



What is the Future Land Use Plan?

The Future Land Use Plan is the communitywide “picture” of how the community will look when the community vision and themes in this Plan are fully implemented. It describes, in general terms, conservation or development activities appropriate for certain areas based on the two priority themes—to promote stewardship and manage growth responsibly. The Future Land Use Plan also provides general guidance regarding appropriate locations for open space,

housing, offices, retail, industry, and resorts to realize the community values identified in the remaining themes, which are illustrated in the graphic below

The Future Land Use Plan is not a regulatory document. Boundaries between classifications are not exact and should not be used as definitive delineations of where conservation and development are appropriate and where they are not. Zoning maps and land development regulations serve that role.



Figure 10.1: Relationship of the Future Land Use Plan to Implementation

What is its Purpose?

The inclusion of a Future Land Use Plan is the next evolution in Jackson/Teton County comprehensive planning and represents the biggest change from the 1994 Plan. The primary critique of the 1994 Plan was its inability to guide land uses into particular areas. The purpose of the Future Land Use Plan is to provide a level of predictability with regard to future land use. It does so by visually depicting those areas that are appropriate for conservation and those areas that are suitable for residential and/or commercial development, based on resource mapping and community values.

In 1994, the community adopted Land Development Regulations and Official Zoning Maps concurrently with the adoption of the Comprehensive Plan. By design, the regulations were too specific and the policies were too broad to adequately address the weighted balance that is required between land development activities. This Future Land Use Plan represents the link between the Comprehensive Plan’s principles and policies and the land development regulations that will be used to implement this Plan. Incremental, site-specific decisions, which are emotionally, politically, and legally tied to a particular application, are not an effective way to implement this Plan. Big picture questions should already be answered when land owners, developers, neighbors, planners, and elected officials begin to discuss site specific land use issues and proposals.

The intent of the Future Land Use Plan is to:

- Visually depict how the Comprehensive Plan themes, principles, and policies will be implemented in specific areas;
- Depict those areas that are appropriate for conservation and development;
- Describe those areas in the community that must prioritize one theme over another to honor community-wide priorities; and,
- Inform future zoning and land developments, which provides land use predictability.

Future Land Use Plan Reflects Values

The conservation and development pattern shown by the Future Land Use Plan is determined by the community vision and prioritized values. Our key values are to protect the ecosystem and natural resources and meet the community’s human needs. As outlined in the vision chapter, the principles of sustainability provide the framework around which the community will realize the vision.

The Themes Guided the Future Land Use Plan

Theme 1: Promote Stewardship of Wildlife and Natural Resources, is our community’s overarching priority because of our environmental ethic and the importance of the ecosystem for our social and economic well-being. Theme 1 identifies priority areas for resource conservation that guided creation of the Future Land Use Plan.

Theme 2: Manage Growth Responsibly, addresses growth from a communitywide perspective, because protecting the ecosystem in which we live also requires responsibly addressing where we are going to provide for community housing, business, and civic needs. The principles listed below and drawn from Theme 2, guided the creation of the Future Land Use Plan.

- **Principle 2.1:** Locations for Town-Level Development
- **Principle 2.2:** Predictable Development and Conservation Pattern
- **Principle 2.3:** Context-Appropriate Development
- **Principle 2.4:** Intergovernmental Coordination/Growth Management
- **Principle 2.5:** Regional Perspective

The other five themes of this Plan address specific issues, and help the community balance.



The Future Land Use Plan supports stewardship of wildlife and natural resources (Theme 1). It aims to keep rural areas, such as Alta, at lower densities and minimize development in natural resource areas.



The Future Land Use Plan supports managing growth responsibly (Theme 2). It aims to keep town-level development in the Town of Jackson and county nodes such as Teton Village.

Future Land Use Plan Parts

The Future Land Use Plan is made up of four parts described below.

Part 1: Land Use Classifications

The Land Use Classification Table (Table 10-1) is the “legend” to the Future Land Use Plan map that allows the map to depict the appropriate locations for conservation and development. The descriptions in the table are general and do not prescribe specific maximums or allowances. (See page 78 for the table.)

