

AGENDA
Planning and Zoning Commission
December 12, 2023 – SPECIAL MEETING

5:30 PM

The New Business items have been placed on the agenda in the order they were received. Please note that at 9:00 p.m., the Commission will evaluate the remainder of the agenda to determine if time constraints will permit the full agenda to be heard at this meeting. All items not heard at this meeting will be postponed to the next regularly scheduled PC/BOA meeting of <<MEETING DATE>> or to a special meeting scheduled by the Commission.

NOTICE: THE VIDEO AND AUDIO FOR THIS MEETING ARE STREAMED TO THE PUBLIC VIA THE INTERNET AND MOBILE DEVICES WITH VIEWS THAT ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS

PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING

1. ZOOM LINK

- I. To join, click the link or copy to your browser:

<https://us02web.zoom.us/j/85437086642?pwd=cWt1L2FMTStFNTQyVXpja09ZK2Z0dz09>

If the link does not work, join at zoom.com with Webinar ID **854 3708 6642** Password: **83001**

2. CALL TO ORDER

3. ROLL CALL

4. MATTERS FROM THE PUBLIC

5. APPROVAL OF MINUTES

- I. November 15, 2023 Regular Meeting Minutes

6. OLD BUSINESS

7. NEW BUSINESS

8. BOARD OF ADJUSTMENT

9. PLANNING COMMISSION

- I. NH-1 Text Amendment 4th Story/Commerical (Tyler Valentine)

- II. Large Building Review - LDR Amendment (Paul Anthony)

10. MATTERS FROM THE COMMISSION

11. AGENDA FOLLOWUP

12. MATTERS FROM STAFF

13. ADJOURNMENT

MINUTES
PLANNING AND ZONING COMMISSION
TOWN OF JACKSON, WYOMING
November 15, 2023
UNAPPROVED

The Planning and Zoning Commission met in regular session on November 15, 2023 in the Town Council Chambers located at 150 E. Pearl in Jackson, at 5:30 pm. This meeting was held in-person and through the Zoom platform.

Upon roll call the following were found to be present:

BOARD: Katie Wilson, Abby Petri, Christie Watts, Thomas Smits, Steph Wise

STAFF: Paul Anthony, Katelyn Page, Lynsey Lenamond, Casey Holden

MATTERS FROM THE PUBLIC: None.

APPROVAL of MINUTES: A motion was made by Abigail Petri and seconded by Christie Watts to approve the November 1, 2023 regular meeting minutes as presented. Katie Wilson called for the vote. The vote showed all in favor with Katie Wilson abstaining. The motion carried.

OLD BUSINESS: None.

BOARD OF ADJUSTMENT:

ITEM P23-148: Variance Request to Natural Resource Setback at 555 Scott Lane

STAFF PRESENTATION: Katelyn Page

QUESTIONS FOR STAFF: Board asked what happens if they do not approve the continuance. Staff also said if the request was denied the applicant would have to wait a year to reapply.

APPLICANT PRESENTATION: Bryan Gleason

QUESTIONS FOR APPLICANT: Board asked why they needed the continuance. Applicant said they needed more time to review the information in the staff report.

PUBLIC COMMENT: None.

COMMISSION DISCUSSION:

Based upon the request of the property owner, a motion was made by Thomas Smits and seconded by Steph Wise to **continue** item P23-148 for a variance to LDR Section 5.1.1.D.2.c.ii.b to the February 7, 2024, Board of Adjustment regular meeting. Katie Wilson called for the vote. The vote showed all in favor. The motion carried.

PLANNING COMMISSION: None.

MATTERS FROM COMMISSION: None.

MATTERS FROM STAFF: BCC and Town Council decided to take out local convenience commercial of from the Virginian project, thus the proposed amendment to the NH-1 zone needs to be modified to reflect that change. The PC will see this project come back to them as a modified zoning request change. Town Council reviewed big buildings at a workshop and asked for the Planning Director to take the item to the DRC and PC first, then bring those comments back to the Council. The Board selected December 12th to hold a special meeting for big building review.

Adjourn: A motion was made by Christie Watts and seconded by Thomas Smits to adjourn the meeting. Katie Wilson called for the vote. The vote showed all in favor. The motion carried. The meeting adjourned at 5:46 pm.

minutes:ll

STAFF REPORT



Meeting Date:	December 12, 2023	Meeting Title:	Planning Commission
Submitting Department:	Planning	Presenter:	Tyler Valentine
Agenda Item:	Request for a Land Development Regulation (LDR) Text Amendment to Section 2.2.9 (P23-168)	Public Comment:	Yes

Purpose & Policy Considerations.

