

Jackson Town Council Workshop

February 22, 2022

1:30 PM

Town Council Chambers

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

To join, click the link or copy to your browser: <https://us02web.zoom.us/j/88108809426?pwd=dDBSRmd4RzNqT1RMQzRDV01TentlZz09>

If the link does not work, join at zoom.com with Webinar ID **881 0880 9426** Password: **83001**

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II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

- A. Director Updates (START, IT 20 mins)
- B. Discussion of Town SPET Items (Larry Pardee, 60 mins)
- C. Lodging & Short-Term Rentals (Tyler Sinclair, 30 mins)

IV. PROPOSED ITEMS FOR FUTURE WORKSHOPS

- 3/21 Director Updates (Planning/Building, Public Works 20 mins)
- 3/21 Council Chambers AV Discussion (Zolo, 30 mins)
- 3/21 FY23 Revenue Projection Discussion (Larry Pardee & Kelly Thompson, 30 mins)
- 3/21 Utility Rate Increases (Johnny Ziem, 30 mins)
- 3/21 Vine Street Design Concept (Johnny Ziem, 30 mins)
- 4/18 Director Updates (Community Development, Finance, 20 mins)
- 4/18 Employee Housing (Larry Pardee, 60 mins)
- 4/18 Downtown Paid Parking RFP (Paul Anthony, 60 mins)
- 4/18 Title 2 Personnel & Administration (Lea Colasuonno, 20 mins)
- 5/16 Director Updates (Housing, Parks & Rec, 20 mins)

V. ADJOURN

Please note that at any point during the meeting, the Mayor and Council may change the order of items listed on this agenda. In order to ensure that you are present at the time your item of interest is discussed, please join the meeting at the beginning to hear any changes to the schedule or agenda.

STAFF REPORT



Meeting Date:	February 22, 2022	Meeting Title:	Workshop
Submitting Department:	Administration	Presenter:	Larry Pardee
Agenda Item:	Town SPET Item Discussion	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this item is to present Council potential Town of Jackson SPET project ideas for your consideration.

Requested Action.

Staff requests Council review and discuss the Town SPET projects presented and provide staff direction on Town Council preferred SPET project items.

Recommendations.

Staff recommends Council review and discuss the Town SPET projects presented and provide staff direction on Town Council preferred SPET project items.

Background.

At the 2022 Town Council Retreat staff presented potential Town SPET projects, that have been previously identified by Council or Town staff. Below staff have provided a brief project description, and estimated cost for each. Staff notes that this list does not include projects that may have been presented to Council by outside agencies/groups. Staff has organized Town SPET projects within our Town Community Priorities Framework as discussed during our Future Funding work. Staff would have Council consider the following considerations as they think about what the Town' proposed list should be:

- Total Value of a Proposed SPET and the approximate number of years to collect? \$21,175,000 was the total 12-months of collections for 2021.
- Joint: Town/County projects versus Town only projects versus projects from other community partners, i.e., St. Johns, Teton County School District, Central Wyoming College, etc.
- Projects to repair/replace existing infrastructure versus new projects or improvements.
- Shovel ready projects.
- Alignment with Council Priorities.
- Are matching or additional funding sources available as part of the overall project funding strategy.
- Should projects be bundled, or individually placed on the ballot?
- Etc.



Community Affordable / Town Employee Housing

Town Employee Housing:	Town	Jackson/Teton Affordable Housing
Estimated request:	\$20M – \$30M	\$25M - \$50M
This project is critical to ensure the Town of Jackson can continue to meet the Life, Safety and Welfare in providing core services the community requires into the future. The purpose of this project would include the design, construction, and management of employee ownership and rental housing opportunities for Town employees. There have been a few locations identified including Flat Creek Drive, Karns Meadow Drive, and East Hansen Ave. Please note that some rough high-level conceptual work has been done on the potential number of units and square footage of these new housing facilities. - Karns Meadow Housing - \$17M-\$20M, (24-26 units, 23,000/SF to 25,000/SF) - Flat Creek Drive - \$7M-\$9M (3-lots with Homes & ARU's) - East Hansen - \$2.5M-\$3.5M (Relocate existing home and build a second house on vacated lot) Jackson/Teton Affordable Housing Program – The purpose is project is to provide much needed funding for new housing supply opportunities.		

Health & Human Services/Initiatives

Early Childhood Education:	Town	Community
Estimated request:	\$250K – \$500K	\$5M - \$7M
The purpose of this project would be to retrofit existing Town properties and also look for opportunities to acquire property or commercial spaces either through purchase or long-term lease throughout the community to be used for Early Childhood Education to allow the government to then sublease space to childcare providers to increase the supply of childcare in the community.		

Environment: Climate Friendly Electrical Projects:

Electric Vehicle Charging Stations:	Town
Estimated request:	\$2M
The purpose of this project(s) would be the construction and inclusion of electric vehicle charging stations throughout the community, including installation of level 2 and level 3 chargers. Implementation would occur in municipal parking lots, municipal buildings, and with the installation of complete streets. This project is supported through the Teton Climate Action Planning process.	

Community Shared Solar System:	Town / Community
Estimated request:	\$5M
The purpose of this project would be to determine a suitable site for a community shared solar site for installation. Lower Valley Energy would need to approve the appropriate means for billing under such an agreement. This project could potentially work with lower income families to help offset their utility bills. This project would be supported by the Teton Climate Action Planning process as it deals with equity in the community.	

Multimodal Transportation:

Pedestrian and Mobility Improvements:	Town
Estimated request:	\$2M - \$3M
The purpose of this project is to improve the walkability and accessibility of the community. The goal of the project is to encourage more walking and multimodal transportation with improvements to missing sections of sidewalks, installation of new sidewalks, replacement of existing boardwalks, and improvements to the overall accessibility for our residents and visitors.	

Core Municipal Services: Complete Street Projects

Snow King and Maple Way:	Town
Estimated request:	\$2.5M – \$4.5M
The purpose of this project is to construct a complete street which would coincide with sewer, and stormwater improvements. The complete street program would construct new infrastructure including sidewalks & accessibility, street lighting, curb & gutter, and a complete rebuild on the road surface.	

East Broadway Avenue (Willow to Redmond):	Town
Estimated request:	\$3.5M - \$4.5M
The purpose of this project is to construct a complete street within this corridor which would coincide with water, sewer, and stormwater improvements. The complete street program would construct new infrastructure including sidewalks & accessibility, street lighting, curb & gutter, and a complete rebuild on the road surface.	

High School Road:	Town
Estimated request:	\$4.5M - \$6M
The potential Northern South Park Development and the already identified purpose of this project is to construct a complete street within this corridor which would construct new infrastructure including sidewalks & accessibility, street lighting, stormwater, curb & gutter, and a complete rebuild on the road surface. This project would be large enough to provide the construction in two phases.	

Analysis.

The above list was generated utilizing Council's priorities as a guide as well as referencing ongoing infrastructure and property acquisition needs identified through the Town's 10-year capital improvement plan. Council may want to consider the higher end of each of the ranges provided to account for the delay in collections and inflation of construction prices into the future. For previous SPET initiatives, staff has often been asked to reduce the dollar figure for items and this has often resulted in projects being significantly underfunded when it came time for construction.

In addition, Council will want to consider and weigh the various proposed projects against their priorities, ongoing infrastructure maintenance needs and additional staff needed as a result of the project.

It is staff's understanding that Council will be discussing Town and County SPET items at the March 8 Joint Retreat with the County Commissioners. The purpose of this meeting prior to the Joint Retreat is to allow Council to discuss and come to an agreement on preferred projects and an associated strategy for Town projects that Council would like to propose for a November 2022 SPET prior to meeting and discussing with County Commissioners. If more time is needed Council could also schedule an additional meeting or set aside additional time at a regular meeting prior to the March 8 retreat to further review and come to an agreement on Town projects and a strategy for a 2022 SPET.

Comprehensive Plan & Priority Alignment.

Chapter 8 - Quality Community Service Provision calls for "Timely, efficient and safe delivery of quality services and facilities in a fiscally responsible and coordinated manner."

Fiscal Impact.

There is no fiscal impact of considering projects and strategy for a 2022 SPET election. There is a significant fiscal impact of conducting a special election for SPET initiatives. There is also a significant capital and operating fiscal impact of passage of projects that improve, replace, or add Town or County infrastructure or facilities.

Staff Impact.

The staff impact of preparing this staff report and with the work during Future Funding meetings was approximately 25 hours to date. There would be significant staff and Council impact to provide education and outreach for Town

sponsored SPET projects leading up to a 2022 election. The specific staff impact would be presented with the next staff report should the Council and Commission choose to provide that direction.

Attachments or Links.

N/A

Suggested Motion. *Council always has the option to adopt, approve with conditions, continue, or deny items.*

Should the Town Council be ready to agree on Town SPET initiatives to bring forward for discussion at the March 8 joint retreat, the motion would be:

I move to include the following in a Town list of SPET projects to bring forward for discussion with the County Commissioners at the March 8 joint retreat:

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STAFF REPORT



Meeting Date:	February 22, 2022	Meeting Title:	Workshop
Submitting Department:	Community Development	Presenter:	Tyler Sinclair
Agenda Item:	Lodging & Short-Term Rental Discussion	Public Comment:	Yes

Purpose & Policy Considerations.

To consider a process to research, analyze and discuss short term rentals, condominiums, townhomes, the Lodging Overlay, and hotel rooms in the Town commercial zones.

Requested Action.

Town Council direction on next steps provided below.

Recommendations.

To proceed with Phase 1: Data Collection as described below.

Background.

On December 6, 2021, a motion was made by Arne Jorgensen and seconded by Jessica Sell Chambers to direct staff to bring back to Council a process to research, analyze and discuss short term rentals, condominiums, townhomes, the Lodging Overlay, and hotel rooms in the commercial zones. To begin staff has provided a historical overview below of Lodging regulations in the Town to provide context to the discussion of alternatives and next steps provided in the report below.

