

# Illustration of Our Vision





## Why Illustrate Our Vision?

Realizing our vision requires proactively planning for what we want - rural open spaces and high quality complete neighborhoods - by identifying where we want them and what we want them to look like. Our Vision is to direct development toward suitable areas in order to preserve and protect the ecosystem; and design development to enhance our quality of life. The Illustration of Our Vision defines the type of preservation or development in each area of the community that will allow us to realize our Vision. In areas suitable for development, the Illustration of Our Vision describes how we will protect the character we love while ensuring that development contributes to achieving the goals of the Comprehensive Plan. In all other areas, the Illustration of Our Vision describes how we will preserve and enhance wildlife habitat, wildlife connectivity, scenic vistas, and open space.

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

The Illustration of Our Vision also provides accountability and measurability. By defining the existing and desired character of each area of the community, we can quantify our progress toward achieving the rural open spaces and high quality complete neighborhoods we desire. With this data we can determine what strategies work in which locations and improve our understanding of why certain strategies are more or less appropriate in certain situations. The Illustration of Our Vision will enable the rigorous analysis needed to continually adapt our implementation strategies to ensure that preservation and development occur in the desired amount, location and type.



# How is the Vision Illustrated?

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

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

While our community's 15 Character Districts share common values, each has a unique identity. Based upon the presence or absence of specific characteristics, each Character District is classified as either a Rural Area focused on ecosystem stewardship or a Complete Neighborhood focused on protecting and enhancing great neighborhoods. The map on pages IV-4 and IV-5 shows the Character District boundaries, specific Complete Neighborhood and Rural Area characteristics and the classification of each district.

At the next level, each Character District is divided into subareas. Each subarea is categorized as Stable, Transitional, Preservation or Conservation based upon the existing character of the subarea and the desired future character for the entire district. Stable and Transitional subareas are the most suitable locations for people to live, work and play. Subareas focused on ecosystem stewardship are designated as Preservation or Conservation. Because our Vision is to preserve and protect the area's ecosystem in order to ensure a healthy environment, community and economy for current and future generations, the community has committed to locating less than 40% of future development in the Preservation and Conservation subareas that make up roughly 93% of the private land in the community. At least 60% of future development will be directed into Stable and Transitional subareas, which make up only about 7% of the private land in the community. The map on pages IV-6 and IV-7 shows the subareas and defines the subarea classifications.

