

Special Town Council Workshop

November 13, 2023

1:30 PM

Council Chambers

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

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II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

- A. Required Bicycle Parking (P23-016) (Katelyn Page)
- B. Re-Evaluation of Large Building/2:1 Workforce Bonus (P23-180) (Paul Anthony)

IV. COUNCIL PRIORITIES AND UPCOMING AGENDAS

- A. Council Priorities and Upcoming Agendas

V. ADJOURN

Please note that at any point during the meeting, the Mayor 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:	November 13, 2023	Meeting Title:	Town Council Workshop
Submitting Department:	Community Development Department	Presenter:	Katelyn Page
Agenda Item:	Ordinance X Updating Required Bicycle Parking (P23-016)	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this workshop item is for Council to provide direction to staff in drafting Ordinance X which would modify the Town of Jackson's Land Development Regulations (LDRs), specifically required bicycle parking standards.

Requested Action.

Staff requests Council provide direction in drafting First Reading of Ordinance X which would modify the Town of Jackson's standards relating to bicycle parking. Ordinance X would modify the following sections of the LDRs:

1. LDR Section 6.2.2.A – Required Parking
2. LDR Section 6.2.2.B – Shared Parking
3. LDR Section 6.2.2.D – Required Bicycle Parking
4. LDR Section 6.2.3 – Location of Required Parking
5. LDR Section 6.2.4 – Maintenance of Off-Street Parking and Loading
6. LDR Section 6.2.5 – Off-Street Parking and Loading Design Standards
7. LDR Section 8.8.2.B – Applicability (Administrative Adjustment)

Recommendation.

The Community Development Director recommends Council direct staff to prepare Ordinance X for consideration and present that ordinance for first reading at the next available meeting.

Background.

Staff from the Pathways Department and the Planning Department have collaboratively worked to identify bicycle parking standards and incorporate the standards into a proposed text amendment.

At the July 17, 2023, Regular Council meeting, staff presented to Council a proposed LDR text amendment brought forth by the Pathways Department for updates to required bicycle parking standards. Council directed staff to draft an ordinance for first reading at the next available opportunity. Staff reports from previous Council Meetings referencing P23-016 are attached hereto. A synopsis of Planning Commission review of proposed bicycle parking standards may be found in the July 17, 2023, Town Council Staff Report attachment.

At the September 11, 2023, Special Council meeting, staff presented Ordinance X for Council review. Council considered the item and continued the item for further discussion. Primary feedback from Council to staff during the September 11, 2023, meeting included sharing site plan examples of proposed bicycle requirements, considering reduction of the overall proposed requirements by 10-15%, and explaining potential tradeoffs

between bicycle parking and other site development elements such as housing density, vehicle parking, and landscaping.

Key Policy Questions.

Staff offers similar key policy questions for consideration as those reviewed at the July 17, 2023, and September 11, 2023, Council meetings. Through these key policy questions, staff also aims to respond to specific questions asked by Council members at the September 11, 2023 meeting.

Key Policy Question #1: The first key policy question is whether Council concurs with the amount and type of bicycle parking required by use as proposed in Ordinance X attached hereto. Staff provides an alternate reduction option for consideration. Council may consider and choose a different reduction amount. Staff will incorporate the Council's direction at First Reading.

a. What projects will require bicycle parking spaces?

Staff response: Council asked the above question to staff. Under Ordinance X, staff proposes that bicycle parking will be required for all new and expanded uses that generate additional off street vehicle parking. The proposed standards will not impact a use or development that does not generate new off street vehicle parking beyond what is currently provided. Additionally, exemptions for bicycle parking are included for uses such as Agriculture, Daycare, Temporary Uses like Wireless Facilities, and lower density residential uses. As proposed, the standards will apply to higher density residential zones including Neighborhood Medium Density-2 (NM-2) and Neighborhood High Density-1 (NH-1) but will not apply to lower density residential zones including Neighborhood Low Density-1 (NL-1) through Neighborhood Low Density-5 (NL-5) and Neighborhood Medium Density-1 (NM-1).

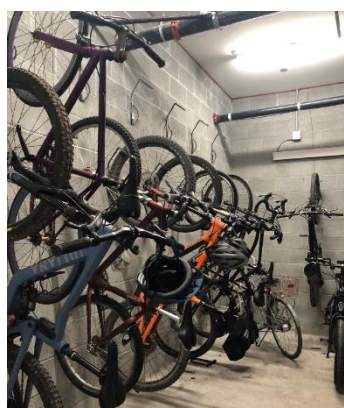
b. What is the difference between a short-term and long-term bicycle parking space?

Staff response: Council asked the above question to staff. Short-term spaces are designed for bicycle parking of two hours or less, are readily accessible to the public, tend to be unprotected from the elements, and are targeted to visitor use. For example, U-racks along the sidewalk are considered short-term. Long-term spaces are designed for bicycle parking of more than two hours and are targeted for daylong or overnight users. Long-term spaces are covered or enclosed within a structure to provide protection from weather elements and theft. Examples of short-term and long-term bicycle parking are included in Staff Report Attachment B and pictured below:



Short-Term Bicycle Parking

Source: ToJ Planning Dept.



Long-Term Bicycle Parking

c. Will staff consider reducing bicycle parking requirement by 10-15 percent?

Staff response: Yes. Since the previous meeting, staff has proposed an approximate 10% reduction to the required bicycle parking standard for Council consideration as well as proposing slight changes to the long-term / short-term splits for other uses. The 10% reduction option is shown in blue text in a separate column within the original redline text for easy comparison and is attached to this staff report. Please see Staff Report Attachment A. Staff notes that because fractional requirements round up to the nearest whole number (ex: 1.6 spaces rounds to 2 spaces required), a 10% reduction often rounds up to the same whole number. Because of this, the reduced requirement has a greater overall impact on larger developments with more car parking requirements where the effect of rounding is reduced.

Key Policy Question #2: The second key policy question is whether the proposed amendment strikes the right balance between improving bicycle facilities for the community with the increased costs to developers (e.g., long-term bicycle storage), especially for providers of affordable housing in the community.

Staff Response: The table on the following page includes project examples as requested by Council to demonstrate how the proposed bicycle parking standards would apply to some recently approved projects, as well as to some hypothetical projects. These examples include an option for a 10% (approximate) reduction as requested by Council for consideration and explained above. Please note that the current LDRs require bicycle parking only for commercial uses (i.e., residential uses such as apartment buildings have no current requirement). Should Council choose to support Ordinance X at the 10% reduction option, staff will incorporate the change at First Reading.

Project Examples – Required Bicycle Parking				
Summary of key changes in red				
Project	Scope	Current On-site Space Requirement	Requirement as originally proposed (9/11/23 mtg)	Requirement with 10% (min.) reduction and revised ST/LT split (11/13/23 mtg)
Jackson Street Apartments	Apartments 57 residential units 113 total bedrooms	Required: None Provided: 57 storage lockers 98 short-term spaces	85 long-term* 28 short-term 113 total bicycle spaces Summary: Lack 28 long-term* Excess of 70 short-term	64 long-term* 21 short-term 85 total bicycle spaces Summary: Lack 7 long-term* Excess 77 short-term
Millward Street Apartments	Mixed use structure 37 residential units 11 short-term rental units 1,984sf Office 2,256sf Retail 62 total bedrooms	Required: 3 spaces Provided: 32 storage lockers 18 short-term spaces	44 long-term* 22 short-term 66 total bicycle spaces Summary: Lacks 12 long-term* Lacks 4 short-term	39 long-term* 11 short-term 50 total bicycle spaces Summary: Lacks 7 long-term* Excess 7 short-term
4-plex attached residential (Hypothetical)	Attached dwelling units on 7,500sf lot (NL-5 zone) 4 units per lot 6 total bedrooms per lot	None	5 long-term* 1 short-term 6 total bicycle spaces per lot	Exempt. Standard applies to 5 or more units per lot
Newly Constructed Parking Facility (Hypothetical)	139 vehicle spaces (same amount as Home Ranch Lot)	None	7 long-term* 21 short-term 28 total bicycle spaces	13 long-term* 12 short-term 25 total bicycle spaces

*A minimum of 25% of the required long-term bicycle parking spaces must accommodate larger and alternative bicycles.

It is important to note for these examples that the residential storage lockers that may be used as long-term bicycle parking spaces, may not always accommodate “larger and alternative bicycles,” such as e-bikes, if the storage lockers are not conveniently accessed. For example, basement storage units accessed only by a stairway could not accommodate a typical e-bike.

Key Policy Question #3: The third key policy question is whether Council supports a reduction of required vehicle spaces in exchange for bicycle parking. Such reductions to vehicle parking spaces would require approval by the Planning Director.

Staff response: These two key policy questions are related and addressed together. Ordinance X recognizes the inherent tradeoffs between improving bicycle parking facilities in Town and the potential for increased costs to private (and public) developers. It is for this reason that the Ordinance includes flexibility to accommodate bicycle parking to balance competing goals and limited space on a site. For example, to achieve better site designs, as proposed the Planning Director may approve a modification to the amount, type, or location of required bicycle parking through the Administrative Adjustment process. The Planning Director may also approve reductions to required off-street vehicle parking by up to 10% to support multi-modal travel options and to create space for bicycle racks without reducing greenspace. However, when other options are not available, the Planning Director may instead approve small reductions in the amount of required greenspace (Section 5.5.4.A) and/or plant units (Section 5.5.3.E.4) to allow for bicycle parking.

Council also asked whether staff can provide examples of the opportunity cost and/or space required to accommodate proposed bicycle parking standards.

Staff response: Yes. Additional required bicycle parking facilities will consume a certain amount of space on a site that may leave less room for other uses. For example, while every project is different, additional bicycle parking is most likely to impact (reduce) the amount of landscape area and/or vehicular parking on a site. Further, any reduction of vehicle parking might cause the loss of one or two residential units (or commercial floor area) on larger projects. However, when projects are designed from the beginning with these standards in mind, it is likely that most projects should be able to integrate bicycle parking space without sacrificing residential units and/or commercial floor area. Another consequence will likely be an increase in the size of storage units/space provided for residential units (perhaps at the expense of living space), especially in multi-dwelling unit projects, but this may also be considered a benefit because bicycles would then be kept in dedicated storage areas rather than cluttering living rooms, balconies, and other informal and visible places.

In response to Council questions, Staff has provided approximate space requirements for various types of bicycle parking facilities and site design aspects for reviewers to better conceptualize a “conversion rate” between vehicle parking, habitable floor area within a structure (such as housing units), and other aspects of site development. See table of “Example of Approximate Area Calculations” on the following page.

Example of Approximate Area Calculations	
Item	Area/Amount
Standard Vehicle Parking Space	20' x 9' (180sf)
Compact Vehicle Parking Space	16' x 8' (128sf)
10 bicycle vertical wall racks adjacent to walkway (parks 10 bicycles)	60sf
24-30 bicycle vertical wall racks (enclosed room)	180sf
5 bicycle horizontal U-racks (parks 10 bicycles)	102sf-170sf (dependent on sidewalk design)
12 bicycle stacked (two-tier) layout (parks 12 bicycles)	68sf-110sf (dependent on sidewalk design)
1 bedroom deed restricted unit (Sec. 6.3.5)	550sf
1 storage locker (typical)	25sf-75sf
LSR (min.) required for 7,500sf lot in CR-2 Zone (10%)	750sf
LSR (min.) required for 15,000sf lot in NH-1 Zone (21%) with multi-dwelling unit	3,150sf

Key Policy Question #4: The fourth key policy question is whether the proposed amendment appropriately requires bicycle parking on public properties, such as for public parking facilities.

Staff response: The proposed bicycle parking requirement for public parking facilities is 20% (or 18% if applying the reduced standard option) of the total vehicle spaces provided and includes a mix of short-term and long-term bicycle parking spaces. An example is provided in the 'Project Examples' table below.

Changes by Staff following the September 11, 2023, Council meeting.

Based on feedback from Council during the September 11, 2023, meeting, staff propose the following three changes to the original proposed text amendment.

1. Change to density threshold for residential uses

Staff now suggest that bicycle parking for residential uses (including accessory residential units) begin to apply to projects with 5 or more units per lot rather than 3 or more units per lot. This means lots with 4 or less residential units would be exempt from the standard. This effectively introduces bicycle parking requirements in only high-density residential zones (Transitional Subareas) and Commercial Zones with no impact on lower density single-family neighborhoods (Stable Subareas). Transitional Subareas include Neighborhood Medium Density-2 (NM-2) and Neighborhood High Density-1 (NH-1). Stable Subareas include Neighborhood Low Density-1 (NL-1) through Neighborhood Low Density-5 (NL-5) and Neighborhood Medium Density-1 (NM-1). During its review of bicycle parking standards, the Planning Commission commented that deed restricted units should be provided with bicycle parking and not be exempt from consideration. Increasing the density threshold for bicycle parking requirements for residential uses will still provide bicycle parking for most of the deed restricted units expected in the

Town as the vast majority of higher density multi-unit dwellings will be located within Transitional Subareas.