All Text Amendments to the Town of Jackson Land Development Regulations (LDRs) require review and recommendation by the Planning Commission (PC) according to LDR Section 8.7.2. This item is back before the PC because the applicant made changes to their application that were significant enough to require the PC's review and recommendation before it goes before the Town Council for final review.

Requested Action.

The applicant, Jackson Teton County Housing Authority, is requesting approval of an LDR Text Amendment to add a Workforce Housing Incentive to the Neighborhood High Density-1 (NH-1) zoning district by allowing a 4th story and height bonus for sites that meet certain criteria. The proposed text amendment would modify the following sections of the LDRs:

- Section 2.2.9.A - Intent
- Section 2.2.9.E – Additional Zone-Specific Standards

Recommendation.

The Planning Director recommends approval of LDR Text Amendment P23-168 to allow a 4th story and height bonus in the NH-1 zone, subject to this staff report and the department reviews attached hereto.

Background.

In 2018, the NH-1 zone replaced multiple zones in the Town, namely the Urban Residential (UR) zone, Auto-Urban Residential (AR) zone, Neighborhood Conservation (NC) zone, and Business Conservation (BC) zone. When the NH-1 zone went into effect, it was the residential zone with the highest allowed density and the only zone to have a minimum density requirement of 17.4 units per acre which was intended to discourage “underdevelopment” of properties that are optimally located to accommodate higher-density housing compared to typical single-family homes. This approach aligns with the Comprehensive Plan goal of building denser residential projects in Transitional subareas that house our workforce close to services and jobs.

Early in 2023, the Town Council and County Commissioners expressed interest in purchasing the 5.15-acre Virginian Recreational Vehicle (RV) Park at 90 Virginian Lane for the purpose of developing it for workforce housing. The property went under contract in April 2023 and was purchased several months later. During Joint Information Meeting (JIM) discussions surrounding the purchase, the Town Council and County Commissioners directed staff to bring back an LDR Text Amendment to the NH-1 zone that would maximize the allowed density (i.e., a 4th story workforce housing bonus) and provide flexibility to allow limited accessory commercial uses (i.e., Local Convenience Commercial). The idea of the 4th story height bonus and Local Convenience Commercial in NH-1 comes from two existing zones, Office Residential (OR) and Commercial Residential – 3 (CR-3) zones, which already have very similar allowances.

At the regularly scheduled meeting on November 1, 2023, the PC reviewed an LDR Text Amendment, which at that time proposed a 4th story bonus and Local Convenience Commercial use to the NH-1 zone consistent with the direction from the JIM. The PC unanimously recommended denial to the Town Council as they were not able to make Factors #1, #2, & #5. The PC struggled to find that a zone-wide text amendment was the appropriate way to achieve a site-specific project goal for the Virginian property. In general, the PC did not have a fundamental issue with a 4th story or Local Convenience Commercial at the Virginian site. However, some concerns arose over the possibility that other NH-1 sites could use the amendment and the PC did not agree that both text change requests were appropriate throughout the entire NH-1 zone. Some members of the PC somewhat viewed the text amendment as a form of “spot zoning” for the Virginian site and would have rather supported rezoning the Virginian site to CR-3.

Later at the November 6, 2023, JIM meeting, which occurred before the Town Council had a chance to formally review the NH-1 Text Amendment, both County Commissioners and Town Councilors changed their original position on Local Convenience Commercial and agreed that it should not be included in the Virginian project. No changes were proposed regarding the 4th story bonus. As a result, the applicant revised their application to remove Local Convenience Commercial from the text amendment which was a significant enough change and requires another review by the PC.

Background on 4th Story Bonus - In 2015, the Town Council approved an amendment to the LDRs to allow additional height (48') and a 4th story in the Urban Residential (UR) zone if the property was at least 2 acres in size, the additional floor area on the 4th story (or an equivalent) was deed restricted for the workforce, and if other criteria were met. This amendment was proposed by the Jackson Hole Mountain Resort (JHMR) as a tool that was intended to apply to their Powderhorn Planned Unit Development (PUD) dormitory development. It is important to note that the UR zone no longer exists in the LDRs but that the same height and 4th story bonus option now exists only in the CR-3 zone using the same criteria. Since its inception, the Powderhorn PUD, Sagebrush Apartments, and The Loop are the only developments to use the 4th Story Bonus

Proposed Amendment.

