

# 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

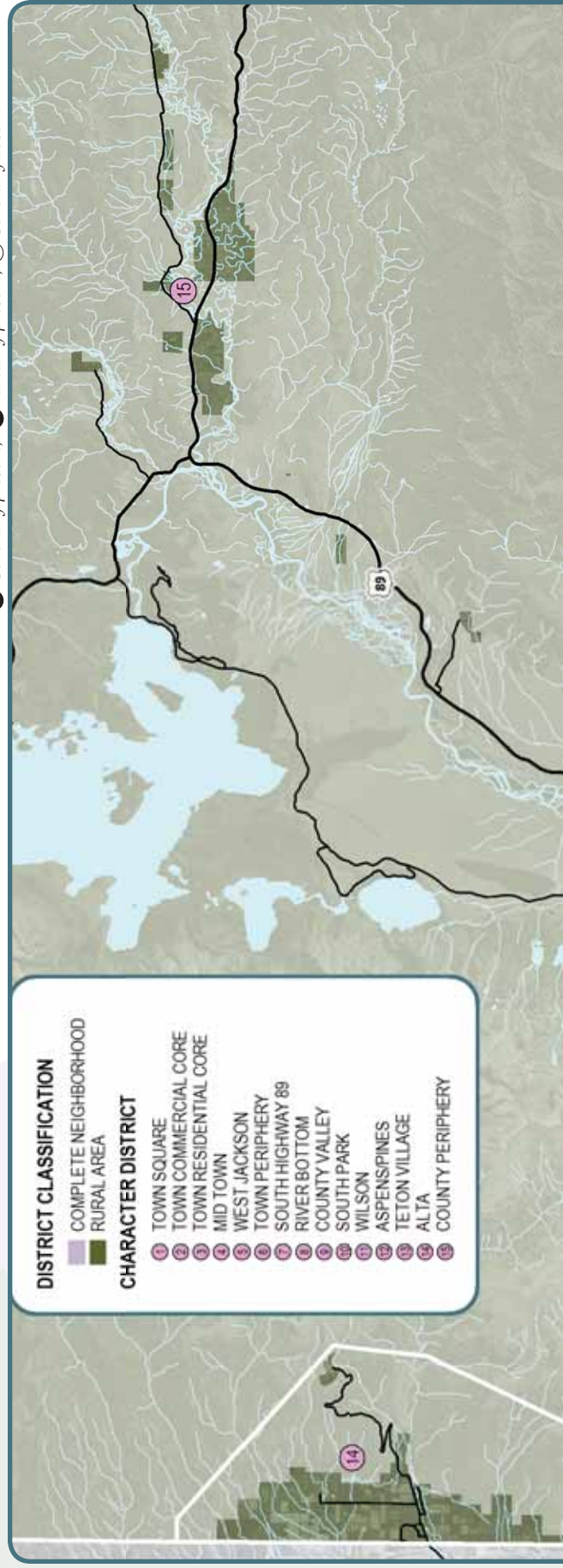
Character Districts

	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			●			●		●	●	●				●	●

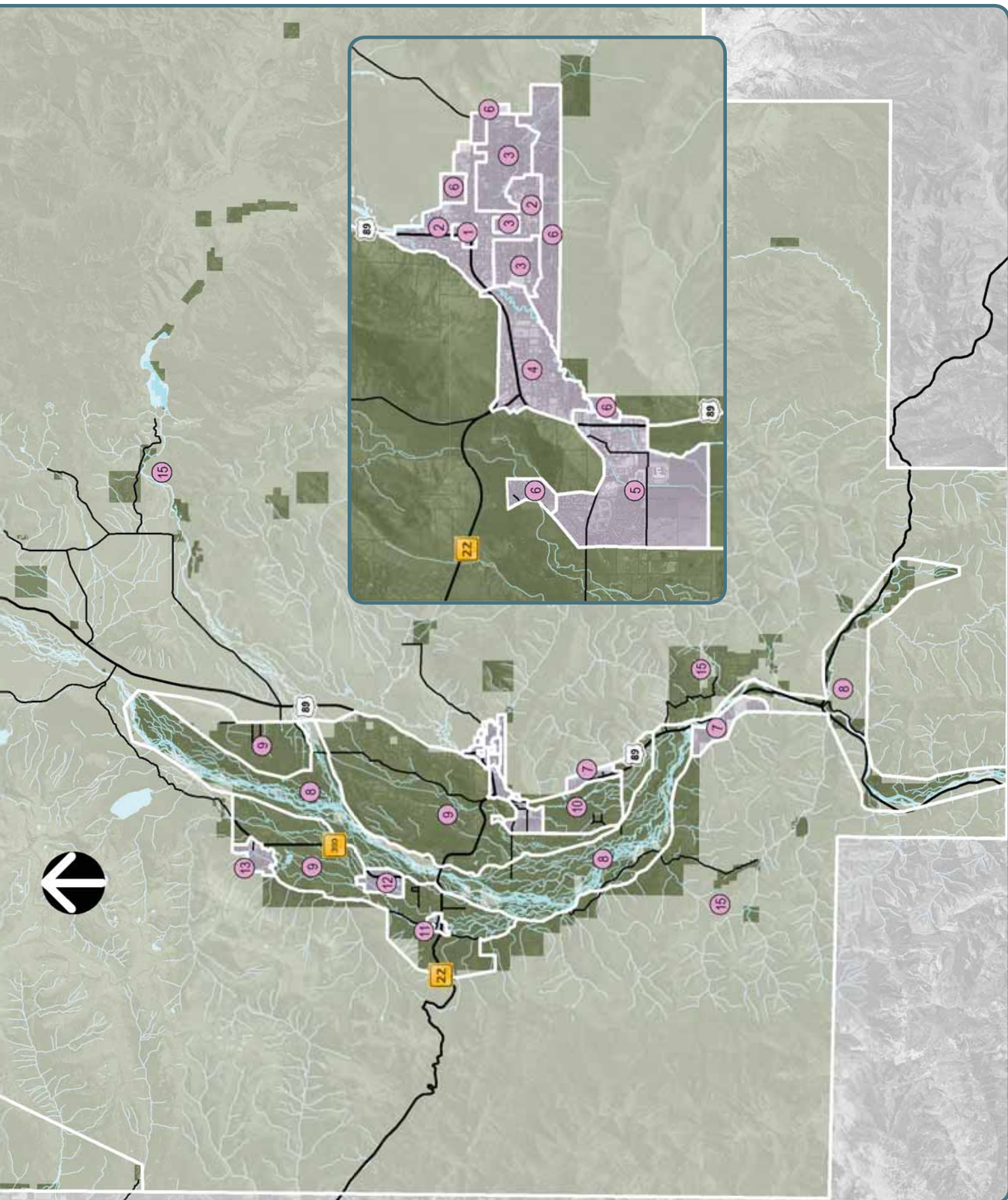
Complete neighborhoods provide:

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

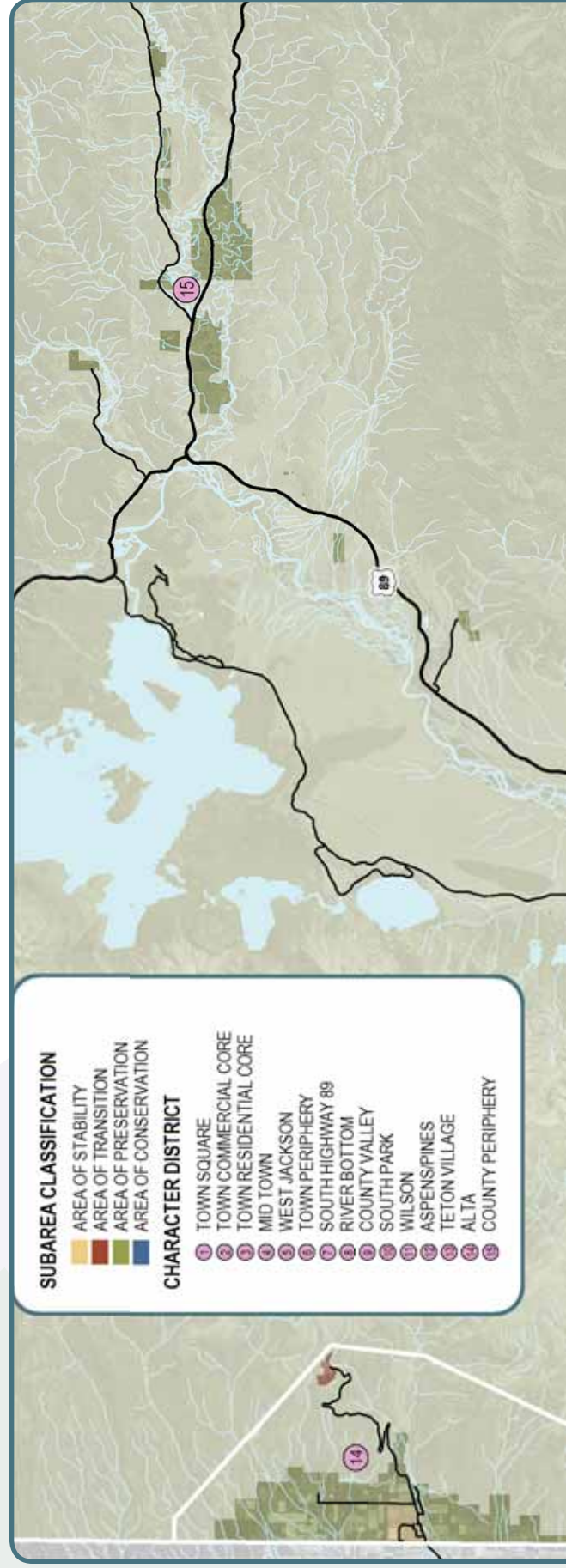
- Subareas where most of the community would agree that development/redevelopment or a change in character would be beneficial
- Subareas that would benefit from reinvestment and revitalization
- Goals for development include improving access to jobs, housing and services and reducing reliance on single-occupancy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

