

Community Character: Common Value 3





Why is Community Character a Common Value?

The Jackson and Teton County community takes pride in our local identity and character. Our natural character is protected through the stewardship of the surrounding ecosystem, 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 protection and growth management, but also on preserving the community character that is 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 quality of life is a function of our common value of community character and also leads to greater resident and visitor investment in our ecosystem stewardship and growth management values.

How are we going to achieve Community Character?

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)

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)

Section 7. Multimodal Transportation

- Meet future transportation demand through the use of alternative modes (Principle 7.1)
- Create a safe, efficient, interconnected multimodal transportation network (Principle 7.2)
- Coordinate land use and transportation planning (Principle 7.3)

Section 8. Quality Community Service Provision

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



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 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 section addressed?

Jackson and Teton County have historically been characterized by a socially and economically diverse population, united by a community commitment to a strong environmental and social ethic. 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 sense of community.

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.





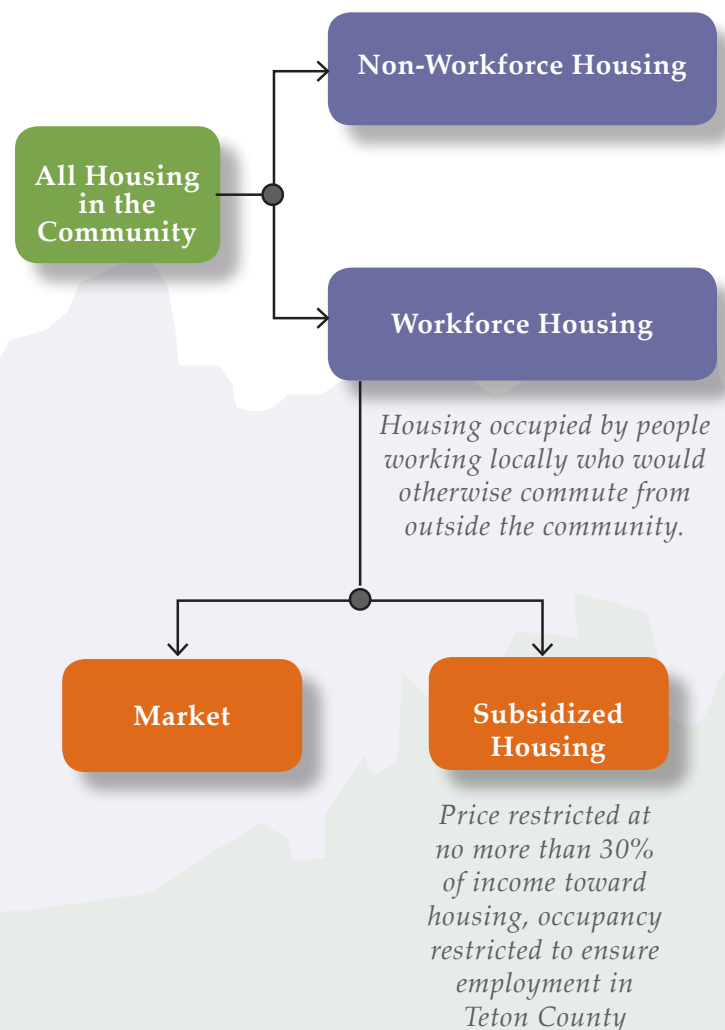
Workforce Housing...

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

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.

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 over 700 deed-restricted housing opportunities to date. The community must continue these efforts, but we must also broaden efforts to consider all available market, deed-restricted, and cooperative solutions if we are to maintain our resident workforce and the sense of community 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 indicates changes in the percentage of the local workforce living locally and informs 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 deed-restricted affordable housing opportunities to ensure realization of the community's housing goal. Affordable housing is housing for which the mortgage payment or gross rent and utilities does not exceed 30% of gross household income. 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.

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 deed-restricted housing. Ideally, housing for critical service providers will 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 deed-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 deed-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. Multi-family units in particular 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.

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

The development and redevelopment of all market and deed-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 illustrated in the Character Districts. Appropriate locations are identified in Town and County Character Districts for the allowance and encouragement of multi-family, small lot, small unit and other housing types that provide market and deed-restricted workforce housing opportunities.



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 deed-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 deed-restricted to maintain this housing type. Incentives and regulations to preserve rental opportunities could include the creation of deed-restricted rental units through both deed-restriction of existing units and construction of new 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 areas of 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. 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 deed-restricted affordable 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

Developers of new residential, commercial, and other non-residential projects will continue to be required to mitigate their impact on the availability of housing that is affordable to the local workforce. 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. All development will be required to mitigate its housing impacts 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.