The applicant, Jackson Teton County Housing Authority, is requesting approval of an LDR Text Amendments to add a Workforce Housing Incentive to the Neighborhood High Density-1 (NH-1) zoning district by allowing a 4th story and height bonus for sites that meet certain criteria. As proposed, if a site meets the specified criteria, one of which being that the site must be at least 2 acres or larger, a 4th story & 48' height would be allowed provided the floor area dedicated to the 4th story is 100% deed restricted. In addition, the floor area of the 4th story would be exempt from the maximum Floor Area Ratio (FAR) and from the review thresholds in the NH-1 zone. The criteria proposed for NH-1 are nearly the same as the criteria for a 4th story in the CR-3 zone, the main difference being that the 4th story bonus can be used for parking serving deed-restricted units of the project. Please refer to the language in red below for a full list of the specified criteria.

Aside from the Town Council and County Commissioner's direction to bring this text amendment forward, the applicant states that the primary objective for this amendment is to incentivize the production of deed-restricted affordable and workforce homes via access to additional development potential in the form of a 4th story allowance in the NH-1 zone. Below on the next page are the LDR sections affected by this text amendment with the proposed language in red type:

LDR Section 2.2.9.A – General Intent Section

A. Intent.

1. General Intent: The intent of the Neighborhood High Density 1 (NH-1) zone is to provide for high density residential development and to promote workforce housing types using a broad range of attached residential types in a pedestrian-oriented environment. The size of individual buildings will be limited by the application of required dimensional standards, such as FAR, setbacks, and parking, and not by a prescribed standard. Care will be given to ensure that new development respects and enhances the character and cohesiveness of existing residential neighborhoods. This zone is intended for Transitional neighborhoods where increased residential density and workforce housing are intended.
2. Buildings: Buildings of three or more attached units can be up to three stories in height. Single or multiple detached buildings, each building with multiple units, on a site is common. Incentives are provided to encourage variety in roof **pitch, design, and on certain sites a 4th story workforce housing bonus.**
3. Parking: Parking is provided primarily on-site in surface or underground garages or with surface parking. Parking is typically accessed from a primary street or alley if present.
4. Land Use: The full spectrum from a detached home to whatever size building can fit the site based on the minimum required density (17.4 units/acre) and the dimensional limitations, such as FAR, setbacks, and parking. Apartments take the place of ARUs because they provide greater flexibility.
5. Comprehensive Plan: Based primarily on Subarea 3.2 in the Comprehensive Plan.

LDR Section 2.2.9.E. Additional Zone-specific Standards

[1. Minimum Density]

2. **Workforce Housing Incentive for Additional Height. A structure may be 48 feet in height and 4 stories provided the following criteria are met.**
 - a. **The following standards apply to the amount of additional floor area achieved through the increase in structure height; however, the actual floor area to which the following standards apply may be distributed throughout the structure.**
 - i. **It shall be deed restricted workforce, affordable, or employee housing with an occupancy restriction;**
 - ii. **It may have an employment and/or price restriction.**
 - iii. **It shall be exempt from the calculation of affordable housing required but shall not be used to meet the affordable housing requirement for the project.**
 - iv. **Fourth story may be used for parking that serves the deed restricted residential units.**
 - b. **The project shall provide the affordable housing required by Div. 6.3. on site.**
 - c. **The site shall be at least two contiguous acres to provide opportunity for sufficient setback from, and building height step down to small scale development.**
 - d. **The site shall be served by transit within 1/4 mile.**
 - e. **The site shall be within 1/4 mile walking distance from numerous commercial services routinely needed by residents.**

- f. The additional building height shall not increase the floor area allowance or decrease the required open space.
- g. For all street facades, the 4th story shall be stepped back a minimum of 10' for at least 40% of the overall façade width. Roofs above the stepped-back portions may encroach a maximum of 3' into the 10' setback.