Historical Background

In 1967, the Town of Jackson adopted its first zoning ordinance. Several existing motels, such as the Buckrail Lodge (470 S King St), the Snow King Motel (110 E Karns Ave), and the Alpine Motel (70 S King St) were constructed prior to the enactment of zoning and have since functioned as nonconforming uses. Between the period of 1967 and 1994, the Town Zoning Ordinance permitted hotels and motels in all commercial zones in place at the time, which included most of the Downtown area as well as the West Broadway and South Highway 89 corridors. This led to the development of many auto-oriented hotels that utilized large, vacant parcels for prototypical hotel buildings and large surface parking areas. Hotels such as the Virginian Lodge (750 W Broadway), the Wyoming Inn (930 E Broadway), the Hampton Inn (formerly the Days Inn at 350 S Hwy 89), Motel 6 (600 S Hwy 89), and the Super 8 motel (750 S Hwy 89) were developed at this time. In 1994, the Town adopted a new Comprehensive Plan and Land Development Regulations (LDRs). The 1994 Comprehensive Plan included a "Community Issues Map" which sought to focus lodging uses primarily in the core downtown area to limit impacts of lodging on residential areas and allow visitors to access visitor amenities without use of their car. To implement this vision the LDRs, the Town adopted the Lodging Overlay (LO) which permitted lodging uses only in a specific geographic location and within the Snow King Resort zone. These LDRs also included Floor Area Ratios (FARs) that limited the development potential of lodging development, whereas building size and scale previously had only been controlled by setbacks and height restrictions. FARs ranged from



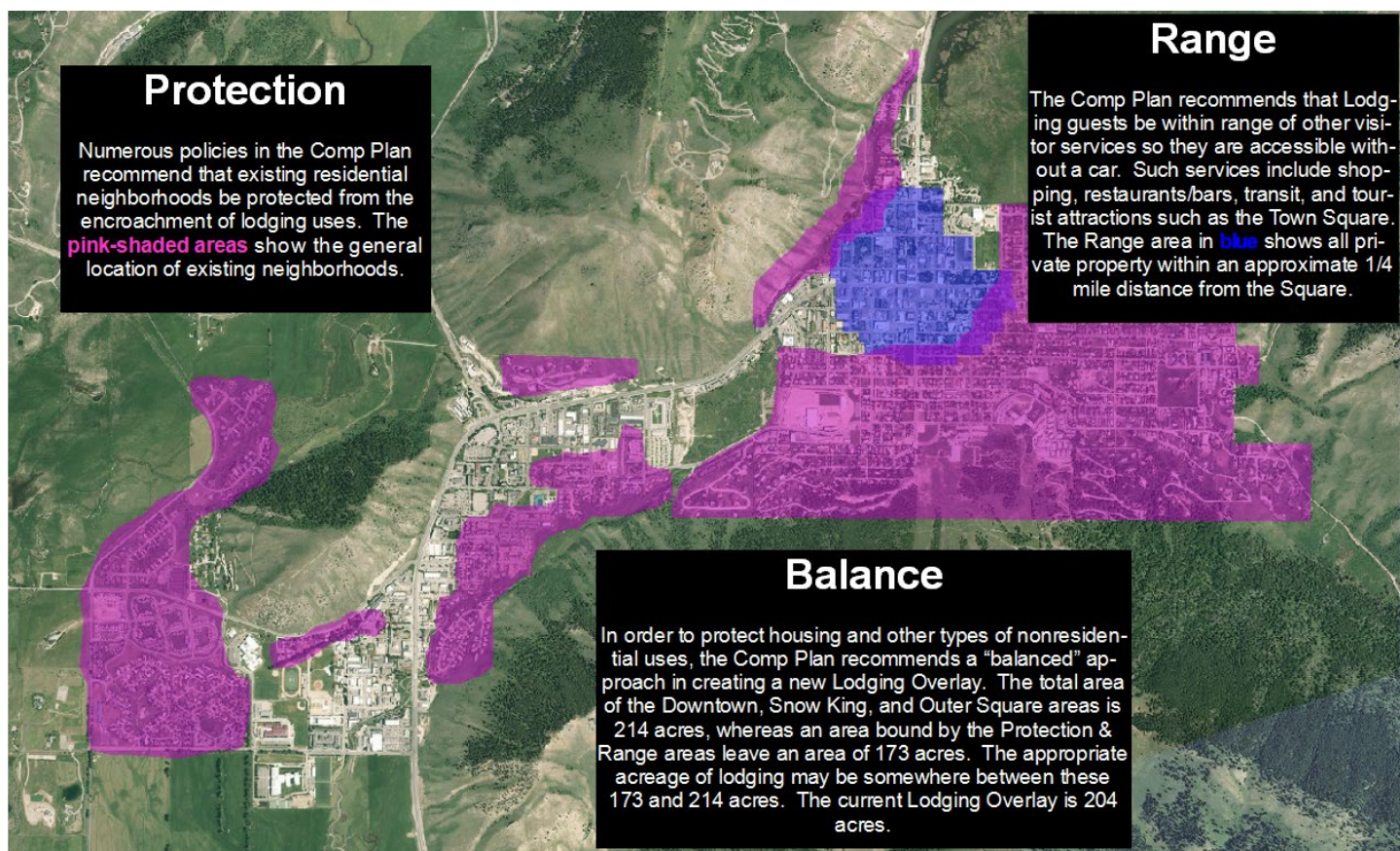
1994 Community Issues Map. Lodging area depicted within dotted red line

1.3 in the UC zoning district Downtown to .65 in the AC zoning district on West Broadway and South Highway 89, whereas the height restriction in most districts continued at a 35' maximum.

In addition to focusing lodging uses in one area, the Plan also sought to protect the existing character, in particular a built environment made up of buildings of a "modest" size. These regulations contained a maximum 35,000 SF building square footage for individual lodging buildings and a cap on individual lodging operations of 90,000 SF. All existing lodging uses outside of the new Lodging Overlay were then rendered as nonconforming uses. The 2012 Comprehensive Plan updated in 2020 carried forth many of the themes from the 1994 Comprehensive Plan, including the desire to focus lodging uses downtown to allow access to visitor services without a car. The 2012/2020 Plan, however, places more emphasis on a "lights-on" downtown and the need to maintain tourism as an essential component of the local economy. As such, it is recognized that the Town may need to encourage refreshment of its current lodging inventory to maintain a tourist economy. Key components of both Plans are to identify areas eligible for lodging development to support a desirable visitor experience, support the local economy while reducing traffic, and in order to protect residential neighborhoods from lodging and its associated impacts.

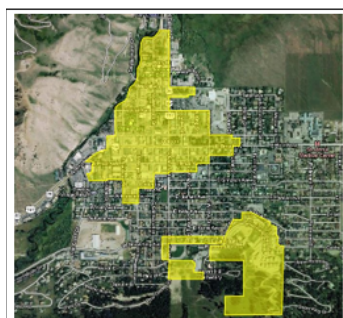
In 2013 the Town completed an extensive public review of the future of lodging in the community consistent with the 2012 Comprehensive Plan. The analysis was framed in the context of the following 3 themes based upon the policies of the 2012 Comprehensive Plan:

PROTECTION	BALANCE	RANGE
Residential neighborhoods should be protected from lodging "creep"	Maintain a desirable balance between residential & nonresidential uses	Lodging guests should be within range of other visitor services accessible without a car
•Policy 3.2.c: Limit lodging to defined areas. •Policy 4.2.f: Maintain lodging as a key component in the downtown	•Policy 4.2b: Promote a balanced mix of uses. •Strategy 4.2.S.6: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging. •Policy 6.3.e: Balance housing, nonresidential, and civic uses.	•Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods •Policy 4.2.a: Create mixed use Subareas. •Policy 4.2.f: Maintain lodging as a key component in the downtown



As part of this initiative the Town sought direction on two key questions, the first regarding alternative boundaries for the Lodging Overlay and the second on the types of lodging that should be allowed as summarized below and attached to form the basis of revisions to the LDRs at the time.

1. Location of Future Lodging



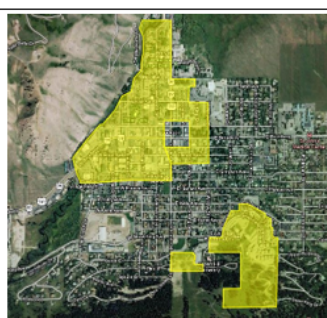
Existing Lodging Overlay

The current overlay was drawn in 1994 and contains approximately 204 acres. It includes much of the UC and AC zoned properties in the Downtown area as well as the Snow King Planned Resort District (as does every other concept).



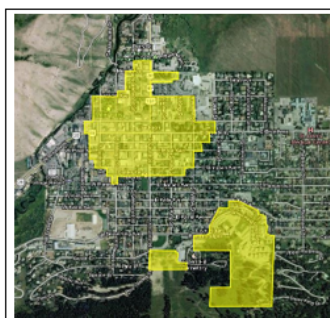
Corridors

The Corridors concept is oriented toward major streets such as Cache, Broadway, and Snow King Avenue as well as the core Downtown area. It contains 195 acres extends west to include the north half of the Virginian property, South Cache Street between Snow King and Downtown, and North Cache Street to the "DQ" bridge.



Downtown & Outer Square

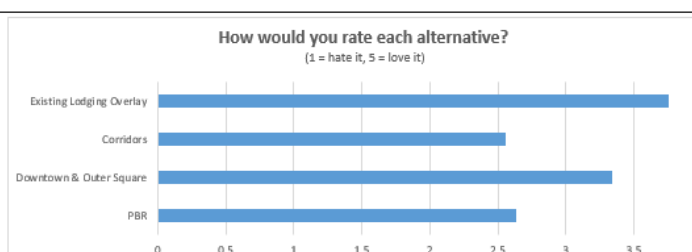
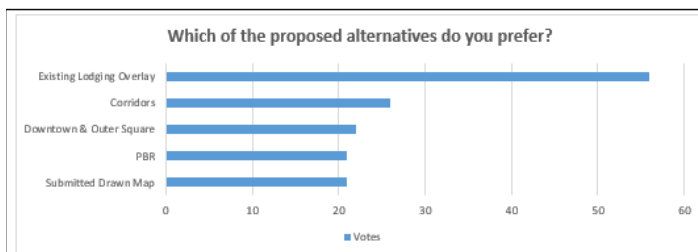
This concept is coincident with two subareas in the Comprehensive Plan: Downtown (Subarea 2.3) and the Outer Square (Subarea 1.2). This is the only alternative to exclude Town Square-facing blocks and is comprised of 214 acres.



"PBR"

Though this 173-acre area is the smallest of the four concepts, it is intended to be the starting point from which to branch out and include surrounding properties. It is fully consistent with the "PBR" criteria in that it is entirely contained outside of existing residential neighborhoods, is ¼ mile from the Town Square (excluding Snow King), and contains a conservative amount of land available to lodging uses.