Part 2: Future Land Use Map

The map is a communitywide “picture” that depicts the Comprehensive Plan and geographically prioritizes the values of the community. The map shows the areas most suitable for conservation and development to guide future site specific land use decisions. However, the map is not regulatory. Boundaries between classifications are not exact and should not be used as definitive delineations between future conservation and development. (See pages 83-84 for the Future Land Use Map.)

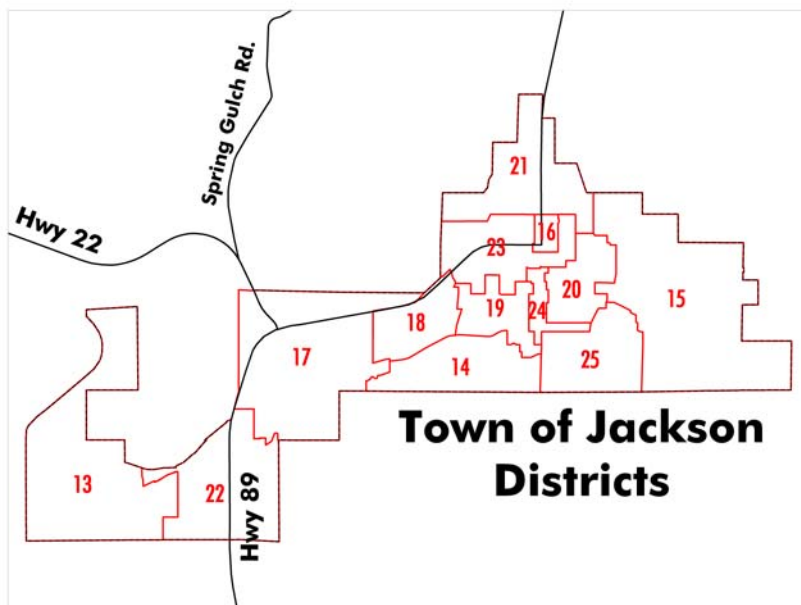
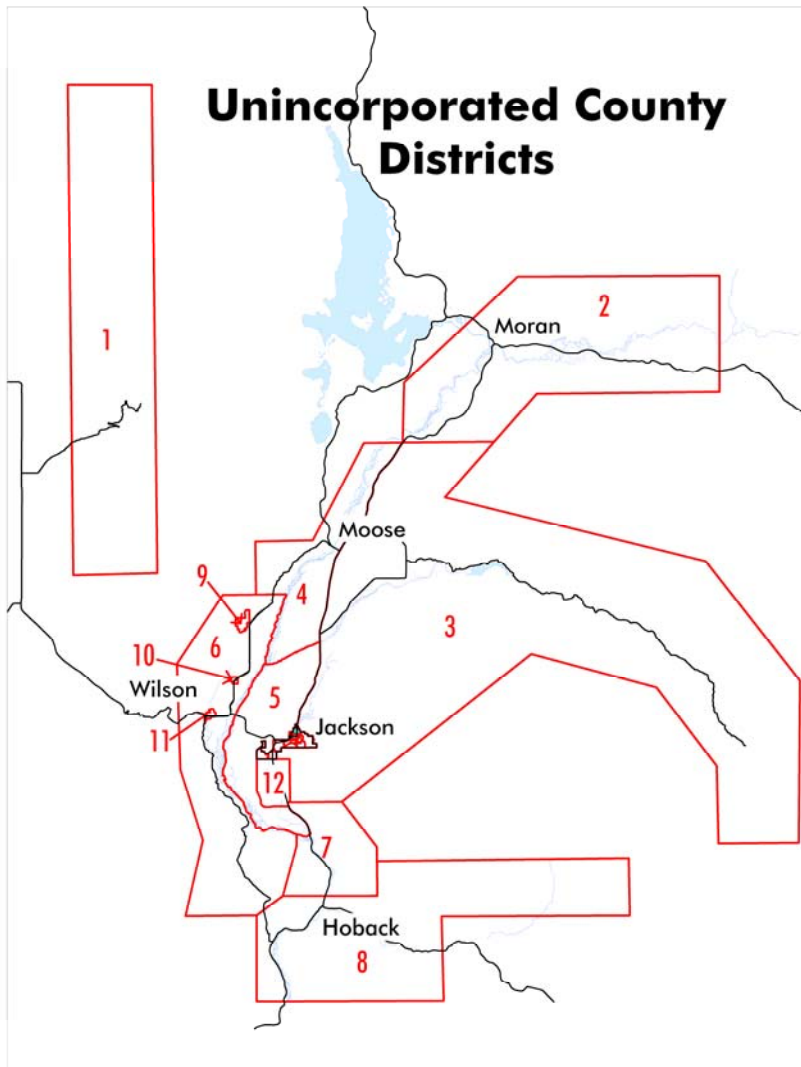
Part 3: Buildout Calculations