## Rural Areas of Preservation

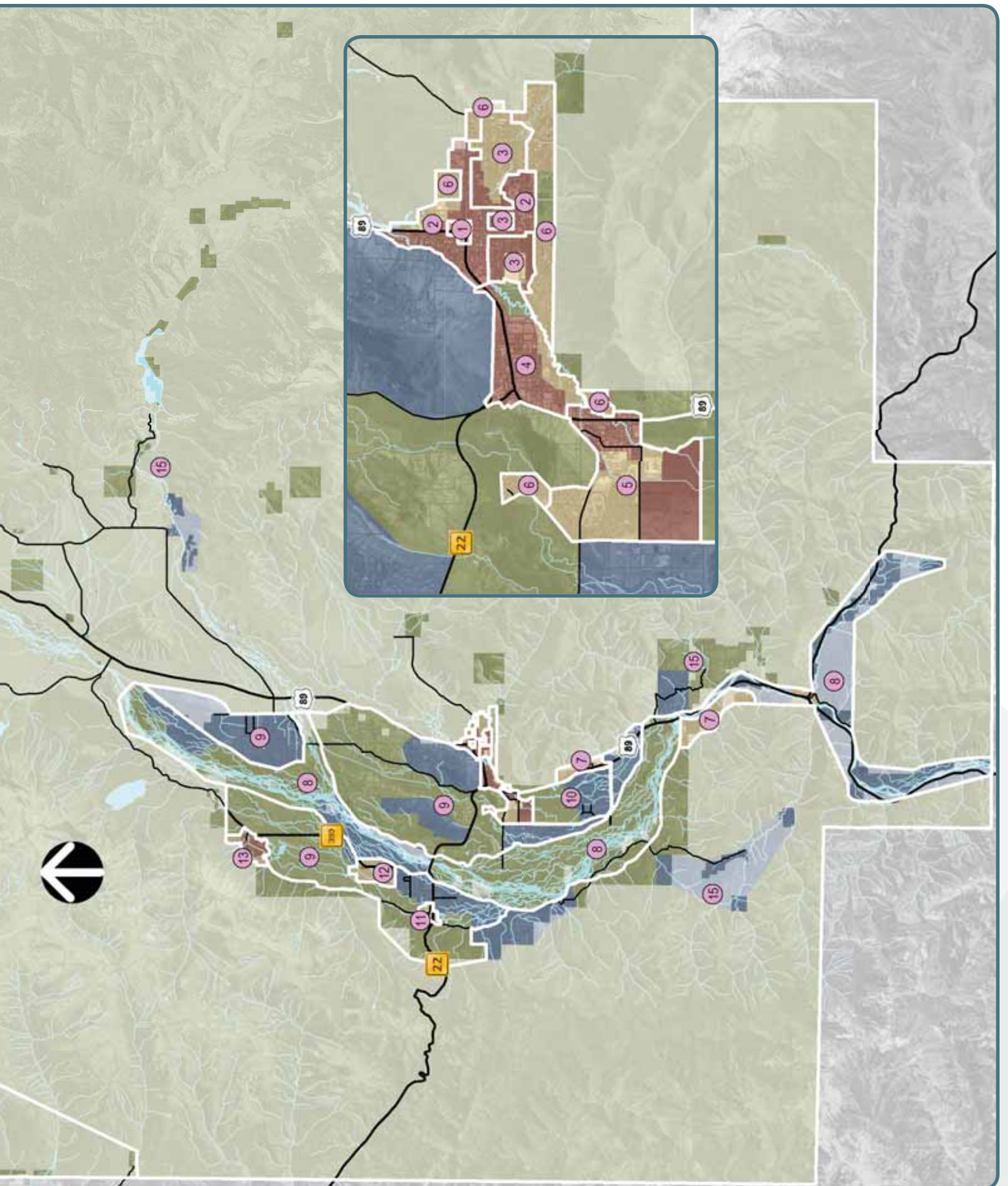
- Subareas in which no change to the existing undeveloped character of the scenic resources and wildlife habitat is necessary
- Additional amenities and infrastructure are inappropriate
- May benefit from some clustered residential development that improves the overall preservation of open space

## 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.



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### *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).