2. Include a “10% reduction” option for consideration

As mentioned above, staff is supportive of a reduction to the proposed bicycle parking standards as shown in the “blueline” text attached to the “redline” document. In addition to showing a “10% reduction” option, staff also proposes a reduction to residential and short-term rental uses to 0.75 spaces per bedroom (from 1 per bedroom) and changes to the short-term / long-term split for some use categories as an alternative to the originally presented standard. An excerpt from Attachment A is included below showing some examples of the “10% reduction” option for a few use types in blueline text. The full proposed text is attached to this staff report as “Attachment A”.

Example Excerpt of the “10% reduction” option

Required Bicycle Parking				
Use	Standard	Approx. 10% reduction to standard	Short-term Parking	Long-term Parking
Lodging Uses				
Conventional Lodging	1 per 10 guest rooms	1 per 11 guest bed	75% 50%	25% 50%
Short-term Rental (applies within Lodging Overlay only)	1 per bedroom	.75 per bedroom	50% n/a	50% 100%
Commercial Uses				
Office	1 per 1,500sf	1 per 1,650sf	50%	50%
Retail	1 per 1,000sf	1 per 1,100sf	90% 70%	10% 30%

3. Simplify “Alternative Compliance” Text

Lastly, staff has simplified the text in “Alternative Compliance” section 6.2.2.D.3. This section helps introduce flexibility in fulfilling required bicycle parking but staff felt some text was duplicative and not necessary.

Analysis

The text amendment changes will effectively set higher standards for bicycle parking facilities in most new development and increase the availability and occurrence of bicycle parking infrastructure. The text amendment aligns with the goals of the following Comprehensive Plan policies and principles:

Policy 2.3.a (Meet future transportation demand through the use of alternative modes)

Policy 2.1.c (Create a safe, efficient, interconnected multimodal transportation network)

Principle 7.1 (Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure)

Policy 7.1.c (Interconnect all modes of transportation)

Public Comment.

No public comment has been received by staff at the time of this report.

Possible Alternatives.

Council previously requested that staff present an option for a reduced bicycle parking requirement to those currently proposed in Ordinance X. Council may direct staff to proceed with current standard or to incorporate any or all of the proposed alternate reduction option to incorporate in Ordinance X at First Reading. The Council is free to make additional changes to the amendment as it deems reasonable.

Comprehensive Plan & Priority Alignment.

Pursuant to Section 8.7.2 of the Town of Jackson Land Development Regulations, the advisability of amending the text of these LDRs is a matter committed to the legislative discretion of the Town Council and is not controlled by any one factor. In deciding to adopt or deny a proposed LDR text amendment the Town Council shall consider factors including, but not limited to, the extent to which the proposed amendment:

1. *Is consistent with the purposes and organization of the LDRs;*

Complies. The purposes of the LDRs per Division 1.3 are generally to implement the Comprehensive Plan and to promote the health, safety, and general welfare of the present and future inhabitants of the community. Staff finds the proposed amendment is supportive of our community's comprehensive plan goals and is consistent with the purpose and organization of the LDRs.

2. *Improves the consistency of the LDRs with other provisions of the LDRs;*

Complies. The amendment proposes more detailed, use-specific standards for bicycle parking consistent with provisions of the broader Required Parking and Loading Standards (Section 6.2.2), including vehicle and disability parking requirements. Additionally, the amendment clarifies requirements for vehicles versus bicycle parking.

3. *Provides flexibility for landowners within standards that clearly define desired character;*

Complies. The amendment defines a minimum standard for bicycle parking while offering flexibility for alternative compliance if, when strictly applied, the proposed standard results in specific constraints or unforeseen circumstances.

4. *Is necessary to address changing conditions, public necessity, and/or state or federal legislation;*

Complies. The amendment proposes more detailed, use specific standards for bicycle parking aimed at increasing the availability and occurrence of bicycle parking infrastructure. This infrastructure is supportive of a broader network of bicycle infrastructure, including paths and multi-modal facilities, which foster alternative modes of transportation for visitors and residents.

5. *Improves implementation of the Comprehensive Plan; and*

Not Applicable. Per Wyoming State statute.

6. *Is consistent with other adopted Town Ordinances.*

Complies. As conditioned, the proposed amendment does not conflict with any other Town Ordinances.

Fiscal Impact.

None identified at this time.

Staff Impact.

The amount of Staff time to review this proposed text amendment, including research, and drafting of staff reports and ordinance is approximately 45 hours. Preparing the ordinance for presentation at an upcoming meeting is estimated at 5 additional hours of staff time.

Attachments or Links.

Attachment A: Redline text changes and blue text reduced standard alternative

Attachment B: Examples of bicycle parking

Staff Report P23-016 dated September 11, 2023

Staff Report P23-016 dated July 17, 2023

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

I move to direct staff to prepare Ordinance X for LDR Text Amendment P23-016 as directed by Council and based upon the findings presented in the staff report, the departmental reviews, and subject to this staff report dated November 13, 2023, and present that ordinance for first reading at the December 18, 2023, regular Council meeting.

Redline text represents proposed text amendments

Blueline text represents a 10% reduction (approximate) option to the proposed standard in response to Council feedback during the September 11, 2023, Council meeting as well as adjustments to some proposed splits between long-term / short-term bicycle parking for particular uses.

6.2.2. Required Parking and Loading.

- A. **Required Vehicle Parking.** The table below establishes the minimum required parking spaces that shall be provided for each use in these LDRs, unless otherwise specified in Subsection C.2 of a specific zone. Where a minimum requirement is not listed in the table it shall be determined by the Planning Director upon finding the proposed use has need for parking. Calculations that reference floor area shall be based on the gross floor area. Calculations that reference employees shall be based on the maximum number of employees normally on duty at any one time.

Required Parking		
Use	Parking Spaces	Queuing Spaces
Open Space Uses		
Agriculture	n/a	
Outdoor recreation	independent calculation	
Residential Uses		
Detached Dwelling	2 per DU	
Attached Dwelling	2 per DU +0.5 per DU if ≥ 3 units served by lot	
Apartment	2 per DU +0.5 per DU if ≥ 3 units served by lot	
Mobile home	2 per DU	
Group home	0.5 per bed	
Lodging Uses		
Conventional lodging	0.75 per LU + 1 per 150 sf assembly area	
Short-term rental	2 per LU	
Campground	1 per campsite +1 per 7.5 campsites	
Commercial Uses		
Office	3.3 per 1,000 sf	
Retail	4.5 per 1,000 sf	
Service	3 per 1,000 sf	
Restaurant/Bar	1 per 55 sf dining area + 1 per 30 sf bar area	
Heavy retail/Service	2 per 1,000 sf + 3 per repair bay + 1 per wash bay	2 per wash bay
Mini-storage warehouse	1 per 10 storage units + 1 per employee	
Nursery	2 per 1,000 sf + 1 per 4,000 sf outdoor display area + 1 per employee	
Amusement/Recreation Uses		
Amusement	1 per 30 sf seating area or independent calculation	
Developed recreation	4.5 per 1,000 sf	
Outfitter/Tour operator	independent calculation	
Adult Entertainment Business	1 per 30 sf seating area or independent calculation	
Institutional Uses		
Assembly	independent calculation	
Daycare/Education	independent calculation	

Industrial Uses		
Light industry	1 per 1,000 sf + 1 per company vehicle	
Heavy industry	2 per 1,000 sf + 1 per company vehicle	
Disposal	1 per employee	
Infrastructure Uses		
Parking	n/a	
Utility facility	1 per employee + 1 per stored vehicle	
Wireless communication facility	1 per employee + 1 per stored vehicle	
Heliport	7 per daily aircraft movement	
Accessory Uses		
Accessory residential unit	1.25 per DU	
Bed and breakfast	0.75 per LU	
Home occupation	n/a	
Home business	1 per employee	
Home daycare	1 per employee	1 off-street for pick-up
Home daycare center	1 per employee	2 off-street for pick-up
Drive-in facility	n/a	3 per service lane
Temporary Uses		
Christmas tree sales	1 per 1,000 sf outdoor display area + 1 per employee	
Real estate sales office	3.3 per 1,000 sf	
Temporary shelter	2 per DU	
Farm stand	5 per 1,000 sf display area	
Temporary gravel extraction	1 per employee	

1. **Administrative Adjustment.** The Planning Director may establish a lesser **vehicle** parking requirement pursuant to the procedure of Section 8.8.2 based on information from reliable sources that demonstrates a lesser standard is workable due to anticipated parking demand and alternative transportation services available.
 2. **Change of Use.** An applicant for a change of use shall only be required to additionally provide the difference between the parking requirement of the existing use and proposed use, regardless of the actual parking that exists.
- B. **Shared **Vehicle** Parking.** If two or more uses occupy a site or structure, the required parking, queuing and loading shall be the additive total for each individual use unless the Planning Director determines uses are compatible for sharing parking based on the following standards.
1. **Residential and Nonresidential Uses.** A percentage of the parking spaces required for nonresidential uses may be considered shared with on-site residential uses in accordance with the table below, and the extent to which:
 - a. The residential use provides on-site affordable workforce housing; and
 - b. The location and design of the development enhances the shared parking function.

Percentage of Nonresidential Parking Spaces that May Be Shared		
Nonresidential Use	Affordable Workforce Housing or ARU	Other Residential Use
Retail	100%	25%
Office	100%	75%
Restaurant/Bar	100%	20%
Service	100%	25%
All Industrial Uses	100%	75%
Other nonresidential uses	100%	20%

2. **Other Compatible Uses.** Notwithstanding the standard percentages established in the table above, reductions in total parking requirements between and among any uses may be granted in one or more of the following circumstances:
 - a. When it is intended that patrons frequent more than one use in a single trip (example: lodging and restaurant)
 - b. When operating hours are substantially different (example: movie theater and office)
 - c. When peak trip generation characteristics are substantially different (example: lodging and retail)
- C. **Required Disability Parking.** All nonresidential uses and residential uses served by a parking lot shall provide parking spaces in the parking lot for use by motor vehicles which transport disabled persons in accordance with the following standards.
 1. **Requirement.** The required number of disability parking spaces is set forth in the table below. In addition, one disability space shall also be provided for each dwelling unit that is designed for occupancy by the physically disabled.

Required Disability Parking Spaces	
Parking Spaces Provided	Disability Spaces Required
1—25	1
26—50	2
51—75	3
76—100	4
101—150	5
151—200	6
>200	6 + 1 per 100 parking spaces provided

2. **Counts Toward Required Parking.** Those parking spaces required for the disabled by this Subsection shall count toward fulfilling the total parking requirement of this division.
3. **Location.** Parking spaces provided for use by disabled persons shall be located on-site, off-street, and as close as possible to an entrance which allows such persons to enter and leave the parking area and building without assistance.
4. **Dimensions.** Parking spaces provided for use by disabled persons shall be a minimum of eight feet wide by 20 feet long with an adjacent parallel access aisle five feet wide. The adjacent parallel access aisle may be shared by two disability parking spaces. One in every eight 8 disability spaces shall have an access aisle which is a minimum of eight feet wide (rather than five feet) and shall be signed "Van Accessible."

5. **Posted and Marked.** Disability parking spaces shall be posted and marked with both a ground-mounted sign and pavement marking which includes the international symbol for barrier-free environments and a statement informing the public that the parking space is reserved for use by disabled persons.
- D. **Required Bicycle Parking.** ~~All nonresidential uses shall provide on-site parking spaces for use by non-motorized vehicles.~~ **All new and expanded uses that generate off street parking shall provide parking for bicycles as set forth below unless otherwise exempt by this subsection.**
1. ~~**Standard.** One bicycle parking space shall be provided for every ten vehicle spaces required.~~
 2. ~~**Required Facilities.** Bicycle parking requirements shall be fulfilled through the installation of lockers, racks, or equivalent structures in or upon which a bicycle may be locked by the user. All racks shall be securely anchored to the ground or building surface. Racks shall be designed to accommodate U-shaped locks.~~
 3. ~~**Location.** Bicycle parking shall be located in a clearly designated, safe and convenient location. A safe parking location is defined as a location whereby activity around bicycle parking is easily observable, conveniently located to the bicyclist's destination, and adequately separated from motor vehicles and pedestrians. Surfaces around bicycle parking facilities shall be maintained, mud, and dust free.~~
1. **Requirement.** The table below establishes the minimum required bicycle parking spaces that shall be provided for each use. Calculations that reference floor area shall be based on the gross floor area.

