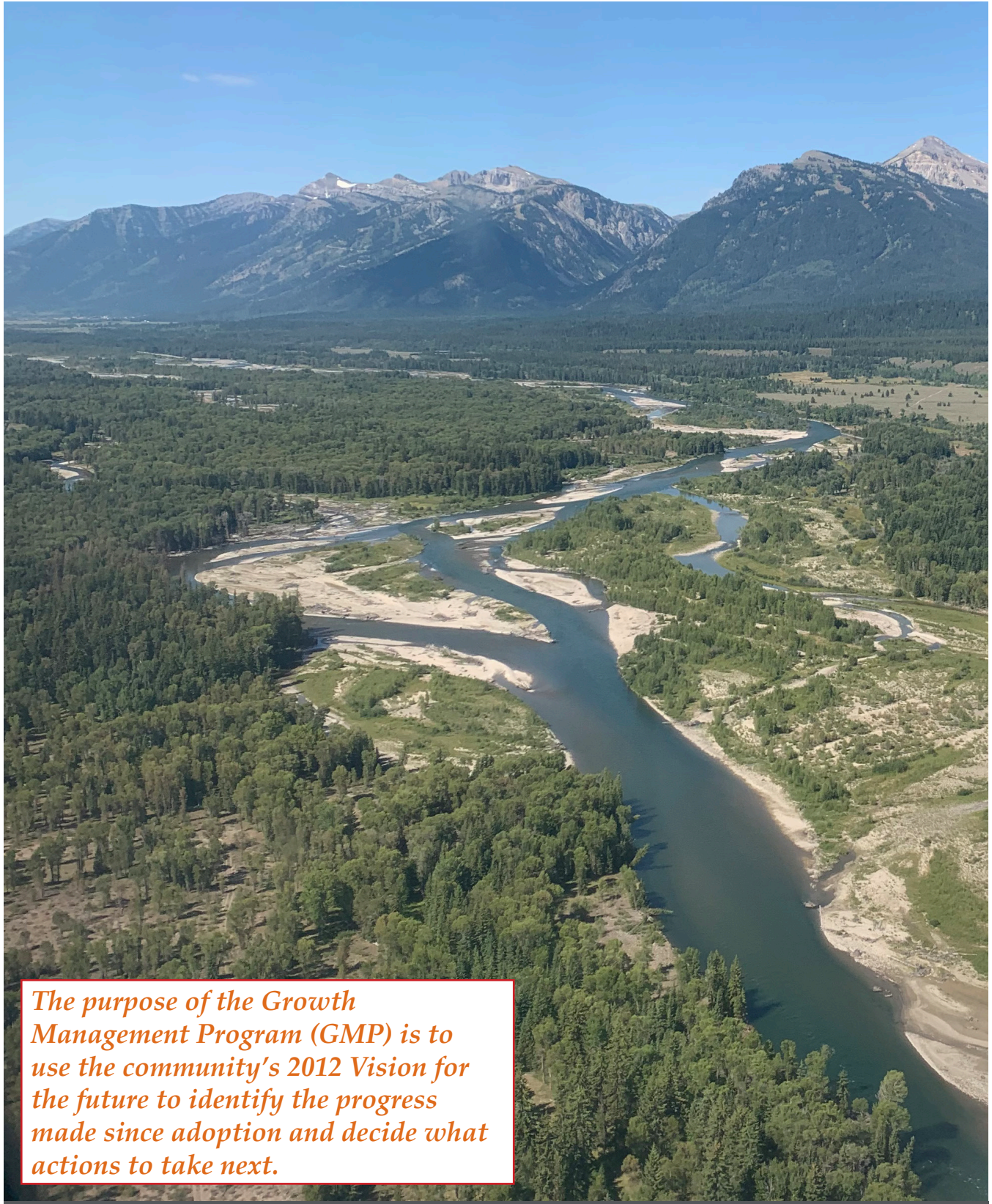


The Comp Plan Seven Years Later: Are We on Track?

October 2019



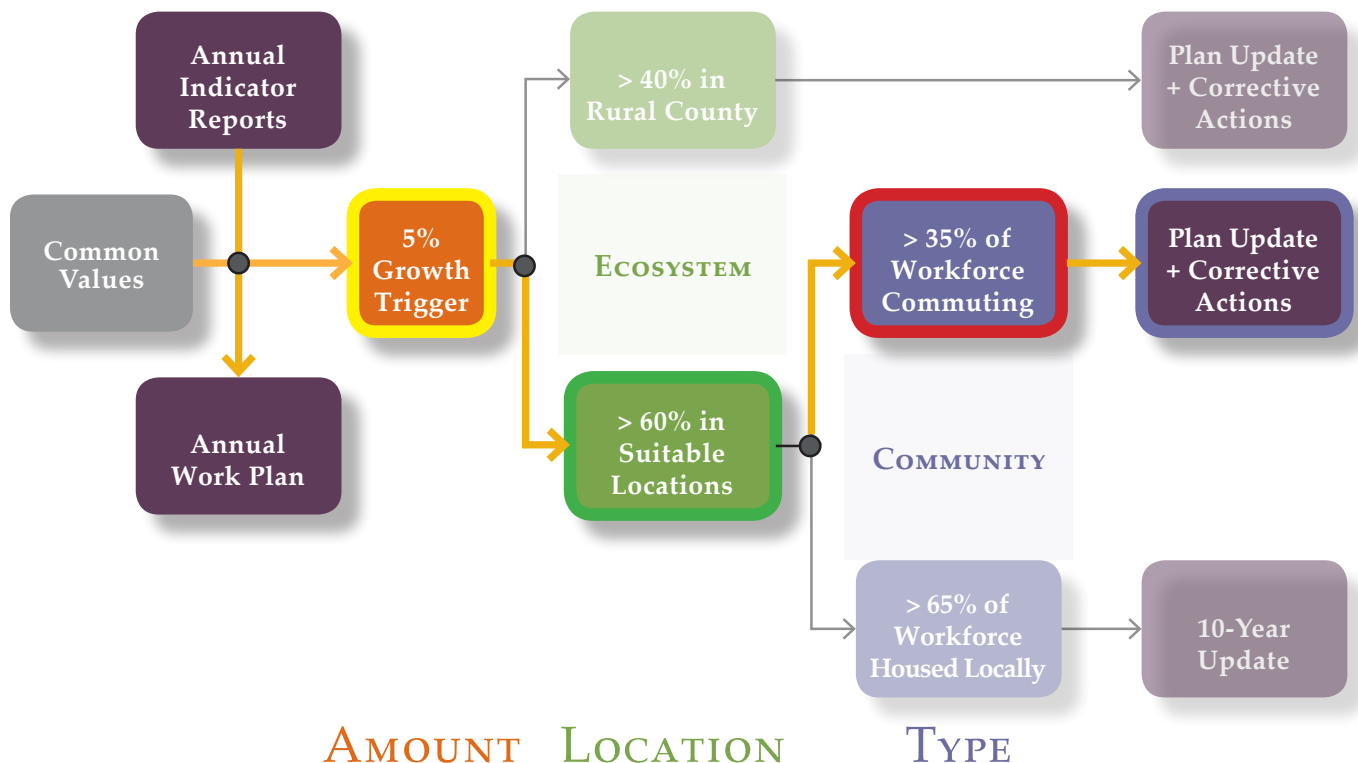
The purpose of the Growth Management Program (GMP) is to use the community's 2012 Vision for the future to identify the progress made since adoption and decide what actions to take next.

Why Take the Time To Do the GMP?

The Jackson/Teton County Comprehensive Plan's 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." It recognizes that our common values of ecosystem stewardship, growth management, and quality of life are complementary and dependent upon one another. Therefore, the Comprehensive Plan's implementation includes an adaptive management program.

This conversation is occurring because:

- Amount: The community hit 5% residential growth in 2017, triggering the GMP.
- Location: We have successfully built 59% of units in complete neighborhoods since 2012, and have successfully directed 62% of future units into complete neighborhoods through zoning updates.
- Type: Only 57% of the workforce lives locally. Job and traffic growth continue to outpace housing and permanent population growth – triggering this consideration of plan updates and corrective actions.