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





15 Character  
Districts

Rural  
Areas

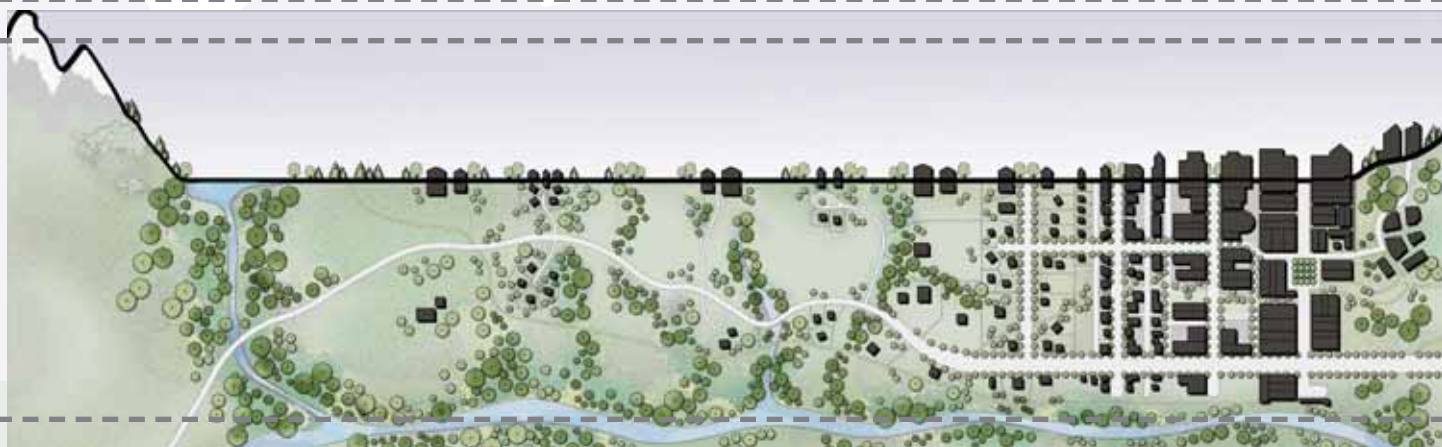
Complete  
Neighborhoods

Preservation

Conservation

Stability

Transition



# Complete Neighborhoods + Rural Areas

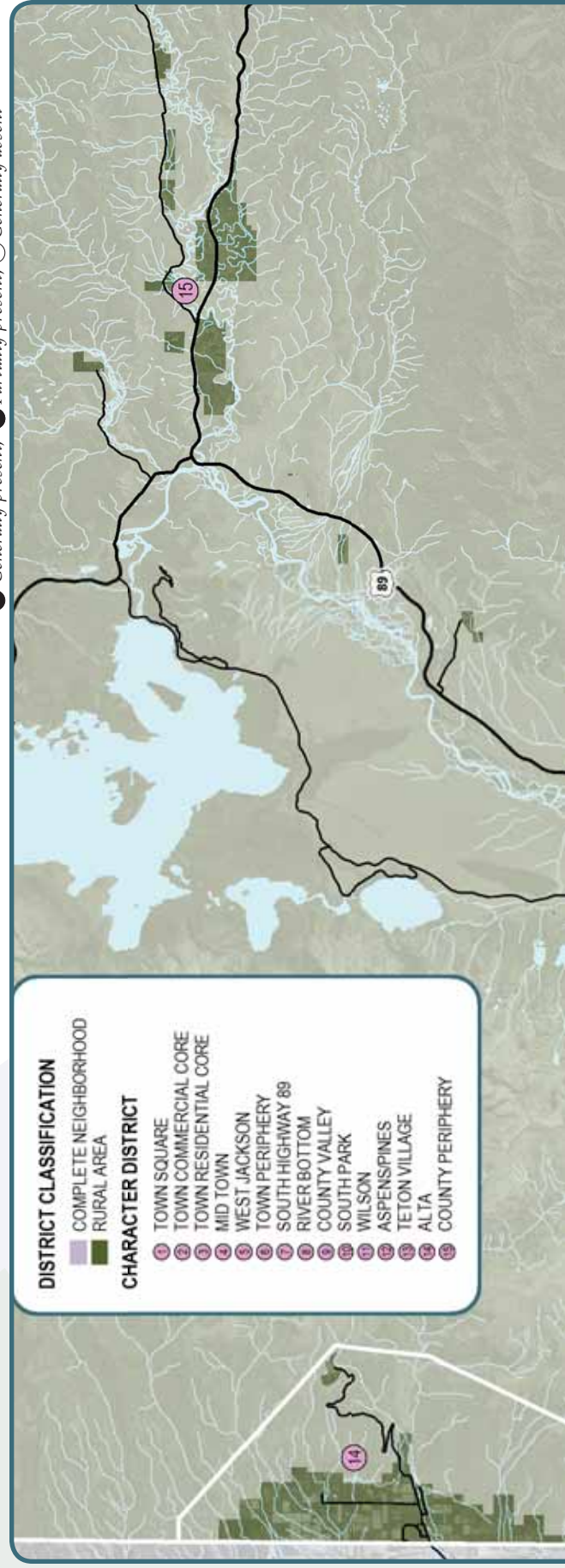
Character Districts

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

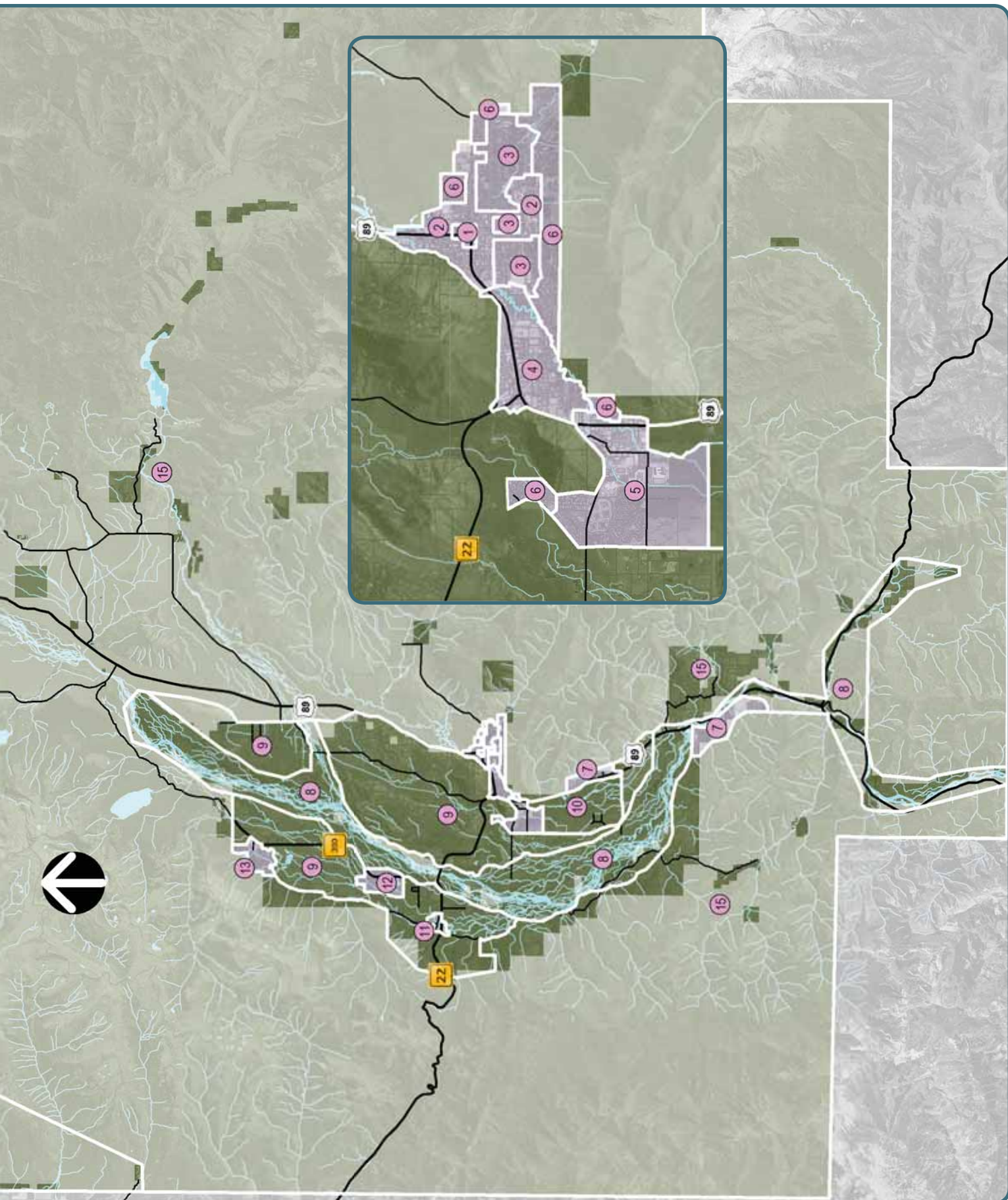
Complete neighborhoods provide:

Rural areas provide:

● Generally present; ● Partially present; ○ Generally absent







# Areas of Stability, Transition, Preservation + Conservation

## Complete Neighborhood Areas of Stability

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

## Complete Neighborhood Areas of Transition

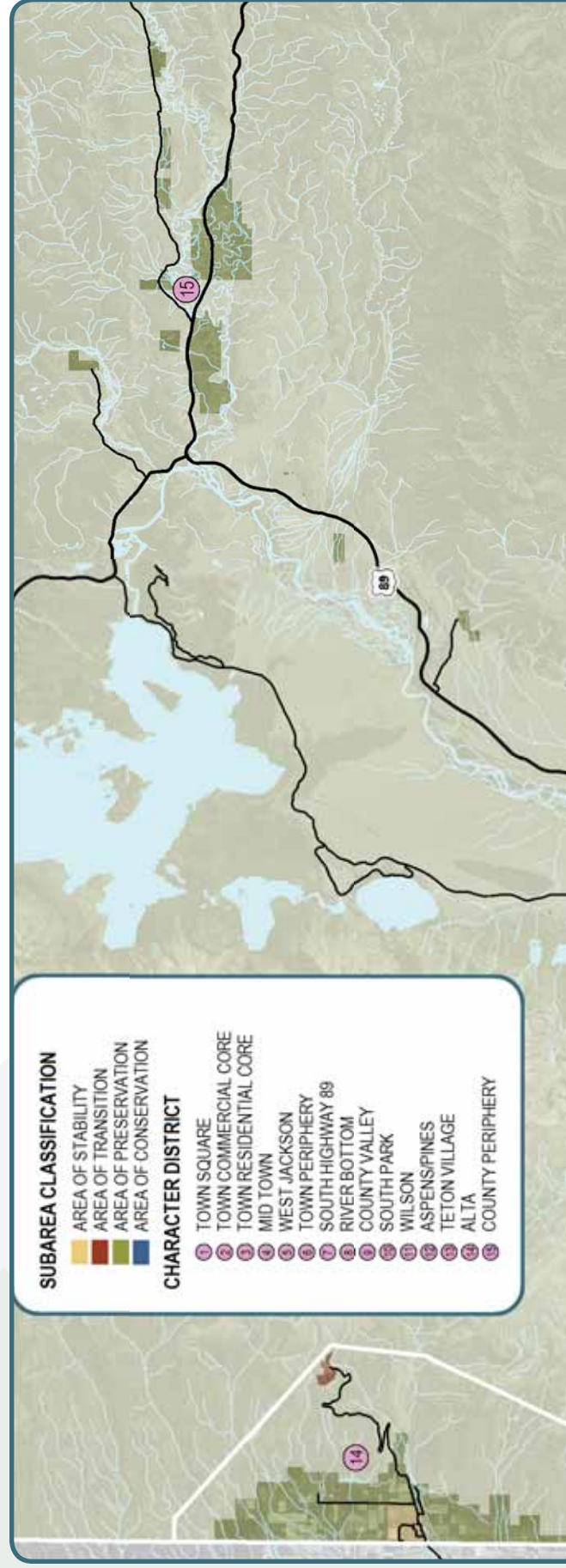
- Subareas where most of the community would agree that development/redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy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

## Rural Areas of Preservation

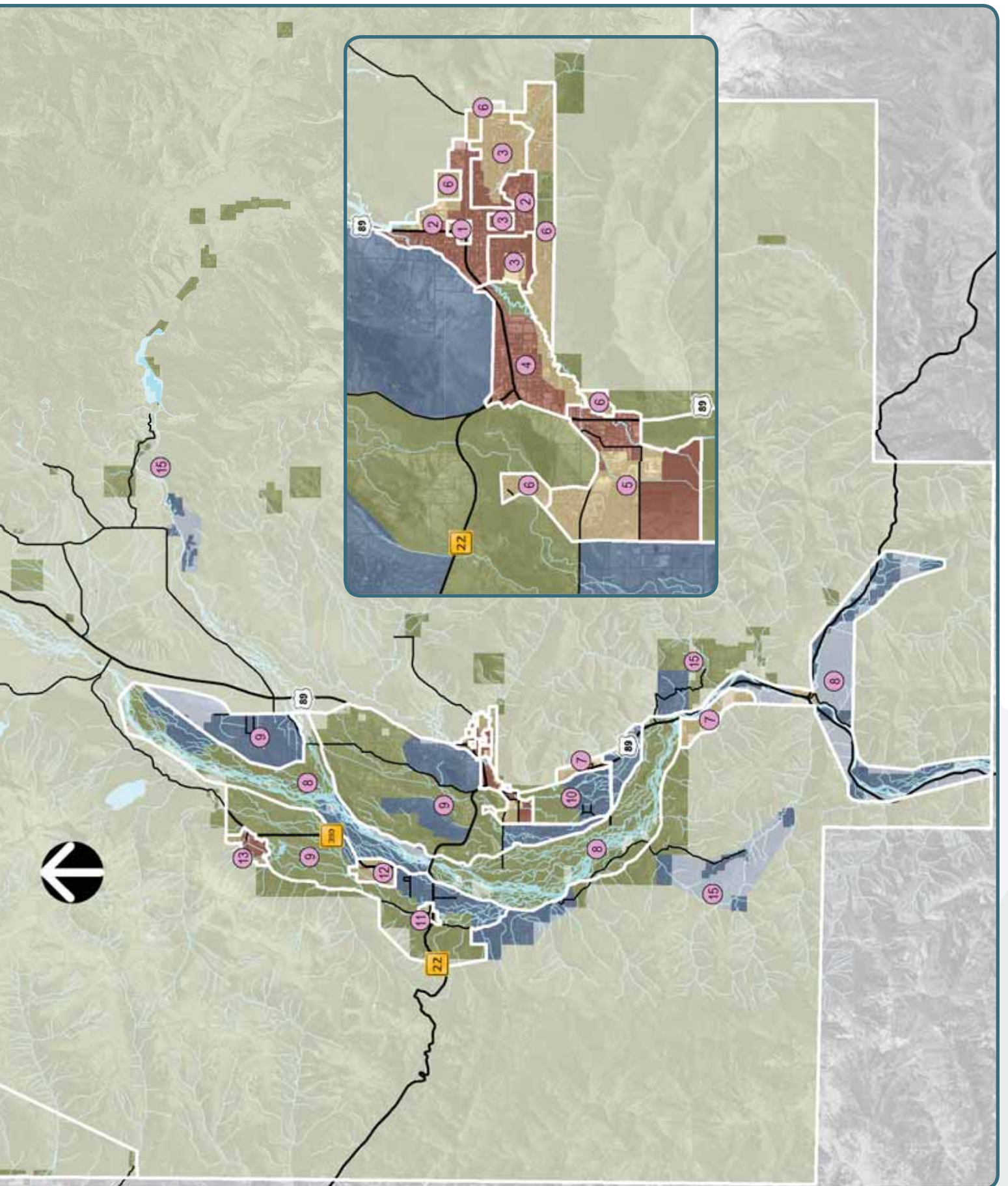
- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

## Rural Neighborhoods with Conservation Opportunities

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







# Character Defining Features - Map Symbols

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

## *Common Value 1 – Ecosystem Stewardship*



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



Agriculture: Agricultural use should be characteristic of the subarea.