Required Bicycle Parking				
Use	Standard	Approx. 10% reduction to standard	Short-term Parking	Long-term Parking
Open Spaces Uses				
Agriculture	n/a	n/a	n/a	n/a
Outdoor Recreation	Independent calculation	Independent calculation	Independent calculation	Independent calculation
Residential Uses				
Fewer than 5 units per lot	n/a	n/a	n/a	n/a
5 or more units per lot	1 per bedroom	.75 per bedroom	25%	75%
Mobile Home	n/a	n/a	n/a	n/a
Group Home	Independent calculation	Independent calculation	Independent calculation	Independent calculation

Required Bicycle Parking				
Use	Standard	Approx. 10% reduction to standard	Short-term Parking	Long-term Parking
Lodging Uses				
Conventional Lodging	1 per 10 guest rooms	1 per 11 guest bed	75% 50%	25% 50%
Short-term Rental (applies within Lodging Overlay only)	1 per bedroom	.75 per bedroom	50% n/a	50% 100%
Commercial Uses				
Office	1 per 1,500sf	1 per 1,650sf	50%	50%
Retail	1 per 1,000sf	1 per 1,100sf	90% 70%	10% 30%
Service	1 per 1,500sf	1 per 1,650sf	50%	50%
Restaurant/Bar	1 per 20 seats	1 per 22 seats	Remainder	First 3 spaces
Heavy Retail/Service	4 per business	3.6 per business	75%	25%
Mini-Storage Warehouse	2 per business	1.8 per business	n/a	100%
Nursery	2 per business	1.8 per business	n/a	100%
Amusement/Recreation				
Amusement	1 per 1,000sf	1 per 1,100sf	75%	25%
Developed Recreation	Independent calculation	Independent calculation	Independent calculation	Independent calculation
Outfitter / Tour Operator	4 per business	3.6 per business	25%	75%
Adult Entertainment Business	1 per 1,000sf	1 per 1,100sf	90%	10%
Institutional				
Assembly	1 per 2,000sf	1 per 2,200sf	75%	25%
Education (does not apply to daycare use)	5 per classroom for elementary school and higher grades	4.5 per classroom for elementary school and higher grades	75%	25%

Required Bicycle Parking				
Use	Standard	Approx. 10% reduction to standard	Short-term Parking	Long-term Parking
Industrial				
Light Industry	2 per business	1.8 per business	100%	n/a
Heavy Industry	2 per business	1.8 per business	100%	n/a
Disposal	2 per business	1.8 per business	100%	n/a
Transportation / Infrastructure				
Parking	20% of vehicle spaces provided	18% of vehicle spaces provided	75% 50%	25% 50%
All other Transportation / Infrastructure	n/a	n/a	n/a	n/a
Accessory Uses				
Accessory Residential Unit (where residential unit density is 3 or more units per lot)	1 per unit	1 per unit	n/a	100%
Bed and Breakfast	1 per 2 guest rooms	.75 per 2 guest rooms	100% n/a	n/a 100%
All other Accessory Uses	n/a	n/a	n/a	n/a
Temporary Uses	n/a	n/a	n/a	n/a

2. Standards and Installation Guidelines.

a. Short-term parking

- i. Shall be designed for parking of two hours or less and is targeted to visitors, customers, and other short-term users.
- ii. Shall be located in a visible, publicly accessible space within 50' of a pedestrian entrance to the uses served by the required bicycle parking.
- iii. Shall be provided on-site or within the adjacent public right of way (e.g., furnishing zone) with Town approval.
- iv. Shall be designed to allow for two points of contact between the bicycle and the rack, one of which includes the frame, and must be designed so that the bicycle frame and one wheel can be locked to a secure portion of the rack with a U-lock, with both wheels left on the bicycle. Wave, ribbon, loop, and other serpentine-style racks are not permitted.
- v. A minimum of 25% of the required short-term parking must accommodate larger and alternative bicycles, including cargo bicycles / bicycles with trailers, tricycles, hand cycles, tandems, and electric motor assisted bicycles.

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- vi. The required dimensions and installation standards are established and set forth in Resolution____, Jackson Utility Standards, which resolution may be updated from time to time.
 - b. Long-term parking
 - i. Shall be designed for parking of two hours or more and is targeted towards those who will be leaving their bicycles unattended for long periods of time.
 - ii. Shall be provided on the same property as the building or use for which such spaces are required.
 - iii. Shall be secure, conveniently accessed from a pedestrian entrance, well-lit, and covered to protect bicycles from precipitation and theft.
 - iv. Acceptable forms of long-term parking include a secure, monitored location, a locked enclosure, or dedicated space within a building.
 - v. Clustered inverted-U racks, wall racks, or individual bike lockers are acceptable.
 - vi. A minimum of 25% of the required long-term bicycle parking spaces must accommodate larger and alternative bicycles, including cargo bicycles / bicycles with trailers, tricycles, hand cycles, tandems, and electric motor assisted bicycles.
 - 3. **Alternative Compliance.**
 - a. The Planning Director may approve replacing up to 10% of required off-street vehicle parking spaces with at least the same number of additional off-street long-term bicycle parking spaces.
 - b. Per Section 5.5.4.A., the Planning Director may grant an exception to the required Landscape Surface Ratio to allow for the durable surface of the required bicycle parking on a particular site.
 - 4. **Administrative Adjustment.** The Planning Director may establish a lesser parking requirement pursuant to the procedure of Sec. 8.8.2 based on information from reliable sources that demonstrates a lesser standard is workable due to anticipated parking demand and alternative transportation services available.
 - E. **Required Loading.** A structure, or a complex of structures, which contains uses that require deliveries or shipments, shall provide loading facilities that are designed so as not to interfere with any emergency or disability access. An application shall address how the specific loading needs of the proposed use are being addressed.

(Ord. 1198, 7-18-2018; Ord. No. 1313, § I, 3-22-2022)

6.2.3. Location of Required **Vehicle** Parking.

- A. **On-site, Off-street.** Unless a shared parking agreement is approved, all parking spaces, aisles, and turning areas shall be located off-street and entirely within the boundaries of the land served.
 - 1. **Residential Uses.** For all residential uses all off-street parking shall be located within 150 feet of the structure the parking is to serve.
- B. **Off-Site, Off-Street.** Required parking may be provided off-site with the approval of a shared parking agreement. The off-site parking shall be within 1,000 feet of the use it serves as measured along an established pedestrian route. A deed restriction may be required to ensure the off-site parking is permanent.

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- C. **Parking Areas Shall Not Encroach.** All parking spaces, aisles, and turning areas shall not encroach on any road or other public right-of-way. No parked vehicle shall encroach into any road or public right-of-way.

(Ord. 1074, 1-1-2015)

6.2.4. Maintenance of Off-Street **Vehicle** Parking and Loading.

- A. **General.** All off-street parking and loading areas shall be maintained adequately for all weather use and be properly drained.
- B. **Storage Prohibited.** Off-street parking spaces shall be available for the parking of operable passenger automobiles of the residents, customers, patrons, and employees of the use for which they are required by this division. The storage of inoperable vehicles or materials, or the parking of delivery trucks in such spaces shall be prohibited.
- C. **Display of Vehicles for Sale.** Vehicles shall not be displayed for sale in nonresidential parking areas except licensed bona-fide automobile dealerships, and excepting casual display by vehicle owners who are employees or patrons present on the premises at the times of such display.
- D. **Repair Work Prohibited.** No repair work that renders the vehicle inoperable for more than 24 hours shall be permitted on off-street parking or loading facilities.
- E. **Snow Storage Prohibited.** The storage of plowed snow for more than 48 hours is prohibited in required off-street parking and loading areas.

(Ord. 1074, 1-1-2015)

6.2.5. Off-Street **Vehicle** Parking and Loading Design Standards.

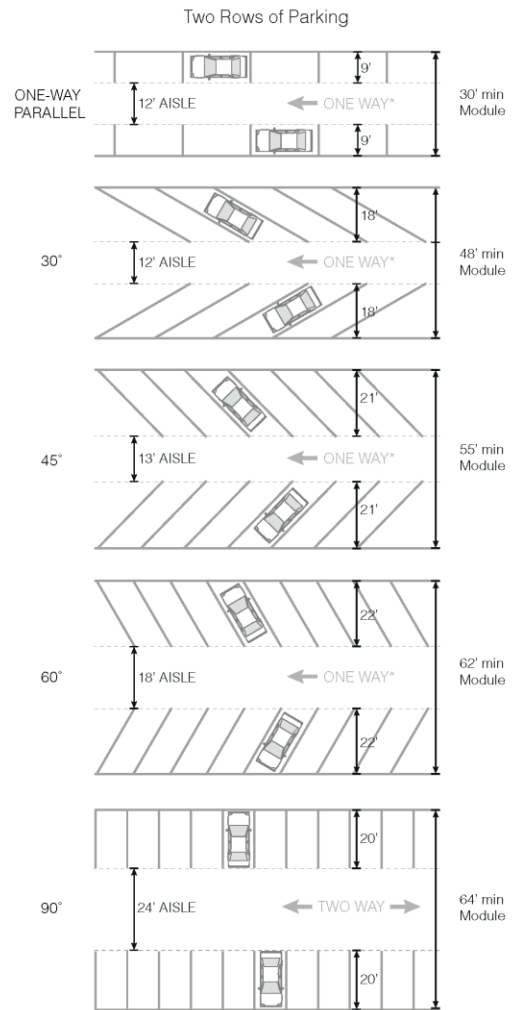
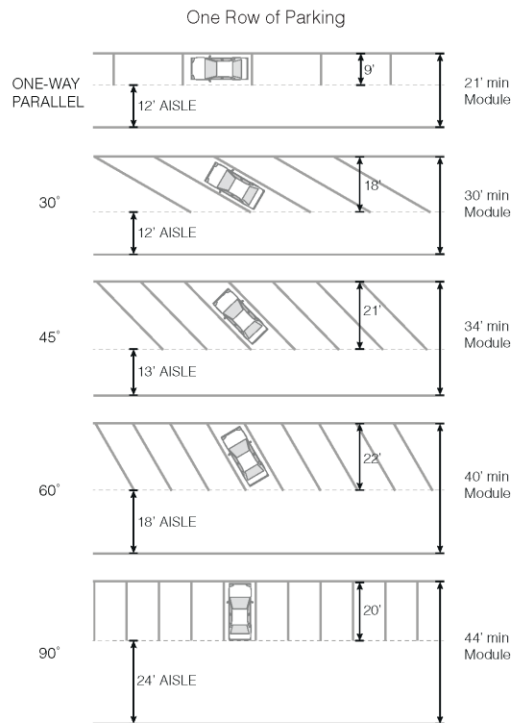
All off-street parking and loading facilities shall meet the following design standards:

- A. **Surface and Drainage.**
1. **Paving Required.** Outdoor, off-street parking and loading areas, aisles and access drives shall be paved, except parking areas, aisles and access drives for detached dwellings which may be gravel.
 2. **Paving Standards.** Paved parking and loading areas, aisles and access drives shall be paved with concrete, grasscrete, paving blocks, asphalt, or another all weather surface.
 3. **Landscape Islands.** Parking lots shall include landscaped islands to avoid large expanses of asphalt and shall be screened from off-site, or their view substantially filtered by vegetation.
 4. **Compaction and Drainage.** Parking and loading areas, aisles, and access drives shall be compacted and paved or surfaced in conformity with applicable specifications to provide a durable surface, shall be graded and drained so as to dispose of surface water runoff without damage to private or public land, roads, or alleys, and shall conform with any additional standards for drainage prescribed by these LDRs, or other applicable regulations and standards.
- B. **Access and Circulation Standards.**
1. **Unobstructed Access.** Each required parking space shall have unobstructed access from a road or alley, or from an aisle or drive connecting with a road or alley except for approved tandem parking.
 2. **Tandem Parking.** Tandem parking (one vehicle parking directly behind another) is not permitted, and shall not be credited toward meeting any parking requirement of this division except for residential