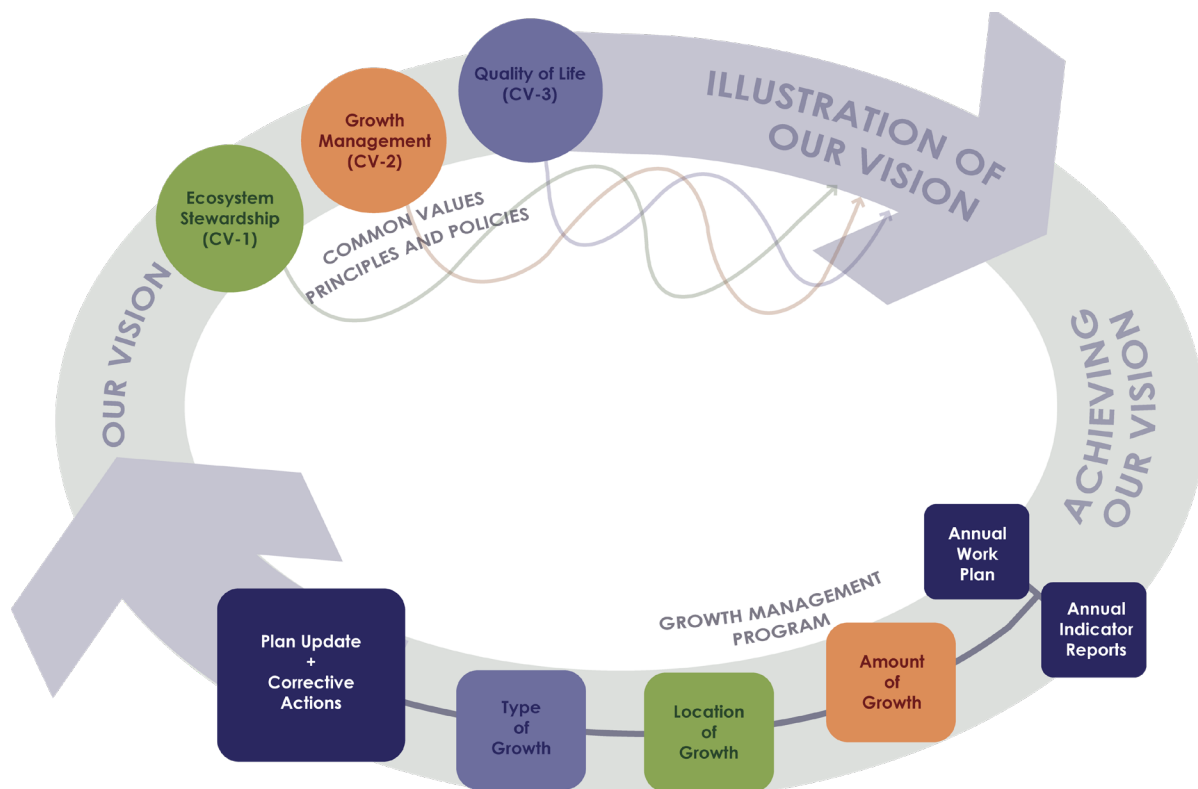


The Growth Management Program is that adaptive management program – it ensures that with a certain amount of growth, we will confirm that growth is happening in the right location and is of the desired type. If satisfied, implementation will continue. If not, we will adapt.

Adaptive management is not easy. If it were easy to sustain success, avoid failure, and have clear picture of the path we are on, every community would do it. What makes the Jackson/Teton County community unique is that it not only established success indicators, it tracks those indicators, taking time to analyze the trends, and adjust implementation accordingly. Such coordinated, intentional, iterative planning is as unique as it is efficient.

There are no clear answers. Trends develop over time and have many explanations – some competing and some complementary. As context changes, past success does not guarantee future success. Some implementation efforts are only in their infancy, while others are nearing their end. While the community might not definitively figure out what it all means, it will be in a much better place for having had the conversation.

When on a backpacking trip, you periodically stop to rest, admire your progress and challenges, and discuss which way to go next. The GMP is a community water break. Not long, not an emergency, not a whole new adventure; a chance to refuel and reconnoiter. This paper outlines the path we have been on since 2012, identifying successes and remaining work. The next step is a community conversation about what to do next.



Overview

The community is implementing its Comprehensive Plan effectively. Most indicators are trending positively or neutral. And on many topics, our community can feel the success. Development has been capped and directed into the best locations for the ecosystem and community. Since 1994, we have worked hard to affect our development pattern, and have been successful. However, the GMP and indicators call for corrective action specifically for the “type” of growth occurring. Job growth is outpacing housing growth, leading to more commuting, which is an indicator of decreased quality of life, especially considering that real median income remains flat as cost of living rises. Job growth is also driving growth in vehicle miles traveled, which is driving growth in emissions that cause climate change, which is a threat to ecosystem health. How our community chooses to address job growth and its repercussions is the challenge.

Two Analyses

The purpose of this paper is to look at where the community has been, so that it can decide where it wants to go. In achieving that purpose, two analyses were completed.

- **Goal Analysis:** The goals analysis is an analysis of data against the goals for which data is available to measure success and whether the situation is getting better or worse. However, not every part of every goal has directly measurable data trends. The goal analysis uses the best available data, mostly from the indicator reports, to look at the path the community was on prior to Plan adoption and what has happened since Plan adoption.
- **Public Perception:** The public perception has no defined metrics or data. Through an audit, interviews and the questionnaire conducted in August and September 2019, the public was asked which sections of the Plan have been the most successful, which need the most work, and what individual actions they were taking to implement the Plan. Some responses might







be based on Plan goals, others might compare us to our peers, while others might be based on whether the individual did what he or she could.

The reason to include both analyses is to understand both the progress we have made toward our 2012 goals and also how we feel about the same topics today. Our ambitions of 2012 and perceptions of today are both important in deciding what to do tomorrow.

Report Card

The Report Card summarizes each analysis. Each analysis is generalized into high-level grades. While the goal analysis is based on data and goals and the public perception analysis is based on polling, public meetings, presentations, and interviews, the high-level grades assigned are qualitative. Two people can look at the same data and come to a different conclusion as to whether it is good or bad. In some cases, the Comprehensive Plan states an opinion, in others it does not. But, agree or not, it is important to use the grades and analyses as a starting point for the discussion of what to do next.

The Report Card includes:

- **Goals Analysis:**
 - Point-in-time-status grades for 2007, 2012, and Today:
 Positive  Fair  Negative
 - Trend line grades between each status:
 Improving  Minimal Change  Declining
- **Public Perception Analysis:** The public perception section colors mean the same thing as the status dot colors. Sometimes, the public perception is different from the goal analysis.

Full Review











To explain the grades in the Report Card, an analysis of each policy section of the Plan follows the Report Card. The analysis of each policy section has five parts.

- First, the goal is restated and broken into its component parts.
- Next the report card summary is elaborated on slightly in a graphic that highlights key trends and implementation actions, as well as future considerations.
- The Trends section is the bulk of the analysis explaining the status and trend grades provided in the Report Card by tying the trend data to the goals.
- The Public Perception section goes into a little more detail on the audit, interview, and polling results from August and September. The full reports of each of these efforts are separate documents.
- Finally, the Future Considerations section identifies some potential actions we can consider in the next phase of this GMP Review.

What's Next?

This report is the starting point. While the value of this program is understanding the past in order to inform the future, the goal of this effort is to define the menu of actions we will prioritize over the next few years. The identification of the plan updates and corrective actions called for by the GMP will be completed through fall 2019 and adopted in the winter of 2019/2020. Stay up to date at JacksonTetonPlan.com.

Report Card

Trends			Public Perception
2007	2012	Today	
Section 1: Stewardship of Wildlife, Natural Resources and Scenery			
			Proud of ecosystem stewardship work done, constant vigilance/action needed to address threats.
Section 2: Climate Sustainability through Energy Conservation			
			Proud of individual home and travel decisions, unaware/unmotivated by continued increase in emissions.
Section 3: Responsible Growth Management			
			Supportive of policy decisions, desire local implementation, regional coordination/cooperation.
Section 4: Town as the Heart of the Region			
			Supportive of policy decisions, desire more implementation, less discussion.
Section 5: Local Workforce Housing			
			Supportive of tools in place, desire action to turn tools into houses.
Section 6: A Diverse and Balanced Economy			
			Concerned about inequality and impacts of economic growth, no sense of path forward.
Section 7: Multimodal Transportation			
			Proud of pathways and individual travel decisions, annoyed by traffic, but transportation not a priority.
Section 8: Quality Community Service Provision			
			Satisfied with community service, specific modifications needed, not general overhaul.
Section 9: Growth Management Program			
			Engagement and monitoring improved, need to follow through.
Section 10: Administration			
			Supportive of policy decisions, desire implementation.

LEGEND:

Status:

6 ● Positive ● Fair ● Negative

Trend:

— Improving — Minimal Change — Declining

Full Review

Section 1: Stewardship of Wildlife, Natural Resources and Scenery

Community 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.

- Are all native species healthy?
- Have quality natural, scenic, and agricultural resources been preserved?
- Can future generations to enjoy the preserved resources?