The buildout calculations are a valuable analysis tool to compare and validate the Future Land Use Plan against the community vision. It also creates a benchmark for monitoring future development patterns. Buildout numbers are not a community goal, regulatory cap, growth projection, or realistic expectation of the development that will occur during the life of this Plan. (See page 85 for the Buildout Calculations)

Part 4: Districts

The districts describe subareas of the Future Land Use Plan to provide a more detailed understanding of how the land uses in a certain area help to achieve the community vision. The descriptions and maps for each district are general and guiding. They are not definitive prescriptions of the exact location and design of conservation and development. The county has twelve districts and the Town of Jackson has thirteen districts. They begin on page 87.

In the unincorporated county, County Rural Districts are the places suitable for conservation and very low density development. County Nodes are appropriate for some levels of development to serve community needs. In the Town of Jackson, the districts are classified by: Town Stable, for district preservation and protection, Town Targeted Growth, for infill and redevelopment as appropriate, and Town Commercial, where commercial development is appropriate.



The Districts

Unincorporated County:

County Rural:

1. Alta
2. Buffalo Valley
3. Gros Ventre/Kelly
4. North of Town
5. Eastbank
6. Westbank
7. Hog Island/Game Creek
8. Canyons/Hoback Junction

County Nodes:

9. Teton Village
10. Aspens
11. Wilson
12. South Park

Town of Jackson:

Town Stable:

13. West Jackson
14. Southern Hillside
15. East Jackson
16. Town Square

Town Targeted Growth:

17. The "Y"
18. Karns Meadow
19. Rodeo Grounds
20. Southeast Jackson
21. North Cache

Town Commercial:

22. South Highway 89
23. Central Business District
24. South Cache/ Snow King Corridor
25. Snow King Resort

Land Use Classifications

The Land Use Classifications are the legend to the Future Land Use Map. The table (Table 10-1) groups types of development by general character in order to depict the desired future land use pattern. The description of each classification gives the following general information:

- use focus,
- locations, and
- characteristics.

The descriptions of classifications and the boundaries between classifications are not definitive. The Future Land Use Plan provides predictability in future land use decisions; it does not prescribe future development patterns. This Plan is a vision document and the Land Use Classifications suggest the appropriate general use for an area. The actual development potential and development tools applicable to a specific site are determined by land development regulations and zoning. Actual development will be monitored for its correspondence with the Future Land Use Plan and the vision of this Plan.



The Non-Residential classifications (commercial, mixed-use, visitor-orientation, light industry) primarily apply in the Town of Jackson and county nodes. (See pages 78-79.)



The Residential classifications range from agricultural/rural and very low density to town residential and multi-family. (See pages 80-81.)