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- uses not exceeding four units on one lot, provided that the tandem parking spaces are assigned to the same residential unit.
3. **Backing onto Roads and Public Streets Prohibited.** Except for parking facilities serving lots for detached dwellings and parking facilities accommodating four vehicles or less, all off-street parking spaces shall open directly onto a parking aisle and be designed so that it will not be necessary for vehicles to back out into any road or public street.
 4. **Traffic Interference Prohibited.** All off-street parking and loading facilities shall be designed with access to a street or alley in one or more locations which cause the least interference with traffic movements.
 5. **Nonresidential Use Access Drive Width.** Access drives to nonresidential uses shall have a minimum width of 15 feet for drives posted as one-way, or 24 feet for two-lane and 36 feet for three-lane drives.
 6. **Access Drive Intersections.** Intersections of parking lot aisles shall be at least 40 feet from a curb cut.
- C. **Snow Storage Standards.** All parking and loading areas shall comply with the following snow storage standards.
1. **General.** Adequate on-site snow storage areas shall be developed to accommodate snow removed from off-street parking and loading areas or the removal of snow from elsewhere on the site.
 2. **On-Site Snow Storage Standards for Parking and Loading Area.** If an off-site snow repository is not used, adequate on-site snow storage shall be provided using the following standards:
 - a. A minimum site area representing two and one-half percent of the total required off-street parking and loading area, inclusive of aisles and access drives, shall be provided as the snow storage area.
 - b. Adequate drainage of the snow storage area shall be provided to accommodate snowmelt, and no snowmelt shall drain onto contiguous lands.
 - c. Required yards and open space may be used to accommodate the required snow storage area, including landscaped areas properly designated for snow storage. However, stored snow shall not restrict access and circulation, nor create a visual obstruction for motorists and pedestrians.
- D. **Parking Facility Dimensions.**
1. **Parking Space Dimensions.**
 - a. **Width.** A parking space shall be nine feet in width.
 - b. **Length.**
 - i. **Standard Parking Space.** A standard parking space shall be 20 feet in length.
 - ii. **Over Hang With Wheel Stop.** The length of parking spaces may be reduced to 18 feet, including wheel stop, if an additional space of two feet in length is provided for the front overhang of the car, provided that an overhang shall not reduce the width of an adjacent walkway to less than four feet in width.
 - iii. **Ally Access.** Any parking space accessed directly from any alley shall have a minimum length of 22 feet.
 - iv. **Parallel Parking Space.** All parallel parking spaces shall have a minimum length of 22 feet.
 - c. **Vertical Clearance.** Parking spaces shall have a vertical clearance of at least seven feet.
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2. **Parking Module Dimensions.** The table below specifies the minimum widths for parking rows, aisles, and modules. The figures below illustrate the standards.
3. **Gravel Area Dimensions.** The minimum size of a gravel parking area shall be ten percent larger than required of a paved area.
4. **Underground Parking Facility Design Guidelines.** Town-wide underground parking facility design guidelines have been established and adopted by the Town pursuant to Resolution No. 09-25 and are available in the Planning Department Office or on the Town's website: www.townofjackson.com.
5. **Queuing Space Design Standards.** Queuing spaces shall be a minimum of 20 feet in length and ten feet in width. All required queuing shall be contained on-site, shall not encroach into any public right-of-way, and shall not be designed so as to block entry or exit from other on-site parking.

Minimum Dimensions for Parking Modules					
	Space Angle				
	Parallel	30°	45°	60°	90°
Single Row of Parking					
Parking Space Depth	9'	18'	21'	22'	20'
Drive Aisle Width	12'	12'	13'	18'	24'
Total Module Width	21'	30'	34'	40'	44'
Two Rows of Parking					
Parking Space Depth	9'	18'	21'	22'	20'
Drive Aisle Width	12'	12'	13'	18'	24'
Total Module Width	30'	48'	55'	62'	64'



*Increase to 24' if two-way.

(Ord. 1074, 1-1-2015; Ord. No. 1313, § I, 3-22-2022)

8.8.2. Administrative Adjustment.

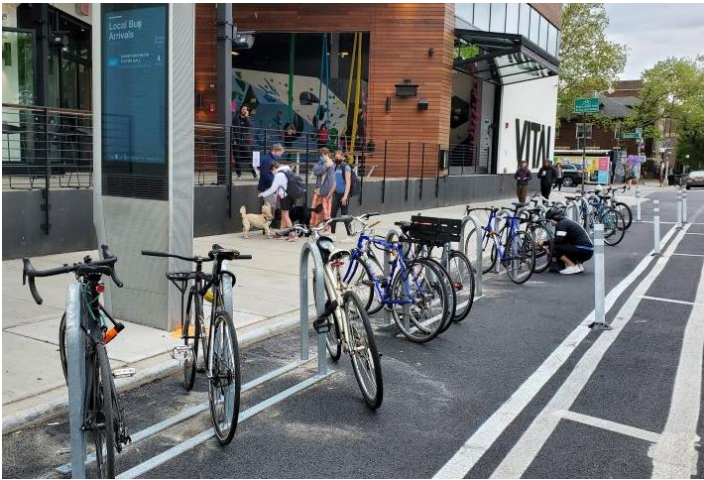
- A. **Purpose.** The purpose of an administrative adjustment is to allow minor adjustments to certain requirements and numerical standards in these LDRs based on specific review standards. The intent is to provide relief when application of a standard creates practical difficulties in advancement of Comprehensive Plan goals or zoning district purposes.
- B. **Applicability.** An application may be made for administrative adjustment of the following standards of the LDRs.
1. Landscape Surface Ratio may be adjusted up to 20 percent.
 2. Structure setbacks, not including setbacks from natural resources, may be adjusted up to 20 percent, or for a property listed on the Jackson Historic Register structure setbacks may be adjusted as provided in subsection 5.9.6.C.1.6.
 3. Site development setbacks, not including setbacks from natural resources, may be adjusted up to 20 percent, or for a property listed on the Jackson Historic Register site development setbacks may be adjusted as provided in subsection 5.9.6.C.1.6.
 4. Fencing height and setbacks may be adjusted up to 20 percent.
 5. Grade of developable slopes may be adjusted up to 20 percent.
 6. Any dimensional standard of a building frontage may be adjusted up to 20 percent.
 7. Building facade width may be adjusted up to 20 percent.
 8. Wildlife friendly fencing may be adjusted as allowed by subsection 5.1.2.E.
 9. Standard plant units may be adjusted as allowed by subsection 5.5.3.E.3.
 10. Sign standards may be adjusted as allowed b subsection 5.6.1.B.2.
 11. **Vehicle** parking requirement may be adjusted as allowed by subsection 6.2.2.A.1.
 12. **Bicycle parking requirement may be adjusted as allowed by 6.2.2.D.4.**
 13. ~~12.~~ Pedestrian frontage standards may be adjusted as allowed by subsection 2.2.1.C.
 14. ~~13.~~ A third-story stepback may be reduced or waived to accommodate a building design that uses an historic preservation incentive provided in Section 5.9.6.

STAFF REPORT



Attachment B

Bicycle Parking Examples: Short-term bicycle parking



Source: NYC DOT



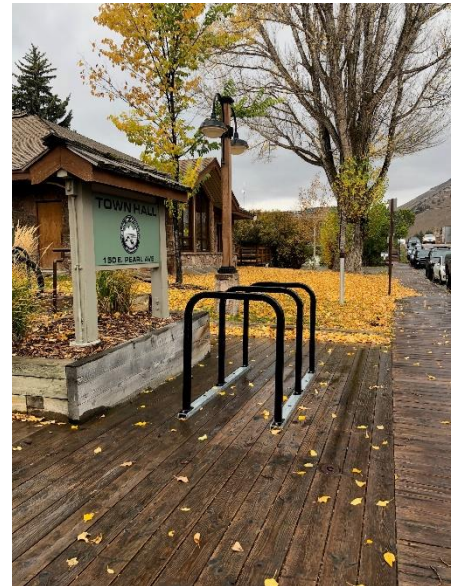
Source: ToJ Planning Dept.



Source: ToJ Planning Dept.



Source: ToJ Planning Dept.



Source: ToJ Planning Dept.

Attachment B

Bicycle Parking Examples: Long-term bicycle parking



Source: Dero Bike Racks



Source: Dero Bike Racks



Source: Ground Control Systems



Source: Velodome Shelters



Source: Dero Bike Racks



Source: ToJ Planning Dept.



Source: Madrax

STAFF REPORT



Meeting Date:	September 11, 2023	Meeting Title:	Special Town Council Meeting
Submitting Department:	Community Development Department	Presenter:	Katelyn Page
Agenda Item:	P23-016: First Reading Ordinance X updating Required Bicycle Parking	Public Comment:	Yes

Purpose & Policy Considerations.

To approve at First Reading Ordinance X to update the Town of Jackson's Land Development Regulations (LDRs), specifically required bicycle parking standards.

Requested Action.

Request to approve at First Reading Ordinance X which would modify the Town of Jackson's standards relating to bicycle parking. Ordinance X would modify the following sections of the LDRs:

1. LDR Section 6.2.2.A – Required Parking
2. LDR Section 6.2.2.B – Shared Parking
3. LDR Section 6.2.2.D – Required Bicycle Parking
4. LDR Section 6.2.3 – Location of Required Parking
5. LDR Section 6.2.4 – Maintenance of Off-Street Parking and Loading
6. LDR Section 6.2.5 – Off-Street Parking and Loading Design Standards
7. LDR Section 8.8.2.B – Applicability (Administrative Adjustment)

Recommendation.

The Community Development Director recommends Council approve at first reading proposed Ordinance X as presented in this staff report.

Background.

At the July 17, 2023, Regular Council meeting, staff presented to Council a proposed LDR text amendment from the Pathways Department to required bicycle parking. Council directed staff to draft an ordinance for first reading at the next available opportunity. Staff now presents Ordinance X for Council review.

Additionally, staff was asked to prepare examples of how Ordinance X would impact required bicycle parking on some recent projects. Two examples, Jackson Street Apartments and Millward Street Apartments are compared in the table on the following page.

Two changes have been proposed to Ordinance X following staff presentation to Council at the July 17, 2023, regular meeting. The first change was suggested by the Pathways Director to better recognize short-term parking needs of multi-unit residential or mixed use structures. Staff supports a change from a 100% long term to a 75% long-term / 25% short-term bicycle parking space requirement where residential uses of 3 or more units per lot.

The second change removed a reference to daycare to clarify that bicycle parking requirements do not apply to daycare uses. Staff also supports this change.

Project Examples – Required Bicycle Parking				
Project	Scope	Previous On-site Space Requirement	Proposed On-site Space Requirement (as of 7/17 Council Mtg)	Proposed On-site Space Requirement (as of 9/11 Council Mtg)
Jackson Street Apartments	Apartments • 57 residential units • 113 total bedrooms	Required: NA Provided: • 98 short-term • 57 storage lockers	113 long-term*	85 long-term* 28 short-term 113 spaces total
Millward Street Apartments	Mixed use structure • 37 residential units • 11 short-term rental units • 1,984sf Office • 2,256sf Retail • 62 total bedrooms	Required: 3 spaces Provided: • 18 short-term spaces • 32 storage lockers	56 long-term* 10 short-term 66 spaces total	44 long-term* 22 short-term 66 spaces total

*A minimum of 25% of the required long-term bicycle parking spaces must accommodate larger and alternative bicycles.

For the above examples it is important to note that residential storage lockers may be used as long-term bicycle parking spaces, however, may not always accommodate “larger and alternative bicycles” if the storage lockers are not conveniently accessed. For example, basement storage accessed only by stairway could not accommodate a typical e-bike.

Analysis & Key Policy Questions.

Staff offers the same key policy questions for consideration as those reviewed at the July 17, 2023, Regular Council meeting.

The first key policy question is whether Council concurs with the amount of bicycle parking required by use as proposed in Ordinance X attached hereto.

The second key policy question is whether Council supports a reduction of required vehicle spaces in exchange for bicycle parking spaces and for converting existing vehicle parking spaces to bicycle spaces. Such reductions to, or converting of, vehicle parking spaces would require approval by the Planning Director.

Subsequent questions for consideration are whether the proposed amendment strikes the right balance between improving bicycle facilities for the community with the increased costs to developers (e.g., long-term bicycle storage), especially for providers of affordable housing in the community and whether the proposed amendment appropriately requires bicycle parking on both public and private properties.

The text amendment changes will effectively set higher standards for bicycle parking facilities in most new development and increase the availability and occurrence of bicycle parking infrastructure. The text amendment aligns with the goals of the following Comprehensive Plan policies and principles:

Policy 2.3.a (Meet future transportation demand through the use of alternative modes)

Policy 2.1.c (Create a safe, efficient, interconnected multimodal transportation network)

Principle 7.1 (Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure)

Policy 7.1.c (Interconnect all modes of transportation)

As a result of its review of the proposed text amendment changes to required bicycle parking, staff expanded the proposed text amendment changes to add the word “vehicle” in a few instances throughout the broader LDR Section 6.2.2 (Required Parking and Loading) to better differentiate between vehicle and bicycle parking. Those proposed changes are also included in Ordinance X attached hereto.