Section 1: Stewardship of Wildlife, Natural Resources and Scenery			
	2007	2012	Today
	Trends/Events		Future
Trends	<ul style="list-style-type: none"> • General Species Health • Conservation Development Pattern • Climate Change • NRTAB formed (2010) 	<ul style="list-style-type: none"> • General Species Health • Conservation Development Pattern • Climate Change • Declining Water Quality • Vegetation Map (2013) • Rural Zoning (2016) • Focal Species Map (2017) 	<ul style="list-style-type: none"> • Water quality should be improved or it will impact community and species health. • Climate change will impact species health, corrective action is needed to minimize. • Growth management success must be maintained, or it will impact species health.
Perception	<ul style="list-style-type: none"> • Public identifies ecosystem stewardship as a success • Public wary of future decline from growth and climate change 		

Sources: Indicator Report; Mosaic, 2018; Hansen and Phillips, 2018; Teton County Subdivision Plats

Trends

In general, species health and resource preservation were good in 2007, and have been good since. But, the reality of the goal is that it will be nearly impossible to ever declare all native species healthy and there is debate as to current level of health species enjoy. A current area of concern is water quality. Longer-term, the concern is that climate change and regressions in growth management will cause the health of the ecosystem to decline.

Are all native species healthy?

Breaking down the community goal into its parts, native species health is the hardest part to quantify with current data. Experts continue to refer to the Greater Yellowstone Ecosystem as the, “largest generally intact ecosystem in the continental US,” which is a statement of maintained health. Among experts, discussion of ecosystem stewardship success is always coupled with the caveat that there is much more to do. There are species that are growing in population and range. But, while no one is saying the ecosystem is unhealthy, no one is saying all species are healthy. There are species in decline. Climate changes are affecting natural processes, which will have effects on species that are not yet fully known. Development patterns and increased human population continue to force species to adapt to human presence.

It would be great if we could report stats like 100% of native species are at least 50% healthy, while 75% of native species are at least 85% healthy. However, just because we cannot does not mean we are wandering without direction. Experts have long identified development pressure, climate change, and lack of regional coordination as top threats to continued ecosystem health. Without addressing these topics, ecosystem health will likely decline. The good news is that the Comprehensive Plan addresses all three topics and sets goals consistent with the suggestions in ecosystem health studies such as those published by Montana State and the Charture Institute in 2018.

Have quality natural, scenic, and agricultural resources been preserved?

The second part of the goal, preservation of natural, scenic, and agricultural resources has been a community strength for the last 25 years. There is marginal opportunity to affect the development pattern of the lots created prior to 1994. The greater mandate is to focus on the remaining undeveloped area, which we have done successfully since 1994. There have only been 3 rural subdivisions in the last 25 years that created more than 10 lots under 35 acres, all of which conserved at least 70% of the land involved. Most recently, since 2012, an average of 384 acres of natural, scenic, and open space resources have been conserved per year. Only 58 acres per year have been subdivided into lots less than 35 acres.

What the conservation and development pattern success does not speak to is water quality, which is unfortunately a growing concern. Water quality concerns in the Hoback area, Fish Creek, and Flat Creek affects the health of our community as well as native species and the entire ecosystem.

Can future generations enjoy the preserved resources?

The final part of the goal is whether future generations can enjoy the resources that have been preserved. This is the least discussed portion of the goal, but it is the justification for preservation. This is a question of equity and access, which are not topics the Comprehensive Plan addresses directly, and are therefore hard to evaluate, however, they are topics that indicate a desire to achieve preservation without just prohibiting visitors and new residents. The preservation is not for us it is for the people that are not here yet.

Public Perception

Our community's perception of its stewardship efforts is positive. The public counts ecosystem stewardship among the successes of the past few years and does not identify it as a priority for future work plans. Both responses are notable for their lack of relative enthusiasm, which is not to say we place any less value on natural resource protection. The public outreach for the GMP was a measure of implementation, not values. The community can continue to value ecosystem stewardship without finding recent efforts particularly successful or finding future efforts to be a top priority.

Among those who use the plan everyday, there is more appreciation for the success achieved and apprehension for the threats ahead. The threats include water quality deterioration, climate change, and continued growth.

Future Considerations

The trends and public perception imply implementation actions are needed to sustain success and preventative action are needed to avoid regression. Actions that might be appropriate include:


- Address water quality in the Hoback area, Fish Creek, and Flat Creek. Declining water quality is a threat to human, wildlife, and ecosystem health.
- Stay the course on development pattern. While updating the Natural Resources Overlay and improving the conservation development tools can improve habitat protection, the most important thing to do is celebrate and sustain the progress made in the 1994 and 2016 rural zoning updates and continue to implement zoning that is consistent with the Character Districts.
- There is room for behavior changes that will reduce emissions.
- The update to the natural resource protections stalled. The topic needs closure to make the LDRs consistent with the Plan.
- Expand our understanding of vegetation map/relative habitat value conversation to entire ecosystem. Understanding relative value within Jackson Hole is only a part of understanding relative value within the ecosystem, thinking about regional stewardship starts with regional understanding.
- Better define what it means for future generations to enjoy preserved natural, scenic, and agricultural resources.

Section 2: Climate Sustainability through Energy Conservation

Community Goal:

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

- Have we consumed less electricity than we did in 2012?
- Have we consumed less natural gas/propane than we did in 2012?
- Have we consumed less air travel fuel than we did in 2012?
- Have we consumed less vehicle fuel than we did in 2012?

Section 2: Climate Sustainability through Energy Conservation			
Trends			
	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> • Electricity use flat • Vehicle miles traveled growing slower than vehicle efficiency • Air travel growing slower than effective population • 10x10 (2007) • ECW (2011) 	<ul style="list-style-type: none"> • Overall emissions up 17% since 2008 • Electricity emissions down 50% • Electricity use up 26% • Ground transportation emissions up 21% • Air transportation emissions up 18% • Road to Zero Waste (2018) 	<ul style="list-style-type: none"> • Emissions will continue to rise if consumption patterns do not change. • Ground transportation is the sector with the most opportunity to effect positive change.
Perception	<ul style="list-style-type: none"> • Public is proud of individual home and travel decisions • Public unaware or unmotivated by continued increase in emissions 		

Sources: Indicator Report; GHG Emission Inventory, 2008 and 2018; JH Airport

Trends

The questions bulleted above to evaluate the community goal are based on the 2009 Energy Inventory, which has recently been replicated for the purpose of evaluating community progress. The results of the updated inventory show that nonrenewable energy consumption grew at a slower rate (17%) than effective population (25%), but grew significantly more than zero, which was the goal.

Effective Population

Effective population is the number of people in the community on any given day. It is equal to the permanent population plus the seasonal population, commuters, and visitors.

Have we consumed less electricity and gas than we did in 2012?

Emissions that contribute to climate change vary by the type of energy consumed, but energy consumption indicates emissions unless the

energy consumption has become more efficient. Building-related energy consumption, electricity and gas, has received the most attention in conversations about energy conservation. Electricity and natural gas are largely provided by Lower Valley Energy (LVE). The work of the Town, County, and LVE through Energy Conservation Works and individual programs has yielded some success as electricity demand is down 8% in Town since 2008. However, demand is up elsewhere in the County and up 26% overall, on par with effective population growth rates. While consumption has not changed, the source of local energy has become more renewable causing a 50% reduction in emissions from electricity despite the increasing consumption. Unfortunately, natural gas emissions have not declined; and building related emissions account for less than 20% of community emissions.

Have we consumed less vehicle fuel than we did in 2012?

Over 80% of community emissions are travel related. Vehicles travelling around the valley and bringing visitors and commuters into the valley consumed about 64% of the nonrenewable energy in 2018. From 2006 to 2012, vehicle efficiency (per EPA, Real World MPG) grew faster than vehicle miles traveled, indicating potential for decreased emissions. However, a low in vehicle fuel consumption was reached in 2013 and since then vehicle miles travelled have grown more rapidly than vehicle efficiency. Not only has the community been unable to sustain the success of 2006-2012, but vehicle energy consumption is higher now than it was in 2008.

Have we consumed less air travel fuel than we did in 2012?

While vehicle miles travelled has grown significantly since 2012, its growth pales in comparison to the growth in air travel since 2012. Commercial enplanements and departures, the number of people flying in or out of JAC each year, grew 40% from 2012 to 2018. While there is some efficiency to the multiple passengers in a plane, air travel emissions are up 18% since 2009.

The updated energy inventory states emissions are up 17% since 2008. An increase that includes a period of likely emissions decline, from 2008 to about 2012. Our goal is to keep emissions at 2012 levels, even as we grow, which we have not done. However, the good news is that emissions are growing slower than effective population, meaning some efficiencies have been achieved.

Public Perception

Our community's perception of energy conservation is more positive than the indicators. The public identifies the increased ability to move without a car as a success. They also site travel, energy consumption, and waste reduction choices as the ways they are living our community vision. The public seems aware of the need to address home energy use and change transportation decisions and is proud of the effort it has made. Looking forward, the public prioritizes other work over continued work to address climate change, emissions, and ability to move without a car. The increasing tourism in recent years and ease of air travel in and out of Jackson has made Jackson, and the region, better connected to the world. But it is also having an impact on the climate and creates an interesting paradox looking forward.