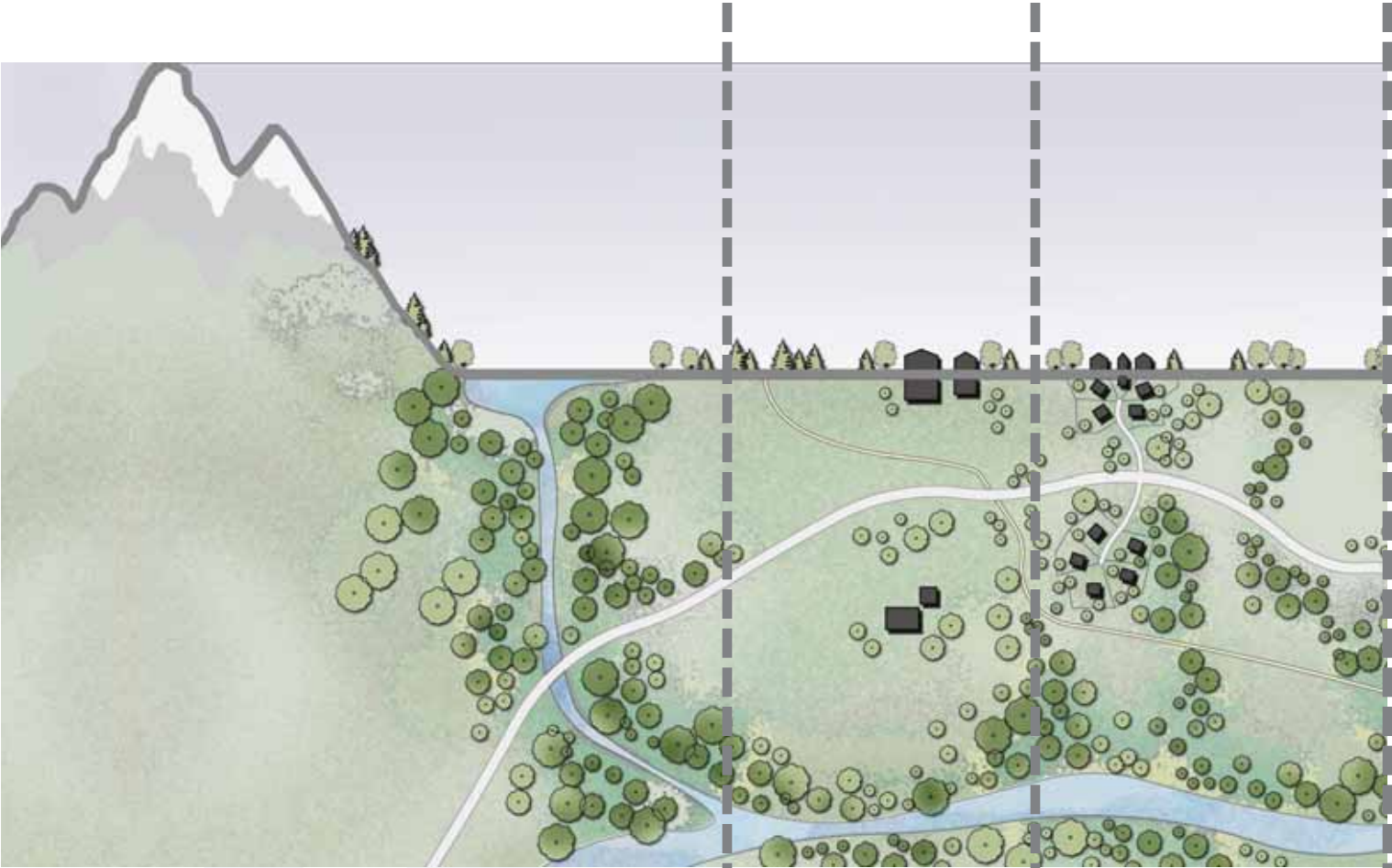


Improved Interconnectivity: An area that will be characterized in the future by increased interconnectivity.



# 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







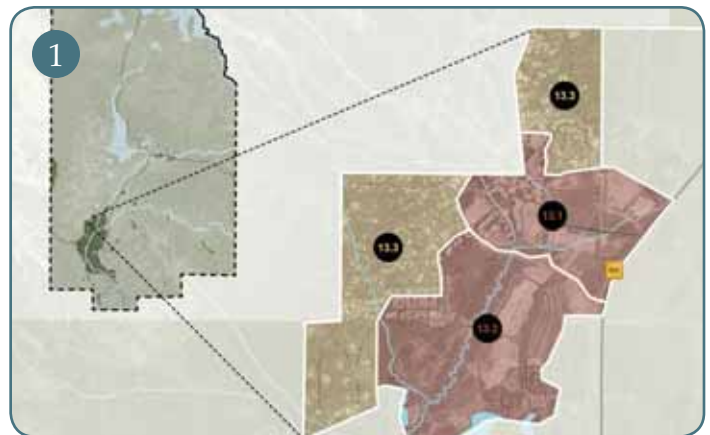
Habitat/Scenic	Conservation	Residential	Village	Village Center	Town	Resort/Civic
+/- 35	1-5	± 1	n/a	n/a	n/a	n/a
2 story	2 story	2 story	2 story	2-3 story	2-3 story	n/a
Residential, Conservation	Residential	Residential	Residential, Local Convenience Commercial, Civic	Residential, Commercial, Industrial, 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

# What Does the Illustration of the Vision Address?

Our community's Vision is illustrated in 15 Character Districts. Each Character District has unique issues, opportunities and objectives. Each Character District 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.