Public Comment.

No public comment has been received by staff at the time of this report.

Possible Alternatives.

Staff does not have any alternatives to the proposed amendment because staff already has incorporated our comments and recommendations into the proposed amendment. The Council is free to make additional changes to the amendment as it deems reasonable.

Comprehensive Plan & Priority Alignment.

Pursuant to Section 8.7.2 of the Town of Jackson Land Development Regulations, the advisability of amending the text of these LDRs is a matter committed to the legislative discretion of the Town Council and is not controlled by any one factor. In deciding to adopt or deny a proposed LDR text amendment the Town Council shall consider factors including, but not limited to, the extent to which the proposed amendment:

1. Is consistent with the purposes and organization of the LDRs;

Complies. The purposes of the LDRs per Division 1.3 are generally to implement the Comprehensive Plan and to promote the health, safety, and general welfare of the present and future inhabitants of the community. Staff finds the proposed amendment is supportive of our community’s comprehensive plan goals and is consistent with the purpose and organization of the LDRs.

2. Improves the consistency of the LDRs with other provisions of the LDRs;

Complies. The amendment proposes more detailed, use-specific standards for bicycle parking consistent with provisions of the broader Required Parking and Loading Standards (Section 6.2.2), including vehicle and disability parking requirements. Additionally, the amendment clarifies requirements for vehicles versus bicycle parking.

3. *Provides flexibility for landowners within standards that clearly define desired character;*

Complies. The amendment defines a minimum standard for bicycle parking while offering flexibility for alternative compliance if, when strictly applied, the proposed standard results in specific constraints or unforeseen circumstances.

4. *Is necessary to address changing conditions, public necessity, and/or state or federal legislation;*

Complies. The amendment proposes more detailed, use specific standards for bicycle parking aimed at increasing the availability and occurrence of bicycle parking infrastructure. This infrastructure is supportive of a broader network of bicycle infrastructure, including paths and multi-modal facilities, which foster alternative modes of transportation for visitors and residents.

5. *Improves implementation of the Comprehensive Plan; and*

Not Applicable. Per Wyoming State statute.

6. *Is consistent with other adopted Town Ordinances.*

Complies. As conditioned, the proposed amendment does not conflict with any other Town Ordinances.

Fiscal Impact.

None identified at this time.

Staff Impact.

The amount of Staff time to review this proposed text amendment, including research, and drafting of staff reports and ordinance is approximately 35 hours.

Attachments or Links.

Ordinance X

Redline Text Changes

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

I move to approve Ordinance X on first reading.

STAFF REPORT



Meeting Date:	July 17, 2023	Meeting Title:	Regular Town Council Meeting
Submitting Department:	Planning Department	Presenter:	Katelyn Page
Agenda Item:	P23-016: Request for a Land Development Regulation (LDR) Text Amendment to the Parking and Loading Standards Relating to Bicycle Parking	Public Comment:	Yes

Purpose & Policy Considerations.

All Text Amendments to the Town of Jackson Land Development Regulations (LDRs) require review and approval by Town Council.

Requested Action.

The applicant, Jackson Hole Community Pathways ("Pathways"), is proposing an LDR Text Amendment to the Town of Jackson's Parking and Loading Standards relating to bicycle parking requirements.

The proposed text amendment would modify LDR Section 6.2.2.D – Required Bicycle Parking and LDR Section 6.2.2.A.1 – Administrative Adjustment (Required Parking)

Staff is requesting Council make a determination on whether to move forward with this requested amendment.

Recommendation.

The Community Development Director recommends Council direct staff to prepare an ordinance for consideration for LDR Text Amendment P23-016 and present that ordinance for first reading at the next available meeting.

Background.

The Pathways Department is a joint department of Jackson/Teton County which works to advance alternative transportation goals adopted by the Jackson/Teton County Community.

The Jackson/Teton County Comprehensive Plan includes the following principles and policies that were established in support of multimodal transportation including:

- Policy 2.3a to Meet future transportation demand through the use of alternative modes;
- Policy 2.3b to Create a safe, efficient, interconnected multimodal transportation network;
- Principle 7.1 to Meet future transportation demand with walk, bike, carpool, transit, and micro-mobility infrastructure; and
- Policy 7.1.c to Interconnect all modes of transportation.

The Jackson Hole Pathways Master Plan was initially adopted in 2007 to guide the development of bicycle, pedestrian and supporting multimodal infrastructure including off-road facilities. Since at least 2016, the annual workplan for the Town of Jackson and Teton County Pathways program has included an item to "develop bicycle-parking regulations for adoption into Town and County land development regulations." The workplan also includes an item to develop community street design guidelines and standards for new construction or

reconstruction of sidewalks and pathways. Though some workplan items remained unaddressed for many years due to insufficient staff capacity, Pathways has revisited strategic planning for the above workplan items starting in May 2022.

According to the Pathways Department, the purpose of establishing new bicycle parking requirements is primarily to promote bicycling as a viable transportation option as directed by the Comprehensive Plan, Pathways Master Plan, and Integrated Transportation Plan. Access to convenient, secure bicycle parking and other “end of ride” facilities is one of several components key to encouraging people to ride and increasing bicycle mode share (along with the provision of safe bicycling facilities such as protected bike lanes, access to bicycles, and connections between bike facilities and transit). Bicycle parking also encourages stopping and spending time and resources at local businesses, and by encouraging more people to ride, makes cycling safer.

For many years, the Pathways Department has noted that existing bike parking requirements have been insufficient to meet the demand for bike parking—the quantity requirements have failed to generate enough bike parking supply, and the design standards have not met the basic rack or parking layout guidelines necessary to make bike parking convenient and secure. As a result, staff has had to spend considerable time requesting and/or negotiating for improved bike parking during development reviews. This has unnecessarily consumed staff time and has frequently failed to produce a better outcome, as staff suggestions to meet a higher standard are rarely taken into consideration. Improved bike parking standards will help the Town (and County) achieve their transportation goals by encouraging more people to bike, shifting trips away from single occupancy vehicles and to other more efficient modes.

Existing Requirement

The Town’s existing standard for bicycle parking requires that all nonresidential uses provide on-site parking spaces for use by non-motorized vehicles at a ratio of 1 bicycle parking space for every 10 vehicle spaces required by a use and further specifies location and facility requirements (Section 6.2.2.D). Notably, the current standard does not apply to any residential use, including multi-unit residential buildings or residential uses within a mixed-use building. In addition, the current standard does not distinguish between short-term and long-term bicycle parking, thus all bike parking has been provided as short-term parking facilities.

Proposed Amendment

Per the applicant, the proposed text amendment seeks to clarify and improve the existing bicycle parking standards to better meet the alternative transportation goals adopted by the Jackson/Teton County Community. In addition, the proposed amendment seeks to provide support to codify bicycle parking requests commonly made by the Pathways Coordinator to developers during project review. The proposal also introduces engineering guidelines for allowed bicycle rack designs and installation requirements to be added as an exhibit to the Town of Jackson Utility Standards. Changes to the current utility standards would be accomplished via Resolution and approved by Town Council.

The proposed text amendment includes provision for long-term and short-term bicycle parking spaces to both residential and nonresidential uses with the amount of required spaces varying by use. Short-term parking is generally designed for use of two hours or less, is targeted toward visitors or customers, and is provided in a

visible location near a building's entrance or along the street frontage. Long-term parking is intended for those users leaving their bicycles unattended for long periods of time such as at places of employment, a transit hub, or overnight at a residence. Long-term parking is typically provided in an enclosed and secure area to protect from weather exposure and theft. Some developments in Town currently provide enclosed, long-term bicycle parking in order to meet owner or market demand. However, the introduction of required long-term bicycle parking represents the most significant change due to their higher cost and greater potential to impact site design.

A draft table of proposed bicycle parking requirement by use is attached to this staff report. Should Council direct Staff to draft an ordinance to increase and clarify bicycle standards, Staff would present a more comprehensive version of the text amendment at a future Council date for First Reading.

The proposed amendment would introduce a long-term bicycle parking requirement for residential uses of 3 or more units per lot and most nonresidential uses would see an increased requirement for bicycle parking based on floor area, rather than vehicle parking spaces, to be split between long-term and short-term bicycle parking. Long-term bicycle parking would be provided on private property and not within the public right of way.

The proposed amendment would also introduce flexibility in applying the bicycle parking requirement, to be approved by the Planning Director, for a reduction of required vehicle spaces in exchange for bicycle parking spaces and for converting existing vehicle parking spaces to bicycle spaces.

Planning Commission Workshop

This proposed text amendment appeared before the Planning Commission in a workshop format at the April 5, 2023, meeting. Commission feedback during the workshop meeting was in general support of the proposed amendment for increased and clarified standards. The Commission was also in general support of allowing bicycle parking to fulfill some level of vehicle parking requirement or replace some amount of existing vehicle parking but stressed that specific maximums or "guardrails" should be in place to ensure such incentives do not result in "under parking" sites that may result in spill-over impacts to neighboring properties.

In response to department reviews from staff and feedback from Planning Commission during the April 5, 2023, workshop, the applicant made some minor revisions to their proposed text amendment. These revisions include updating applicable use categories to better match use categories established in the Town's LDRs, removing occupancy as a basis of measurement for required bicycle parking, and adjusting the 'alternative compliance' option available to the Planning Director to replace up to 10% rather than 25% of required vehicle parking with bicycle parking.

Planning Commission

Next, this proposed text amendment appeared before a Planning Commission regular meeting on June 7, 2023. Discussion mirrored that of the original workshop, including that incentives for reduction or replacement of any level of vehicle parking requirement for bicycle parking should include maximums or "guardrails" to ensure those incentives do not result in "under parking" sites or produce spill-over impacts to neighboring properties. Additionally, Planning Commission clarified that their workshop discussion on bicycle requirement for

residential uses was intended to introduce a per unit basis such 3 or more units per lot rather than a configuration basis such as 3 attached or 3 detached units. The table proposed below reflects that discussion and clarification.

Analysis.

The text amendment changes will effectively set higher standards for bicycle parking facilities in most new development and align with the goals of the following Comprehensive Plan language:

Policy 2.3.a (Meet future transportation demand through the use of alternative modes)

Policy 2.1.c (Create a safe, efficient, interconnected multimodal transportation network)

Principle 7.1 (Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure) which states: If the fastest way to travel around the community and region is by walking, biking, carpooling or taking transit, residents, and visitors will move in a way that benefits the environment, their pocketbook, and their health. To achieve this goal, capital investment in transportation must be focused on walking, biking, carpooling, and transit. Single occupancy vehicle solutions have the most significant environmental footprint while providing transportation access to a limited portion of the population. Increasingly, the transportation network will be an interconnection of walking, biking, carpool, and transit infrastructure that makes the single-occupancy vehicle the least convenient mode of travel.

Policy 7.1.c (Interconnect all modes of transportation) which states: Our alternative transportation system will provide a means to connect all modes of travel. Park 'n' Rides, last-mile solutions, bicycle parking, complete streets, transit, micro-transit, and pathways will be incorporated into an integrated transportation system. A system of trails to connect our parklands and trailheads should be considered as part of the transportation system. The Town and County will work jointly to identify opportunities for connections between various transportation modes to make walking, biking, carpooling, and transit the quickest way to move around the community. Our new pathways should be modeled to accommodate new changes in transportation technology.

Notably, LDR text amendments focusing on a specific, individual Section of text often have “rippling” implications on other LDR sections that require minor updates to correct section numbering, cross-references, or conflicts. Should Council direct Staff to move forward with this requested amendment, Staff will present any such minor changes at the time of ordinance reading.

Key Policy Question.

The primary policy question is whether Council would like to increase and clarify the Town’s existing bicycle parking requirements.

The second key policy question is whether Council concurs with the amount of bicycle parking required by use as proposed in draft table attached hereto.

The third key policy question is whether Council supports a reduction in vehicle parking spaces by Planning Director as mentioned above.

Subsequent questions for consideration are whether the proposed amendment strikes the right balance between improving bike facilities for the community with the increased costs to developers (e.g., long-term bicycle storage), especially for providers of affordable housing in the community and whether the proposed amendment appropriately requires bicycle parking on both public and private properties.

Public Comment.

No public comment has been received by Staff at the time of this report.

Staff Findings.

Pursuant to Section 8.7.2 of the Town of Jackson Land Development Regulations, the advisability of amending the text of these LDRs is a matter committed to the legislative discretion of the Town Council and is not controlled by any one factor. In deciding to adopt or deny a proposed LDR text amendment the Town Council shall consider factors including, but not limited to, the extent to which the proposed amendment:

1. Is consistent with the purposes and organization of the LDRs;

Complies. The purposes of the LDRs per Division 1.3 are generally to implement the Comprehensive Plan and to promote the health, safety, and general welfare of the present and future inhabitants of the community. Staff finds the proposed amendment is supportive of our community's comprehensive plan goals and is consistent with the purpose and organization of the LDRs.