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



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



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

## *Common Value 2 – Growth Management*



Gateway: A gateway into the community.



Public Parking: Existing parking provided by the Town of Jackson.



Road Corridor Enhancement: A roadway corridor that will be characterized in the future by enhanced pedestrian and commercial vitality.











Creek Corridor Enhancement: A creek within a complete neighborhood that will be characterized in the future by enhanced recreational opportunities and ecological value.



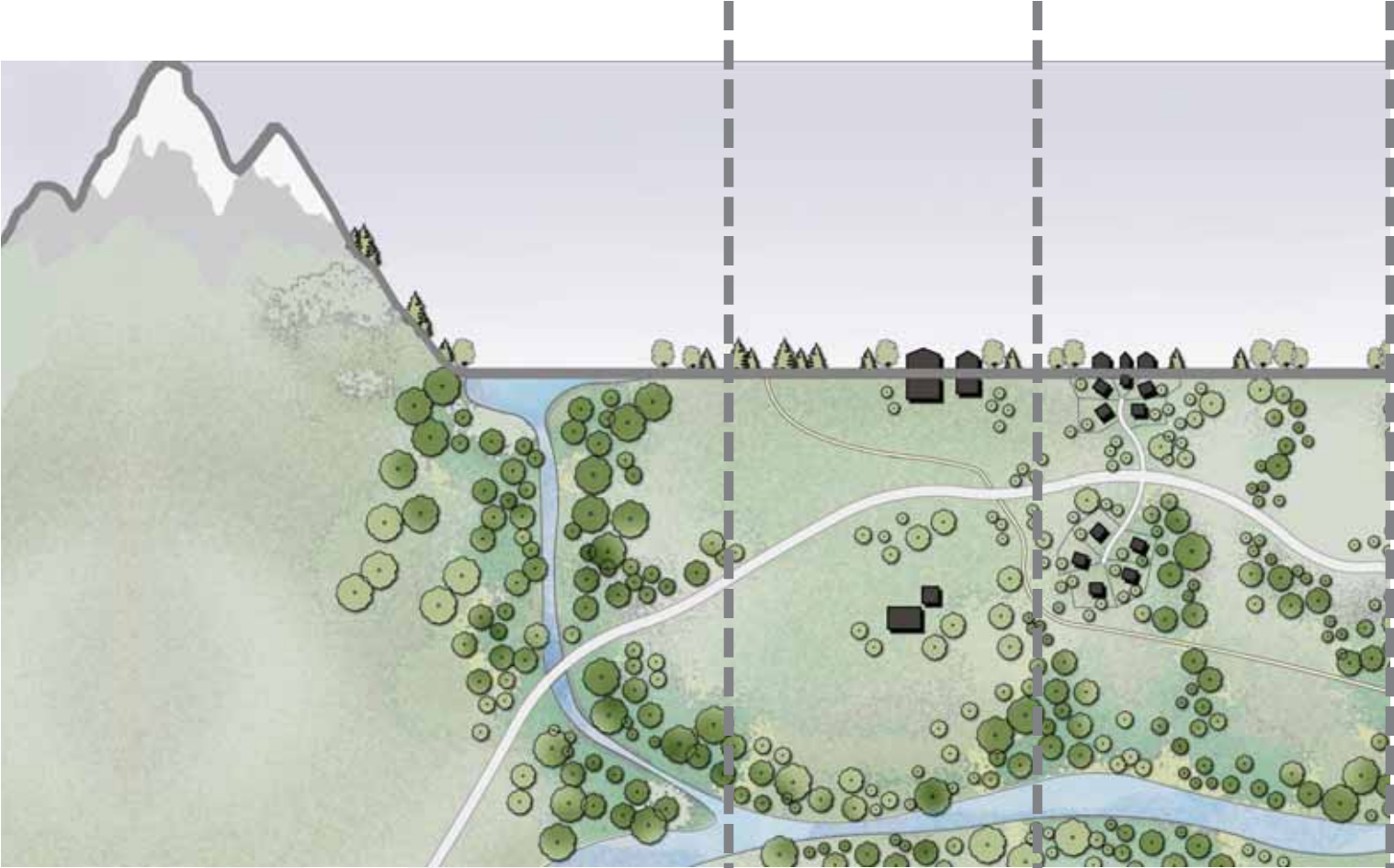
---

### *Common Value 3 – Community Character*

-  Workforce Housing: Housing occupied by the workforce should be a characteristic of the subarea.
-  START Service: START service should be a characteristic of the subarea.
-  Local Convenience Commercial: Local convenience commercial should be located within the subarea.
-  Industrial: Light industrial and heavy retail use should occur in the subarea.
-  Parks and Recreation: Existing parks and recreation facilities.
-  School: Existing schools.
-  Key Transportation Network Project: Transportation network projects identified in Policy 7.2.d.
-  Existing/Proposed Pathways: Existing and proposed pathways identified in the Pathways Master Plan (2007).
-  Improved Interconnectivity: An area that will be characterized in the future by increased interconnectivity.