Survey responses revealed the following preferences for these concepts:



2. Type of Future Lodging



Resort Hotel

100,000+ SF

150+ Rooms

Large Hotel

40,000 - 100,000 SF

40 - 100 Rooms

Small Boutique Hotel

10,000 - 40,000 SF

10 - 40 Rooms

Bed & Breakfast

3,000 - 10,000 SF

2 - 10 Rooms

Short-term Rental

Various sizes

House/Condo/Townhouse

District 2 Subareas



Subarea 2.5 North Cache Gateway

This neighborhood is a key entry into Town from the airport and the Parks, and is envisioned as a mixed-use corridor with a wide variety of uses

Subarea 2.4 Public/Civic Campus

This neighborhood contains various institutional and government uses. It is not envisioned to include lodging.

Subarea 2.6 Mixed Use Office and Residential (East Broadway & South Willow)

This neighborhood is envisioned to be a pedestrian mixed-use area comprised of mixed-use office buildings or multi-family residential development.



Subarea 2.1 Snow King

The Comp Plan envisions Snow King as a vibrant mixed-use resort complex with multi-faceted resort /conference



Subarea 2.3 Downtown

Downtown is the center of civic, cultural, economic, and social activity in our community, as well as the center for visitor experience as a large amount of lodging is located here.

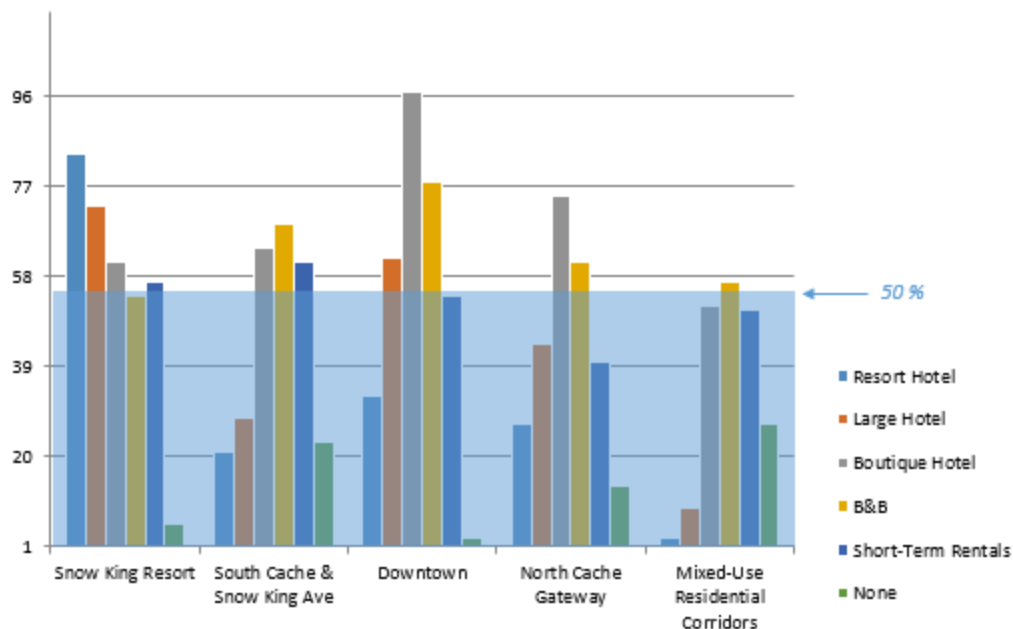


Subarea 2.2 South Cache & Snow King Corridors

This neighborhood is a key entry into Town from the airport and the Parks, and is envisioned as a mixed-use corridor with a wide variety of uses



Lodging Type by Subarea



In addition, to these two key questions, — 10 specific areas of focus (see attached) were also discussed to determine whether they should be included in the LO along with the development of recommendations to guide revisions to the LDRs at that time. Staff have provided a few of the highlights below (see attached):

- The Existing Lodging Overlay should serve as the core area of consideration, as it is the most preferred and most highly rated option in public comment.
- Existing residential neighborhoods should be protected and considered for exclusion from the Lodging Overlay.
- Existing lodging uses outside of the existing Lodging Overlay should be given the ability to maintain and redevelop.
- Existing lodging uses adjacent to the existing Lodging Overlay should be considered for inclusion.

Subsequent to this effort in 2016 the Town completed significant updates to the District 2: Downtown Commercial Core LDRs incorporating the work of this Lodging initiative along with a transition to a new form-based zoning code based upon the framework of street frontages and building types. Highlights from these LDR amendments related to this Lodging discussion are included below:

- The Lodging Overlay boundary from 1994 was left largely unchanged, except that lodging was removed from the Town Square.
- Maximum Lodging building and lodging operations square footages were removed. Bulk and scale of lodging structures would now be addressed through the Design Guidelines
- Short Term Rentals and Conventional Lodging were both allowed as permitted uses

More recently in 2021 the Town completed updates to District 1: Town Square, including adoption of Historic Preservation LDRs, that included the discussion of lodging uses and building types in this area. This effort concluded with the adoption of revised LDRs and a Downtown Design Overlay that includes new design guidelines to address “western character.” Highlights from these amendments include:

- The Lodging Overlay boundary from 1994 was left unchanged
- Similar to District 2, maximum Lodging building and lodging operations square footages were removed. Bulk and scale of lodging structures would now be addressed through the Design Guidelines, specifically the addition of guidelines defining “western character”
- Short Term Rentals and Conventional Lodging were both allowed as permitted uses in the Town Square -2 district but prohibited in the Town Square -1 district

Analysis.

Phase 1: Data Collection

In consideration of Council’s request staff recommends that Council first direct staff to complete a review of development patterns, and other lodging data in the Town and in some instances within Teton County to begin this effort including but not limited to the following:

- Amount and type of lodging that has been developed over the past 10 years
 - total amount of square footage
 - short term rental number of units constructed, and the number eliminated
 - conventional lodging number of units constructed, and number eliminated
- Number of Short Term Rental Permits
- Amount and type of lodging that is remaining under current zoning
- Occupancy rates by month

- Lodging tax collections by year and month
- Price point of lodging by type and month
- Job Generation and Housing Demand by lodging type
- Etc.

Also included in during this first phase staff recommends Council complete a review of the current Comprehensive Plan goals, principles and policies around lodging in order to determine which next step alternative is preferred.

Based upon the department and staff workload it is anticipated this phase could be completed in the next 3 months and would be presented and discussed by Council at the June workshop. Staff seeks Council feedback on what additional data requests would be desirable.

Phase 2: Alternatives

Upon completion of the data collection and review phase, Council would then determine the appropriate next step. Staff have described below four (4) possible alternatives that could be considered by Council upon completion of Phase 1. Staff is not requesting specific direction on the alternatives today.

- Alternative 2a: Review of the Amount, Location and Type of Lodging
 - Scope: This alternative would be similar to the initiative undertaken by the Town in 2012-13 as described above which looked at the desired location of and type of lodging in the community based upon a lodging overlay district.
 - Outcomes: Potential outcomes of this effort would be changes to the current lodging overlay boundaries and types of lodging uses allowed therein
 - Timeframe: 12 months as this would include a public process with a lot of public engagement
- Alternative 2b: Amendments to the LDRs based upon the current lodging overlay and current allowed uses
 - Scope: Consideration of potential LDR amendments within the current lodging overlay boundary (no changes) to address issues identified during review of development over the past 10 years and consistency with the Comprehensive Plan including but not limited to:
 - Size of individual units, buildings and facilities
 - Mix of lodging types, i.e., short term rental and conventional lodging, timeshare, fractional, etc.
 - Outcomes: Potential outcomes of this effort would be amendments to the current LDRs
 - Timeframe: 6 months, including public hearing process at Planning Commission and Town Council
- Alternative 2c: Amendment to the Comprehensive Plan regarding Lodging and LDR amendments
 - Scope: Consider what role lodging should play in the community town and/or town/county different from what is currently envisioned
 - Outcomes: Possible amendment to the Comprehensive Plan
 - Timeframe: 12-18 months, including a Comprehensive Plan and LDR amendments as this would include a public process with a lot of public engagement and joint consideration by the Town and County
- Alternative 2d: No further action taken at this time, continue to monitor lodging development only
 - Scope: Retain current Comprehensive Plan and LDRs
 - Outcomes: Continued monitoring
 - Timeframe: 2 months, no public involvement

Short term Rental Program

Staff acknowledges the relationship of the Town short term rental licensing program, enforcement of illegal short-term rentals, and the associated LDRs, with the larger lodging issue. Staff plans to bring forward discussion and proposed amendments related to short term rentals as part of the Stable and Transitional Residential Neighborhood item scheduled to begin review by the Planning Commission in March. In addition, staff notes that consideration of ownership types (cooperative, fractional, etc.) and marketing/real estate ownership platforms (Picaso, etc.) will be reviewed and considered during the Stable and Transitional Residential Neighborhood item as well.

Comprehensive Plan & Priority Alignment.

Below staff have provided the key Comprehensive Plan Principles and Policies related to this discussion in addition to those mentioned above. As discussed above Staff is proposing as part of Phase 1 that Council complete a thorough review of Comprehensive Plan policies related to Lodging. Council may want to review all of Chapters 3, 4 and 6 of the Comprehensive Plan to better understand the purpose and interrelatedness of the current vision.

Policy 4.2.e: Maintain lodging as a key component in the downtown

A key element of the 1994 Comprehensive Plan was the establishment of the Lodging Overlay District. The purpose of the overlay was to concentrate lodging into the downtown core, where guests can access tourist-orientated amenities without a vehicle. In addition, the overlay was intended to protect the remainder of the community from expansion and sprawl resulting from tourist and lodging amenities. The community continues to support the original intent of the overlay. Expanding on the goals of the 1994 Plan, the update 2012/2020 Plan supports the provision of a variety of year-round lodging types that encourage active management for nightly year-round occupancy.

Policy 6.2.a: Enhance tourism as the basis of the economy

Tourism will continue to be the basis of our economy, and the community will enhance this sector by pursuing sustainable tourism that is not reliant on growth and consumption. Outdoor recreation tourism and eco-tourism will continue to be our primary focus. However, we will also promote cultural and heritage tourism that is less dependent on our seasonal climate, allowing for better use of our existing visitor accommodation capacity during shoulder seasons. The community will continue to avoid carnival and outlet mall-type tourist attractions as they do not support our desired community character and outdoor tourism focus. As we promote year-round occupancy and increased visitor spending, the community will broaden our approach to providing a quality visitor experience from focusing only on traditional tourists to also include second homeowners and retirees to the community.