2. Improves the consistency of the LDRs with other provisions of the LDRs;

Complies. The amendment proposes more detailed, use-specific standards for bicycle parking consistent with provisions of the broader Required Parking and Loading Standards (Section 6.2.2), including vehicle and disability parking requirements.

3. Provides flexibility for landowners within standards that clearly define desired character;

Complies. The amendment defines a minimum standard for bicycle parking while offering flexibility for alternative compliance if, when strictly applied, the proposed standard results in specific constraints or unforeseen circumstances.

4. Is necessary to address changing conditions, public necessity, and/or state or federal legislation;

Complies. The amendment proposes more detailed, use specific standards for bicycle parking aimed at increasing the availability and occurrence of bicycle parking infrastructure. This infrastructure is supportive of a broader network of bicycle infrastructure, including paths and multi-modal facilities, which foster alternative modes of transportation for visitors and residents.

5. Improves implementation of the Comprehensive Plan; and

Not Applicable. Per Wyoming State statute.

6. Is consistent with other adopted Town Ordinances.

Complies. As conditioned, the proposed amendment does not conflict with any other Town Ordinances.

Fiscal Impact.

None.

Staff Impact.

The amount of Staff time to review this Conditional Use Permit, including research and report drafting is approximately 30 hours. Preparing the ordinance for presentation at an upcoming meeting is estimated at 5 additional hours of staff time.

Attachments or Links.

Draft Table of Proposed Bicycle Parking Requirement

Department Reviews

Applicant Submittal

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

I move to direct staff to prepare an ordinance for LDR Text Amendment P23-016 as directed by Council and based upon the findings presented in the staff report, the departmental reviews, and subject to this staff report dated July 17, 2023, and present that ordinance for first reading at the next available opportunity.

STAFF REPORT



Meeting Date:	November 13, 2023	Meeting Title:	Workshop Town Council
Submitting Department:	Planning	Presenter:	Paul Anthony
Agenda Item:	P23-180 Work Plan item to review potential tools to address large buildings	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose is to have the Council provide initial direction to staff on whether changes to the Town Land Development Regulations (LDRs) are necessary to address the size, mass, and design of new buildings in the Town.

Requested Action.

This item is an annual Work Plan project for the Planning Department approved by the Council for FY24. The origin of this project stems from questions and concerns from the Council regarding the potential negative impacts of increasingly large commercial and multi-family buildings being constructed in the Town, especially in the downtown area and along the highway corridor. Recent projects such as the Sagebrush Apartments, The Loop housing project, the Ranch Inn redevelopment, and the Cloudveil Hotel all present different development contexts, potential concerns, and architectural designs related to large buildings. Please note that this project is not intended to address “large” single-family homes in residential neighborhoods (this may be a future Work Plan item). In summary, this project is intended to identify the problem with big buildings (if any), explore possible solutions to those problems, and then draft and adopt LDR amendments to implement the desired outcomes. This workshop is the first step in the process where staff is asking the Council to provide initial guidance to staff on the nature of the problem and discuss some conceptual strategies to address big buildings. Based on the feedback provided at this workshop, staff will come back with a much more detailed menu of options for future Council consideration.

Recommendations

Staff does not have a formal recommendation at this time because the task has still yet to be fully defined but staff has prepared questions and information for Council’s consideration.

Background.

The size, mass, and design of buildings in the Town are controlled primarily by the Town’s LDRs and Design Guidelines. In simple terms, the LDRs place limits on the maximum height, floor area, number of stories, and other important characteristics of new buildings in Town. The Design Guidelines do not impose strict limitations on buildings but they do provide architectural guidance and best practices to ensure that a minimum level of architectural quality and consistency is achieved for all commercial and larger residential buildings.

Relevant to this discussion, it is important to understand that the Town made significant changes to the LDRs since 2015 as part of the “LDR Update” process required to implement the 2012 Comprehensive Plan that provided an updated vision for the community. Among the many changes, a new menu of zone districts was adopted to replace the 1994-vintage zone districts. While the new districts included many of the same standards as the previous districts, a number of important changes were made that affected the potential size and design of new structures. A primary motivation behind many of these changes was to incentivize workforce housing by reducing barriers to high-density buildings that had been identified by housing advocates and private developers alike (e.g., lack of by-right development, predictability, and incentives, etc.). These were the reasons so few

multi-family buildings had been developed in the previous 20+ years. While the regulatory changes focused mostly on multi-family housing, the changes applied to large new commercial development as well. Below is a summary of some of the most relevant LDR changes (since 2015) that can impact overall building size:

- **Maximum building size:** The Town eliminated the previous maximum building size limits in the LDRs as shown in table below (the one exception is that the Town Square -1 (TS-1) zone still has a 15,000 sf maximum building size).

Maximum Building Sizes Before 2015		
Zone	Max. Bldg Size	Max size with CUP
UC/UC-2	15,000 sf	35,000 sf
AC	15,000 sf	50,000 sf
Lodging Overlay (AC, UC, UC-2)		35,000 sf (also set 90,000 sf use max. if hotel located in more than one building)

The justification for removing the maximum building sizes was not only to financially incentivize workforce housing but a belief that new “form-based” standards, combined with the Design Guidelines, would effectively control and mitigate the size of larger structures.

- **Created high-density “by-right” residential zones/deleted Planned Unit Development (PUD) tool:** The pre-2015 LDRs had no residential or commercial zones that allowed multi-family housing by right. The only way to build multi-family housing was through the PUD tool that required case-by-case Council approval with a public hearing, usually with conditions of approval. Seeing this as a significant barrier to workforce housing, the Town deleted the PUD and replaced it with two higher density residential zones (NM-2, NH-1) that incorporated some of the PUD’s flexible development standards (higher height limits, less LSR) and that allowed all types of residential development by right. We also then created the new 2:1 workforce density bonus that allows additional density under certain parameters (see next bullet).
- **2:1 Workforce Bonus:** This new incentive allows developers to get 2 sf of market housing for every 1 sf of deed-restricted housing they provide. It is allowed in targeted residential and commercial zones to exceed the base FAR by significant amounts to “fill the box” (sometimes doubling the achievable floor area). There is no limit on how much bonus floor area can be added as long as it fits within all existing standards (height, setbacks, parking, number of stories, etc.).
- **Increased Height:** Town increased height maximums from 35’ to 42’ – 46’ (depending on roof pitch) in many commercial/mixed-use zones and from 28’ - 30’ to 35’ – 39’ feet in high-density residential zones;
- **4th Story Workforce Bonus (CR-3):** This incentive is limited to the CR-3 zone but allows a 4th story and 48’ height limit for workforce housing instead of the regular 42’ – 46’ height limit and three stories. This incentive applies only to sites of 2 acres in size or larger.
- **Form-based Standards:** In general, form-based standards provide more specific requirements related to building design than traditional zoning. For example, our form standards now require a minimum “streetwall” on primary frontages, minimum ground-floor story heights, a minimum amount of windows, and a limit the extent of blank walls without windows.
- **Parking:** The Town adopted a new Administrative Adjustment process in 2015. This is a staff-level approval that is limited to providing modest adjustments to various development standards (larger deviations require a variance). It has been used to reduce parking for qualifying projects, often to

encourage workforce housing. While reduced parking requirements often enable more units, it does not necessarily result in larger buildings but it can.

- **3rd Story setback:** This requires the 3rd story of a structure to be stepped back 10' or 20' but allows either a 40% or 60% encroachment into that setback for flexibility. The intent is to reduce the mass of taller buildings with three stories. Projects that are 100% residential are often exempt from this setback requirement.

Design Guidelines

The Design Guidelines were adopted in 2004 and have not been updated since that time. The Town has adopted, however, an appendix to the Design Guidelines (2021) that added more targeted architectural guidelines to address “western character” for downtown properties (Jackson Downtown Design Overlay) and to protect historic structures on the Jackson Historic Register (Historic Preservation Design Guidelines). As a general matter, all commercial projects and projects of four or more attached residential units must undergo design review.

As stated above, the Design Guidelines do not require any specific architectural standards, nor do they require any particular architectural style, rather they provide a set of fundamental design principles while still allowing for creative and innovative design. Below are some excerpts from the Design Guidelines:

“The design guidelines found here offer fundamental guidance that will help to enhance the quality and strengthen the visual continuity of the town. Their purpose is to stimulate creative design solutions for individual properties while providing a sense of cohesiveness among the entire town.”

“The focus of these guidelines will be on the relationships between private and public spaces, composition, massing, street walls, and building materials.”

It should be noted that the original Design Guidelines were intended to apply to commercial development, not residential development. However, over the years, the Town has applied them to higher density residential development. While this has generally worked well, there are instances where the guidelines arguably do not adequately address all of the design challenges of large multi-family buildings. The Design Review Committee (DRC) has sometimes struggled to find clear direction from the Design Guidelines to articulate the Town expectations regarding large building design, such as avoiding monolithic designs and breaking up the actual (or perceived) mass of large buildings. For example, do the Design Guidelines require that large projects be broken up into separate buildings or simply that large buildings be designed to look like separate buildings?

Analysis and Key Policy Questions.

Key Policy Questions:

1. Does the Council believe that some buildings in Jackson have gotten too large and are inconsistent with our intended character?
2. If so, what are the specific concerns the Council has regarding the actual or perceived size of large buildings? Is the issue total size in floor area? Architectural Design? Location? Use? Other?
3. What types of strategies does the Council want to pursue to address the identified concerns? Should the Design Guidelines be addressed? Are development incentives too aggressive or need to be adjusted (e.g., 2:1 workforce bonus)? Other?

The Town has experienced a significant increase in the number and size of large buildings in the past five or so years in particular, with more buildings to come that are approved but not yet built or in the review process. This increase is driven not only by the private sector but by the significant increase in large workforce housing projects developed through public-private partnerships led by the Housing Department. These are generally welcome and expected trends because these are the results that the Town specifically wanted to create when we updated the LDRs. This is especially true for larger, multi-family projects which had largely ceased development from 1994 to about 2015. However, now that we have five or more years of experience with the new larger projects, it is fair to reassess whether we are getting what we want and/or whether adjustments are necessary.

While there is no standard definition of a “big building,” staff would offer that any building of 35,000 to 50,000 sf may be considered large and something that could present concerns depending on its location and design. To provide context, the below table provides the size of a number of familiar older and newer buildings.

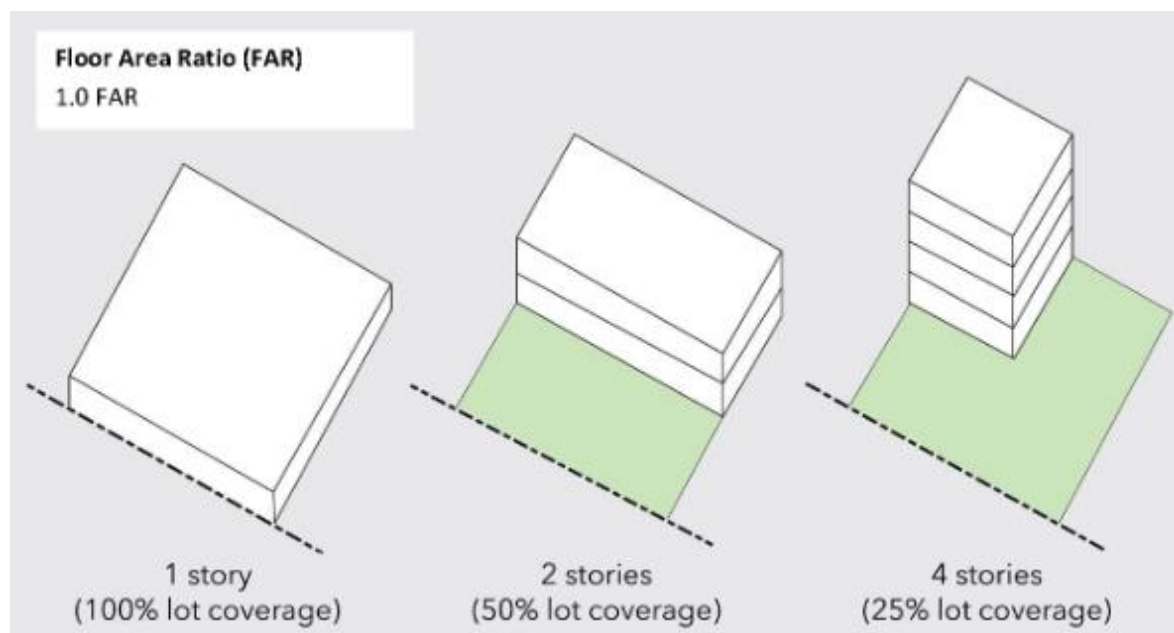
Project	Zoning	Building Size (habitable)	Site area
Target	CR-3	70,000 sf	5.4 acres
Albertson’s	CR-3	65,000 sf	7.1 acres
Snow King Lodge	Resort	Approx. 130,000 sf	
Springhill Marriot Suites	CR-1 (PUD)	81,000 sf	1 acre
Wort Hotel	DC-1	52,000 sf	.64 acres
Staples/Hoback Sports/Dollar Tree	CR-3	46,000 sf	3.62 acres
Sagebrush Apartments	PUD NH-1	69,000 sf	2 acres
Hidden Hollow		66,000 sf (each large building)	1.5 acres
Ranch Inn Redevelopment (proposed)	DC-2	68,000 sf	1.2 acres
Cloudveil Hotel	TS-1, TS-2	80,000 sf	1.13 acres
Mogul Partners Hotel on N. Cache St. (proposed)	CR-2	260,000 sf	2.6 acres
The Loop (approved but not built)	CR-3	158,000 sf total (approx. 79,000 sf each bldg.)	2 acres
Millward Apts/Mixed-use	CR-2	41,000 sf	.65 acres