Table 10-1: Land Use Classifications

Classification	Use Focus	Locations	Characteristics
Non-residential			
Downtown Core Commercial	<ul style="list-style-type: none"> ✓ 70% Lodging ✓ 15% Retail/Office ✓ 15% Residential 	<p>Town Districts: 16, 23</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> ▪ Visitor retail and service uses will be prominent on the first floor of buildings, and carry over into the second floor in some areas. Uses typically found on second and third floors will include office and residential. ▪ Lodging is an allowed use within the Lodging Overlay district. <p>Building Form and Orientation</p> <ul style="list-style-type: none"> ▪ Development will include two and three story structures with buildings located fronting the street. ▪ Primary access should be oriented to pedestrians not the automobile. <p>Site Design Priorities</p> <ul style="list-style-type: none"> ▪ Underground parking is encouraged with community parking available as a public resource.
Downtown Transitional Commercial	<ul style="list-style-type: none"> ✓ 60% Lodging ✓ 15% Retail/Office ✓ 25% Residential 	<p>Town Districts: 21, 23</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> ▪ Local retail and service uses will be prominent on the first floor of buildings, and carry over into the second floor in some areas. Uses typically found on second and third floors will predominately residential with some office. ▪ Lodging is an allowed use within the Lodging Overlay district. <p>Building Form and Orientation</p> <ul style="list-style-type: none"> ▪ Development will include two and three story structures with buildings located fronting the street. <p>Site Design Priorities</p> <ul style="list-style-type: none"> ▪ Primary access should be oriented to pedestrians not the automobile. ▪ Underground parking is encouraged with community parking available as a public resource.
Mixed-Use Visitor Orientation	<ul style="list-style-type: none"> ✓ 80% Lodging ✓ 15% Commercial ✓ 5% Residential 	<p>Town Districts: 25</p> <p>County Districts: 1, 2, 4, 5, 6, 8, 9, 10</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> ▪ Emphasis on visitor accommodation and provision for outdoor recreation ▪ Most intense visitor-oriented uses in Planned Resorts <p>Building Form and Orientation</p> <ul style="list-style-type: none"> ▪ Largest buildings in the community. ▪ Oriented to provide gateway between outdoor recreation opportunities and connection to community <p>Site Design Priorities</p> <ul style="list-style-type: none"> ▪ Internal pedestrian movement that not inhibited by parking ▪ Transit or pedestrian connection to the rest of the community.

Classification	Use Focus	Locations	Characteristics
Mixed-Use Local Orientation	<ul style="list-style-type: none"> ✓ 50% Retail/Office ✓ 50% Residential 	<p>Town Districts: 17, 18, 22, 23, 24</p> <p>County Districts: 2, 3, 4, 5, 6, 8, 9, 10, 11, 12</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> ▪ Locally oriented non-residential uses will provide local residents with basic services. ▪ Intensity of development will be higher in town where the locally oriented uses serve the entire community ▪ Intensity will be lower in the county where the uses serve as a neighborhood core intended to limit dependence on trips into town. <p>Building Form and Orientation</p> <ul style="list-style-type: none"> ▪ Development will include two and three story structures with buildings located fronting the street. ▪ Primary uses should front and access pedestrian corridors, and the mix of uses should provide for morning through evening vibrancy. <p>Site Design Priorities</p> <ul style="list-style-type: none"> ▪ Site design will prioritize alternate modes of transportation but accommodate the automobile. ▪ Parking space maximums are appropriate.
Mixed-Use Office Orientation	<ul style="list-style-type: none"> ✓ 50% Retail/Office ✓ 50% Residential 	<p>Town Districts: 15, 20</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> ▪ Primary uses will be professional office on the first floor and residential on the upper floors. Retail and service uses are not appropriate. ▪ Limited local convenience retail may be mixed in appropriate locations. <p>Building Form and Orientation</p> <ul style="list-style-type: none"> ▪ Two and three story mixed-use buildings should front the street to blend with existing development patterns. <p>Site Design Priorities</p> <ul style="list-style-type: none"> ▪ Shared parking between residential and office use located in the rear or underground. ▪ Transitional area will be sensitive to neighborhood character.
Light Industry	<ul style="list-style-type: none"> ✓ 60% Industrial ✓ 40% Residential 	<p>Town Districts: 22</p> <p>County Districts: 7, 12</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> ▪ Protection of light industry/heavy retail opportunities ▪ Intense use of ground level, less intense use of additional floors <p>Building Form and Orientation</p> <ul style="list-style-type: none"> ▪ Typical large, industrial type buildings. ▪ Oriented interior to the industrial area and screened from neighboring uses. <p>Site Design Priorities</p> <ul style="list-style-type: none"> ▪ Functional industrial use with greater site coverage and accommodation of large vehicles. ▪ Limit conflicts between industrial and residential use