# Character Defining Features - Neighborhood Form Continuum

A Neighborhood Form identifies the general pattern and intensity of development representative of a certain character. One or more neighborhood forms are associated with each subarea. Below is a transect that depicts the continuum of Neighborhood Forms that make up our community and shows the relationship between the various patterns and intensities that define our character.



	Preservation	Agriculture	Clustering
Acres	n/a	70+	35+
Height	n/a	n/a	2 story
Use	Preservation	Residential, Conservation	Residential, Conservation
Special Considerations	Preserved open space, wildlife habitat	Agricultural exemptions + incentives, scale of historic agricultural compounds	Improved wildlife habitat, open space and scenic protection with respect for private property rights, integrated transportation planning, scale of historic agricultural compounds







Habitat/Scenic	Conservation	Residential	Village	Village Center	Town	Resort/Civic
+/- 35	1-5	± 1	n/a	n/a	n/a	n/a
2 story	2 story	2 story	2 story	2-3 story	2-3 story	n/a
Residential, Conservation	Residential	Residential	Residential, Local Convenience Commercial, Civic	Residential, Commercial, Industrial, Civic	Residential, Commercial, Civic	Resort, Civic
Design for wildlife and/or scenery, scale of historic agricultural compounds	Design for wildlife and/or scenery, scale of historic agricultural compounds	Design for wildlife and/or scenery, scale of historic agricultural compounds	Variety of housing types, complete streets, workforce housing	Mixed use, pedestrian oriented, complete streets, workforce housing	Pedestrian oriented, public spaces, complete streets, workforce housing, employment center	Master Planned, more intense development, public, semi-public facilities

Our community's Vision is illustrated in 15 Character Districts. Each Character District has unique issues, opportunities and objectives. Each Character District guides the overall implementation of the Comprehensive Plan and will ensure that preservation and development occur in the desired amount, location and type throughout the community.

- 

- 

- | 3 Complete Neighborhood + Rural Area Chart |   |  |        |  |
|--|---|--|--------|--|
|  | DEFINITION  | EXIST.   | FUTURE |  |
| COMPLETE<br>NEIGHBORHOOD                   | Defined Character/High Quality Design             |  |        | Defined character for enhanced             |
|  | Public Utilities                                  |  |        | Services                                   |
|  | Quality Public Space                              |  |        | Enhance parks, pathways, Fish Creek        |
|  | Variety of Housing Types                          |  |        | Single family with some ADUs/duplexes      |
|  | Walkable Schools, Commercial + Recreation         |  |        | Maintain local centered core and amenities |
|  | Connection by Complete Streets                    |  |        | Improve pedestrian connectivity            |
| RURAL                                      | Viable Wildlife Habitat + Connectivity            |  |        | Maintain/enhance permeability              |
|  | Natural Scenic Views                              |  |        |  |
|  | Agricultural + Undeveloped Open Space             |  |        |  |
|  | Abundance of Landscape over Built Form            |  |        | Maintain existing ratio                    |
|  | Limited, Detached, Single Family Res. Development |  |        |  |
|  | Mutual Nonresidential Development                 |  |        |  |
|  | Legend  | Generally Present               Partially Present               Generally Absent |        |  |
- IV-68



4. Existing + Future Characteristics describe in words the existing and future character of the district, focusing on the elements of character that should be preserved or enhanced. This section provides the overall goals and vision for the district.

#### 4 Existing + Future Desired Characteristics

Wilson is a small complete neighborhood with a broad reach. While relatively few residents live in the district, many more outside the district rely on it for services and consider it their home. In addition, it is the western gateway into the community for those travelling over Teton Pass. Wilson is characterized by quality social, economic, and natural amenities. It has parks, a community center, an elementary school, childcare, a general store, a hardware store, offices, medical services, restaurants, and bars all within a short distance. Fish Creek and the riparian areas of Wilson provide crucial wildlife habitat and wildlife corridors. Surrounding the district is permanently conserved agricultural open space.

Protecting Wilson's existing character while enhancing the district and meeting the community's growth management goals is the primary issue in Wilson. Wilson's future character should be consistent with the vision which endears it to so many community members today. The district's residential subareas should maintain their character and Wilson should continue to provide locally-oriented commercial and neighborhood services that limit the need for trips from the west bank into Town. The provided services should be supportive of the residents of the district and those otherwise passing through the district without relying on additional development potential or attracting trips from elsewhere in the community. Pedestrian connectivity throughout the district should be enhanced by improved pedestrian access from the residential subareas into the commercial core, a more pedestrian-oriented design of the commercial core, and safe and convenient pedestrian crossings of Highway 22 in the commercial core and at the school. In addition, START should become a more visible and viable option for residents of Wilson and surrounding areas. Wildlife should continue to thrive through the periphery and riparian corridors of Wilson.

5. The Policy Objectives are policies from the Common Value chapters of the Comprehensive Plan that are particularly relevant and should be implemented in the district. There may be other policies that apply to the district, but these are the key objectives to be met in the district in order for the community to achieve our overall vision.