Principle 6.3—Create a positive atmosphere for economic development.

Attracting businesses that reflect the community's Common Values of Ecosystem Stewardship, Growth Management, and Quality of Life will be essential to developing a "better, not bigger" economy. To attract businesses that reflect our Vision, we must create a positive and desirable atmosphere for companies where all of our Common Values are realized. Also, the community will welcome a diversity of businesses. Emphasis will be placed on tools that do not require the investment of local funds for the promotion of economic development.

Policy 6.3.a: Ensure year-round economic viability

The local economy should be developed in a way that increases year-round economic activity. Our climate has traditionally resulted in a seasonal economy with shoulder seasons in the spring and fall when economic activity slows. As the resident population and number of visitors decline in the shoulder seasons, fewer businesses remain open, and the Quality of Life and the visitor experience are diminished. The Town and County will work with others in the community, including local businesses, the Chamber of Commerce, and the Travel and Tourism Board to promote the year-round business operation, provision of community services and occupation of accommodations.

Fiscal Impact.

None at this time, should consultant services be needed to assist in the data collection phase it will be funded from the Planning Professional Services account.

Staff Impact.

Staff impact related to the drafting of this report was approximately 16 hours. Staff impact to complete phase 1 is estimated at 80 hours, from Community Development, Planning, Legal, and Long Range Planning staff. Staff impact will be determined at a later day depending on which alternative is chosen by Council. Staff notes that this initiative should also be considered in the context of the overall Long Range Planning Work Plan which will be presented in April.

Attachments or Links.

2013 Lodging Analysis

Suggested Motion. *Council always has the option to adopt, approve with conditions, continue, or deny items.*

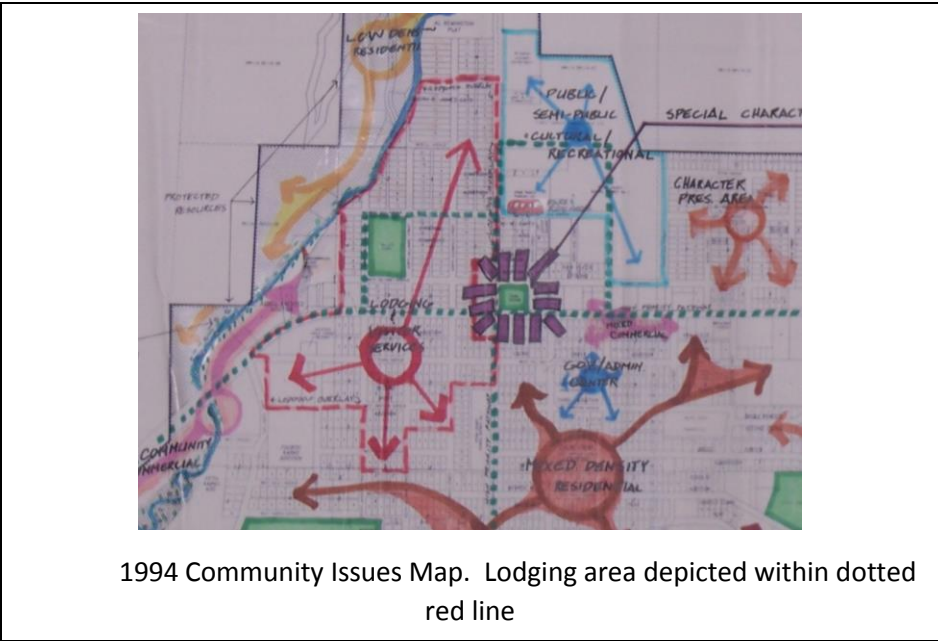
I direct staff to proceed with Phase 1: Data Collection as described in this staff report and has discussed by Council.

Planning Staff Lodging Overlay Analysis

Historical Background

In 1967, the Town of Jackson adopted its first zoning ordinance. Several existing motels, such as the Buckrail Lodge (470 S King St), the Snow King Motel (110 E Karns Ave), and the Alpine Motel (70 S King St) were constructed prior to the enactment of zoning and have since functioned as nonconforming or “conservation” uses. Between the period of 1967 and 1994, the Zoning Ordinance permitted hotels and motels in both commercial zones in place at the time, which included most of the Downtown area as well as the West Broadway and South Highway 89 corridors. This led to the development of many auto-oriented hotels that utilized large, vacant parcels for prototypical hotel buildings and large surface parking areas. Hotels such as the Virginian Lodge (750 W Broadway), the Wyoming Inn (930 E Broadway), the Hampton Inn (formerly the Days Inn at 350 S Hwy 89), Motel 6 (600 S Hwy 89), and the Super 8 motel (750 S Hwy 89) were developed at this time.

In 1994, the Town adopted an updated Comprehensive Plan and the current Land Development Regulations (LDRs) to replace the old zoning ordinance. As part of the new LDRs, the Town adopted the Lodging Overlay which permitted lodging uses to be developed according the standards of the underlying zoning district. In particular, Floor Area Ratios (FARs) were imposed that limited the development potential of lodging development, whereas building size and scale in the previous zoning ordinance was only controlled by setbacks and height restrictions. FARs range from 1.3 in the UC zoning district Downtown to .65 in the AC zoning district on West Broadway and South Highway 89, whereas the height restriction in most districts continued at a 35’ maximum. The Lodging Overlay was drawn to mirror the “Community Issues Map” created with the Comprehensive Plan effort, which sought to focus lodging uses primarily in the core downtown area. In addition to focusing lodging uses in one area, the Plan also sought to protect the existing character, in particular a built environment made up of buildings of a “modest” size. This led to a maximum 35,000 SF building square footage for existing lodging buildings and a cap on individual lodging operations of 90,000 SF. All existing lodging uses outside of the new Lodging Overlay were then rendered as nonconforming uses with an allowance for a 10% expansion.



Consideration of Appropriate Areas for Lodging

The 2012 Comprehensive Plan carried forth many of the themes from the 1994 Comprehensive Plan, including the desire to focus lodging uses around the Town Square and to allow access to visitor services without a car. The 2012 Plan, however, places more emphasis on a “lights-on” downtown and the need to maintain tourism as an essential component of the local economy. As such, it is recognized that the Town may need to encourage refreshment of its current lodging inventory to maintain a tourist economy. This not only creates a need to identify areas that could be eligible for lodging development, but also the need to advance other Comprehensive Plan goals. In order to do this, the Planning Staff produced a Plan analysis as it relates to lodging development in Town. The conclusion of this analysis identified the following themes based upon the policies of the 2012 Comprehensive Plan:

Protection	Balance	Range
<i>Residential neighborhoods should be protected from lodging “creep”</i> - Policy 3.2.c: Limit lodging to defined areas. - Policy 4.2.f: Maintain lodging as a key component in the downtown	<i>Maintain a desirable balance between residential & nonresidential uses.</i> - Policy 4.2b: Promote a balanced mix of uses. - Strategy 4.2.S.6: Review the Lodging Overlay boundary and associated regulations and incentives to determine the desired location, type and size of lodging. - Policy 6.3.e: Balance housing, nonresidential, and civic uses.	<i>Lodging guests should be within range of other visitor services accessible without a car.</i> - Policy 3.2.b: Locate nonresidential development in Complete Neighborhoods. - Policy 4.2.a: Create mixed use Subareas. - Policy 4.2.f: Maintain lodging as a key component in the downtown

Protection

Numerous policies in the Comp Plan recommend that existing residential neighborhoods be protected from the encroachment of lodging uses. The **pink-shaded areas** show the general location of existing neighborhoods.

Range

The Comp Plan recommends that Lodging guests be within range of other visitor services so they are accessible without a car. Such services include shopping, restaurants/bars, transit, and tourist attractions such as the Town Square. The Range area in **blue** shows all private property within an approximate 1/4 mile distance from the Square.

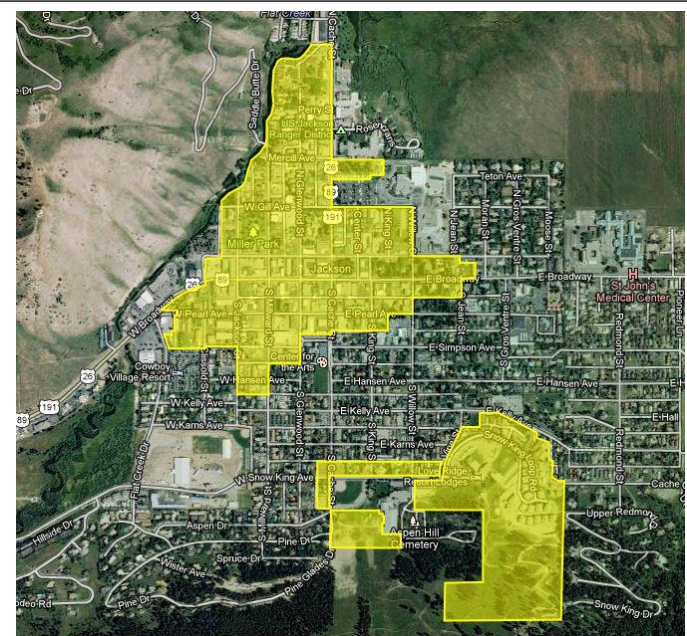
Balance

In order to protect housing and other types of nonresidential uses, the Comp Plan recommends a "balanced" approach in creating a new Lodging Overlay. The total area of the Downtown, Snow King, and Outer Square areas is 214 acres, whereas an area bound by the Protection & Range areas leave an area of 173 acres. The appropriate acreage of lodging may be somewhere between these 173 and 214 acres. The current Lodging Overlay is 204 acres.

In March 2012, the Town initiated a 2-month public comment period to gather input on where lodging uses should be permitted and what lodging types were appropriate in certain neighborhoods.