Future Considerations

- Trends suggest the need for corrective actions.
- Create and implement an Emissions Reduction Action Plan. When energy conservation has been a focus of the community (10x10 Initiative), we have seen progress. Without that sort of action plan, we have regressed. The good news is we've had success, now we just need to recreate it. Taking action to reduce emissions and our impact on the climate change affecting our ecosystem requires changing behavior, which is potentially the most difficult type of action to incite. Whether it is car travel, air travel, or reliance on the tourism economy, the convenient choice can actually be the choice least in line with our community vision.
- Continue to work on encouraging smaller buildings with less energy demand.

Section 3: Responsible Growth Management

Community Goal:

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

- Has growth been directed into Complete Neighborhoods?
- Has the direction preserved habitat, scenery, and open space in Rural Areas?
- Are the Complete Neighborhoods connected?

Section 3: Responsible Growth Management			
	Trends/Events		Future Considerations
Trends	<ul style="list-style-type: none">• 52% of new units in rural areas• 63% of potential in rural areas• County Moratorium (2007)	<ul style="list-style-type: none">• 59% of new units in Complete Neighborhoods• 62% of potential units in Complete Neighborhoods• More rural conservation than subdivision• Rural Zoning (2016)• Town Commercial Zoning (2016)• Town Residential Zoning (2018)	<ul style="list-style-type: none">• If current zoning is implemented growth will continue to be directed into Complete Neighborhoods.
Perception	<ul style="list-style-type: none">• Public is supportive of policy decision, but not particularly excited• Public desires implementation locally and regional coordination and cooperation.		

Sources: Indicator Report; Focal Species Habitat Map

Trends

Amount of growth has been capped and growth has been directed into Complete Neighborhoods. Prior to 2012, over 50% of units were being built in rural areas of habitat, scenery, and open space. Since 2012, 59% of units have been built in Complete Neighborhoods and 62% of future units have been directed to Complete Neighborhoods. We have met our policy goal and are tasked with continued implementation.

Has growth been directed into Complete Neighborhoods?

Prior to Comprehensive Plan adoption in 2012, zoning directed about 60% of future development into rural areas of habitat, scenery, and open space. Development from 2007-2012 mirrored the zoning, with 52% of new homes built in rural areas. The Comprehensive Plan goal is to reverse the development pattern so that 60% of future growth occurs in Complete Neighborhoods where population, services, and infrastructure already exist. The Character Districts of the Comprehensive Plan detail where growth is appropriate and where potential should be reduced.

The goal to reverse the development pattern toward Complete Neighborhoods is a two-step action. The first step occurred in early 2016 when Rural Zoning, adopted by the County, removed 2,300 units-of-potential from the rural areas of habitat, scenery, and open space. This created a “pool” of units that could be directed into Complete Neighborhoods. The second step occurred through a number of decisions. The Rural Zoning includes a density bonus that allows for units from the “pool” to be allocated in Complete Neighborhoods in exchange for conservation of rural areas (CN-PRD). In addition, the Town adopted updated commercial (2016) and residential (2018) zoning that includes a floor-area-bonus for the allocation of units from the “pool” into appropriate locations in Town for the purpose of providing workforce housing.

Implementation is ongoing. The direction of future growth into Complete Neighborhoods is reliant on the development allowances being used. If the economic and/or political climate around use of the allowances is favorable, the allowances will become incentives for the type of development our community envisions. If the economic and/or political climate opposes use of the allowances, the community goal may not be achieved. While the CN-PRD tool has not been used and has limited applicability, the bonus tools in Town appear economically viable, but potentially subject to public resistance especially in transitional residential neighborhoods. As the tools become more familiar, more applications will be submitted. Likewise, applications to amend the Character Districts and zoning may undermine the use of these tools.

Has the direction preserved habitat, scenery, and open space in Rural Areas?

The second part of the goal is the measure of success – has the direction of growth into Complete Neighborhoods actually preserved areas of habitat, scenery, and open space? An analysis of where growth actually occurred indicates success. From 2012 to 2018, 59% of new residential units were built in Complete Neighborhoods. That the positive trend predates the 2016 and 2018 zoning

updates indicates the opportunity for even greater success as the updated zoning is built out. A setback to the goal was the two school location decisions – Munger Mountain Elementary School in Hog Island and the Classical Academy campus on the far end of South Park Loop. Both are separated from the population and infrastructure of the community.

Another way to answer the question is to analyze where potential growth was increased and reduced and if the changes in potential growth protect habitat, scenery, and open space. This analysis was a fundamental aspect of the Character Districts’ creation. Habitat, scenery, and open space mapping were used to draw boundaries (see Framework Map for CV-1). The relative habitat value map completed in 2017 revisits those boundaries with updated habitat information. The relative habitat value map affirms the Comprehensive Plan mapping and that the 2016 and 2018 zoning updates directed growth out of areas of relatively high habitat value into areas of relatively lower habitat value.

- There are 55 Subareas in the Comprehensive Plan and of the 13 Subareas (25%) with the highest habitat value:
 - 10 are Preservation or Conservation Subareas where future growth was removed.
 - Only 1 of the 13 highest habitat value subareas (Subarea 2.5, North Cache Gateway) is a Transitional Subarea where the floor-area-bonus is applicable.
- Of the other 10 Transitional Subareas, into which future growth has been directed by development allowances, 8 are in the bottom 50% of Subareas for habitat value and 4 are in the bottom 25% of Subareas for habitat value.

Amount of growth

While not a specifically addressed goal, the amount of growth is a topic in the policies of the Section and the Growth Management Program. Since 2012, we have refined our stance on development caps. Through the Town Commercial and Residential Zoning efforts, the Town and County jointly affirmed a cap on residential and nonresidential growth at current levels. The only type of physical development that is not capped is floor area for public service provision. As discussed above, residential potential beyond base zoning is allocated only through conservation and workforce housing incentives.

Predictability and regional coordination

Also missing from the goal is discussion of the Principles of Predictability (3.3), Natural Hazards (3.4), or Regionalism (3.5). The zoning updates have improved predictability by replacing discretionary allowances with defined bonuses. Success is demonstrated with the few Comprehensive Plan amendments and application-driven LDR amendments that have been submitted. The Town and County approved a Character District amendment that met our community vision and denied the other Character District amendment application that did not, showing the commitment to the Plan. Unfortunately, we have seen a regression in cooperation and regionalism. There has never been a lot of regionalism, but the coordination built over the years between the Town and County has been weaker recently. Most notably with regard to staffing joint planning positions, but also as it relates to housing decisions. Regionalism and coordination does not mean everything has to be a joint decision, but the Town and County's joint planning is held as the gold standard nationally, and it is a perfect example of a topic that needs preventative action so that it does not regress into an issue that needs corrective action.

Public Perception

Our community is aware and proud of removing development potential from rural areas. It prioritizes housing tool implementation and increased regional coordination.

Future Considerations

It is important to recognize the success achieved and sustain them through implementation actions.

- Implement the existing Character Districts and updated zoning. Recent proposals indicate that all that is needed to fully implement the community goal is Town and County support for the tools in place. Active use of the tools would demonstrate further progression.
- Recommit to joint planning. The Town and County are better together; regionalism must start locally and built out.
- Reintroduce the idea of community first. The character of our community was based on those who live in the community. Goals around equity and community culture are missing from our community vision.
- Work regionally as a partner. We can bring experience and resources to the table, we can also learn from our neighboring communities.
- Focus on connecting the Complete Neighborhoods. The successes achieved through zoning will be amplified if they are supplemented by car-free transportation options.

Section 4: Town as the Heart of the Region – The Central Complete Neighborhood

Community Goal:

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

- Is Town the primary location for jobs?
- Is Town the primary location for housing?
- Is Town the primary location for shopping?
- Is Town the primary location for education?
- Is Town the primary location for cultural activities?

Section 4: Town as the Heart of the Region - The Central Complete Neighborhood			
Trends			
	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> • 42% of new units in Town 	<ul style="list-style-type: none"> • 36% of new units in Town since 2012 • Over 50% of potential units in Town • 66% of nonresidential floor area in town • New schools in County • Location of job growth unclear • Rural Zoning (2016) • Town Commercial Zoning (2016) • Town Residential Zoning (2016) 	<ul style="list-style-type: none"> • If residential potential remains in Town, Town will remain heart. • Coordination with School District, Hospital District and others is needed to keep services in Town. • Need a better understanding post-recession job growth.
Perception	<ul style="list-style-type: none"> • Public is supportive of policy decisions. • Public desires implementation. 		

Sources: Indicator Report; Town of Jackson; Housing Nexus Study, 2013

Trends

Town still has more jobs, housing, shopping, education, and cultural activities than anywhere in the community – it is still the heart of the region. But since 2012, jobs and housing have moved away from Town slightly, as have school locations. Looking forward, zoning updates direct the majority of future housing into Town.

Is Town the primary location for jobs?