Each Character District is composed of 6 parts:

1. The Vicinity Map identifies the district boundaries and the size of the district in relation to the entire community. It also depicts the boundaries of the district subareas and their Stable, Transitional, Preservation, or Conservation classification.
2. The Character Defining Features Map depicts the characteristics that define each district and subarea. Characteristics best described through mapping are shown on the map, while other characteristics are shown symbolically. Mapped features are illustrative of the character of an area and do not imply regulatory boundaries or specific locations of infrastructure. A complete list symbols used on the maps can be found on pages IV-8 and IV-9.
3. The Complete Neighborhood/Rural Area Table indicates whether the district currently has the characteristics of a Complete Neighborhoods or a Rural Area. It also indicates whether those characteristics will be maintained or enhanced in the future. This table serves to explain the classification of the district and identify the district's broad focus, basic issues and opportunities.



3 Complete Neighborhood + Rural Area Chart			
DEFINITION		EXIST.	FUTURE
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Public Utilities	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Quality Public Space	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Variety of Housing Types	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Walkable Schools, Commercial + Recreation	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Connection by Complete Streets	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Viable Wildlife Habitat + Connectivity	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Natural Science Values	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
RURAL	Agricultural + Undeveloped Open Space	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Abundance of Landscape over Built Form	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Limited, Detached, Single Family Res. Development	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Minimal Nonresidential Development	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Legend		<input checked="" type="checkbox"/> Generally Present	<input checked="" type="checkbox"/> Partially Present
		<input type="checkbox"/> Generally Absent	<input type="checkbox"/> Partially Absent



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 character 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 sufficient to support 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 viable option for residents of Wilson and surrounding areas. Wildlife should continue to inhabit the district 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

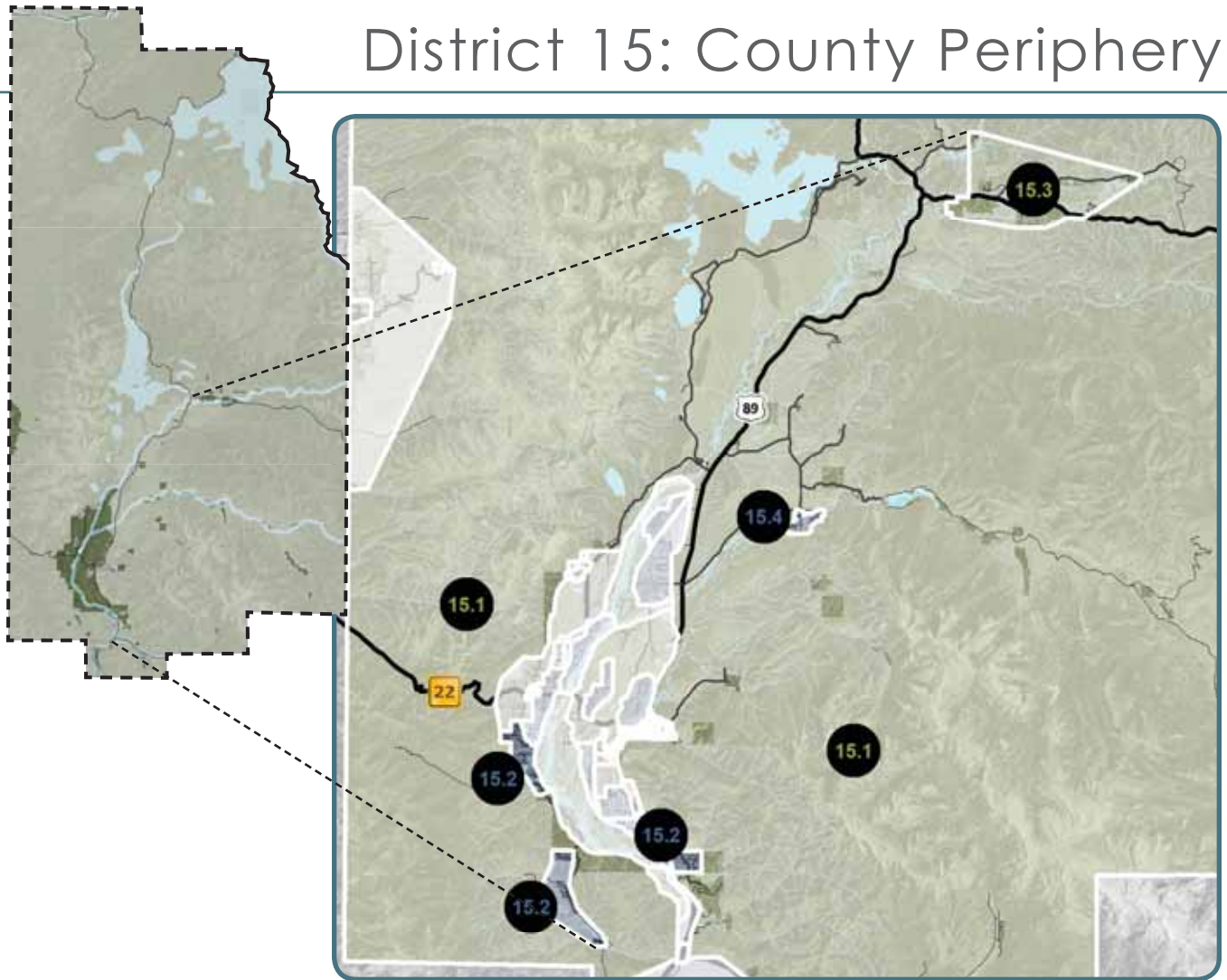
Common Value 1: Ecosystem Stewardship	1.1.c: Design for wildlife permeability
	1.2.a: Buffer water bodies, wetlands, and riparian areas from development
Common Value 2: Growth Management	3.2.b: Locate nonresidential development to Complete Neighborhood
	3.2.d: Emphasize a variety of housing types
	3.2.f: Enhance natural features in the built environment
Common Value 3: Community Character	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 15: County Periphery