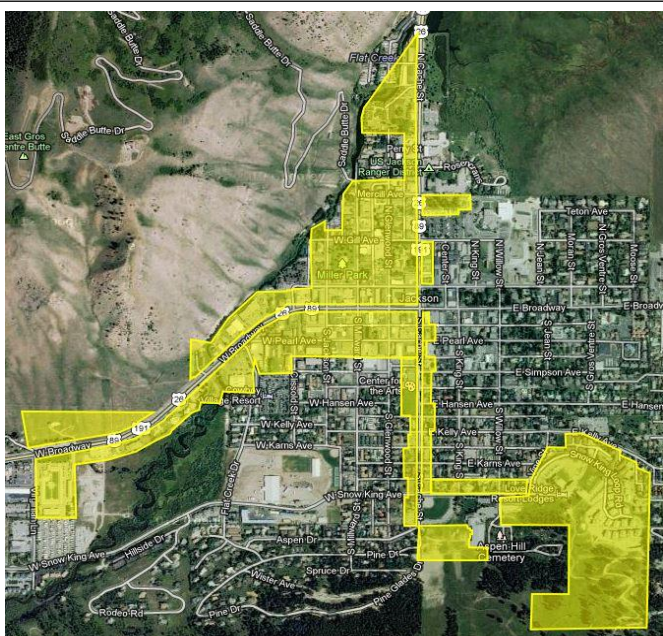
Exercise #1 Background

Planning Staff prepared 4 different concepts in order to provide a basis from which people could comment or modify a preferred concept. These concepts are as follows:



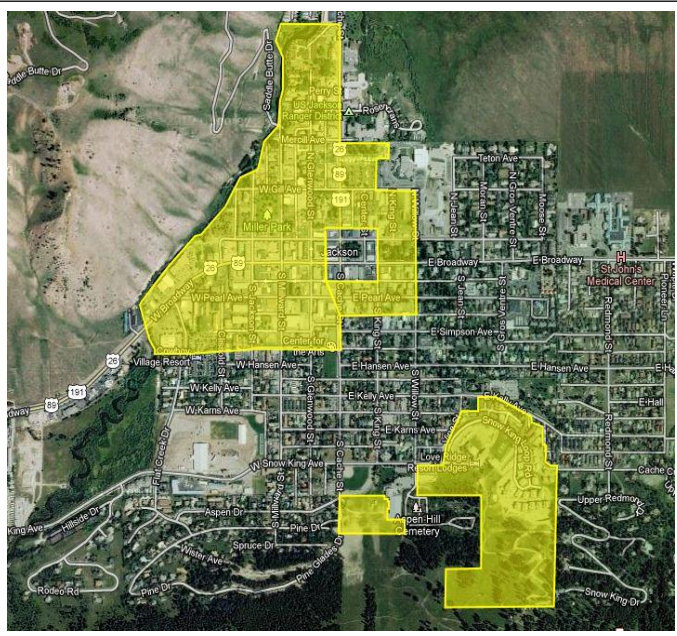
Existing Lodging Overlay

The current overlay was drawn in 1994 and contains approximately 204 acres. It includes much of the UC and AC zoned properties in the Downtown area as well as the Snow King Planned Resort District (as does every other concept).



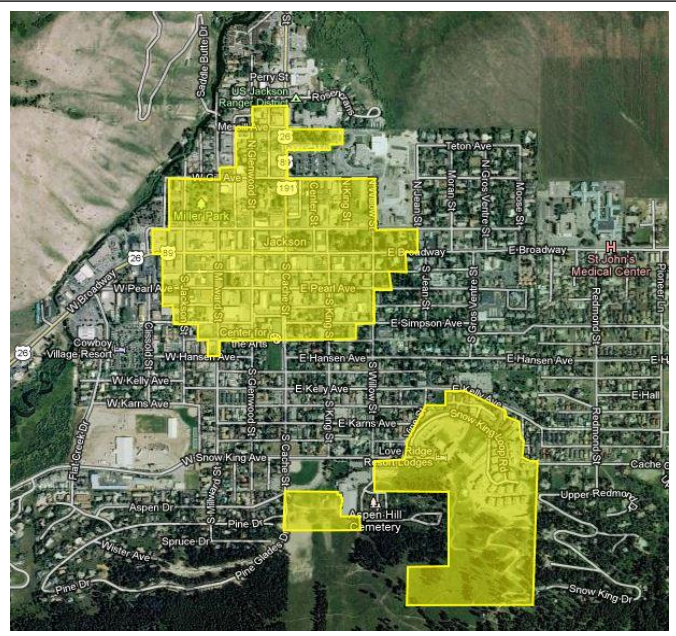
Corridors

The Corridors concept is oriented toward major streets such as Cache, Broadway, and Snow King Avenue as well as the core Downtown area. It contains 195 acres extends west to include the north half of the Virginian property, South Cache Street between Snow King and Downtown, and North Cache Street to the "DQ" bridge.



Downtown & Outer Square

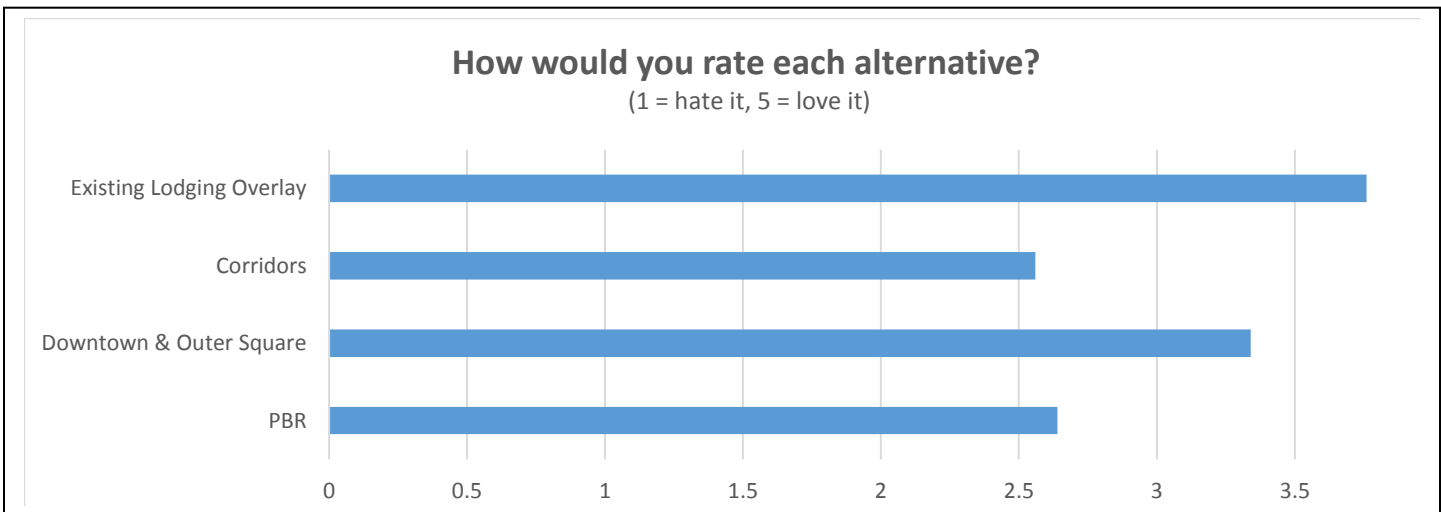
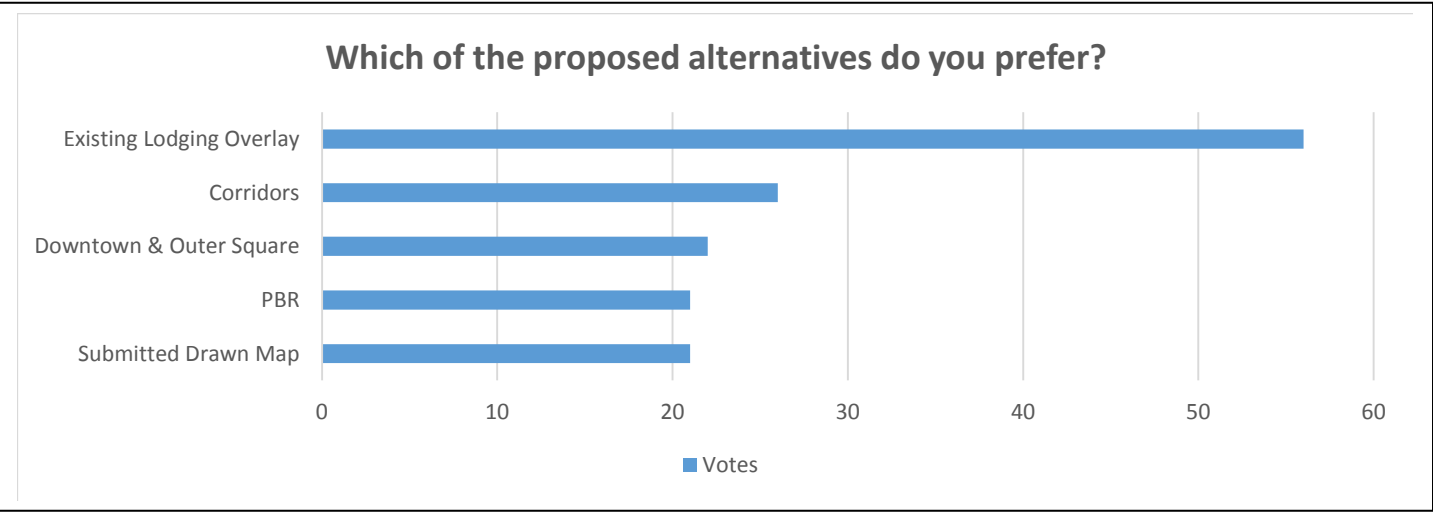
This concept is coincident with two subareas in the Comprehensive Plan: Downtown (Subarea 2.3) and the Outer Square (Subarea 1.2). This is the only alternative to exclude Town Square-facing blocks and is comprised of 214 acres.