The above list can help the Council discuss whether the perceived “size” of a building can sometimes be driven as much by the design and context of the building as by its actual floor area – i.e., a building with less floor area can seem bigger and more massive due to its site and architectural design compared to a larger building. While this is a highly personal analysis, staff’s example of this relationship is that the Cloudveil Hotel (80,000 sf) appears significantly smaller in our opinion than either the Sagebrush Apartment building (65,000 sf) or Albertson’s building (65,000 sf) because the Cloudveil building is broken into three separate wings with varied design for each wing. Also, when large buildings are connected to other buildings in a block setting, instead of standing alone on a site where all sides are highly visible, they often appear smaller in scale because parts of the buildings are hidden by other buildings and are less visible.

The use of a large building can impact one's perception of it. For example, if a large building that is providing deed-restricted housing for local workers may seem more acceptable than the same building if it contained short-term rentals for tourists and second-home owners. Location too is important. A large building near the Town Square may be much more acceptable than one along the highway or at the base of a butte/mountain. The surrounding context can matter greatly as well (a large building next to old historic single-story cabins might seem much more offensive than the same building next to other new large buildings. Then again, too many large building clustered together can present their own contextual and character problems.

In thinking about large buildings and ways to address their scale it is important to understand that no one factor can address all of the Council's likely concerns. For example, while FAR determines the maximum amount of floor area on a site (minus incentives). FAR alone is not a good way to regulate the size of buildings. This is because FAR regulates the amount of floor area, it does not regulate the volume or mass of the building that contains that floor area. The reality is that other standards, such as height, number of stories, setbacks, design guidelines, etc., also play a critical role in affecting the final mass of a building.

The diagram below helps to demonstrate this point by showing three very different building designs that all contain the same amount of floor area (i.e., same FAR). To further make the point, if we assume that the height of the single-story building is 35' tall because its use requires a high ceiling (e.g., a grocery store, movie theatre), then this building would have a much larger volume than either the 2-story or 4-story building with regular story heights of 10' -12'. It might also have little setback or greenspace for landscaping to help screen the building.



The critical point here is that regulating the size of buildings to achieve a certain visual or character goal requires addressing multiple standards, not one.

Potential Causes of Larger Buildings

The Background section of this staff report provides a list of recent changes to the LDRs that potentially contribute to increasing the size of individual buildings in the Town. In staff's opinion, the biggest factors from this list are 1) elimination of maximum building size; 2) increased height of about 10' in many zones; 3) the addition of the 2:1 Workforce bonus; and 4) the 4th story bonus with 48' height limit. Added to these factors,

is the increasing trend of landowners/developers buying multiple adjacent properties to aggregate a large site for development using these new bonus tools. A good example of this is Mogul Partners who bought 11 individual properties (the equivalent of about 16 standard Town lots) under multiple ownerships on N. Cache Street and N. Glenwood Street to create a very large downtown site for development of a hotel and condominiums. The result is a proposed building of about 260,000 sf which would likely be the largest private building in Town by a large margin. This level of aggregation was not fully anticipated by staff when the various LDR changes and bonuses were made. In addition, with the cost of land and construction increasing so much in recent years, the best way to offset these costs is through higher-density (aka larger) projects, further incentivizing the market to build large buildings. Finally, it's worth noting that some larger buildings and projects can now bypass all public review (i.e., go straight to building permit) if they are 100% or mostly deed-restricted units. This was another incentive added to the LDRs since 2015 but it places more pressure on the internal review process to successfully address the impacts from large buildings without any input from the public, Planning Commission, or Council.

Key Policy Questions: A little more detail

Again, the purpose of this workshop is not to “solve” the issue of big buildings now but to identify the nature and scope of the problem, discuss some possible paths for solutions, and then have staff come back with more detailed menu of options for future Council consideration and adoption.

To aid the Council in its deliberation of the Key Policy issues, staff has provided a list of premises that articulate certain perspectives that staff would like the Council to address regarding large buildings:

Premise #1: Certain buildings are just **too large** for the character of Jackson. We need an absolute limit.
Possible strategy: Consider floor area maximums for buildings (similar to previous LDRs).

Premise #2: Maximum building size should **vary by location** (e.g., downtown versus highway commercial).

Possible strategy: Consider different floor area limits in different parts of Town (e.g., higher along the highway and less downtown).

Premise #3: The total size of the building is less of a concern than getting good **architectural design**. If agree, what architectural design characteristics are most important (style, materials, massing, etc.)?

Possible strategy: Amend the existing Design Guidelines to better address desired outcomes for large buildings. Provide clearer direction to Design Review Committee so they can better use their expertise to help developers design higher quality buildings.

Premise #4: Larger buildings are more acceptable if they are for **deed restricted housing** but not if they are for less beneficial uses, such as short-term-rentals or some other use.

Possible strategy: Consider maximum building sized based on use.

Premise #5: More **greenspace/landscaping** is necessary to screen and buffer large buildings.

Possible strategy: Consider different or increased LSR requirements for different zones or for larger buildings.

Premise #6: Neighborhood context is important when considering the size of individual buildings (large new buildings next to small existing buildings is the problem, not so much large buildings next to large buildings or on larger isolated sites).

Possible strategy: Consider context-sensitive design standards where building size and design may be impacted (i.e., reduced) depending on the size of existing surrounding buildings. This puts much more responsibility on the DRC process to define limitations through design and not objective standards and zoning maximums.

Premise #7: The large size of some **development sites** is a major concern and is one reason buildings are getting too large.

Possible strategy: Consider a limit on the number of lots or gross area size for developments in the Town. Consider different limits in different zones. Or possibly exceptions for certain uses (hotels).

Premise #8: Most large buildings are fine but there should be **additional Council review/process** for buildings over a certain size so the public can comment and potential impacts addressed through conditions of approval.

Possible strategy: Consider a Conditional Use Permit (CUP) process for buildings over a certain size.

Possible Alternatives.

There may be other approaches to address big buildings that Council would like to discuss or explore further. Staff will research and present any additional ideas the Council directs.

Comprehensive Plan and Priority Alignment.

The Comprehensive Plan does not say much directly about large buildings (other than Policy 2.4.e) but it does speak to our goals for encouraging workforce housing and ensuring that redevelopment is compatible with existing neighborhood character. The following policies may be relevant to the Council's consideration of this item.

Policy 2.4.e: Encourage smaller buildings

The Town and County will encourage the construction of smaller, energy efficient buildings to improve energy conservation communitywide. Energy efficiency and the amount of energy required to construct a building is directly related to overall building size. Smaller buildings require less material to achieve high energy efficiency and contain less volume to condition, light, and maintain. The community will explore regulations and incentives to encourage the construction of smaller buildings.

Policy 4.1.c: Promote compatible infill and redevelopment that fits Jackson's neighborhoods.

Infill and redevelopment will be key strategies for fostering the elements of a Complete Neighborhood in specific subareas in Town. Infill and redevelopment will be compatible in scale, use and character in Stable Subareas, and will be consistent with the desired future character in Transitional Subareas. Considerations should include the identification of appropriate relationships between land uses and development of varying intensities. An important goal will be to maintain or reestablish a strong sense of ownership by all residents of their neighborhoods. The Town Character Districts provide specific guidance for infill and redevelopment projects, consistent with the desired character for each Subarea of Town.

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

The development and redevelopment of all market and restricted housing, whether by-right or through incentive tools, will be consistent with the location, bulk, scale, and pattern described in the community's Growth Management policies and in the Illustration of Our Vision. Appropriate locations are identified in Town and County Character Districts for the allowance and encouragement of multifamily, small lot, small unit and other housing types that provide market and restricted workforce housing opportunities. No requirement, incentive, or allowance for workforce housing should directly, or indirectly, conflict with the Character Districts.

Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing

The Town and County will avoid regulatory barriers that inadvertently preclude workforce housing in a manner that is consistent with the community's Common Values. This may include providing exemptions from certain requirements for developments that provide new subsidized workforce housing that reduces the shortage of housing that is affordable to the local workforce.

Policy 5.4.d: Provide incentives for the provision of workforce housing

Incentives to provide workforce housing offer solutions that typically require less public financial subsidy. The community should provide incentives for the preservation of existing workforce housing and the construction of subsidized workforce housing. Incentives may continue to include performance-based density bonuses that enhance the character of applicable subareas of the Town and County while decreasing the shortage of housing that is affordable to the local workforce. Additional incentives such as tax reduction or deferral, fee waivers, expedited review, buy-down programs, and others should also be considered.

Fiscal Impact.

It is too early in the process to accurately estimate any potential fiscal impacts from any possible changes to the LDRs.

Staff Impact.

The amount of staff time to research and write this staff report is roughly 25 hours.

Attachments or Links.

Exhibit A: Pictures of local large buildings

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

I move to direct staff to draft proposed amendments to the Town of Jackson Land Development Regulations consistent with this staff report, dated November 13, 2013, and as provided by the Council at this workshop, to be presented at a future Town Council meeting.

Appendix A: Pictures of Large Buildings

Wort Hotel (52,000 sf)
50 N. Glenwood St.



Staples/Hoback Sports / Dollar Tree (46,000 sf)
520 W. Broadway Ave.



Target (70,000 sf)
510 S Highway 89



Springhill Marriott Suites (81,000 sf)
150 E. Simpson Ave.



Sagebrush Apartments (69,000 sf)
550 W. Broadway Ave.



Hidden Hollow (66,000 sf each building)
301 and 305 Hidden Hollow Dr.



Ranch Inn Redevelopment (68,000 sf)
50 S Cache St., 45 & 75 E Pearl Ave.



PEARL AVENUE ELEVATION

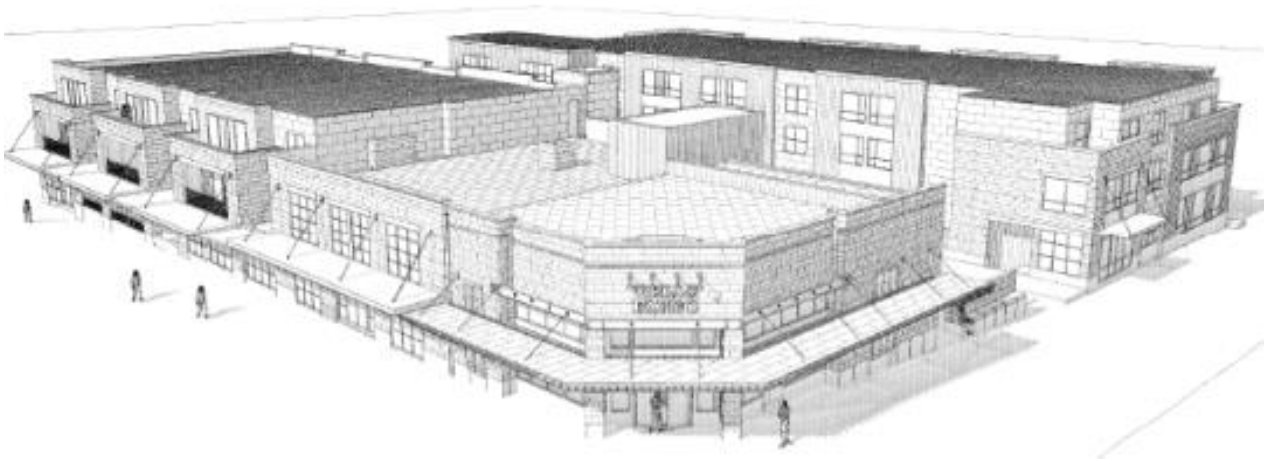


CACHE STREET ELEVATION

Millward Street Mixed Use (41,000 sf)
245-265 N. Millward St.