## Complete Neighborhood + Rural Area Chart

DEFINITION		EXST.	FUTURE	
COMPLETE NEIGHBORHOOD	Defined Character/High Quality Design	<input type="radio"/>	<input type="radio"/>	
	Public Utilities	<input type="radio"/>	<input type="radio"/>	
	Quality Public Space	<input type="radio"/>	<input type="radio"/>	
	Variety of Housing Types	<input type="radio"/>	<input type="radio"/>	
	Walkable Schools, Commercial + Recreation	<input type="radio"/>	<input type="radio"/>	
	Connection by Complete Streets	<input type="radio"/>	<input type="radio"/>	
RURAL	Viable Wildlife Habitat + Connectivity	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Preserve habitat/connections at federal land interface
	Natural Scenic Vistas	<input type="radio"/>	<input type="radio"/>	Protect agricultural foreground in Buffalo Valley
	Agricultural + Undeveloped Open Space	<input type="radio"/>	<input checked="" type="radio"/>	Conservation of existing open space
	Abundance of Landscape over Built Form	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Continue to cluster and minimize development
	Limited, Detached, Single Family Res. Development	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Detached single family
	Minimal Nonresidential Development	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Reduced other nonresidential use; enhance existing convenience commercial

Legend: ☒ Generally Present; ☐ Partially Present; ☐ Generally absent



# SUBAREA CLASSIFICATION

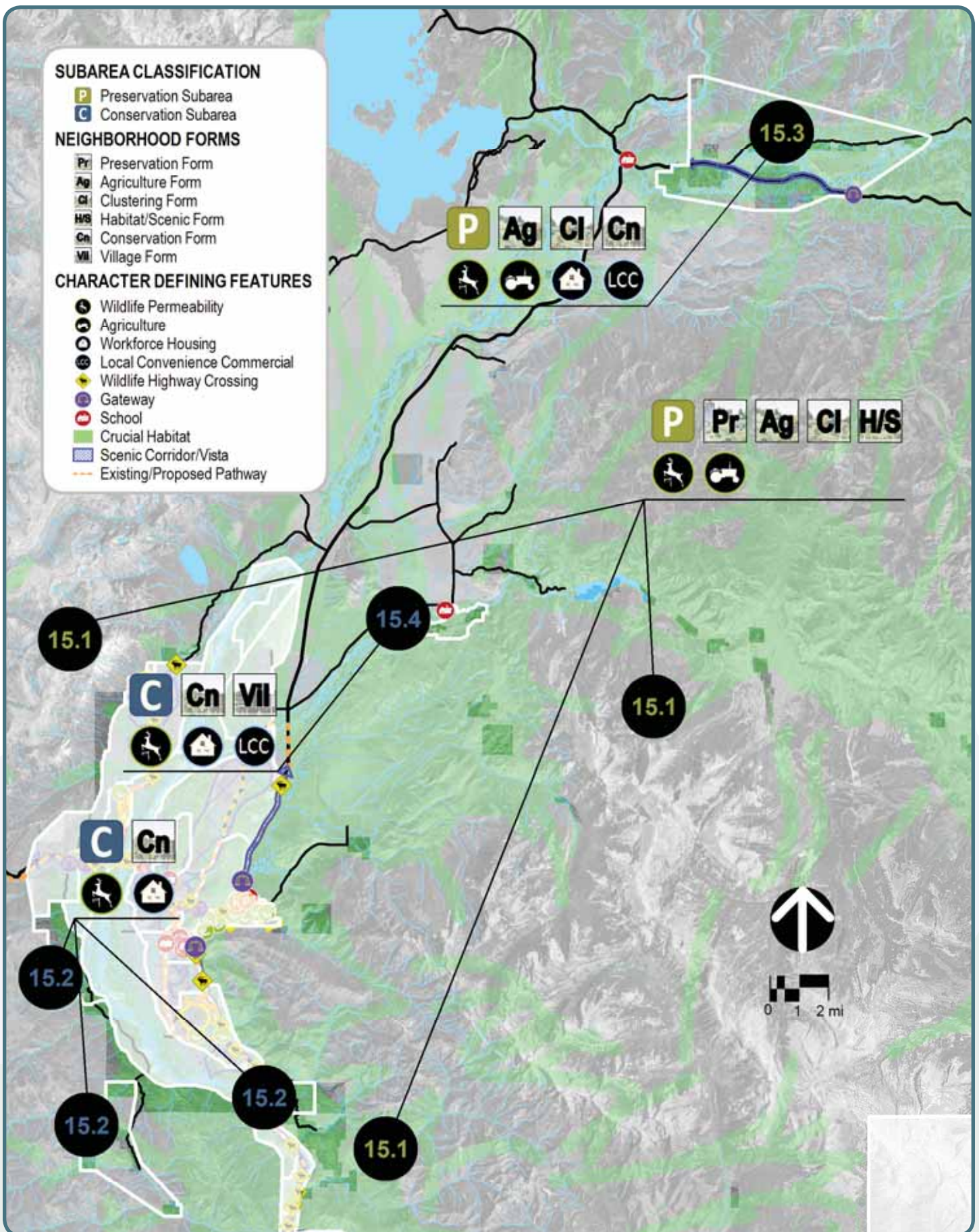
- P** Preservation Subarea
- C** Conservation Subarea

# NEIGHBORHOOD FORMS

- Pr** Preservation Form
- Ag** Agriculture Form
- Cl** Clustering Form
- H/S** Habitat/Scenic Form
- Cn** Conservation Form
- Vil** Village Form

# CHARACTER DEFINING FEATURES

- Wildlife Permeability
- Agriculture
- Workforce Housing
- Local Convenience Commercial
- Wildlife Highway Crossing
- Gateway
- School
- Crucial Habitat
- Scenic Corridor/Vista
- Existing/Proposed Pathway