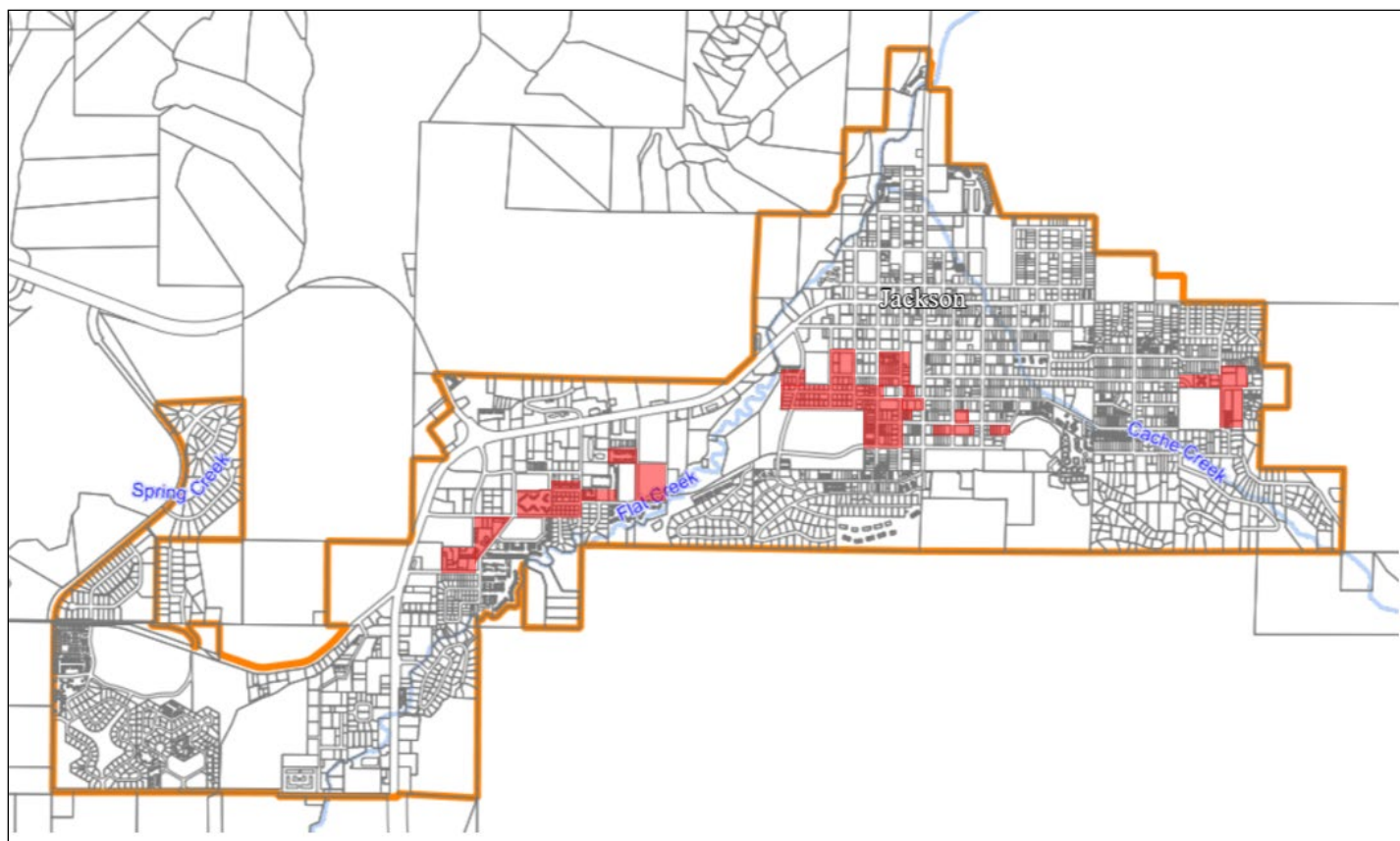
Staff Analysis.

After reviewing the proposed text amendment, staff finds that it complies with the general intent of the NH-1 zone and the general purpose and organization of the LDRs. As stated in the findings section below, removing barriers to housing and encouraging denser workforce housing projects is a primary goal of the Comprehensive Plan and the 4th story bonus incentive provides a tool for larger sites to achieve our housing objectives. In addition, the NH-1 zone is also an appropriate zone for the 4th story bonus. The zone already encourages and allows the highest residential densities among all the residential zones through the minimum density rule and the 2:1 Workforce Housing Bonus. Furthermore, since the tool applies to a limited number of properties in town due to the 2-acre minimum site rule, accompanied by the stepping down/setting back standard, staff does not find that the tool will significantly impact the zone or the neighborhood.

One area of concern regarding the 4th story bonus is related to a recent development trend in Jackson, which is the development of larger-than-usual buildings on existing sites or sites created through the aggregation of land and the difficulty the Design Review Committee has had in applying the Design Guidelines. Recent examples of large projects presenting a design challenge include the Pearl/Cache project and The Loop project. In general, the bulk and scale of certain larger developments have brought up community concerns/discussions on the topic of "community character". In fact, the Town Council is already aware of these concerns and will be discussing them separately in the coming months. To help address some aspects of bulk and scale, criteria "c" of the 4th story bonus requires that the building be "setback from, and building height stepped down to small-scale development" which addresses how the development relates to adjacent private property. In addition, criteria "g" of the 4th story bonus requires a 4th story setback standard for street facades to address how the building interacts with the street. Staff and the applicant find that criteria "c" and "g" are not overly restricted and help in small ways to address bulk and scale of larger developments.