Town is unquestionably the primary location of restaurant, office, retail, and conventional lodging use, with over 60% of the community's floor area in those categories. From 2012 to 2018, 66% of new nonresidential floor area was built in Town. Based on the 2013 Housing Nexus Study, which considers employee generation by residential and nonresidential floor area, Town was home to about 60% of jobs in 2012 and home to about 60% of jobs in 2017. All of which are positive trends. However, job growth has been dissociated with floor area growth for years. Whether its service businesses that operate out of vehicles, self-employees working from home, increasing jobs per employee or some other factor, there is an untold story of where the new jobs are located that keeps us from being sure the community is actually locating jobs in Town.

Is Town the primary location for housing?

In the traditional sense of the word, Town has not been the primary location of housing for years. In 2012, 41% of housing was in Town. However, around 2012 the proportion started to shift out of Town, and from 2012 to 2018 only 36% of new housing was built in Town. (The reason our community still achieved 60% growth in Complete Neighborhoods was the number of homes built in Teton Village.) These trends are cyclical. The lull around 2012 corresponds with the buildout of the Blair Place apartment complex. With Hidden Hollow, Westview, and other projects coming onto the market in future years, Town proportions are likely to go up in the near term. With the shift of development potential into the Town, Town housing proportions are likely to go up in the long term as well. For a long time, building single

family homes in the County on lots platted prior to 1994 was the easiest development possible. Recent patterns suggest those lots are starting to get built out, making development using current zoning tools, which are concentrated in Town, more likely. Some patience will be required as the market and development industry adapt to the shift from single-family construction to multi-family construction.

Is Town the primary location for shopping?

In terms of shopping, 80% of the community's restaurant and retail floor area was in Town in 2012. From 2012 to 2018 all the retail floor area added in the community was added in Town. In fact, the amount of retail floor area in the County actually decreased. This would certainly indicate that the community shopping infrastructure remains primarily in Town. However, there are also online and regional shopping considerations.

Is Town the primary location for education?

In terms of education, 77% of school floor area was located in Town in 2012. As mentioned above, recent decisions regarding Munger Mountain Elementary School (public) and the Classical Academy (private) have moved the community off track from locating educational facilities in Town. When Classical Academy is complete, only about 60% of school floor area will be in Town. Both schools are detached from the community population and infrastructure and are magnet schools pulling from the entire community rather than neighborhood schools serving the proximate population. It should be noted that early childhood education and continuing education opportunities are not accounted for in the above numbers and remain primarily located in Town.

Is Town the primary location for cultural activities?

Town remains the primary location for cultural activities. The library is located in Town. The Center for the Arts is located in Town. Four of the 7 arts/culture facilities identified on the CV3-Framework Map in 2012 are located in Town, with no shift having occurred since 2012. In addition,

permitted special events in the Town are up from 48 in 2007, to 63 in 2012, to 72 in 2018.

Public Perception

The community's sense of progress regarding "Town as Heart" is neutral. The community's awareness of the increased housing opportunities now available in Town zoning falls short of excitement and is instead expressed as calls for follow through to actually get housing built.

Future Considerations

What is needed is implementation action through the use of the updated Town zoning that is in place.

- In order to evaluate whether Town is the primary location for jobs we need to better understand the jobs that are being created, where they are occurring, and what type of employees are being added so that we can plan for the jobs that are coming and discuss the jobs we want.
- Implement the zoning tools put in place. Actions to catalyze the use of some tools may be needed, but recent proposals indicate all that is needed is approval of the Plan that is in place. The public is anxious to see housing built using the housing tools.
- Implement the zoning tools put in place. The County has an action in this as well. The tools to develop housing in Town are currently the best available to the market. Undercutting that market force by allowing greenfield development in the County will undermine implementation of the community vision.

Section 5: Local Workforce Housing

Community Goal:

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

- Do a variety of workforce housing opportunities exist?
- Does at least 65% of the workforce live locally?

Section 5: Local Workforce Housing

2007

2012

Today

Future

Trends	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> • Workforce living locally declined from 65% to 59% • 5-2-5 built (2012) • Cottonwood Flats (2011) 	<ul style="list-style-type: none"> • Local workforce from 59% to 57% • The Grove (2015-2022) • Housing Action Plan (2015) • Homesteads (2015-2018) • JHMR Dorms (2016) • Town Commercial Zoning (2016) • Hospital Apartments (2017) • Town Residential Zoning (2018) • Mitigation Update (2018) • Rules and Regulations Update (2018) • Redmond St. Rentals (2018) • Hidden Hollow (2019-2021) 	<ul style="list-style-type: none"> • Policies need to be implemented not corrected • At least the same level of action is needed to sustain success • Increased action and investment is needed for progress
	<ul style="list-style-type: none"> • Public supportive of tools in place but does not see work done as success. • Increasing housing options is the public's highest priority • Permanent funding for housing, transportation and open space is the public's second priority 		

Perception

- Public supportive of tools in place but does not see work done as success.
- Increasing housing options is the public's highest priority
- Permanent funding for housing, transportation and open space is the public's second priority

Sources: Indicator Report; Housing Department

Trends

While the Comprehensive Plan was being discussed and adopted, the percentage of the workforce living locally fell dramatically. Since 2014, the fall has stopped, and implementation of the Housing Action Plan has set the community up for housing success. What is needed to realize that success is implementation.

Does at least 65% of the workforce live locally?

In 2012 there was sentiment that while housing was still an issue, the recession was providing relief. In reality the percentage of the workforce living locally was in steep decline from 2007 to 2014. The workforce has not been 65% local since 2007. In 2012, only 59% of the workforce lived locally and the number had been falling about 1.3% each year since 2007. With the benefit of this information, which was not available in 2012, charting a return course to 2007 levels is daunting.

Despite the audacity of the goal, the community took action and achieved success. In 2017, 57% of the workforce lived locally, the same percentage as 2014. The first step in any course reversal is to stop going the direction you were headed. What makes the halting of the negative trend even more promising is that it has occurred without a slowing of job growth or increase in housing provision. If job growth slows or affordable housing provision increases even more success is possible.

There is probably no section that saw more action from a wider range of public and private entities than the housing section. On the private side this action was born out of necessity. On the public side, the Housing Action Plan provided a clear to-do list. Diligent pursuit of that to-do list has yielded significant results in creating housing allowances and incentives through zoning, pursuing public/private partnerships to build housing, and revamping the experience for those looking to obtain restricted housing. With regard to the public/private RFP process, while it appears no projects have begun yet, the pipeline is slated to produce more units per year than past approaches. There is still much to learn and achieve with regard to partnering and funding housing at the lowest incomes, but there is also a lot of opportunity represented by the success achieved thus far.

Do a variety of workforce housing opportunities exist?

The other part of the goal is to ensure variety in housing opportunities. Since 2012, variety in housing opportunities is relatively unchanged. While there have been a number of deed-restricted units that have been completed since 2012 (due to mitigation and public funding), the percentage of units that are detached single family homes has remained consistent. In considering variety it would be helpful to know the trend in number of bedrooms per unit as well the trend in unit size by type of unit. This information is available in building permit data, but has not been analyzed. "Ensure" is a term that does not necessarily judge the 2012 variety as adequate or inadequate. Therefore, maintaining the variety of the past is not failure, but increased variety in the future would be success. The zoning tools in place will increase the amount of multifamily housing, which is another opportunity to build on the success in housing the workforce locally. Multifamily housing is more affordable than single family housing and can be supplied more quickly.

Time for corrective action?

Looking forward, opportunities have been created and indicators are promising. However, the challenges also appear unrelenting; job growth and housing prices show no signs of decline, the community has no desire to sacrifice other goals to focus solely on housing, and even if growth management was completely abandoned, consolidated land ownership and lack of construction labor would limit the number of units built each year.

Which raises the question of Subarea 5.6, Northern South Park which is uniquely tied to the Growth Management Program. It is the only policy or Subarea with a built-in corrective action. It is identified as an appropriate location to receive density transfers that result in conservation. It is also identified as an appropriate place for increased density if corrective action is needed because the community's housing needs cannot be met through the implementation of Plan policies in other Character Districts. Trends indicate implementation of the tools in place in Town

will yield results and that it is not time to increase density in Northern South Park. If the rezoning and development of Northern South Park flooded the market with supply it might be an infusion solution to the housing demand from baby-boomer retirement; but turning the focus to Northern South Park would certainly turn attention away from recently adopted tools and might ruin their economic viability. Northern South Park is the right place to turn if greenfield housing development is needed, but it is too early to say the Town's tools are ineffective, especially after the promise they have shown over only a short period. Some patience will be required as the market and development industry adapt to the shift from single-family construction in the County to multi-family construction in Town.

Public Perception

Predictably, the community's primary perception of housing is that more work is needed. The community is aware of housing policy changes but is waiting for the housing to get built before claiming success. Both the data and the public feel like there is more to do and now is the time to accelerate in the direction headed rather than discuss alternate approaches.

Future Considerations

The trends and public both call for implementation action.