Classification	Use Focus	Locations	Characteristics
Residential			
Multi-family	✓ 100% Residential	Town Districts: 13, 17, 18, 19, 20, 21, 23	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> Housing units should be apartments, condominiums or townhouses that are attached vertically and/or horizontally. Limited local convenience retail may be mixed in appropriate locations. <p>Building Form and Orientation</p> <ul style="list-style-type: none"> Development will include two and three story structures with buildings located fronting the street. <p>Site Design Priorities</p> <ul style="list-style-type: none"> Design should promote pedestrian travel with relaxed on-site parking requirements. In the county, multi-family development is only appropriate to provide restricted workforce housing.
Single Family Mixed-Type	✓ 100% Residential	<p>Town Districts: 13, 14, 15, 17, 19, 20, 21</p> <p>County Districts: 9, 10, 11, 12</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> Mixed-type residential use includes single family, duplex, tri-plex, and four-plex. Limited local convenience retail may be mixed in appropriate locations. <p>Building Form and Orientation</p> <ul style="list-style-type: none"> Dwellings should be oriented to the street with side load or rear entry garages. Bulk and mass should be compatible with neighborhood character. <p>Site Design Priorities</p> <ul style="list-style-type: none"> In the county, single family mixed development is only appropriate to provide workforce housing.
Single Family Low	✓ 100% Residential	<p>Town Districts: 13, 14, 15, 17, 22</p> <p>County Districts: 3, 7, 10</p>	<p>Use Emphasis and Intensity</p> <ul style="list-style-type: none"> The development pattern of one unit per lot should be preserved. Limited local convenience retail may be mixed in appropriate locations. <p>Building Form and Orientation</p> <ul style="list-style-type: none"> Housing units will be detached single family and consistent with the small town character of Jackson and Teton County. <p>Site Design Priorities</p> <ul style="list-style-type: none"> In the county, limited accessory buildings are appropriate. This classification should be served by a transportation network that allows for alternative modes of transportation. Development should be served by public water and sewer.

Classification	Use Focus	Locations	Characteristics
Single Family Dispersed	✓ 100% Residential	Town Districts: 17, 21 County Districts: 1, 2, 3, 4, 5, 6, 7, 8, 9, 12	Use Emphasis and Intensity <ul style="list-style-type: none"> Single family housing with home businesses and some public facilities Less dense than town; more dense than rural areas Not generally a use we want to replicate Building Form and Orientation <ul style="list-style-type: none"> Single family homes of less than 10,000 square feet Oriented to a subdivision street pattern Site Design Priorities <ul style="list-style-type: none"> Limit wildlife habitat impacts and provide wildlife permeability Maintain scenic and rural character
Agriculture/Rural	✓ 70% Agriculture ✓ 30% Residential	Town Districts: 17, 21, 22, 23 County Districts: 1, 2, 3, 4, 5, 6, 7, 8, 12	Use Emphasis and Intensity <ul style="list-style-type: none"> Continued agriculture and single family home use Regulatory and non-regulatory conservation efforts Development should be accessory to agriculture and open space. Building Form and Orientation <ul style="list-style-type: none"> Agricultural buildings will be the largest buildings in the classification Oriented to a rural road pattern Site Design Priorities <ul style="list-style-type: none"> Limit wildlife habitat impacts and provide wildlife permeability Maintain scenic and rural character
Existing Community Facilities			
Public Quasi-Public (PQP)	✓ 100% Public facility	Town Districts: 13, 14, 15, 17, 18, 19, 20, 21, 23, 24 County Districts: 1, 3, 4, 5, 6, 8, 9, 10, 11, 12	Use Emphasis and Intensity <ul style="list-style-type: none"> Acknowledges existing public and quasi-public uses. New public facilities are not restricted to location in this classification Site Design Priorities <ul style="list-style-type: none"> Facilities accommodating the public should orient for pedestrian and transit access.
Open Space Parks (OSP)	✓ 100% Open Space	Town Districts: 13, 14, 15, 16, 17, 18, 21, 23, 25 County Districts: 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12	Use Emphasis and Intensity <ul style="list-style-type: none"> Acknowledges existing conserved open space used for wildlife or natural resource protection, agriculture, or passive or active recreation. Active recreation parks will have the most intense human use, wildlife protection conservation easements should have little human use. Building Form and Orientation <ul style="list-style-type: none"> Building will be limited and accessory to the open space use of the property Site Design Priorities <ul style="list-style-type: none"> Enhancement of the identified wildlife, agriculture, or recreation value of the open space