## Existing + Future Desired Characteristics

The County Periphery is by far the largest of the Character Districts, encompassing the agricultural lands and open space that surround the more developed areas of the Town and County. The character of the County Periphery is overwhelmingly rural. Existing development consists primarily of single family dwellings on large lots and dispersed non-residential uses such as dude ranches, outfitters, schools and limited local commercial. The prevalence of landscape over built form supports crucial wildlife habitat and migration corridors at the interface between private and Federal lands. The open spaces also provide scenic vistas, particularly in the foreground along the highway in areas such as Buffalo Valley. Despite the relatively dispersed nature of development, the County Periphery contains a handful of small, remote communities including Buffalo Valley, Red Top and Kelly, each with a distinct, strong identity.

In the future, the County Periphery should remain rural in character, with a focus on preservation of wildlife habitat, wildlife movement corridors, scenic vistas and open space. New development should be directed into Complete Neighborhoods elsewhere in the community or clustered near existing development. The preservation of the small outlying communities in the district is a priority. Improvements to roadways, connectivity and convenience commercial access in key locations should be encouraged in order to enhance livability and self-sufficiency and reduce vehicle trips into Town. Coordination with neighboring federal agencies is important to ensure these communities remain viable.

## Policy Objectives

<i>Common Value 1: Ecosystem Stewardship</i>	1.1.c: Design for wildlife permeability
	1.1.b: Protect wildlife from the impacts of development
	1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
	1.3.b: Maintain expansive hillside and foreground vistas
	1.4.a: Encourage non-development conservation of wildlife habitat
	1.4.b: Conserve agricultural lands and agriculture
	1.4.c: Encourage rural development to include quality open space
<i>Common Value 2: Growth Management</i>	3.1.a: Reduce development potential in the rural County
	3.1.b: Direct development toward suitable areas for complete neighborhoods
	3.1.c: Maintain rural character outside of complete neighborhoods
	3.5.a: Cooperate with regional communities and agencies to implement this Plan
	3.5.b: Strive not to export impacts to other jurisdictions in the region
<i>Common Value 3: Community Character</i>	7.3.b: Reduce wildlife and natural and scenic resource transportation impacts