- Implement the zoning tools put in place. One of the policies of the Housing Action Plan was to allocate all the units removed from rural areas – do not increase buildout, but do not leave units on the table either. In implementation, the same approach can be taken – use the zoning to its extent. It took 10 years of community conversation to put the zoning in place (during which time the percentage of the workforce living locally fell from 65% to 57%) it is time to use that zoning.
- Evaluate whether there are enough resources in the Housing Supply Division to achieve the housing supply progress desired. The RFP process has improved efficiency, but dedicating

less than one employee to housing supply limits the amount of restricted workforce housing that can be built and preserved.


- More resources for housing supply. Responding to the public call to action will require a greater housing supply budget and additional staff. The Comprehensive Plan and Housing Action Plan each call for a dedicated funding source which has not been achieved.
- Recommit to the lowest income households. The Housing Action Plan identifies it as the greatest need.
- Restrict existing stock. Another trend identified in the Housing Action Plan is the baby-boomer retirement effect on job and housing turnover. On a per unit basis, converting an existing unit into workforce housing instead of a second home is more beneficial than building a new workforce unit.

Section 6: A Diverse and Balanced Economy

Community Goal:

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

- Is the economy sustainable?
- Is the economy vibrant?
- Is the economy stable?
- Is the economy diversified?

Section 6: A Diverse and Balanced Economy			
			
Trends	Trends/Events		Future Considerations
	<ul style="list-style-type: none">● Great Recession● Cost of living decreased due to recession● Lodging Tax and Travel and Tourism Board (2010)	<ul style="list-style-type: none">● Job growth 3x physical growth● Increased winter, shoulder occupancy● Decline in real median income● Decline in housing affordability	<ul style="list-style-type: none">● Without direction economic growth will continue without providing economic development.● If the community does not define how it wants to address income inequality, the inequality will define the community.
Perception	<ul style="list-style-type: none">● Public is concerned about inequality and impacts of economic growth.● Public does not have a sense of the path forward.		

Sources: Indicator Report; Bureau of Economic Analysis; Bureau of Labor Statistics

Trends

Overall, job growth has been strong; however, real median income is flat and the cost of living increased. If economic development, sustainability, and stability are intended to also improve economic quality of life, the goal has not been met. To this end, the goal and chapter use a lot of terms and concepts that lack clarity.

Is the economy sustainable?

The Plan calls out, “better, not bigger economic development means improving the economy without relying on physical growth.” Jobs have grown 3.7% per year since 2012, enough to recover the jobs lost in the recession and return to the 3.2% annual growth rate that preceded the recession. County GDP grew about 1.5% annually from 2012 to 2015 based on newly released Bureau of Economic Analysis estimates. Per capita income has grown 2.7% per year, after inflation. And sales tax revenue is up 6.4% per year after inflation. All of these indicators of economic growth have exceeded the rate of physical development which was less than 1.2% annually. Using the metric economic growth, without physical growth, the economy has gotten better.

However, a common definition of economic sustainability that is consistent with the Principles and Policies of the Plan is economic growth without negative impact to other community goals. Economic growth may not have relied on physical growth, but it has had a negative impact on other community goals. Housing is less affordable than it was in 2012 due to increasing per capita income, driving up home prices and in greater demand due to job growth. Meanwhile real median income is lower than it was in 2012. The job growth has also caused an increase in traffic.

Is the economy vibrant?

There is no definition for a vibrant economy, but if it lends to filling the shoulder seasons with increased economic activity, the community has succeeded. Winter and fall lodging occupancy and effective population are up since 2012, about 2-3% per year depending on the indicator. Some of this is likely driven by good snow years, but there are other factors such as the work of the Travel and Tourism Board and the IKON pass. The increased vibrancy may be the “new normal”

Is the economy stable and diverse?

A stable economy often refers to an economy with consistent output or output growth and low, consistent inflation. Typically, diversity, complexity and balance are all parts of stability. The community’s economy has not gotten notably more diverse since 2012, nor have there been any major efforts to diversify it. The only shift toward balance was toward self-employment from 2002 to 2012 when those jobs rose from 23% to 34% of all jobs. However, much of the stability in our economy comes from its uniqueness. The Greater Yellowstone Ecosystem is our economic “export”, and it is not replicable by another economy. The second aspect of stability is low inflation. At this time there is not a local cost of living index, but we know cost of living is increasing. We know the median income is not keeping up with home prices or rents and that real median income is not growing.

Public Perception

The community does not highly prioritize economic development, however the community is aware of and concerned about growing economic inequality. Comments about inequality are presented in this section because they do not have a section elsewhere in the Plan and the economic growth is not improving the economic quality of life in the community.

Future Considerations

The trends and public perception indicate some sort of corrective action is needed, but before it can be taken it needs to be identified and defined.

- Update Section 6 to provide a clarification of the Plan’s language and definition of terms.
- Create an economic development plan to better understand the jobs that are being created, where they are occurring, and what type of employees are being added. This might start with an update to the Housing Nexus Study to understand what jobs are coming. Which could lead into a conversation about what jobs we want and how we turn economic growth into economic development that benefits the entire community. We also need to understand where the economy can be made more resilient.
- Create a local cost of living index. If we want to know whether economic growth increases economic quality of life, we need to know how the real cost of living is changing.

Section 7: Multimodal Transportation

Community Goal:

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

- Are residents and visitors using alternative transportation?
- Within the community? Throughout the region?
- Is movement safe? efficient? economical?

Section 7: Multimodal Transportation			
Trends			
	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> • VMT growth at the rate of effective population • Jackson to Moose Pathway (2012) 	<ul style="list-style-type: none"> • Increasing walk/bike mode share • High commuter transit growth • Flat per capita transit growth • VMT growth at the rate of effective population • ITP (2015) • Path 22 (2016) • Snow King Bollards (2018) 	<ul style="list-style-type: none"> • Without a significant shift in how the effective population travels, vehicle miles traveled and emissions will continue to rise. • Limiting workforce housing will not limit the workforce needed, it will only increase the distance it has to travel.
Perception	<ul style="list-style-type: none"> • Public is proud of pathways, START, and personal transportation decisions. • Transportation is not a priority in terms of work to do. 		

Sources: Indicator Report

Trends

Commuters have more transportation options and there is some evidence of an increase in walking and biking per capita. However, vehicle miles traveled (traffic) is still growing at the rate of effective population, which is contrary to the community goal to reduce such growth.

Are residents and visitors using alternative transportation?

The Integrated Transportation Plan (ITP), adopted in 2015, defines the mode-shift goal of the community – a nearly 6% shift away from trips by vehicle by 2035. The ITP relies on doubling transit ridership between 2013 and 2024, then doubling again between 2024 and 2035. In terms of annual growth, the ITP goal is 6.5% compounding annual growth in transit ridership. Over the first 5 years of implementation (2013-2018), transit ridership has grown at a compound annual rate of 3.4%. Every year, transit ridership grows slower than expected and the ITP scenario becomes less achievable. A shift to biking or walking may offset the lack of transit ridership. American Community Survey (ACS) trends regarding active transportation are positive. The increasing popularity of e-bikes has made cycling a more realistic option for longer trips. Time will tell how significantly e-bikes impact peak traffic, especially on the Hwy 22 corridor. The real proof of success will be more people moving by bus, bike, or foot and less cars on the road.

Is movement safe? efficient? economical?

The goal also asks if the alternate mode of transportation is safe, efficient, and economical. Alternate modes of transportation are significantly more economical than driving. Commuting 50 miles a day, 250 days a year at \$0.58 per mile (Federal mileage rate) costs a commuter \$7,250 a year. An annual START Bus commuter pass costs \$1,260 a year. Commuting 15 miles a day within the Jackson area at the same rate costs about \$2,175 per year. A START Bus pass within the Jackson area costs \$0 to \$250 per year. Cycling or walking within the area has a similar or reduced cost range.

Efficiency is the transportation characteristic that drives behavior. Can people get where they want to go when they want to get there? Lack of efficiency may be why transit is not meeting ITP ridership goals. Nearly all out-of-Town bus routes travel Highway 22. Highway 22 and Moose-Wilson traffic growth is not only above ITP targets, it is above ITP baseline. Per capita vehicle miles traveled has essentially remained flat and effective population has grown faster than projected. The dedicated Bus/carpool lane discussed in the ITP has not become a reality although WYDOT is exploring what the idea might look like as it designs a new Highway 22 bridge.

Throughout the region?

Regionally, the efficiency of transit is greater. The Commuter routes experienced the greatest growth. START reports that there is demand for greater commuter route frequency, at a wider variety of hours.

Public Perception

The community's sense of progress on transportation is positive. While traffic is a common topic of social conversation, it was not a leading call to action in public review of the Comprehensive Plan. People cite Pathways and START as successes. Transportation choices were how individuals felt they had personally implemented the Plan. People are pleased with their options and would like transit to be more convenient, but think other community goals require more urgent action. This opinion is consistent with public opinion in 2012.