Future Land Use Map

The Future Land Use Map is a communitywide “picture” that depicts the Comprehensive Plan and geographically prioritizes the values of the community. The map shows the areas appropriate for conservation and development to guide future site specific land use decisions.

However, the map is not regulatory. Boundaries between classifications are not exact and should not be used as definitive delineations of where conservation and development are appropriate or not. The Future Land Use Map is not a zoning map. The map is guide to inform future land use decisions. Site specific regulation is the role of the land development regulations and zoning map.

Insert joint Town/County map

Back of plan map...

Buildout Calculations

Buildout is a valuable analysis tool. Buildout calculations validate the Future Land Use Plan against the community vision and create a benchmark for the monitoring of future development patterns. Potential buildout is calculated by applying numerous assumptions to the Future Land Use Plan to see the amount of development possible in each area of the community based on our desired land use pattern (see Appendix I for assumptions and calculations).

Buildout does not represent a community goal, regulatory cap, growth projection, or realistic expectation of the development that will occur over the life of this Plan. However, over time, the town and county planning departments can monitor and compare actual development with the buildout numbers to determine if we are achieving our desired land use pattern.

Residential Buildout

The community has identified that a nodal land use pattern will enable us to realize our vision—with the Town of Jackson as the largest node at the heart of the region. The proposed nodal land use pattern generally concentrates dwelling units in areas of existing development and infrastructure and preserves areas of crucial habitat.

Residential in County Rural Districts

The county rural districts contain almost all the mapped critical wildlife habitat and compose 96% of the private land of Jackson/Teton County. Under this Plan they will contain less than 40% of potential new residential development—with 2,100 to 3,500 new units possible. Under 2009 zoning and regulations these districts contained over 70% of potential new units—with approximately 5,600 new units possible.

Residential In County Nodes and the Town of Jackson

The county nodes and Town of Jackson are generally located outside of critical habitat areas and compose only 4% of private land and. They will contain over 60% of potential new residential development under this Plan—with approximately 3,400 to 6,400 new units possible. Under 2009

zoning and regulations these districts contained less than 30% of potential new units—with approximately 2,200 new units possible.

The total residential buildout potential under this Plan will range from 5,400 to 9,900 new units, depending on the zoning maps and land development regulations in place. 2009 zoning and regulations would have allowed approximately 7,800 new units depending on the use of unpredictable discretionary tools.

Non-Residential Buildout

Non-residential development is composed of many uses. Retail, industrial, office, and lodging uses are all considered within these numbers. This Plan calls for an communitywide reduction in non-residential floor area and the consolidation of most new non-residential uses within the Town as a part of promoting Town as the “Heart of the Region”. In the county nodes the focus will be on the provision of local basic services that add to local economic and social vibrancy and viability and promote alternate modes of transportation. Industrial development, which is important to the economic and social diversity of the community but requires greater land area, will be provided for in the county.