#### 5 Policy Objectives

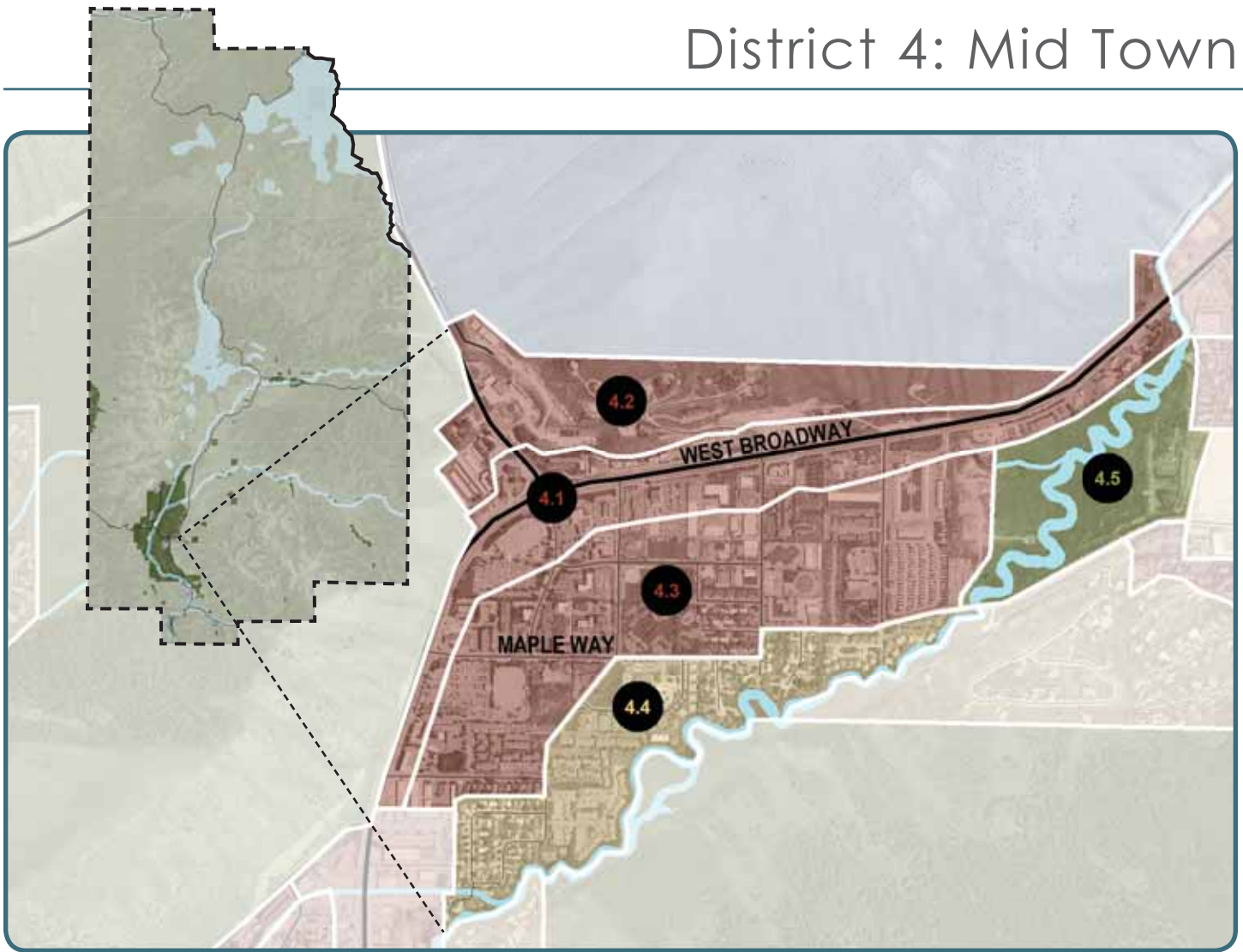
Common Value 1: <i>Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability 1.2.a: Buffer water bodies, wetlands, and riparian areas from development
Common Value 2: <i>Growth Management</i>	3.2.b: Locate nonresidential development to Complete Neighborhood 3.2.d: Emphasize a variety of housing types 3.2.f: Enhance natural features in the built environment
Common Value 3: <i>Community Character</i>	5.3.b: Preserve existing workforce housing stock 6.2.c: Encourage local entrepreneurial opportunities 7.1.c: Increase the capacity for use of alternative transportation modes

6. The Character Defining Features describe each subarea through text, neighborhood forms, and photos and/or drawings. The focus of the description is the character priorities that will allow for the desired character of the district, and consequently the community Vision, to be achieved. The neighborhood form(s) depict the general pattern and intensity of development that meets the desired character; while the illustrations and/or photos provide a more detailed illustration of the desired built form. The entire continuum of built forms can be found on pages IV-8 and IV-9.