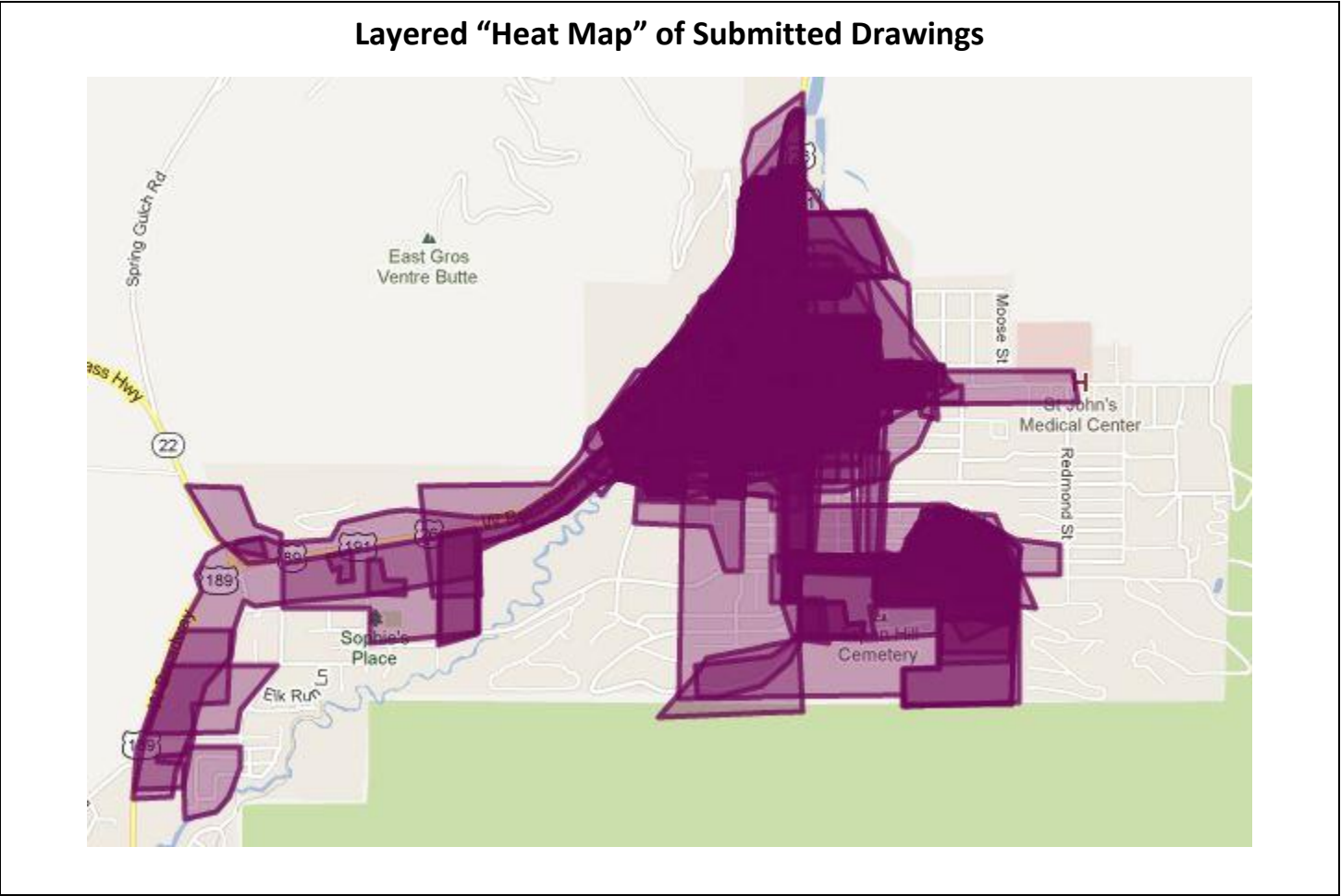
"PBR"

Though this 173-acre area is the smallest of the four concepts, it is intended to be the starting point from which to branch out and include surrounding properties. It is fully consistent with the "PBR" criteria in that it is entirely contained outside of existing residential neighborhoods, is ¼ mile from the Town Square (excluding Snow King), and contains a conservative amount of land available to lodging uses.

Survey responses revealed the following preferences for these concepts:



In addition, staff has created the below “heat map” from the submitted public drawings to consider as part of this analysis:



Exercise #2 Background

Planning staff provided the following five (5) lodging types for public consideration in each of the District #2 subareas.

				
Resort Hotel	Large Hotel	Small Boutique Hotel	Bed & Breakfast	Short-term Rental
100,000+ SF	40,000 - 100,000 SF	10,000 - 40,000 SF	3,000 - 10,000 SF	Various sizes
150+ Rooms	40 - 100 Rooms	10 - 40 Rooms	2 - 10 Rooms	House/Condo/Townhouse

District 2 Subareas



Subarea 2.5 North Cache Gateway

This neighborhood is a key entry into Town from the airport and the Parks, and is envisioned as a mixed-use corridor with a wide variety of uses

Subarea 2.4 Public/Civic Campus

This neighborhood contains various institutional and government uses. It is not envisioned to include lodging.

Subarea 2.6 Mixed Use Office and Residential (East Broadway & South Willow)

This neighborhood is envisioned to be a pedestrian mixed-use area comprised of mixed-use office buildings or multi-family residential development.



Subarea 2.3 Downtown

Downtown is the center of civic, cultural, economic, and social activity in our community, as well as the center for visitor experience as a large amount of lodging is located here.

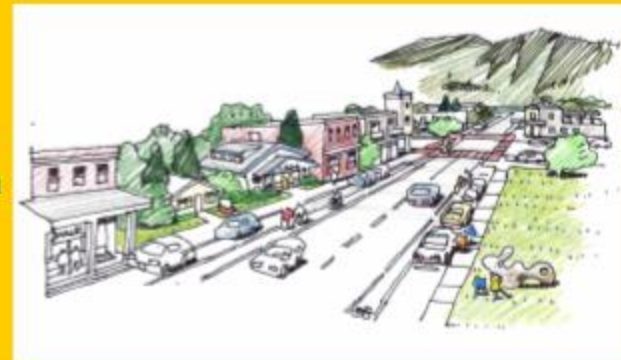


Subarea 2.1 Snow King

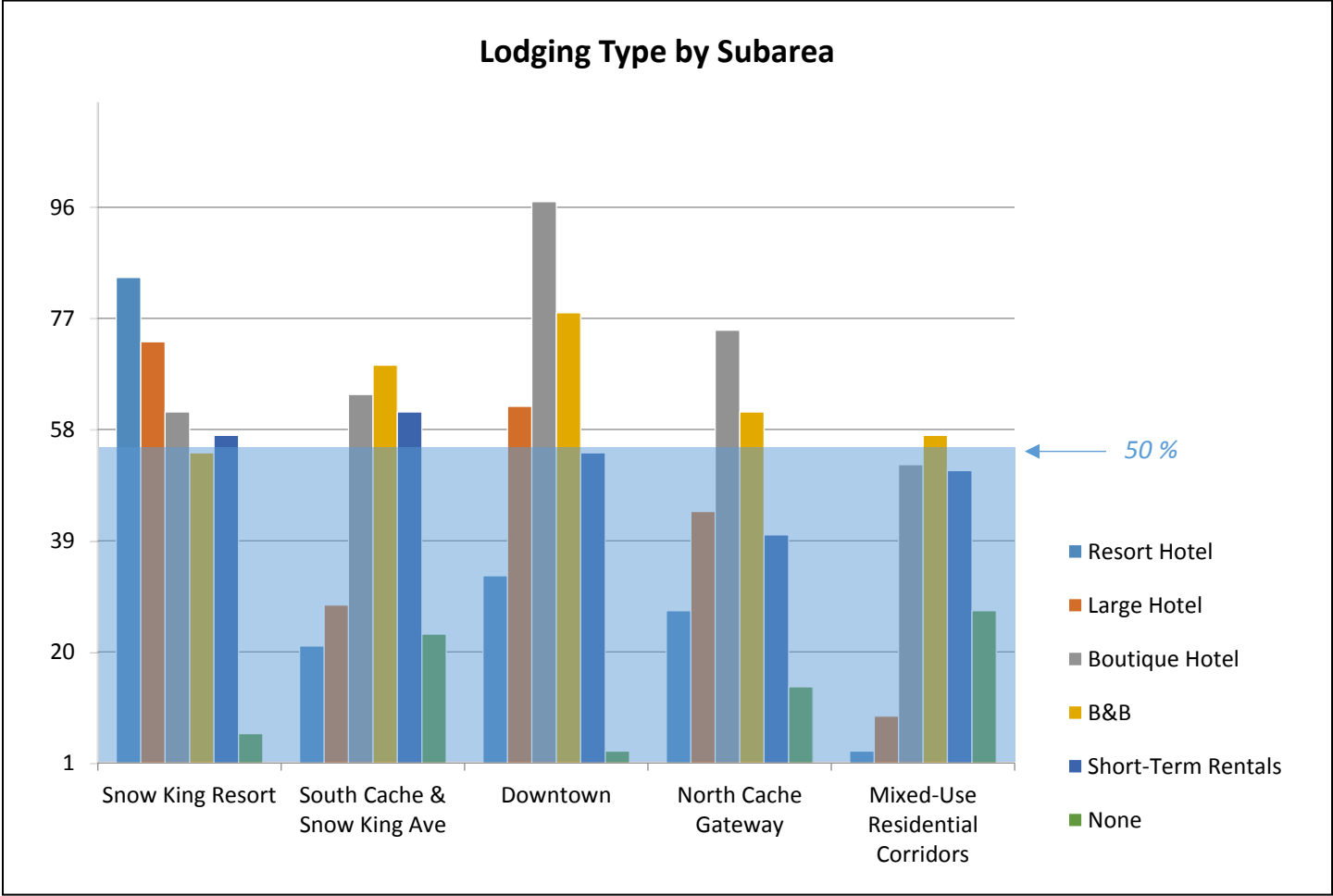
The Comp Plan envisions Snow King as a vibrant mixed-use resort complex with multi-faceted resort /conference

Subarea 2.2 South Cache & Snow King Corridors

This neighborhood is a key entry into Town from the airport and the Parks, and is envisioned as a mixed-use corridor with a wide variety of uses



Survey responses revealed the following preferences for these concepts:



Observations on Public Comment

Overall, there were a total of 113 web interface respondents and 60 attendees at the workshops who provided comment. This exercise has produced the following observations:

- 1. The Existing Lodging Overlay Concept is by far the most preferred concept.
- 2. The Existing Lodging Overlay Concept is the most highly rated concept.
- 3. Though the Corridors alternative is the 2nd most preferred concept, it has the lowest rating.
- 4. The PBR option is the 3rd most preferred option and the 3rd highest rated option. This is not surprising since it was intended as a “branch out” concept, and is thus more susceptible to modification by a respondent.
- 5. Submitted maps, when compiled into the “heat map” to the right, bear a strong resemblance to the Existing Lodging Overlay on the south and the east, whereas the northern and western boundaries are very similar to the Downtown and Outer Square concept.
- 6. Written comment seems to convey a broad desire to allow existing lodging uses outside of the existing Lodging Overlay to continue operating and to possibly redevelop.