Non-Residential in County Rural Districts

Under this Plan, the county rural districts will contain about 27% of potential new non-residential development—with 1.7 to 2.4 million square feet of new non-residential floor area possible. Under 2009 zoning and regulations these districts contained about 38% of potential new floor area—with about 3.6 million square feet of new non-residential floor area possible.

Non-Residential in the County Nodes and the Town of Jackson

The Town of Jackson will contain about 60% of potential new non-residential development—with 3.7 to 5.4 million square feet of new non-residential floor area possible. Under 2009 zoning and regulations the Town contained about 51% of potential new floor area—with about 4.9 million square feet of new non-residential floor area possible.



Town of Jackson

The county nodes will contain about 12% of potential new non-residential development, with about the same development potential as 2009 zoning and regulation allowed. New non-residential development could range from 0.8 to 1.0 million square feet.

Total new non-residential development will range from 6.2 to 8.8 million square feet under this Plan depending on the zoning maps and land development regulations in place. 2009 zoning and regulations would have allowed plus or minus 9.4 million new square feet depending on use of unpredictable discretionary tools.

Projected Growth

The Future Land Use Plan at buildout supports projected growth, accommodating 50 to 60 years of residential growth and 30 to 40 years of non-residential growth, based on recent growth rates.

Residential

At the 2000 to 2008 residential growth rate of 1.2%, about 1,200 new residential units could be expected in Jackson/Teton County over the next ten years and 1,800 new units over the next fifteen years.

Non-Residential

From 2000 to 2008 an average of 195,000 square feet of new non-residential floor area was constructed annually in Jackson/Teton County. At this rate, 1.95 million additional square feet can be expected over the next ten years and 2.93 million new square feet over the next fifteen years.

Districts

The twenty-five districts that follow provide area snapshots of the Future Land Use Plan. Each district focuses on one part of the community (either unincorporated county or town) and demonstrates the growth pattern that is suitable for the area based on the overall community vision. The community understands that to be stewards of wildlife and natural and scenic resources, it is appropriate to consolidate the human population and growth into certain areas and attempt to conserve others. The districts that start on page 88 show how each district fits into the overall community vision. The location specific maps and descriptions are still a part of the “picture” of this Plan that geographically prioritizes the community’s values. They show areas appropriate for conservation those appropriate for development and will guide future site specific land use decisions. Boundaries between classifications are no more exact in the district descriptions than on the communitywide map. The maps and descriptions should not be used as definitive proclamations of where conservation and development are appropriate or not. Each district description contains:

1. **Priority Themes for Each District.** The balance of the community’s regional land use values results in varying prioritization of this Plan’s themes at the local level. While the communitywide prioritization of the themes is outlined in the Vision chapter, the community desires a prioritization of the themes of this Plan locally to have predictable discussion of site-specific land use applications. All seven themes are listed in order of priority for each district. The themes at the top of the list should be the focus and primary guide for land use decisions within each district.
2. **A Small-Scale Future Land Use Map.** A map that is specific to the particular district is provided. The smaller scale of the map does not add definitiveness or regulatory strength to the map; it helps understand a certain area better in the context of the whole.

3. **Conservation/Development Goals.** The description also relates to Land Use Classifications and appropriate conservation and development patterns within the district, balancing the community’s land use and other values. The description is intended to provide guidance and predictability in future site specific land use decisions; it does not mandate or prescribe a specific conservation or development pattern.

Unincorporated County Districts:

County Rural:

1. Alta
2. Buffalo Valley
3. Gros Ventre/Kelly
4. North of Town
5. Eastbank
6. Westbank
7. Hog Island/Game Creek
8. Canyons/Hoback Junction

County Nodes:

9. Teton Village
10. Aspens
11. Wilson
12. South Park

Town of Jackson Districts:

Town Stable:

13. West Jackson
14. Southern Hillside
15. East Jackson
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Town Targeted Growth:

17. The “Y”
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20. Southeast Jackson
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Town Commercial:

22. South Highway 89
23. Central Business District
24. South Cache/Snow King Corridor
25. Snow King Resort