#### 6



# District 4: Mid Town

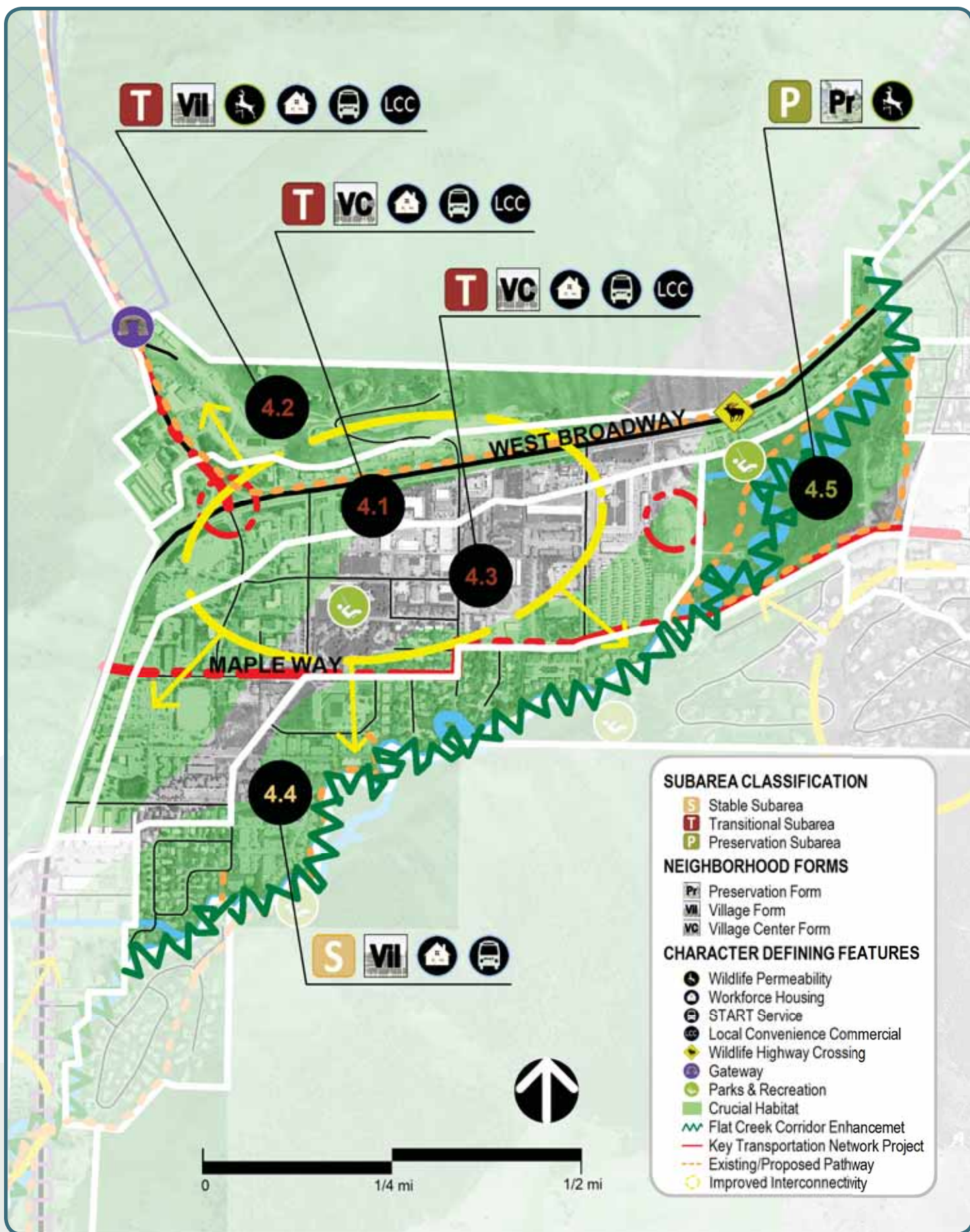


## Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design			Two- to three-story buildings, street wall with landscape buffer creating a vibrant pedestrian mixed use area
	Public Utilities			Water, sewer, storm sewer
	Quality Public Space			Powderhorn Park, Karns Meadow and Garaman Park Pathway
	Variety of Housing Types			Single family, duplex, condominiums, townhomes, apartments, multi-family
	Walkable Schools, Commercial + Recreation			Post office, START, limited convenience commercial, schools, parks, pathways
	Connection by Complete Streets			Accommodations for alternative transportation modes a priority
RURAL	Viable Wildlife Habitat + Connectivity			Flat Creek enhancement, wildlife crossings
	Natural Scenic Vistas			Maintain forested and undisturbed hillsides
	Agricultural + Undeveloped Open Space			Karns Meadow
	Abundance of Landscape over Built Form			
	Limited, Detached, Single Family Res. Development			
	Minimal Nonresidential Development			

Legend: Generally Present; Partially Present; Generally absent





## Existing + Future Desired Characteristics

Midtown is one of the most complete neighborhoods in the community. It contains many of the service, office and retail establishments that meet Teton County residents' daily needs. It also contains a significant amount of workforce housing in a variety of housing types, including single family, duplex and multi-family structures. Another important characteristic of the district is the "Y", the intersection of the community's two main highways, U.S. 89 and Wyoming 22. Midtown is a highly visible District that is experienced on a daily basis by most residents. Today, the land use pattern is automobile-oriented and made up of large blocks containing low intensity single-use structures (both residential and non-residential) surrounded by significant surface parking, with little connectivity between blocks and lots. It is also the location of a significant amount of existing lodging uses developed prior to the 1994 plan that will be allowed to continue in the future. Flat Creek is the significant natural feature of the district.

The future vision is to create a walkable mixed-use district with improved connectivity and increased residential population. Key to achieving this vision will be the creation of a concentrated and connected land use pattern. To support this goal, future land uses will continue to include a variety of non-residential uses serving the needs of the local community and a variety of residential types focusing on workforce housing in multi-family and mixed-use structures, specifically including deed-restricted rental units.

Mixed-use, non-residential and multi-family residential buildings should be two to three stories in height and oriented to the street. Some limited four story structures will be considered when adjacent to a natural land form. In the future, a landscape buffer between buildings and the street with well-designed green space and/or hardscape will be important to create an attractive pedestrian environment becoming of a desirable, walkable, mixed-use district. Parking areas should be predominantly located behind buildings or screened from view. The creation of complete streets will be critical to increase connectivity between uses and between blocks and lots by all modes of travel. It is also important to recognize Snow King Avenue as a primary transportation corridor that will need to be maintained and improved in order to support regional transportation goals.

Despite the intensity of human activity within the district, Midtown contains or is adjacent to prominent natural resource lands such as the Karns Meadow, Flat Creek, East Gros Ventre Butte, High School Butte and the northwestern foot of Snow King Mountain. A key characteristic of this area is the mule deer movement corridor between East Gros Ventre Butte and Karns Meadow, and consequently, the high rate of wildlife vehicle collisions along West Broadway Avenue. The natural resources found in or adjacent to this district should be considered in the course of future planning, with development being located in a way that protects wildlife habitat and facilitates wildlife movement through the district. Future enhancements and redevelopment should seek to incorporate Flat Creek as a recreational and ecological amenity for the entire community.

Whether it is enhancing the gateway to Town at the Y intersection, redeveloping under-utilized properties with mixed-use structures, improving alternative transportation infrastructure and connectivity, or enhancements to Flat Creek - change in this district is desirable.