Mitigation requirements will be updated following new legal nexus studies. Until nexus studies are in place to update these requirements, the existing program of inclusionary housing and nonresidential seasonal employee housing provision will be used to mitigate the impacts of development on our ability to meet our community's housing goal. (See Appendix I: Affordable Housing Appendix A & B from the 1994 Plan.)

Policy 5.3.b: Preserve existing workforce housing stock

Over 90% of current workforce housing is market housing. 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 deed-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 deed-restricted affordable 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 affordable workforce housing stock to address future shortages. Incentives and direct funding should be used to create additional deed-restricted affordable 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.

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 deed-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

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.

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 regulatory requirements for developments that provide new deed-restricted affordable workforce housing, reducing 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 deed-restricted affordable workforce housing. Incentives may continue to include performance-based density bonuses that enhance the character of applicable areas 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 established 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, deed-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

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

Strategies to 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.

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.

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

- 5.3.S.1:** Complete a new legal nexus study for the establishment of sliding scale mitigation requirements.
- 5.3.S.2:** Update current mitigation requirements as necessary.

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:** Identify 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.



Section 6. A Diverse and Balanced Economy

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

What does this 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 Bigger

Economic Development means improving the economy without relying on physical growth.

Why is this 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, managed growth, and community character. 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. To develop our economy without relying on physical growth that is inconsistent with our growth management values, tourism will continue to be the basis of our economy but we will 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 and will allow businesses and services that rely on visitors, but are also valuable to residents, to be available throughout the year.

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. 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 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 will be consistent with the community's ecosystem stewardship, managed growth and community character 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 values 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 values, 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 capitalize on 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-type attractions and outlet mall-type tourist attractions as they do not support our desired community character. As we promote year-round occupancy and increased visitor spending, the community will broaden our approach to providing a quality visitor experience from traditional tourists to also include second home owners 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 business that is 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

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. 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.

Principle 6.3—Create a positive atmosphere for economic development

Attracting businesses that reflect the community's common values 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 businesses where all of our common values are realized. In addition, the community will welcome a diversity of businesses. Emphasis will be placed on tools that do not require investment of local funds for the promotion 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 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. 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 circulates local money within the community. Where possible, it is important to connect local businesses with local consumers to reduce impacts of importing goods and services on the ecosystem and climate 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 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 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

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

Strategies to 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 ecotourism.

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

6.2.S.1: Explore tools to promote economic development that to not require investment of local funds.

6.2.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.

6.2.S.3: Explore tools to connect local consumers to local suppliers.

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

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

6.3.S.2: Expand tourism promotion to encourage longer stays and increased spending by visitors to the community, second home owners and retirees.

6.3.S.3: Identify new locations for light industry, and evaluate and update regulations relating to live-work light industry opportunities.



Section 7. Multimodal Transportation

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

What does this section address?

Principle 7.1 - Meet future transportation demand through the use of alternative modes

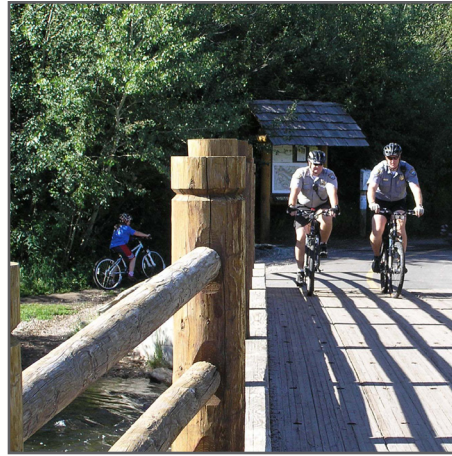
Principle 7.2 - Create a safe, efficient, interconnected, multi-modal transportation network

Principle 7.3 - Coordinate land use and transportation planning

Why is this section addressed?

Our community will be a leader in the provision and use of an integrated multi-modal transportation system to meet our future transportation demands. With visitor and local traffic growing faster than population growth, the current transportation model is unsustainable. A transportation system oriented toward automobiles is inconsistent with our common values of ecosystem stewardship, growth management and community character. The current automobile orientated system will be replaced with a network of small complete streets, transit and an expanded pathway system. Our complete streets will effectively incorporate all transportation modes (bikes, walking, cars, transit, rideshare, etc.) to achieve our mode shift goals and enhance community character. We must also acknowledge that this vision will be accompanied by increased congestion and a reduction in the level of service on many of our roadways. As a community, we have made this conscious decision in order to shift our community's transportation behavior away from the single occupancy automobile and toward alternative modes of transportation.