This response is likely the result of positive outreach, which asked the community what it should work on, not what is broken. This may indicate a community acceptance of traffic (an affirmation of the Plan policy accepting Level of Service D traffic). The response is also interesting since traffic, emissions, and ecosystem health are connected. That connection may not be obvious, which might be why people are concerned about ecosystem health without calling for action on one of the most tangible responses the community could take, traffic.

Future Considerations

Transportation requires corrective action. While the public can seemingly live with the level of traffic we have, there is concern about the affect climate change will have on ecosystem health, and vehicle emissions is the biggest lever the community has to address that issue.


- Dedicate resources to Travel Demand Management including staff time funding and enthusiasm. Reducing traffic has to be cultural, it will be most successful if it becomes part of the community pride and identity in the same way as conservation.
- Update the Action Plan in the ITP to embrace new opportunities. The transit mode shift goals might be unrealistic, but the overall mode-shift goal might be achievable through an embrace of e-bikes in the summer months.
- Work with WYDOT on big ideas. Dedicated HOV/BRT lanes designed to accommodate autonomous vehicles is not a typical rural solution, but there is federal funding for those type of big ideas and working with WYDOT to try new things is the way it can be done.
- Prioritize pedestrian infrastructure in Town. Analyze the pedestrian network as a whole. Where is pedestrian demand, where is the sidewalk network broken, where can pedestrians share the road?
- Add vehicle miles traveled per capita to core indicators. 60/40 and 65% have provided good guidance. A vehicle miles traveled equivalent or mode share equivalent would provide focus on the issue.

Section 8: Quality Community Service Provision

Community Goal:

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

- Have services and facilities been quality?
- Have they been delivered timely, efficiently, and safely?
- Have they been delivered in a fiscally responsible manner?
- Have they been delivered in coordinated manner?

Section 8: Quality Community Service Provision			
Trends			
	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> • Level of service seemingly increasing • SPET elections (2008, 2010, 2012) 	<ul style="list-style-type: none"> • Level of service seemingly increasing • Revenue sources unchanged • SPET elections (2014, 2016, 2017) • Community Priorities Fund not elected (2015) • Community Health Needs Assessment (2015, 2018) 	<ul style="list-style-type: none"> • In order to evaluate service delivery, service goals are needed. • The Town, County, School District, Hospital District, and other entities will have more opportunities for success if they work together.
Perception	<ul style="list-style-type: none"> • Public is satisfied with community services. • Specific services (especially related to mental health) are needed, but not an overhaul. 		

Trends

This is the section where the community cannot easily determine if the goal has been met. For some services there are measures of service quality and delivery, but for many there are not. There are examples of coordination and there are examples where self-interest was pursued over coordination.

Have services and facilities been quality?

The driving part of the goal is the desire for high quality services. In some cases, we have high quality services relative to communities in the area or of similar size. For instance, the recently adopted Parks and Recreation Strategic Plan evaluates our parks system as being on par with the national standard for communities our size, in addition to the National Parks and National Forests we have out our back door. Our airport provides the best national air service within 5 hours. We have the 15th largest rural transit agency in the country according to the American Public Transit Association.

Despite our snowy, cold climate, schools are almost never closed because of weather. However, the community has not defined what quality means to us for each of the services listed in the plan. In fact, such definition is one of the indicators that went untracked.

Have services been delivered efficiently and in a fiscally responsible manner?

In addition to quality, the goal asks that service be delivered efficiently and responsibly. Efficiency and fiscal responsibility are hard to determine until the desired level of service is achieved. We know how staffing, tax revenue, and non-profit giving have grown over the years. However, we cannot quantify how the level of service has grown over the same period.

Coordinated service delivery

The goal includes service delivery be coordinated. Coordination in service delivery means coordination within local government and between various levels of government. Coordination does not mean joint decision making, consolidated government, or socializing all services. Nor does it mean hard decisions are avoided because not everyone agrees. The coordination goal is that each service provider in the community is doing its piece without making it more difficult for the other providers to do their piece, and all the service providers support each other. There are examples of improved coordination like County and WYDOT work on Tribal Trails and lack of coordination such as the Munger Mountain Elementary School location which was contrary to key goals.. Individual and preemptive decision making is still present in some cases and works counter to the community goals. The public is best served when all its representatives work together.

Another opportunity for coordination is with non-profits. Examples include when the State, County, and non-profits work together and coordinate human service provision.

Public Perception

The community views public service delivery highly. It is not something the community strongly prioritizes for future action. However, there are specific areas, such as mental health and social services that are a top priority of the public. Public input into this process echoed the Community Health assessment call for better mental health and social services.

Future Considerations

The Community Health Needs Assessment is a good step toward establishing community health goals against which to measure service levels. What is needed is implementation action.

- Define desired service levels. Studies like the Community Health Needs Assessment, Parks and Recreation Strategic Plan, and Childcare Baseline Study are helpful to set desired levels of service. Further budgeting, action planning, and issue prioritization is needed.
- Commit to Coordination. Start locally (Town, County, School District, Hospital District) and then work broadly to provide additional services to the community.

Section 9: Growth Management Program

Community Goal:

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

- Has the amount, location, and type of growth been tracked?
- Has the community reacted to growth that is in the wrong location or of the wrong type?

Section 9: Growth Management Program			
Trends			
	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> • Comp Plan (2012) 	<ul style="list-style-type: none"> • Annual Indicator Reports • Annual Work Plans • First Work Plan (2012) • First Indicator Report (2013) • GMP Trigger (2017) 	<ul style="list-style-type: none"> • Continued indicator tracking and analysis will improve understanding • Need to take the corrective action when they are identified in order to meet goal • Need to maintain predictability
Perception	<ul style="list-style-type: none"> • Public believes engagement and monitoring is improved. • Public desire is for follow through on Plan. 		

Trends

Since the beginning of the Comprehensive Plan update in 2007 the community has continually improved its tracking of indicator trends and focus on those trends in its decision making. This is especially evident in the zoning updates and this project.

Has the amount, location, and type of growth been tracked?

The community has produced an Indicator Report and Work Plan every year since 2012. The first edition of the Indicator Report was basic, but it has evolved over 7 years to include more data over longer periods and more refined methodology. The Audit of the Plan finds that, with few exceptions, the indicators are a success. The transportation indicators have been updated to sync with the ITP, some indicators have morphed slightly to become more relevant, and we have been unable to produce the data for 2 of the indicators. But, in the Indicator Report, the community now has an organized database of community growth trends. The Indicator Report has allowed the community to define the amount, location, and type of growth that is occurring more accurately and comprehensively than it could in 2012. It also helps the community know what it doesn't know, such as the nature of the job growth and precise health of the ecosystem. There is opportunity for improvement in making the information more accessible so that more of the community is having conversations based on accurate data. The Annual Work Plan has been a success prioritizing implementation tasks and facilitating completion of big policy projects.

Has the community reacted to growth that is in the wrong location or of the wrong type?

Prior to 2012, data was only occasionally used for decision making, now the community trends are documented and ever more data is available. Whether the community can take corrective action where trends indicate action is needed remains to be seen. The purpose of this Growth Management Program review is to identify trends and needed corrective actions. As a starting point, some potential corrective actions are included in this report. The purpose of the remainder of the Growth Management Program Review will be to refine and adopt corrective actions, and future reviews will identify whether the corrective actions were successful and implemented well.

Strategy implementation

With regard to the original strategies put in place to implement the Comprehensive Plan, the community has been successful. The Plan adopted in 2012 has 110 strategies; 67 of them (61%) have been completed, partially completed, or are ongoing. This means that there is still plenty of work to do, but significant work has been done. The Housing Section has seen the most action. It is the section with the most completed strategies (7) and least incomplete strategies (1). The Section with the least implementation is Community Services with 5 of 6 strategies incomplete.

Character district implementation

The geographic metric of Comprehensive Plan implementation is the Character Districts. Zoning has been updated to match the Plan in all or most of 11 of the 15 Character Districts. The Town Square zoning is currently being updated. The 3 Districts that have not yet been addressed are Wilson, Aspens, and Business Park/Hog Island. The 15 Character Districts are broken into 55 Subareas. All 8 of the Preservation subareas focused on reducing the potential for development and have been rezoned. 7 of the 8 Conservation subareas focus on wildlife permeability through existing development and have been rezoned. 15 of the 18 Transitional subareas have been rezoned to allow for a different character of development than exists today. Logically, 10 of the 14 subareas that

are yet to be rezoned are Stable subareas that are envisioned to retain largely the same development allowances and patterns that exist today.

Public Perception

The community's perception of the culture change toward indicator-based decision making is one of success. While there are calls for additional action related to specific data points, generally the community is excited about the adaptive management approach to the Comprehensive Plan. It is worth noting that the shift to adaptive management, and indicator-based prioritization was a big move. In 2012 the lack of predictability was a significant public concern. That the sentiment has quietly shifted to one of general support for the approach the community is taking to implement the Plan and make decisions is a success. While there were some comments bemoaning the rigidity of the new focus on predictability, the public perception of the implementation and decision-making process is as high as it is for any topic – a far cry from 2012 when predictable implementation of the Plan was a key issue.