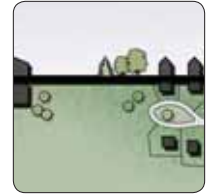
# Character Defining Features

## 15.1: Large Outlying Parcels

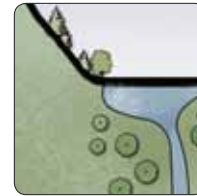
This PRESERVATION subarea is characterized by open space and rural character. It is comprised of large lots with limited built form, which provide critical wildlife habitat and movement corridors. Conservation is a priority, with a focus on preserving wildlife habitat and connectivity. Development potential should be directed away from these critical areas where possible, while respecting private property rights. Development that does occur should be clustered near existing development and designed to maximize open space and wildlife habitat benefits. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Given the remote nature of this subarea, on-site renewable energy and coordinating provision of services with adjacent jurisdictions is encouraged. Environmentally-sensitive roadway system enhancements that minimize impacts to the environment while improving the safety of access should be pursued.



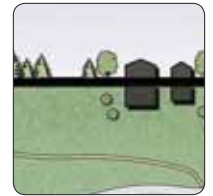
Clustering



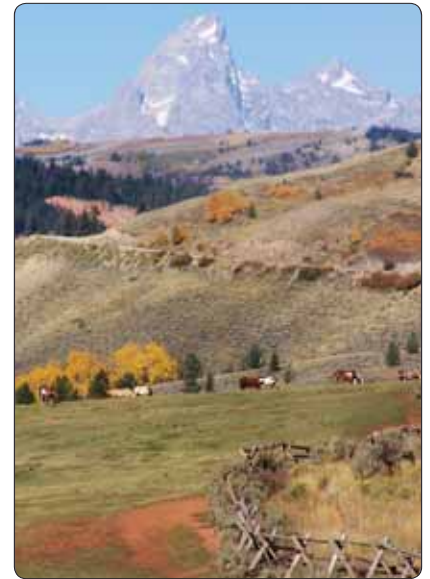
Habitat/ Scenic



Preservation

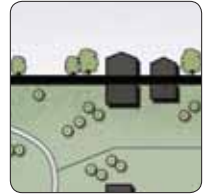


Agriculture



### 15.2: Game Creek/South Fall Creek

This CONSERVATION subarea is characterized by single-family homes on multiple acres surrounded by National Forest. Subdivision and new development are not desired, though property rights will be respected. Incentives to reduce density and the human impact on wildlife habitat through redevelopment should be explored. Development that does occur should be designed to enhance wildlife permeability and of a scale consistent with existing development, even where lot combination is achieved.



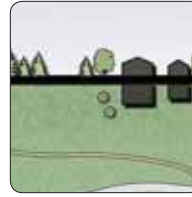
Conservation



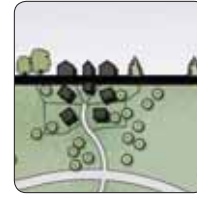


### 15.3: Buffalo Valley

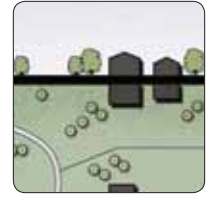
This PRESERVATION subarea stretching from Moran to the base of Togwotee Pass is the scenic gateway to the National Parks and our community for drivers coming from the northeast. The focus of this subarea will be preserving the scenic agricultural foregrounds as well as a year-round community. Like existing development, new development should be clustered and be designed to preserve the scenic agricultural foregrounds. The scale of development should be of a rural character consistent with the historic agricultural compounds of the community. Ideally, development will be occupied by year-round residents that will continue to support the convenience commercial and elementary school amenities that define Buffalo Valley as a community. Opportunities may exist to coordinate with adjacent federal land managers and concessioners that are in need of workforce housing. Maintaining the existing blend of resort, local convenience commercial and dude ranch uses will keep the subarea viable and self-sufficient and reduce the need for residents to travel into Town.



Agriculture



Clustering

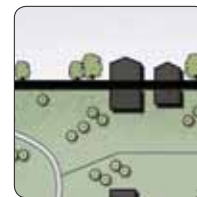


Conservation

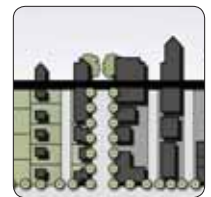


### 15.4: Kelly

This CONSERVATION subarea is characterized by the original Kelly townsite and surrounding lower density residential development on the hillside. The focus in this subarea will be on maintaining the existing development pattern while seeking opportunities for improved wildlife permeability in crucial areas for wildlife. The local school and small store that provide many needed amenities to residents should be maintained, but allowances for solely commercial uses should not be expanded. Future development should be limited. While private property rights will be respected, a reduction of density through lot combinations or additional conservation will be encouraged. Where lots are combined, new structures should be limited to the scale that would be permitted on the original 50 by 150 lot in order to match existing character. All development should be designed to facilitate wildlife movement.



Conservation



Village