Transportation choices made in Jackson and Teton County must be considered regionally. An increase in the number of workers commuting to Jackson from Star Valley, Wyoming and Teton Valley, Idaho has resulted in a substantial increase in traffic in the Snake River Canyon and on Teton Pass. These

commuter trips inevitably increase the number of wildlife-vehicle conflicts and contribute to the carbon emissions of the region. Isolated development within and outside of our communities' complete neighborhoods reduces the viability of alternative transportation, the preferred mode transportation by the community.

Visitor traffic is another source of transportation congestion in the community. The current auto-centric travel choices of the estimated 3.5 million visitors traveling through the community fill roads to capacity in both summer and winter. Due to Jackson's regional significance as the destination hub at the south end of the Greater Yellowstone public lands complex, all arterial routes into Jackson and Teton County experience these transportation impacts. Partnerships with Yellowstone and Grand Teton National Parks and Bridger-Teton and Caribou Targhee National Forests offer potential benefits to the regional transportation network and must be part of our transportation future.

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.

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 desired year around mode shift to transit. It is important that the community works cooperatively with the Wyoming Department of Transportation (WYDOT), other federal agencies, neighboring jurisdictions and private land owners to find solutions that are both consistent with community values and acceptable to partnering agencies.

The previous County/Town Transportation Plan was adopted in 2000. The portions of this plan applicable for continued use by the community are included in the appendices.

Principle 7.1—Meet future transportation demand through the use of alternative modes

Our transportation goal is to increase the use of alternative modes of transportation within the community to meet our future transportation demands. 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 be needed to increase the use of alternative modes.

Policy 7.1.a: Develop a communitywide integrated transportation plan

The Town and County will develop an integrated transportation plan to achieve our goals for the enhancement of transit opportunities, complete streets and pathways as the primary focus. The plan will evaluate the long-term costs and benefits of various transportation strategies and provide a detailed transportation implementation program. The Plan will identify metrics and baseline numbers, including measurement of both local and visitor traffic, and a long-term cost/benefit analysis of various transportation options. 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 7.1.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, a TDM program will be implemented to increase transportation system 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 provide incentives and disincentives to influence travelers to change their travel behavior in ways that reduce demand on the transportation system, thereby lessening the likelihood that the community's roads will be widened. The community will develop a TDM program that emphasizes coordination and education on mode

shift opportunities, such as rideshare programs, bus pass subsidies, alternative work schedules, telecommuting options and parking management.

Policy 7.1.c: Increase the capacity for 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 alternative modes of travel more convenient and efficient for residents and visitors, by prioritizing 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. Conversely, if increased capacity for alternative modes is provided there will be increased usage of alternative modes. Through increased use of alternative modes automobile capacity can be made available on our existing roadway system.

Policy 7.1.d: Discourage use of single occupancy motor vehicles (SOV)

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 will be implemented as part of the overall integrated transportation plan.

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, cooperation with WYDOT, Federal Highway Administration (FHWA), and public land managers is essential to realizing our transportation goals. It will be key to communicate to WYDOT that the community has made a conscious decision to accept SOV congestion, smaller roads and alternative transportation options. The community will continue to work with WYDOT to incorporate community 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 managing 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 7.1.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 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 should be explored. The creation of some type of Regional Transportation Authority (RTA) 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 7.1.g: Establish a permanent funding source for an alternative transportation system

A permanent funding source must be established to effectively and proactively implement a complete alternative transportation system. Increased public investment will be necessary to increase the percentage of trips made through alternative transportation and fully implement the communitywide integrated transportation plan, which will include extensive improvements to alternative mode infrastructure and execution of an aggressive Transportation Demand Management Plan (TDM).



Principle 7.2—Create a safe, efficient, interconnected, multimodal transportation network

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 carbon reduction goals. 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: Create a transportation network based on "complete streets" and "context sensitive" solutions

The Town and County will adopt and implement "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 to alternative transportation. To achieve the community's transportation vision, improvements should safely accommodate all users of the public right-of-way, including: pedestrians, bicyclists, 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.

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.



Representative example of a complete street. There is no single design that is a complete street.

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, bicycle parking, complete streets, 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.

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 that a 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. 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 an integrated transportation network.