Staff Analysis

Given these observations and Comprehensive Plan direction regarding the Lodging Overlay, Staff has drawn the following conclusions:

- 1. The Existing Lodging Overlay should serve as the core area of consideration, as it is the most preferred and most highly rated option in public comment.
- 2. Policy 4.2.f of the Comprehensive Plan states the following:

“A key element of the 1994 Comprehensive Plan was the establishment of the Lodging Overlay District. The purpose of the overlay was to concentrate lodging into the downtown core, where guests can access tourist-orientated amenities without a vehicle. In addition, the overlay was intended to protect the remainder of the community from expansion and sprawl resulting from tourist and lodging amenities. The community continues to support the original intent of the overlay. Expanding on the goals of the 1994 Plan, this Plan supports the provision of a variety of year-round lodging types that encourage active management for nightly year-round occupancy.”

In addition, Staff’s analysis of the Plan produced the themes of Protection, Balance, and Range, which incorporates Policy 4.2.f as well as other relevant Plan provisions. This further reinforces the existing Lodging Overlay as the core area of consideration.

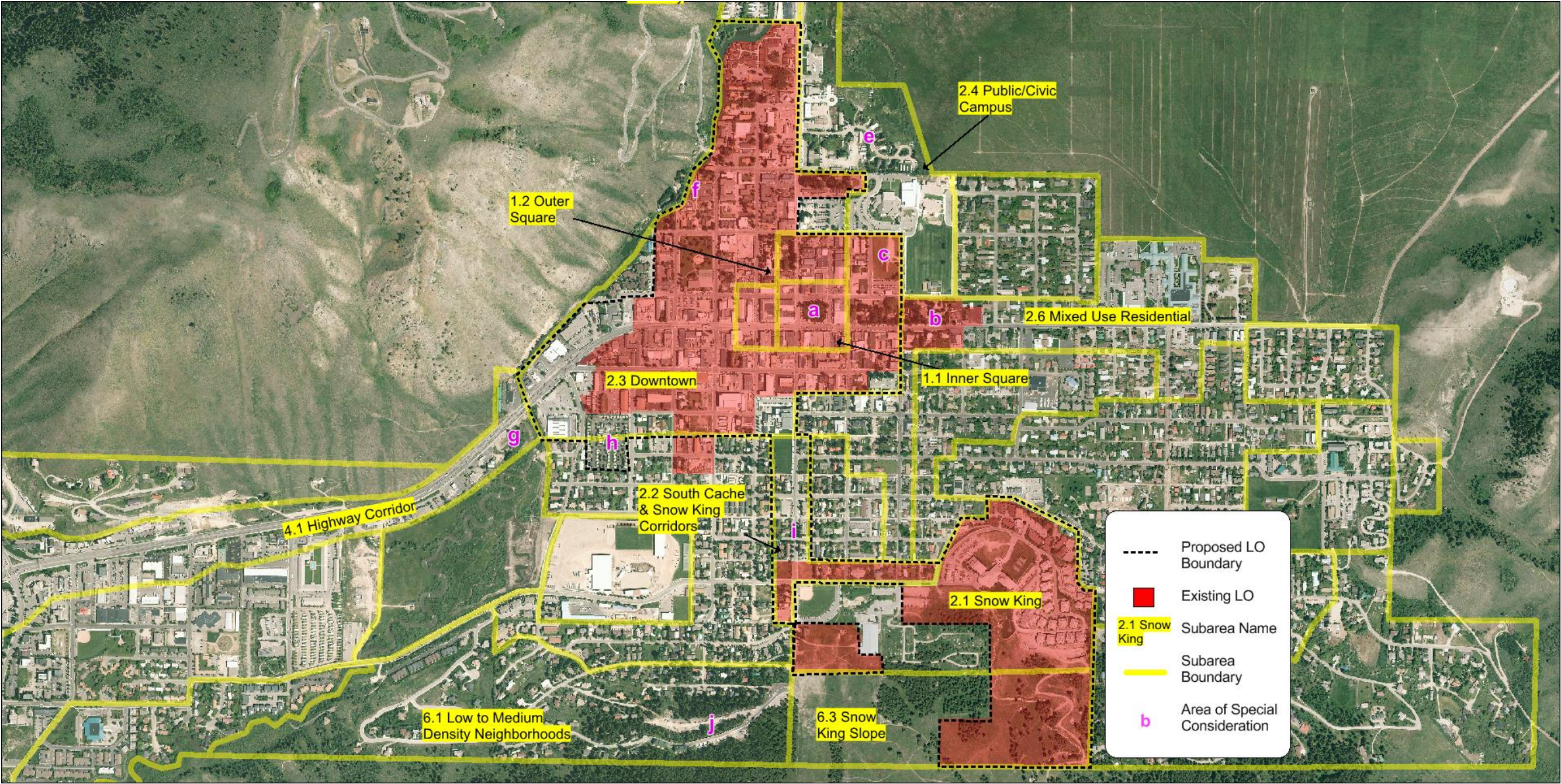
- 3. In considering changes to the existing Lodging Overlay, the Downtown and Outer Square subareas may serve as guidance for these changes as they are very similar to the “heat map” results produced in public comment and were the most highly rated.
- 4. The Inner Town Square subarea should be excluded because of the Comp Plan’s emphasis on preservation in this area, and because the existing building types around the Town Square are not suitable for most lodging types other than short-term rentals. If the Inner Square subarea is included in the Lodging Overlay, lodging types should be limited to short-term rentals and should be prohibited in street level spaces.
- 5. Existing residential neighborhoods should be protected and considered for exclusion from the Lodging Overlay.
- 6. Existing lodging uses outside of the existing Lodging Overlay should be given the ability to maintain and redevelop. However, this should be allowed using a tool other than the Lodging Overlay. Such a tool should follow the direction laid out in the LDR Diagnosis prepared by Code Studios in April 2013, which states the following:

“No matter what the results of the current revision discussions for the boundary of the lodging overlay, there will likely be existing lodging that lies outside the boundaries of the overlay. The Town should consider new rules that would allow the redevelopment of these sites for lodging use, creating an option to substantially update these aging facilities. This does not imply that new areas should be opened up to lodging, but only that established lodging uses be given greater replacement flexibility.”

- 7. Existing lodging uses adjacent to the existing Lodging Overlay should be considered for inclusion.
- 8. Where possible, the Lodging Overlay should be coincident with Comp Plan subarea boundaries. When additions and subtractions to the Lodging Overlay are considered, it should be done in the context of the vision statement for a given subarea. For example, if a property located in a District 4 is being considered for inclusion into the Lodging Overlay, it should be assumed that it will assume the character of the adjacent District and Subarea.

Proposed Lodging Overlay Map

Based upon staff’s review of the above information staff has prepared the following map to begin discussion during exercise #1:

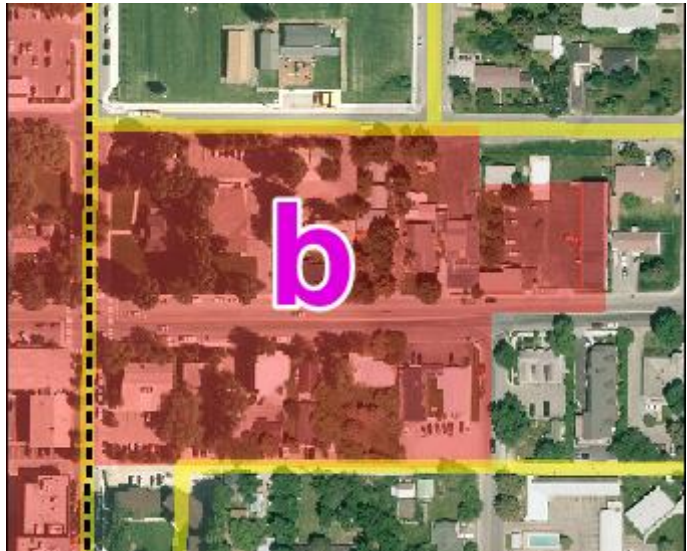


In addition, staff identified the following areas of “special focus” for consideration by Council and the Commission during exercise #1:

- a. The 200 Block of East Broadway
- b. The Lutheran Church property
- c. The North Cache Gateway Subarea
- d. The Forest Service property Flat Creek Neighborhoods
- e. The Sagebrush Motel property
- f. The Cowboy Village property
- g. The South Cache and Snow King Avenue Subarea
- h. The Pine Glades property



Inner Town Square. Because this is a designated preservation area and the likely core of a future Retail Shopping District, Staff finds that the Inner Town Square Subarea should be excluded from the Lodging Overlay.



200 Block, E. Broadway. This area is entirely contained in the Residential Mixed Use Subarea, which is not recommended for lodging uses. Other than the Golden Eagle Motel, no lodging uses exist in this residential-adjacent area. Redevelopment of the Golden Eagle would be possible through another tool to be crafted for existing lodging uses outside of the overlay.



Lutheran Church Property. Some public comments have suggested that because this property is adjacent that an existing public school campus, lodging uses may not be optimal and that urban residential uses may be more appropriate.



North Cache Gateway. This Subarea is outside of the proposed lodging overlay because 1) it is not in the existing overlay and 2) it is primarily composed of residential uses, and 3) public comment does not strongly support its inclusion. In the event it is included, Staff recommends the lodging types supported by public comment.



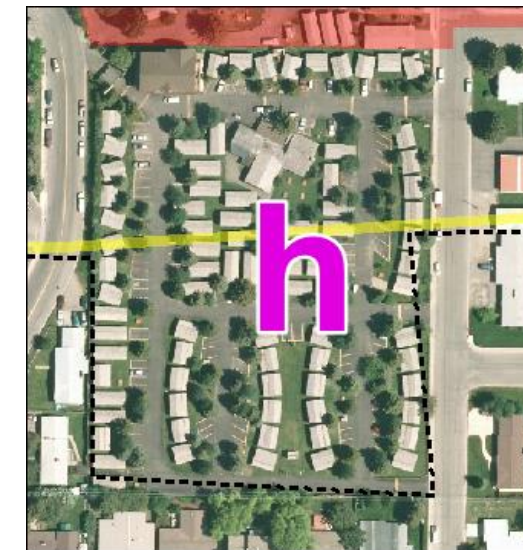
Forest Service Property. The Council has indicated that it may not want to consider the USFS property at this time. The property is contained in Subarea 2.4 Public Civic Campus of the Comp Plan, which states that any nongovernmental use should be subject to a Plan revision.



Flat Creek Neighborhoods. Except for the Meadowbrook Condominiums, residential areas in the Flat Creek area are included in the existing overlay. However, many of them are in the protection area (hatched) used in the Lodging Overlay Exercise, which flows from Comp Plan recommendations to protect existing residential neighborhoods. Though it is included in the proposed overlay, it may be a good candidate for urban residential development similar to what would be envisioned for the Lutheran Church property.