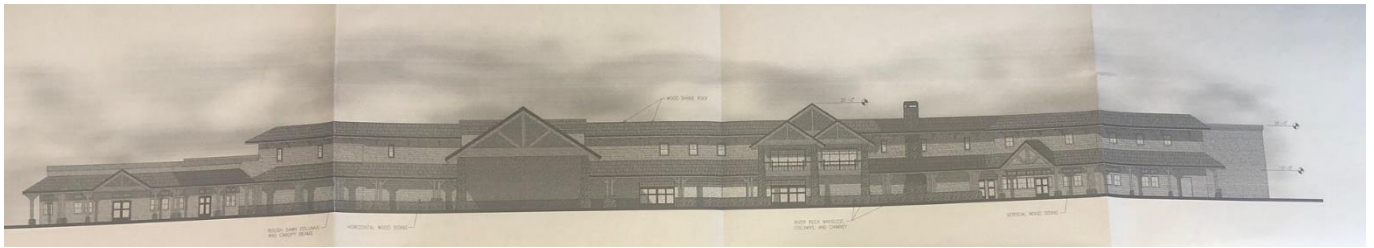
Cloudveil Hotel (80,000 sf)
112 Center St.



The Loop (79,000 sf each building, 158,000 total)
1050,1060,1080 South Park Loop Rd.



Albertson's (65,000 sf)
105 Buffalo Way (South Elevation)



Mogul Partners Hotel (260,000 sf estimated)
325-375 N. Cache St.







COUNCIL WORKPLAN CALENDAR 2023				
MARCH	APRIL	MAY	JUNE	JULY
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Begin Planning for Updates to Wasterwater Treatment Plant	Budget	License Plate Recognition Security Cameras	State Leg.: Post WAM, Agenda, & Approach	Karns Meadow Rezone
Wastewater Treatment Plant Construction Management	State Legislative Post Session Debrief/WAM Resolutions	Incorporating Drone Use Into Police Department		
Joint Department Funding/Governance Proposal		Energy Audit RFP & Green House Gas Inventory		
		Updates to Public Works Fees		
		Budget		
JIM	JIM	JIM	JIM	JIM
Transportation Work Plan	Long Range Planning Work Plan & Indicator Report	START JPA	Rec Center Fee Policy & Schedule	Workforce Housing Mitigation 2 Mtgs.
Housing Mitigation Policy Contract Amendment	Housing Supply & Work Plans	Budget	Budget	
	Budget			
	START Van Pool/Ride Matching, Service to Airport/GTNP – Budget			
	New Housing Partnership Developments & Land Acquisition			
AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
TOWN MTGS.	TOWN MTGS.	TOWN MTGS.	TOWN MTGS.	TOWN MTGS.
Update to Anti-Discrimination Ordinance adding Anti-Bias Crimes	Council Retreat Planning & Execution	Stormwater Management Plan	State Legislative Agenda & Approach	Future staffing for all departments
Center for the Arts Noise Discussion	Service Agreement for Design of Gregory Lane	Censure Policy	Re-Evaluation of Large Bldg./2:1 Workforce Bonus	Town Sustainability Plan
	Town Sustainability Plan			Karns Meadow EA & CUP Preview
	Naming Policy			Urban Forest Ord. Update & Program Policy Procedures
				Ecosystem Indicator Project
JIM	JIM	JIM	JIM	JIM
			Safe Streets for All Safety Action Plan	Regional Gov. & Transportation Planning Process & Agreements
				Joint Dept. Funding Review Process
CHANGES & UPDATES	DATE CHANGE MADE			
State Legislative Post Session Debrief – MOVED TO APRIL	1-Apr			
State Legislative Approach & Agenda - MOVED TO NOV.	23-May			
Support for Women's Reproductive Rights - PENDING	23-Jul			
Censure Policy - ADDED TO OCTOBER AFTER SCOPING REPORT	23-Jul			
Naming Policy – ADDED TO AUGUST – CONTINUED TO SEPT.	23-Jul			
Karns Meadow Conditional Use Permit – ADDED TO OCT.	23-Jul			
Stormwater Management Plan – MOVING TO TBD DATE IN FALL	23-Jul			
Cow Pasture 1 & 2 Softball Field Replacement - MOVED TO JANUARY	9-Oct			
Pre-Construction Services Bid for Stilson - MOVING TO TBD WINTER JIM	23-Aug			
Compliance Issues for FTA Grants – HANDLED BY TOWN MANAGER	18-Sep			
Consideration of Town Org. Structure & Efficiency - MOVED TO NOV.	20-Sep			
Workforce Housing Mitigation - MOVED TO MARCH 2024	3-Oct			
Re-Evaluation of Large Bldg./2:1 Workforce Bonus - MOVED TO NOV.	3-Oct			
Karns Meadow EA & CUP Preview - ADDED TO DECEMBER	3-Oct			
Town Mobility Overlay - MOVED TO MARCH 2024	3-Oct			
Urban Forest Ord. Update & Program - MOVED TO DECEMBER	6-Oct			
Town Org. Structure/Efficiencies - HANDLED BY TOWN MANAGER	24-Oct			
Ecosystem Indicator Project - MOVED TO DECEMBER	24-Oct			
Total Compensation Review - MOVED TO 2024	24-Oct			
Water Quality/Drinking Water Regs - RELATED MEMO FOR COUNCIL	26-Oct			
Policy Manual Update - MOVED TO Q1 OF 2024	1-Nov			
Town Employee Housing Strategy - MOVED TO Q2 OF 2024	1-Nov			
Equity Task Force Further Recommendations - MOVED TO DEC., THEN JAN.	6-Nov			

COUNCIL WORKPLAN CALENDAR 2024			
QUARTER 1	QUARTER 2	QUARTER 3	QUARTER 4
Policy Manual Update	Assisted Living Housing Program	Design of E. Broadway, N. Cache, Maple Way	Design & Construction of Gregory Lane (Mtg.3)
Updated Design Standards for Safe Streets	Town Employee Housing Strategy	Continued Growth/Demand for EMS	
Planning Stormwater Management Program	Adding Fees for Services to Offset Costs	Fire/EMS Level of Service & Setting Expectations	
Equity Task Force Further Recommendations & Next Steps	Design & Construction of Gregory Lane	Volunteer Career/Staffing Model & Dynamics	
Town Mobility Overlay (March)	Northern South Park		
Total Compensation Review	Budget		
Budget			
JIM			
Pre-Construction Services Bid for Stilson			
Workforce Housing Mitigation (March)			
Cow Pasture 1 & 2 Softball Field Replacement (Jan.)			

SCOPING STAFF REPORTS

PROJECT	DEPARTMENT LEAD	REQUESTOR	MOTION MADE	BRING BACK DATE
				(60-ISH DAYS)
Airport Capital Budget & Related Engagement	Admin	AJ	9/6/22	January '24
Snow King & Willow Stop Sign	PW	Council	3/20/23	Town Engineer, January '24
Center for the Arts Lease	Admin	AJ	5/22/22	April 17 – Roxanne, motion to address noise, coming back August
Potential to Host Mountain Towns 2030	Comm. Dev.	JSC	12/19/22	April 17 – Tanya
Indoor Vaping Ordinance	Legal	HML	2/6/23	July 17 – Council vote to add to PI List
Research About Censure Policy	Legal	JR	2/9/23	July 17 – Council vote to bring back @ future meeting
Discussion of Council Travel	Admin	Council	3/6/23	April 17 – Roxanne – Brought Back June 26
Construction Management Plans	Public Works	JR	8/15/22	February
Shifting Timeline for JIM Meeting Materials	?	JS	9/18/23	Sept. 18 - Council vote for a Scoping Report, if needed

POTENTIAL INITIATIVE (PI) LIST

PROJECT	REQUESTOR	DATE OF REQUEST
COUNCIL IDENTIFIED PI ITEMS		
Invest More Time in Relationship w/ County	JR	Retreat Feb. '23
Information Technology 5-Year Work Plan	JSC	Retreat Feb. '23
Geographic Information System (GIS)	JSC	Retreat Feb. '23
Revisit Comp Plan Definitions of 'Healthy Community'	JR	Retreat Feb. '23
Revisit Comp Plan Definitions of 'Healthy Economy'	JS	Retreat Feb. '23
Alternative Forms of Government, Expanding # of Council Seats	JSC	Retreat Feb. '23
Outside Evaluator to Assess Org. Structure & Transformation	JS	Retreat Feb. '23
Adding Mill of Property Tax	AJ	Retreat Feb. '23
Town Manager Prioritizing Organizational transformation	JS	Retreat Feb. '23
Senior Staff Building in Time to be Strategic & Proactive	JS	Retreat Feb. '23
Lodging Tax Increase	AJ	Retreat Feb. '23
County Water Sewer Connections & Staffing	AJ	Retreat Feb. '23
Franchise Request from Toro Blanco Group	AJ	1-May-23
Indoor Vaping Ordinance	Council vote after Scoping Report	17-Jul-23
STAFF IDENTIFIED ITEMS THAT DID NOT MAKE COUNCIL LIST		
	DEPARTMENT REQUESTOR	DOTS FROM RETREAT
Dog Off-Leash/Dog In Park Ordinance Review &/or Modification	Parks & Rec	0
Acessory Residential Unit Program	Housing	0
Parking Study Phase 3 - Policy,Strategies/Requirements	Transportation	2
Parking Related to Willow Street Safe Routes	Pathways	0
Code Enforcement Expectations & Parking Management	Police Dept.	2
Redesigning the 5-year Capital Improvement Plan	Public Works	2
Public Finance/Transparency/Metric Reporting Database	Finance Dept.	2
Budget Process & Format - Priority Driven Budgeting	Finance Dept.	0
Revisit Town Investment Policy	Finance Dept.	2
Status & Management of Residential Unit "Cap"	Planning Dept.	0
Standard for "Legacy Zones" to match Comp Plan	Planning Dept.	1
Standards for Landscaping to match Comp Plan	Planning Dept.	1
Procurement & Purchasing Policy	Administration	2

JIM Agenda Item Requests			
<i>Submittal / Request Section</i>			
December 4, 2023 JIM			
#	Submitter Name	Agenda Item	Time Needed
1	Charlotte Frei	Regional Transportation Task Force Update	30 min
2		Interviews for Joint Board Applicants if Time	
Housing JIM Items			
1	Steve Ashworth	Jan 2024 - Cowpasture Ballfields	60 mins
2	April Norton	May 2024 - Housing Supply Plan + Work Plan	120 mins
3	April Norton	May 2024 - 90 Virginian Lane Developer Selection	180 mins
4	April Norton	July 2024 - 90 Virginian Lane Ground Lease	120 mins
5	April Norton	August 2024 - Housing Dept. Rules & Regs Clean Up Issue I.D.	60 mins
6	April Norton	September 2024 - Housing Dept. Rules & Regs Clean Up	120 mins
7	April Norton	November 2024 - Housing Dept. Rules & Regs Adoption	consent?

December 4, 2023 Regular Town Council Meeting

Initial SR Due: 11/3; Complete SR Due: 11/17; Final SR Due: 11/24

TOPIC

Announcements & Proclamations

Extra Mile Day

Employee Introductions

Name: Kara Hobby

Position: Administrative Coordinator

Name:

Position:

Consent Calendar

Minutes & Disbursements

November 13, 2023 Regular Town Council Workshop

November 13, 2023 Regular Town Council Meeting

CenturyLink Franchise Agreement

ARPA Grant Agreement - Water Supply Zone 3 Well Construction

Animal Shelter Training Services Agreement

3rd Amendment to Shared Appreciation Mortgage Agreement

Procurement of Police Dept. All-Electric Motorcycle

Discussion & Action Items

Planning

LDR Text Amendment to Neighborhood High Density-1 Zone (P23-168)

Development Plan for Mixed Use Building at 655 and 665 S. Cache Street (P23-105)

Ordinances

Ordinance E: An Ordinance Amending Water and Sewer Rates

Ordinance W: An Amendment to the Official Zoning Map for Karns Meadow (P23-079)

Ordinance Y: LDR Clean-up and Annual Update (P23-026)

Matters from Mayor and Council

Joint Funding Committee Update

Matters from the Town Manager

Town Manager's Report

Adjourn