Policy 7.2.d: Complete key Transportation Network Projects to improve connectivity

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 modeling and previous transportation planning efforts completed by the community, the following action items will provide a starting point for the development of the TIP:

1. Complete a START Transit Facility.
2. Complete the WY-22 Wilson to Jackson Pathway connection.
3. Consider the Tribal Trails Connector between Highway 22 and South Park Loop Road.
4. Upgrade Snow King – Maple Way.
5. Reconstruct the “Y” to accommodate all modes (Highway 22/89/26 intersection).
6. Pursue a multi-lane complete street roadway with WYDOT on Highway 22 between Town and Highway 390.
7. Redesign Highway 390 as a complete street from Highway 22 to Teton Village.

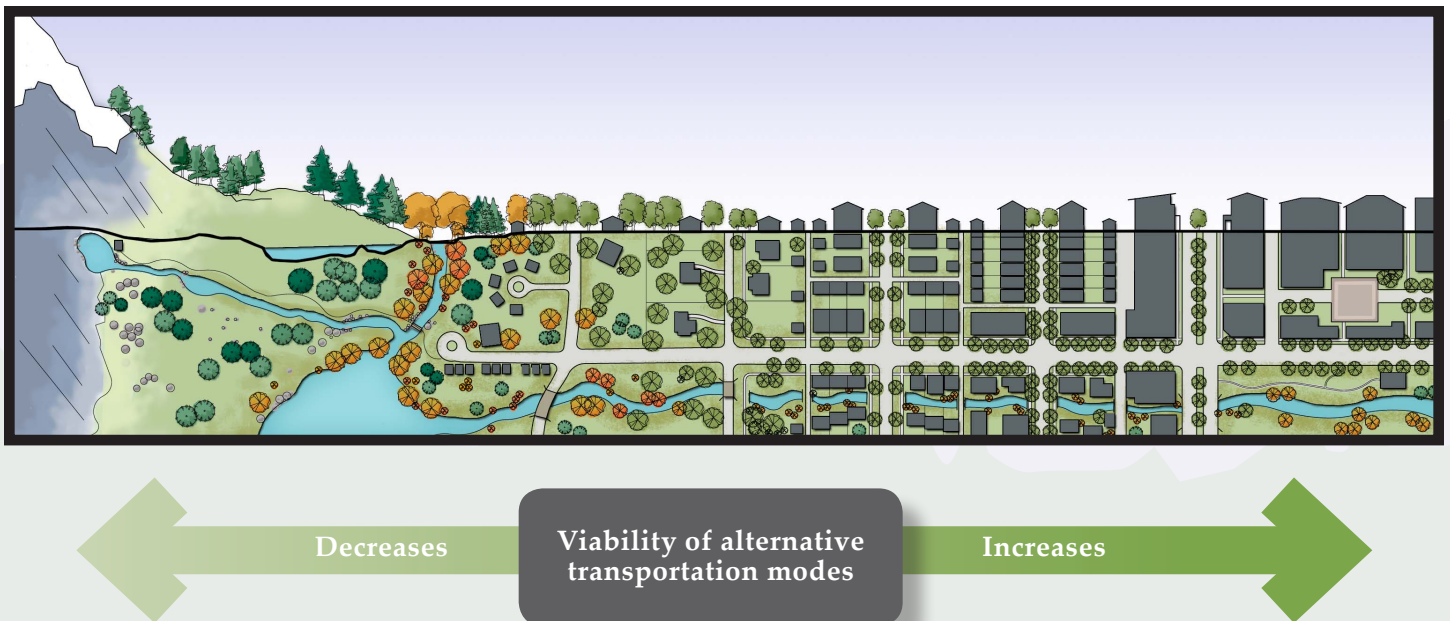


Principle 7.3—Coordinate land use and transportation planning

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: Develop a land use pattern based on transportation connectivity

A goal of this plan is to interconnect existing County neighborhoods and the Town of Jackson with a multimodal transportation system. Within existing County and Town complete neighborhoods, alternative modes of transportation are viable for daily trips year-round, and these opportunities should be maintained and enhanced. Outside of complete neighborhoods the Town and 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.b: Reduce wildlife and natural and scenic resource transportation impacts

The presence of additional vehicles on our roadways will increase the likelihood of wildlife-vehicle collisions, 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 address wildlife permeability, crossing issues and identified wildlife “hotspots”. The community will need to cooperate with WYDOT on funding and planning to achieve the wildlife permeability goals of the community.

Policy 7.3.c: Require development to implement and fund alternative transportation

The Town and County will require facilities and building orientations that promote transit, walking, and biking in locations where alternative modes of travel are viable. In addition, specific provisions for alternative transportation 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: Review land use proposals and decisions against their transportation network impacts

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 will 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.