In terms of impact, there are over 170 properties zoned NH-1. However, staff estimates the proposed changes would apply to less than 10% of the NH-1 zone, or about 10 sites (i.e., 2 or more contiguous acres of land). However, among those sites, only about 3 of them are under common ownership and the others are under some form of Homeowner's Association (condos or townhomes), such as Elk Run or Creekside Condominiums. The degree to which this subset of properties could take advantage of the proposed changes is not known but staff does not anticipate much participation since nearly all applicable properties regardless of ownership status are developed and it is unlikely these sites would be scraped for redevelopment or have existing space to expand. In addition to the applicable sites that already have 2 acres or more of contiguous land, this does not preclude the aggregating of multiple properties into a larger site to obtain the two-acre minimum site area. This has most recently occurred as part of The Loop project. It also does not preclude a property owner of a differently zoned property from requesting and being approved for a zone change to NH-1. The map on the following page shows all NH-1 zoned properties in red:

NH-1 zoned properties in red:



Factors for Consideration.

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 primary purpose of the LDRs is to implement the goals expressed in the Comprehensive Plan and promote the health, safety, and general welfare of present and future generations. Staff finds that the text amendment meets numerous Comprehensive Plan goals and objectives. Generally speaking, the 4th story bonus allows more opportunity for deed-restricted housing allowing access to stable housing which protects the welfare of our community. This amendment also allows additional housing to be built in complete neighborhoods near services which reduces single-vehicle trips supporting the goals within two of the major Common Values of Community Character: Ecosystem Stewardship and Growth Management. In addition, the 4th story bonus criteria are consistent with the organization of the LDRs as they provide predictable standards similar to those that are already in place in the LDRs, specifically the CR-3 zoning district.

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

Complies. Staff finds that the proposed text amendment improves the consistency with other provisions of the LDRs by allowing incentives that are already allowed in other zones such as CR-3. These incentives are consistent with the various efforts made in the 2018 town-wide rezone that also allowed and encouraged higher densities and housing bonuses. Since the LDRs already allow similar incentives, staff find that the proposed text amendment is consistent with the current tools available to provide flexibility for building workforce housing.

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

Complies. Staff finds that the proposed text amendment provides flexibility for certain landowners who qualify for the specified criteria to build additional workforce-restricted housing. As with any bonus, the proposed amendments would allow owners to develop new projects or develop incrementally within an existing development provided they comply with the NH-1 standards and addition criteria. In addition, since these changes are optional and do not apply to all NH-1 zoned properties, staff does not find that there will be a significant impact on the overall character of the zone. Finally, the criteria applicable to these text amendments are clearly defined and do not conflict with other applicable standards.

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

Complies. Staff finds that the proposed text amendment is necessary to address a public necessity. With rising living costs, limited land to develop, and a limited housing supply, the need for stable workforce housing in Jackson is at the forefront of public necessity. The 4th story bonus, which is already active in the CR-3 zone, is just one of many existing incentives in place geared at reducing barriers to housing and encouraging denser workforce housing developments. The 4th story bonus incentive will help address the housing needs sooner rather than later while being built within criteria that are appropriate for the desired character of the area.

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

Not applicable per WY state statute.

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

Complies. The proposed amendment does not conflict with any other Town Ordinances.

Staff Impact.

Staff has spent approximately 50 hours to complete research on this topic and prepare this staff report.

Attachments or Links.

Application packet

Departmental reviews

Suggested Motion.

I move to **recommend approval** of the proposed LDR Text Amendment (P23-168), based upon factors 1-6 in Section 8.7.2.C of the Land Development Regulations as presented and modified by staff in this staff report dated December 12, 2023.



Jackson/Teton County Affordable Housing Department

Kristi Malone

Housing Supply Specialist

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P: 307.732.8571

November 27, 2023

RE: Revision to Request for Land Development Regulation Text Amendments to the NH-1 Zone (P23-168)

Dear Tyler,

Thank you for your attentive review of the Housing Department's application for amendment to the NH-1 zone of the Town of Jackson Land Development Regulations (LDRs). We also very much appreciate the thoughtful feedback provided from the Planning Commission review earlier this month. We have since revised this application to highlight our primary request to add the Workforce Housing Incentive for Additional Height by eliminating the request for allowance of Accessory Local Convenience Commercial uses. Please see the attached revised application materials and contact me with any questions.

Attachments to this letter:

1. Revised Application Narrative
2. Revised Draft LDR Amendment Redline

Sincerely,

Kristi Malone

Kristi Malone

EXISTING TEXT TO BE AMENDED

This application requests amendment to the Town of Jackson Land Development Regulations (LDRs) to add the Workforce Housing Incentive for Additional Height option to the NH-1 zone-specific standards for development sites that meet specified criteria.

