RTPO
  - provide coordination & support to START, pathways & TDM programs
  - take charge of performance monitoring and reporting
- ✓ if needed, consider consulting contract as alternative to staff position

# regional transportation planning organization

## three stages

### stage 2. joint powers agency

- ✓ town and county, with WYDOT
- ✓ multimodal transportation planning responsibility
- ✓ absorb START and pathways operational entities
- ✓ absorb traveler support system
- ✓ begin coordination with Lincoln County, Teton County, ID
- ✓ work to implement stage 3

# regional transportation planning organization

## three stages

### stage 3. regional funding

- ✓ regional partnership, with WYDOT
- ✓ work with partners & Legislature to update RTA statute
- ✓ establish dedicated source of funding for transit
- ✓ establish formal “rural MPO” authority



# today's outline

fundamental questions

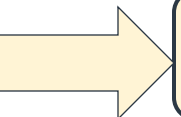
transit – chapter 2

active transportation – chapter 3

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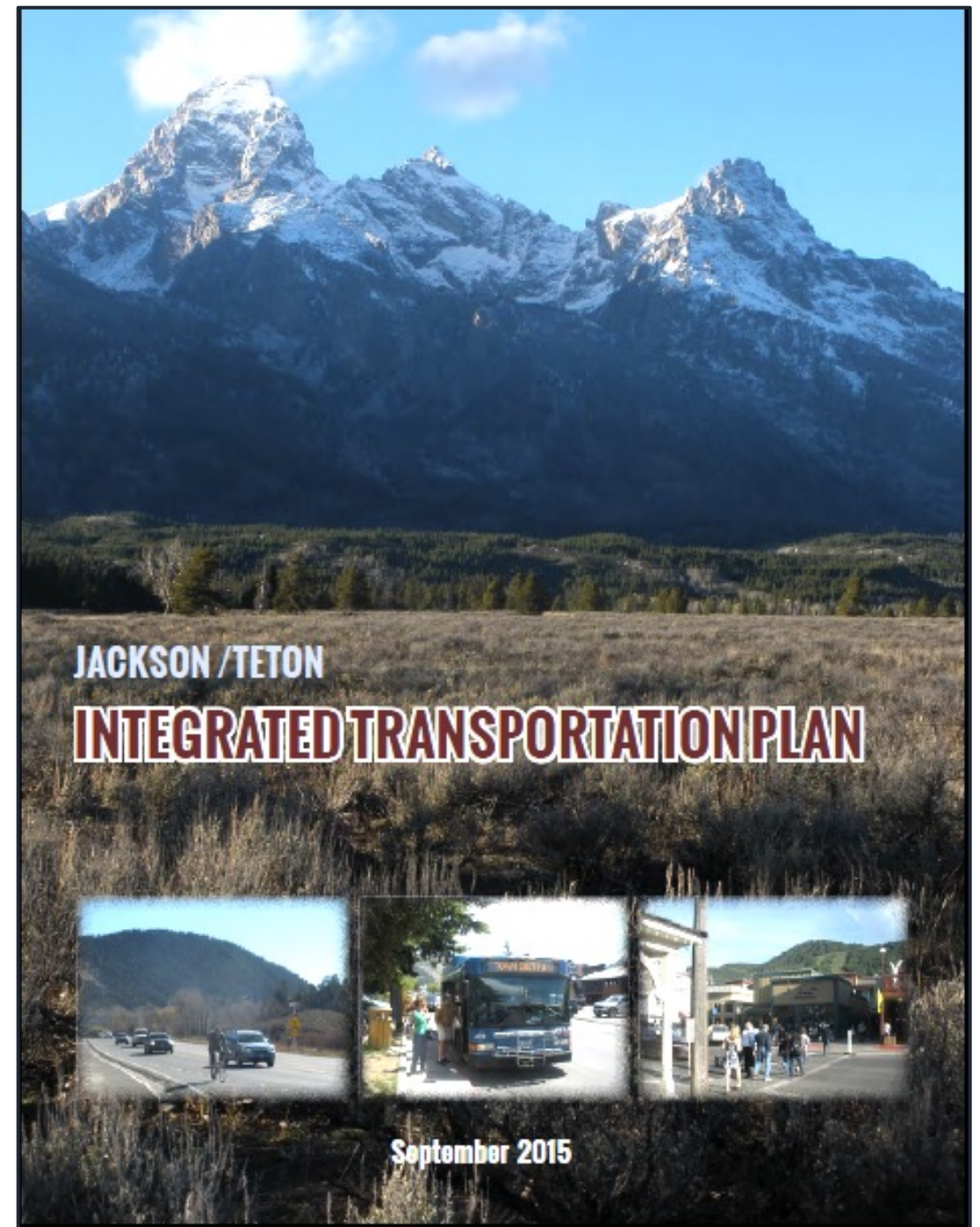
action plan – chapter 7

## summary list – immediate actions (2020 – 2023)

- ✓ hire transportation demand management position
- ✓ hire ITP implementation lead
- ✓ add peak hour travel time indicator (2 corridors, bus & drive)
- ✓ work with WYDOT on highway incident management program
- ✓ engage proactively with WYDOT on WY-22 planning & design
- ✓ work with Legislature to add BRT & HOV to Wyoming Statutes



wrap up



# recap – JIM sessions on the ITP

Nov 4, 2019      status, trends, benchmarks

Dec 19, 2019      policy and strategy discussion

Jan 30, 2020      recommendations

tbd      adoption





thank you