Strategies

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

Strategies to meet future transportation demand through the use of alternative modes (Principle 7.1)

7.1.S.1: Develop a countywide integrated transportation plan

- Explore the establishment of a joint Town-County Transportation Planning Department.
- Develop a Transportation Improvement Program (TIP) for highways, streets (including pedestrian facilities), transit, and pathways.
- Determine the costs and benefits of various transportation strategies to guide a detailed transportation implementation program.
- Identify proper metrics and baseline numbers to monitor our progress into the future.
- Pursue transit service between Jackson and the airport, Grand Teton National Park, and strategic route expansions.

7.1.S.2: Consider a seventh cent sales tax, additional mil property tax, or other funding source for the provision of infrastructure for alternative transportation modes.

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.

7.1.S.4: Create a Countywide Transportation Demand Management (TDM) program, which will 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.

7.1.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.

7.1.S.6: Prepare comments and recommendations on the State Transportation Improvement Plan (STIP) funding requests.

7.1.S.7: The TAC, partner agencies and non-profits will complete an updated Travel Study at a minimum of every 5 years to assist in the evaluation of the transportation indicators.

7.1.S.8: 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.



Strategies to create a safe, efficient, interconnected, multi-modal transportation network (Principle 7.2)

- 7.2.S.1:** Adopt “complete streets” and/or “context sensitive” policies and updated road design standards for all roadways.
- 7.2.S.2:** Work with WYDOT to have “complete streets” and/or “context sensitive” policies incorporated into all WYDOT roadways within the community.
- 7.2.S.3:** Include wildlife crossing and other wildlife mitigation standards in road design regulations.
- 7.2.S.4:** The TAC will cooperatively create, maintain, implement, and monitor a joint Town/County Transportation Capital Improvement Plan (TIP). Establish priorities for Town, County and WYDOT transportation projects, as well as transportation projects in this Plan. Consider all modes of travel when prioritizing projects.
- 7.2.S.5:** Construct the new START storage and maintenance facility to allow expansion of transit service.
- 7.2.S.6:** Complete the core Pathways System, including the Wilson-Jackson Pathway connection along WY-22 and other key pathways identified in the Pathways Master Plan.

7.2.S.7: Develop and carry out a comprehensive sidewalk improvement program for the Town of Jackson, appropriate County Roads, and Teton Village streets.

7.2.S.8: Discuss and coordinate improvements that can be made to the regional transportation system with neighboring jurisdictions.

Strategies to coordinate land use and transportation planning (Principle 7.3)

7.3.S.1: Reevaluate parking standards and other regulations that currently promote travel by single occupancy motor vehicle.

7.3.S.2: Adopt specific provisions for current planning review to require alternative transportation components in new development, including but not limited to sidewalk easements, pathway easements, transit easements, funding for infrastructure and TDM strategies, and connectivity provisions. Specific provisions for alternative transportation components and building complete streets will be identified in all current planning approvals.



Section 8. Quality Community Service Provision

Timely, efficient and safe delivery of quality services and facilities in a fiscally responsible and coordinated manner.

What does this 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 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 sense of community. Moreover, the community relies on the efficient, timely, and safe delivery of critical utilities and services, such as 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 for opportunities for funding and continued service delivery. New development must not outpace our ability to provide quality community services to residents and visitors.

Further, local government must ensure that new development pays its fair share of the cost of maintaining desired service levels. By assuring timely, efficient, and safe delivery of quality community services, we improve our safety and reinforce the integrity of our civic and social 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 will 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 to quantify and understand their service delivery goals, as well as their relation to the common values of the community. The community will derive greater 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.

The Town and County will collaborate with independent service providers 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,
- Medical care,
- Child care,
- Waste management and recycling,
- Airport,
- Human services,
- Energy conservation,
- Arts, culture and community events, and
- Public transportation.



Policy 8.1.c: Identify 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, will identify barriers to our service delivery goals and implement strategies to overcome such obstacles. Whether the 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 greater opportunities to address barriers.

Policy 8.1.d: Ensure redundancy of services

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, 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 will be 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 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 will coordinate with independent service providers 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 will coordinate the compilation of the individual plans to maintain a current Major Capital Project List. Maintenance of this list will ensure that new facilities are located consistently with the community's 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 average demand. Temporarily reduced service levels may occur at times of peak population; however, reductions should not produce a 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 development should not be passed on to existing residents. New developments create additional demand for existing services and facilities, which impacts service delivery levels. 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 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 impacts of growth on service levels.



Strategies

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

Strategies to maintain 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.

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.



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