The existing LDR text to be amended is:

- Adding 2.2.9.E.2 Workforce Housing Incentive for Additional Height to NH-1 Zone-specific Standards
- Ensuring continuity of the above amendment with the intent of the NH-1 zone described in Section 2.2.9.A

A redline version of the proposed text amendment is included in this application.

NARRATIVE DESCRIPTION OF THE OBJECTIVE

The primary objective of the proposed text amendment is to:

1. incentivize the production of deed restricted affordable and workforce homes via access to additional development potential in the form of a fourth story allowance in the NH-1 zone for sites meeting specific criteria

FACTORS FOR CONSIDERATION

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

Complies. The **purpose** of the LDRs is “to implement the Jackson/Teton County Comprehensive Plan and promote the health, safety, and general welfare of the present and future inhabitants of the community...” Allowing greater opportunity for deed restricted affordable and workforce housing within an appropriate contextual scale and density setting improves access to safe, stable housing, thereby protecting the welfare of our community. A complete analysis of how the proposed LDR amendment will implement the Jackson/Teton County Comprehensive Plan is included in section 5, below.

Consistency with the **organization** of the LDRs is supported by both integrating and modeling the proposed text amendment to match the formatting and language of relevant existing sections of the LDRs. The proposed language to add a fourth story restricted housing option to sites meeting specific criteria in the NH-1 zone was replicated from the same language currently in the CR-3 zone for this fourth-floor option. Minor edits from the existing CR-3 text are proposed for inclusion in the NH-1 zone to clarify that, 1) a fourth story may be used for parking; 2) that qualifying sites must contiguously be 2 acres in size; and 3) that stepback design features are required.

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

Complies. The proposed text amendment builds on the form-based, housing-priority elements of the 2018 Town-wide zoning update. Consistent with other prominent zones in the Midtown

district, like CR-3, this text amendment would introduce options for additional housing incentives in the NH-1 zone, but within a limited context defined by a neighborhood-scale site size and with primary residential uses as the foundation of the zone.

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

Complies. With clear physical development and use standards integrated into the proposed text amendment, singular or collective landowners of 2+ acre sites can flexibly employ the deed-restricted 4th floor housing option to varying degrees as these elements support the unique design, needs and qualities of individual projects. According to the current Town of Jackson Official Zoning Map, existing sites in which the NH-1 zone is applied to 2 or more contiguous acres of land area and to which the proposed fourth story bonus may be applied are:

- Webster Laplant Homestead (approximately 4.5 acres)
- The Clusters (approximately 4+ acres)
- Jackson Hole Meadows (approximately 3.5 acres)
- Scott & Snow King Condo Addition + Jackson Hole Distributing Site (approximately 2 acres)
- 90 Virginian Lane (5.15 acres)
- Trumpeter Swan Condos + Hawks View Townhomes (approximately 2 acres)
- Meadowbrook Village (approximately 3.5 acres)
- Karns 1st, 2nd, 3rd, 4th, 5th, 6th & 7th Additions + West Hansen Townhouses + Kelly Place Condos + Wort 2nd Addition, Ski Hill Townhouses Addition, Indian Summer Townhouses, Alpine Mountain Townhomes, Millward Townhomes, Glenwood Townhomes (approximately 35 acres)
- Meadowland (approximately 3+ acres)
- High Teton Condos, Senior Center, Cedar Creek apartments, Pioneer Homestead Apartments, Buffalo Head Townhomes, Beesley Subdivision, Shadowtree Townhomes (approximately 11 acres)

Of the sites listed, only 90 Virginian Lane, Webster Laplant apartments, and Pioneer Homestead apartments sites contain over 2 contiguous acres of NH-1 land under single entity ownership (per review of the Teton County Clerk's records). If approved, use of the fourth story option presented in this text amendment will be evaluated for implementation at 90 Virginian Lane for affordable and workforce housing.

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

Complies. The proposed text amendment is necessary to address public necessity. The Town Council is empowered to promote the health, safety, and general welfare of the present and future inhabitants of the community. Access to stable workforce and affordable housing is a public necessity directly linked to the individual and collective health, safety and welfare of

people working and residing locally. The recently completed Teton Region Housing Needs Assessment identifies significant gaps in access to affordable workforce housing and even more dire projections for future need. With timeliness paramount, it is important to make diverse housing incentive tools available to all appropriate Town locations so that, as redevelopment occurs, permanently deed restricted housing can be expediently incorporated. Application of the 4th floor housing bonus option to large (2+ acre) NH-1 sites incentivizes the production of units restricted for workforce occupancy.

5. Improves implementation of the Comprehensive Plan; and

Complies. Implementation of the following applicable Goals, Principles, and Policies is improved by the proposed LDR text amendment.