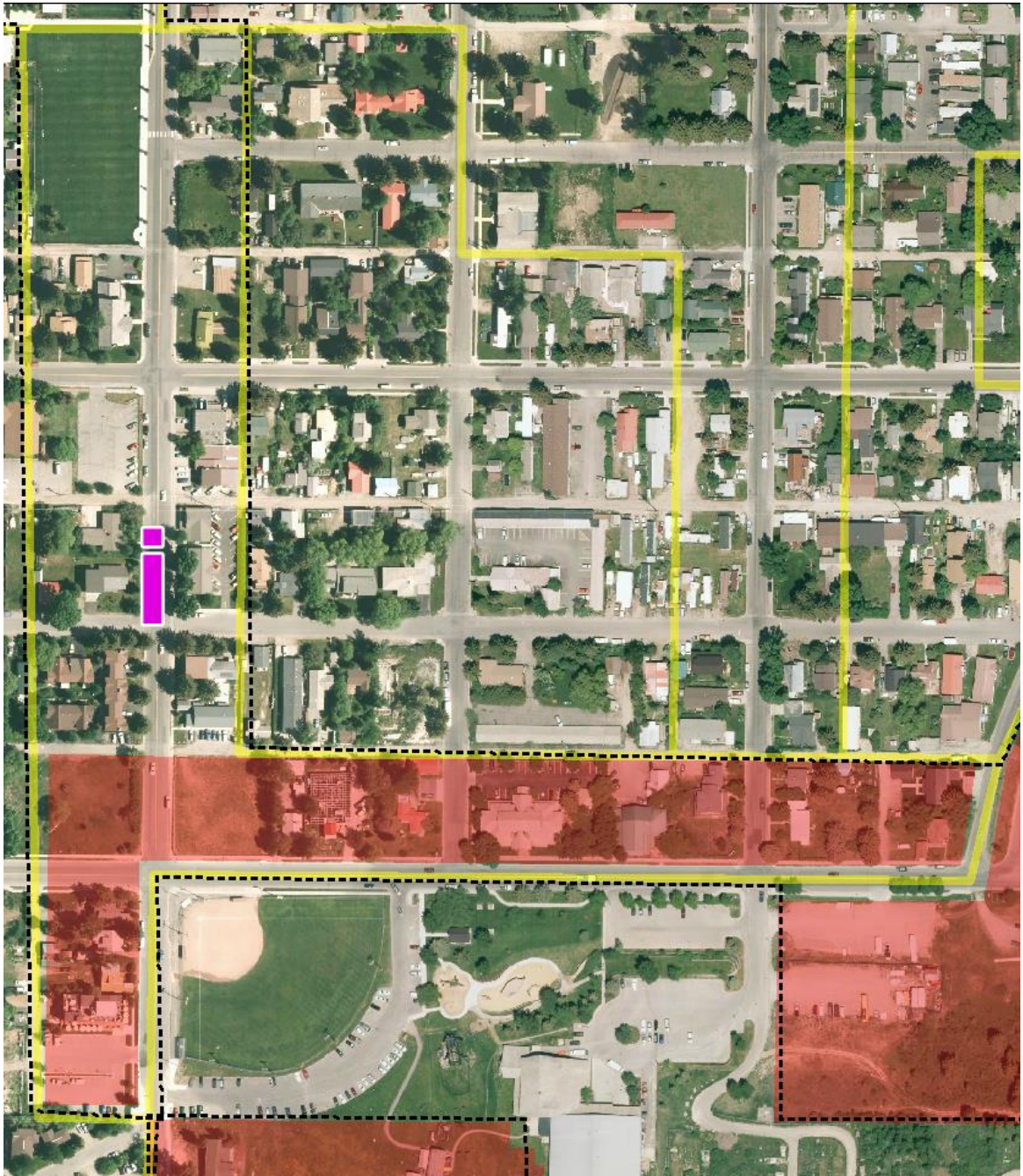


Sagebrush Motel Property. Because this property is outside of but adjacent to District 2, the Council needs to affirmatively apply the character vision for District 2 to this site. Though it is not included in the existing overlay, there has been public comment supporting its inclusion, it is located within walking distance of many visitor amenities, and is not adjacent to any residential neighborhoods.

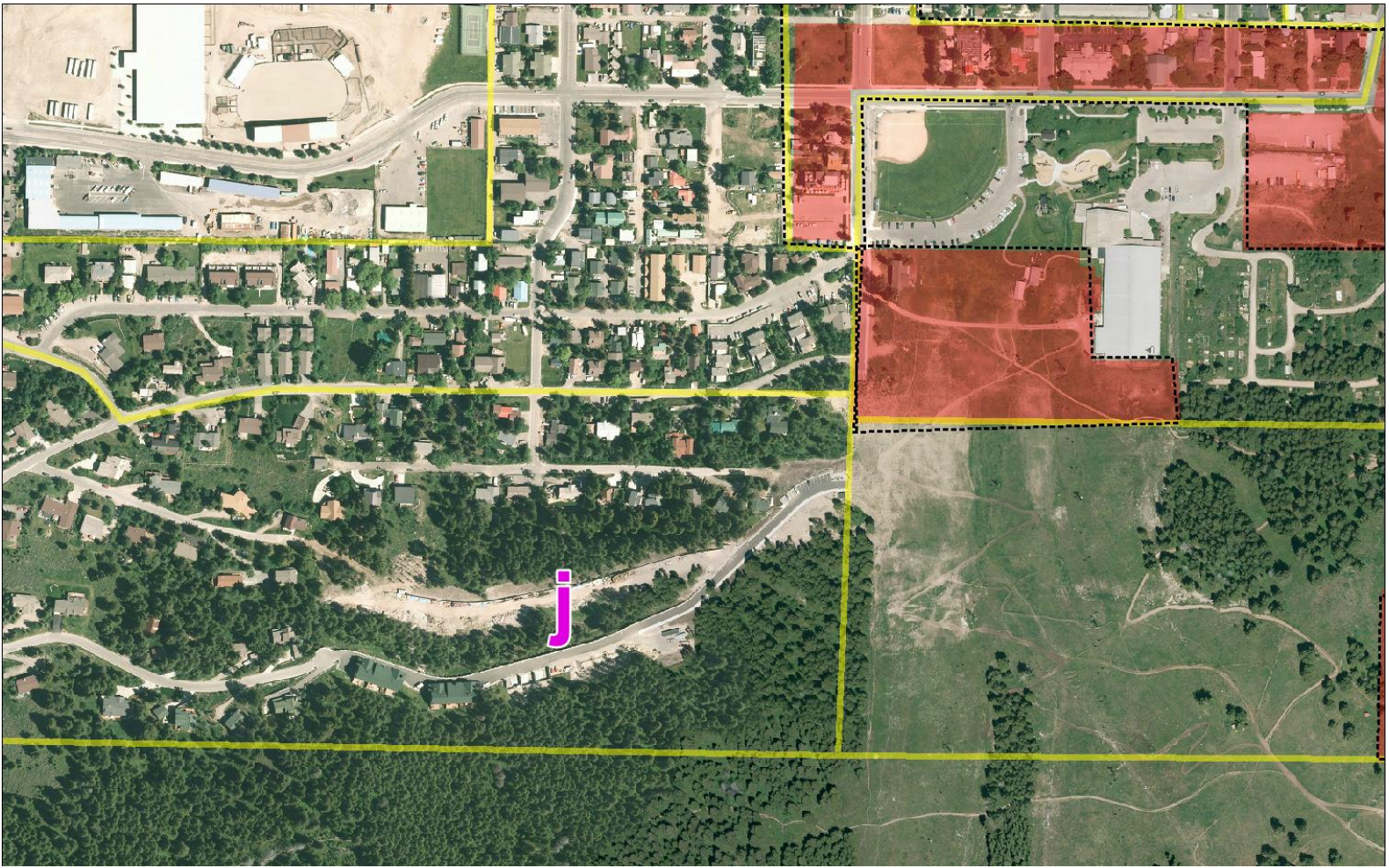


Cowboy Village Property. The northern half of the property is in the Downtown Subarea, however the south half is the District 3, Town Residential Core. Because the entire property is functioning as a lodging use, and because it is adjacent to the existing overlay, and because there is significant public comment supporting its inclusion, Staff has included it in the proposed overlay.

South Cache & Snow King Avenue. This Subarea has been included in Staff’s proposed overlay largely because the defined lodging types deemed appropriate by public comment. Staff finds that Boutique hotels, B&Bs, and short-term rentals integrate fairly well into the surrounding area, and the extension of the Lodging Overlay may assist in bridging the Downtown and Snow King subareas as recommended in the Comp Plan. Though Staff finds that the proposed Lodging Overlay should be coincident with subarea boundaries when possible, it may be worth exploring the two streets individually in considering their inclusion/exclusion into the overlay.



Pine Glades. The inclusion of the Pine Glades property, like the Sagebrush Motel property, would require a conscious decision by the Council to apply the vision of the Snow King subarea to the property, which lies in District 6 Town Periphery. In a lodging overlay inclusive scenario, it would be envisioned as an ancillary component to the Snow King base area rather than the residential neighborhoods like those in the Pine/Aspen/Spruce area. There is public comment supporting its inclusion, and it is technically adjacent to the existing overlay by virtue of its proximity to the Snow King Planned Resort District. However, the compatibility with the surrounding neighborhoods – as well as the prospect of a lodging creep – should be assessed in any consideration of its inclusion in the overlay.



Finally in order to begin discussion for Exercise #2 staff used a >50% metric from the survey data to determine appropriate lodging types by subarea, the following observations can be made with regard to lodging type:

- a. North Cache Gateway - Only Boutique Hotels and B&B's were found to be appropriate
- b. Downtown - Resort Hotels were not found to be appropriate and Short-Term Rentals fall just short of the 50% mark. Otherwise, Large Hotels, Boutique Hotels, and B&B's were found to be appropriate.
- c. South Cache & Snow King corridors - Small Boutique Hotels, B&Bs, and Short-term Residential were found to be appropriate and Resort Hotels and Large Hotels were not found to be appropriate.
- d. Mixed Use Residential area - Small Boutique Hotels, B&Bs, and Short-term Residential were found to be appropriate and the "none" rating is less than 50%, it is the highest of all the Subareas.
- e. Snow King Resort - All lodging types are deemed appropriate except for B&Bs, which fall just short of the 50% mark.

Please see the attached additional public comment received during public outreach for additional comments and considerations prior to the meeting.