Future Considerations

Public sentiment and the trend analysis both suggest implementation action. The indicator report can be improved and this GMP process needs to be acted upon, but the framework has been successful and is supported.

- Refine the Indicator Report. The indicators that have evolved should be updated. Redundant indicators should be combined. Indicators that have not been successful should be replaced. Indicators should be added for community goals without indicators. There is mobility data available that would add precision and accuracy to the reporting. The data can be made more accessible.
- Finishing this GMP Review process is important. The community cannot shy away from identifying corrective actions. Some of the success above show how impressively the community can address conservation and housing when it is Plan focused.

Section 10: Administration

Community Goal:

Continuously improve upon the policies of the Comprehensive Plan

- Have the policies of the Comprehensive Plan been improved?
- Has the improvement been continuous?

Section 10: Administration			
Trends			
	Trends/Events		Future Considerations
	<ul style="list-style-type: none"> • Comp Plan (2012) 	<ul style="list-style-type: none"> • No project-based amendments • Plan used in policy making • Plan Amendment (2014) • ITP and HAP (2015) 	<ul style="list-style-type: none"> • Continued indicator tracking and analysis will improve understanding • Need to take the corrective action when they are identified in order to meet goal • Need to maintain predictability
Perception	<ul style="list-style-type: none"> • Public is supportive of policy decisions • Public desires implementation. 		

Trends

Generally, the community is meeting the goal. This process will be a test of the community's ability to make improvements without starting over, but so far the community has stuck with the goal to continuously check-in with the Plan and monitor its implementation so that the Plan remains relevant.

Have the policies of the Comprehensive Plan been improved?

While this is the first explicit discussion of improving the policies of the Plan, there have been numerous policy refinements since 2012. The ITP and Housing Action Plan clarified and elaborated on the policies of Sections 5 and 7. The joint commercial buildout discussion that came out of the 2015 Indicator Report refined Policy 3.1.a with regard to nonresidential potential. Zoning updates were based on refinement of the Character Districts. Some of the clarifications that have been made over the years need to be incorporated into the Plan, but the fact that such conversations are being had in the context of enhancing Plan policy rather than starting from scratch is a success. And it is a success that can be sustained.

Has the improvement been continuous?

Neither the Town nor County has used the Comprehensive Plan in a regulatory way. Neither the Town nor County has reacted to circumstances without due consideration for the comprehensive impact. The administrative process for annually considering amendments to the Plan has worked well. The two Comprehensive Plan amendments that have been submitted by the public were reviewed in the context

of the indicator report and context of the entire Plan. One amendment application was approved, the other denied, but both were a successful administration of the Plan. The community has been successful in using the Plan as a guiding document to establish action plans and regulations then working day-to-day from those more detailed documents.

Ultimately, if the community can continue to administer the Plan as an adaptive management plan, a resource-consuming full plan update can be avoided. There may be sections of the Plan that need revision, but dedicating energy toward implementing our community vision is far more effective than recreating the Vision. There is validity in continuing to refine important parts of the Plan like development pattern, but it is also worth acknowledging that the vision for development pattern has been the same since 1994 and the refinements are incremental improvements compared to the successes already achieved. A major success moving forward would be if the community can redirect energy away from rehashing issues toward issues that get less attention but have a large, indirect impact, such as transportation related emissions.

Public Perception

The community perception of the administration of the Plan generally matches the analysis – we are doing well, but we need to keep implementing the Plan. As discussed above, the community is appreciative of the outreach and engagement, but consistent implementation is still something the community thinks needs some work. It is not a priority, but it is still on the public's radar.

In some ways this is the most difficult section on which to evaluate public perception. Much of the policy refinement that has occurred through the ITP, Housing Action Plan, zoning conversation, etc. is reflected in the public perception of those topics, not the administration of the Plan. But public perception of the policy work is positive and that is a positive for this section.

Future Considerations

The trends and public perception again point to implementation action for this section. The work the public wants to do is implementation, not process. There is public satisfaction and data support for the framework of the Plan. Energy can be focused on other sections so long as this section continues to be implemented as envisioned.

- Avoid a full plan update, it is not needed. The Plan calls for a full plan update after 10 years. But if this process is a success there is no need for it. If the community has affirmed the Vision and Values, and this adaptive management is popular and yielding success, commit to another GMP after an additional 5-7% growth increase instead of a full Plan update. If there are one or two sections that need to be rethought, in the context of the greater Plan which is approved, make the updates, but spend the majority of time on Plan implementation.

Conclusion

The community is generally on track. If the GMP was a test, the community passed. It did not get every question right, there are some red marks on our report card where we need to put in more effort, but overall, we are trending positively. Success is a testament to an action-oriented plan, implemented through an annually prioritized Work Plan that ensured the community stayed focused on the big picture. We are considered the model by similar Western communities in North America, so the bar is set high.

The chart below is another way to look at the Report Card - with the goal analysis as the vertical axis and public perception as the horizontal axis. Public opinion generally supports the data trends.

- We have a strong vision and plan and we just need to follow it.
- Ecosystem health is good, but in danger of decline from climate change
- The growth management policies in place are good, they do not need to be rethought, they need to be implemented.
- We have work to do on quality of life. Housing efforts need to be redoubled. The economy is growing, but not for everyone. Bus, bike, and walk options are better, but not enough to change system-wide travel behavior that is a threat to ecosystem health. Level of service seems good, but the goals need better definition.



Going back to the very beginning of this report the purpose of the GMP is to ask whether we are on track so that we can figure out which direction to head in the future. We are just taking a water break; we are about to get up and start moving again. So what are the key trends from the past seven years that we need to consider? Four jump out.

Increasing Greenhouse Gas Emissions

Reducing emissions in the face of growth is already a community goal, and it is as important today as it was in 2012. Along with amount and location of growth, climate change is the major threat to ecosystem health. The good news is we know that reducing emissions will minimize the impact of climate change. We also have an emissions inventory that tells us how to reduce emissions. We have to address traffic. People are annoyed by traffic, but do not prioritize addressing it; except that, vehicle emissions are the biggest local contributor to climate change. Continued growth in vehicle miles traveled will negatively affect the community's transportation goals, which will negatively affect the community's emissions goals, which will negatively affect the community's stewardship goals. The community can address at least three community goals through the single action of committing to Travel Demand Management. And as a bonus, one of the easiest ways to reduce vehicle miles traveled is to house workers locally, which is the community's housing goal. When the community sets its mind to something, it can achieve great success. The country holds our conservation efforts and housing work as the gold standard. Transportation related emissions can be the next great community success.

Continued Demand for Housing

The housing policy trends are positive. Zoning has been updated and the Housing Action Plan is in place. But the public desire is for housing, not housing policy. The data supports the public comment, housing demand is as high as it has ever been. Workers are not making any more money than they were in 2012, but housing and other

costs have increased. And growth in the number of workers in the community has grown as fast as any other indicator. The tools are in place to get the right type of growth – workforce housing, in the right location – Town. All we need to do now is use them. We do not need to rethink the proper locations for housing, we need to make sure housing gets built where it is entitled. The market will respond to a stable set of rules; it will not if the rules are ever-changing. While the community discussed housing from 2007 to 2015, the percentage of the workforce living locally fell from 65% to 57%. Since focus turned to implementing the Housing Action Plan that percentage is flat.

Increasing Inequality

One of the trends that is apparent in the data, but unaddressed in the Plan is growing income inequality. Public comments on equity issues are associated with a number of different topics because it is an issue across a number of topics, but also because the Plan does not address equity. The housing and economy chapters are where equity trends appear most obviously. While the housing market is well documented, the types of jobs that have been added since the recession, and who is in them, is not. Understanding the job and labor market might be the first step to discussing equity as a community. The most oft-quoted phrase from the 1994 Plan was, “community first, resort second,” which is a clear statement of desired social identity and equity. It may not be relevant anymore, but the Plan is currently missing a substitute. With an understanding of who we are and what we do, our vision for equity and social identity can be updated and reintroduced.

Development Pattern

Most importantly, the community should be proud of all the success we've achieved around managing the amount and location of development. The community development pattern is well positioned into the future, to the benefit of wildlife and residents. All we have to do is stay there. Maintenance is nobody's favorite action, but everyone knows that an ounce of prevention is worth a pound of cure. Continuing

to be best at what we're great at (ecosystem health and growth management) is important for two reasons. Staying vigilant on our successes maintains our community character. At the same time, celebrating our successes instead of rehashing them allows us to shift resources toward areas where we need help (quality of life). The community can turn attention to the trends above with great pride in the success achieved by the Character Districts and zoning already in place.

What are other positive things you've observed in the community over the past seven years? Where could we improve?