Increasing development potential options in the NH-1 zone maintains the community's goal to preserve and protect habitat, habitat connections, scenery, and open space by directing growth into Complete Neighborhoods.

- *Chapter 1. Stewardship of Wildlife, Natural Resources and Scenery Goal: Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.*

Increasing local housing options for local workers reduces both commuter and local car dependence, decreasing GHG emissions. Adding density to infill/redevelopment sites uses less energy than greenfield development.

- *Chapter 2. Climate Sustainability Goal: Emit less greenhouse gases than we did in 2012.*
 - *Principle 2.1— Reduce consumption of non-renewable energy.*
 - *Policy 2.1.a: Shift community energy consumption behavior*
 - *Principle 2.2— Reduce greenhouse gas emissions through land use.*
 - *Policy 2.2.a: Enhance suitable locations as Complete Neighborhoods*
 - *Policy 2.2.b: Direct growth out of habitat, scenery, and open space*
 - *Policy 2.2.c: Improve air quality*
 - *Principle 2.3— Reduce greenhouse gas emissions through transportation.*
 - *Policy 2.3.a: Meet future transportation demand through the use of alternative modes*
 - *Policy 2.3.b: Create a safe, efficient, interconnected multimodal transportation network*

Within the community-wide growth management context directed by the Comprehensive Plan, offering additional locational application of an existing housing bonus option ensures that the amount of development potential is not increased (bonus units built are pulled from finite resource pool), development is in the most suitable location (Town Complete Neighborhood), and is the best type to support our community (permanently deed restricted housing).

- *Chapter 3. Responsible Growth Management Goal: Direct at least 60% of future growth into Complete Neighborhoods to preserve habitat, scenery and open space and provide workforce housing opportunities.*
 - *Principle 3.1—Direct growth out of habitat, scenery, and open space.*
 - *Policy 3.1.a: Ensure there is no net increase in development potential*
 - *Policy 3.1.b: Direct development toward suitable Complete Neighborhood subareas*
 - *Principle 3.2—Enhance suitable locations as Complete Neighborhoods.*
 - *Policy 3.2.a: Enhance the quality, desirability, and integrity of Complete Neighborhoods*
 - *Policy 3.2.d: Emphasize a variety of housing types*
 - *Principle 3.3—Manage growth predictably and locally.*
 - *Policy 3.3.a: Make land use decisions based on Plan framework and policies*
 - *Policy 3.3.d: Strive not to export impacts to other jurisdictions in the region*

Increasing options for development potential in a Town Complete Neighborhood Character Zone supports Town as the Heart of the Region. This proposed development potential is tied to permanent, year-round workforce. Adding this option only to NH-1 with specific site criteria focuses development potential on Transitional Subareas and additional deed-restricted homes.

- *Chapter 4. Town as the Heart of the Region-The Central Complete Neighborhood Goal: The Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities.*
 - *Principle 4.1—Maintain Town as the central Complete Neighborhood.*
 - *Policy 4.1.b: Emphasize a variety of housing types, including deed-restricted housing*
 - *Policy 4.1.c: Promote compatible infill and redevelopment that fits Jackson's neighborhoods*
 - *Principle 4.3—Develop desirable residential neighborhoods.*
 - *Policy 4.3.b: Develop Transitional Subareas*
- *Chapter 5. Local Workforce Housing Goal: Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.*
 - *Principle 5.1—Maintain a diverse population by providing workforce housing.*
 - *Policy 5.1.a: House at least 65% of the workforce locally*
 - *Principle 5.2—Strategically locate a variety of housing types.*
 - *Policy 5.2.a: Provide a variety of housing options*
 - *Policy 5.2.b: Housing will be consistent with Character Districts*
 - *Principle 5.3—Reduce the shortage of housing that is affordable to the workforce.*
 - *Policy 5.3.c: Create workforce housing to address remaining shortages*

- *Principle 5.4—Use a balanced set of tools to meet our housing goal.*
 - *Policy 5.4.d: Provide incentives for the provision of workforce housing*
- *Chapter 6. A Diverse and Balanced Economy Goal: Develop a sustainable, vibrant, stable and diversified local economy.*
 - *Principle 6.3—Create a positive atmosphere for economic development.*
 - *Policy 6.3.a: Ensure year-round economic viability*
 - *Policy 6.3.e: Balance housing, nonresidential development, and civic uses*
- *Chapter 7. Multimodal Transportation Goal: Travel by walk, bike, carpool, or transit will be more convenient than travel by single- occupancy vehicle.*
 - *Principle 7.1—Meet future transportation demand with walk, bike, carpool, transit, and micromobility infrastructure*
 - *Policy 7.1.a: Increase the capacity for walking, biking, carpooling and riding transit*