## Policy Objectives

---

### *Common Value 1: Ecosystem Stewardship*

1.1.c: Design for wildlife permeability

---

### *Common Value 2: Growth Management*

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

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

4.2.c: Create vibrant walkable mixed-use districts

4.3.a: Preserve and enhance stable neighborhoods

4.3.b: Create and develop transitional neighborhoods

4.4.b Enhance Jackson gateways

4.4.d: Enhance natural features in the built environment

---

### *Common Value 3: Community Character*

5.2.d: Encourage deed-restricted rental units

5.3.b: Preserve existing workforce housing stock

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

6.2.c: Encourage local entrepreneurial opportunities

7.1.c: Increase the capacity for use of alternative transportation modes

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

7.3.b: Reduce wildlife and natural and scenic resource transportation impacts

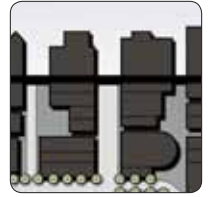


# Character Defining Features

## 4.1: Highway Corridor

This TRANSITIONAL subarea is dominated by West Broadway Avenue, Highway 22 and the Y intersection. Development intensity should be oriented towards these roadways and configured in two to three story mixed-use buildings with adequate setbacks and screening proportional to these busy highway corridors and intersections. Along the north side of West Broadway four stories buildings will be allowed when they are built into and used to screen the adjacent hillside. All building designs should incorporate techniques to mitigate height such as stepping back upper floors from the streetscape. Parking areas should be predominantly in the rear or screened from view. The lower levels of buildings should contain a variety of non-residential uses including retail, service and office uses catering to locals, while residential uses should be located predominantly on the upper levels of mixed-use buildings or to the rear of a site and away from the highway. It will be important to successfully integrate the land uses and patterns in this area with the adjacent sub-area 4.1.

A goal of the subarea will be to implement complete street amenities, balancing the needs of vehicle and alternative transportation users. Pedestrian connectivity across West Broadway will be needed to ensure access to the neighborhood amenities located in the southern portion of the district. Some single use and auto-oriented uses (e.g. gas stations and auto dealers) will still be needed in the future. These uses should follow the desired building form and pattern as much as possible, including providing connectivity by all travel modes to adjacent lots. A key challenge in this area will be to identify a solution to accommodate a wildlife crossing along West Broadway Avenue.



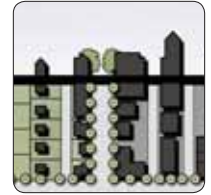
Village Center





## 4.2: Northern Hillside

This TRANSITIONAL subarea must strike a delicate balance between allowing some mixed-use and residential development while maintaining wildlife permeability and the natural form of the undeveloped hillsides. A key to successful future development will be to sensitively place development in harmony with the existing terrain in order to minimize land disturbance. Development intensity in this area should be less than that found within the adjacent subarea 4.1. Structures will be allowed up to two stories and may be configured in a variety of layouts with attached and detached units blending into the natural surroundings. Smaller building footprints will be encouraged in order to provide adequate open and/or landscaped areas. A variety of residential types, including live/work, multi-family, and duplexes, may be appropriate in this area depending on the specific characteristics of a site and its existing topography. Low density single-family housing may continue to be appropriate at the edges of this area, particularly when adjacent to existing undisturbed hillsides. Future development should address wildlife permeability and assist in guiding wildlife movement to future roadway crossings.

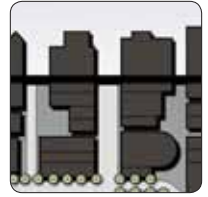


*Village*



### 4.3: Central

This TRANSITIONAL subarea in the core of the district will be critical in achieving the overall goal of transforming the area into a walkable mixed-use district. Opportunities should be taken to expand the currently limited street network in order to break up large existing blocks and increase connectivity for all transportation modes. Key to this transition will be the addition of increased residential intensity in a variety of types and forms to take advantage of the complete neighborhood amenities in the area. Mixed-use structures will be encouraged with non-residential uses located predominantly on the street level and residential units on upper levels. Multi-family structures in a variety of forms will also be desirable. Mixed-use and multi-family residential buildings should be a combination of two and three story structures oriented to the street, though a buffer should be placed between buildings and the street with green space and/or hardscaping. Parking areas should be predominantly located behind buildings or screened from view. Live-work housing opportunities will be encouraged, as well as any other opportunities to promote local entrepreneurship. Single family residential units are not envisioned for this area. Particular care and attention will need to be given to ensure a successful transition from this mixed-use subarea to the adjacent stable residential subarea. The location of buildings and parking, types of uses and overall intensity of use should be considered to ensure a successful blend of these two subareas.



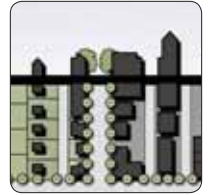
*Village Center*



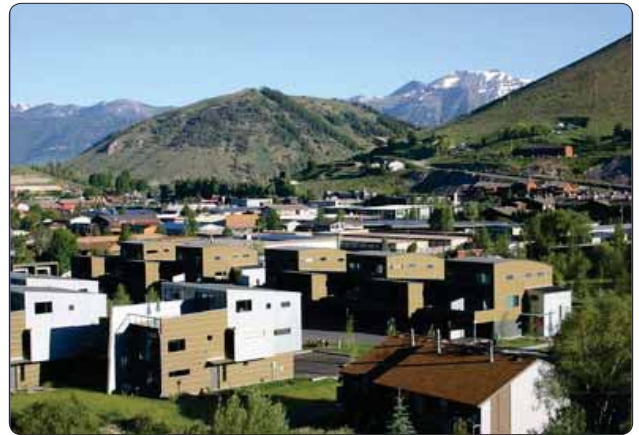


#### 4.4: Residential

This STABLE subarea should continue as a single family and multi-family residential neighborhood with a mix of ownership and rental units in close proximity to complete neighborhood amenities. Pedestrian and bicycle connections should be enhanced, both in terms of internal destinations and those beyond, particularly to schools in other districts. Portions of this subarea also function as a wildlife movement corridor. In the future, wildlife permeability to and from Flat Creek will be maintained and enhanced. Development should also occur in a manner that is sensitive to hillsides, and smaller building footprints should be encouraged in order to provide open and/or landscaped areas. Future improvements to Flat Creek and the adjacent pathway and park system will be needed to support the health of this natural feature for wildlife and residents.



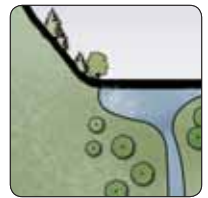
Village



---

#### 4.5: Karns Meadow

This PRESERVATION subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. The needs of wildlife will be prioritized over the provision of recreational amenities. The future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the subarea.



Preservation