Locationally, the NH-1 zone is applied to Transitional Subareas. LDR Section 2.2.9 for the NH1 zone states, “This zone is intended for Transitional neighborhoods where increased residential density and workforce housing are intended.” Implementation of the proposed text amendment in the NH-1 zone is summarized in Comp Plan Policy 4.3.b: Develop Transitional Subareas:

*“Future development should provide a variety of housing types that **create additional workforce housing**, including multiple family owner-occupied and rental housing....Character will be defined less by the existing development pattern and more by the future Vision for the subarea. Developers are encouraged to utilize the allowances and incentives because these transitional subareas are the desired location of growth. Impactful investments in public infrastructure and housing will help to bolster these subareas and support efforts to promote quality of life.”*

6. Is consistent with the other adopted Town Ordinances.

Complies. Adopted Town Ordinances support the legislative discretion of the Jackson Town Council to administer and amend the Town of Jackson Land Development Regulations.

WORKFORCE HOUSING INCENTIVE FOR ADDITIONAL HEIGHT

2.2.9.A. Intent

1. **General Intent:** The intent of the Neighborhood High Density 1 (NH-1) zone is to provide for high density residential development and to promote workforce housing types using a broad range of attached residential types in a pedestrian-oriented environment. The size of individual buildings will be limited by the application of required dimensional standards, such as FAR, setbacks, and parking, and not by a prescribed standard. Care will be given to ensure that new development respects and enhances the character and cohesiveness of existing residential neighborhoods. This zone is intended for Transitional neighborhoods where increased residential density and workforce housing are intended.
2. **Buildings:** Buildings of three or more attached units can be up to three stories in height. Single or multiple detached buildings, each building with multiple units, on a site is common. Incentives are provided to encourage variety in roof pitch, ~~and~~ design, and on certain sites a fourth story workforce housing bonus.
3. **Parking:** Parking is provided primarily on-site in surface or underground garages or with surface parking. Parking is typically accessed from a primary street or alley if present.
4. **Land Use:** The full spectrum from a detached home to whatever size building can fit the site based on the minimum required density (17.4 units/acre) and the dimensional limitations, such as FAR, setbacks, and parking. Apartments take the place of ARUs because they provide greater flexibility.
5. **Comprehensive Plan:** Based primarily on Subarea 3.2 in the Comprehensive Plan.

2.2.9.E. Additional Zone-specific Standards

The following standards apply in addition to all other standards applicable in the NH-1 zone.

[1. Minimum Density]

2. Workforce Housing Incentive for Additional Height. A structure may be 48 feet in height and 4 stories provided the following criteria are met.
 - a. The following standards apply to the amount of additional floor area achieved through the increase in structure height; however, the actual floor area to which the following standards apply may be distributed throughout the structure.
 - i. It shall be deed restricted workforce, affordable, or employee housing with an occupancy restriction;
 - ii. It may have an employment and/or price restriction.
 - iii. It shall be exempt from the calculation of affordable housing required but shall not be used to meet the affordable housing requirement for the project.
 - iv. The fourth story may be used for parking that serves the deed restricted residential units.

- b. The project shall provide the affordable housing required by Div. 6.3. on site.
- c. The site shall be at least 2 contiguous acres to provide opportunity for sufficient setback from, and building height step down to small scale development.
- d. The site shall be served by transit within 1/4 mile.
- e. The site shall be within 1/4 mile walking distance from numerous commercial services routinely needed by residents.
- f. The additional building height shall not increase the floor area allowance or decrease the required open space.
- g. For all street facades, the fourth story shall be stepped back a minimum of 10' for at least 40% of the overall façade width. Roofs above the stepped-back portions may encroach a maximum of 3' into the 10' stepback.

Workflow Notes

Permit Number	Begin Date	Step Type	Text	Created By	End Date
P23-168		ENGINEERING DEPARTMENT COMMENTS	LDR TEXT AMENDMENT - Approved P23-168 ADDRESS: n/a OWNER: n/a APPLICANT: Jackson/Teton County Housing Department 10/18/2023 Matthew Doyle, 733-3079 DATE OF SUBMITTAL: 9/14/2023 DATE OF MATERIALS: 9/11/2023 (Application) REVISION NO.: 00 The engineering division has reviewed your application for an LDR TEXT AMENDMENT submitted on and with application materials as dated above. NO COMMENT NO FEES		
P23-168		PLANNING DEPARTMENT COMMENTS	Staff recommends adding a 4th story setback requirement similar to other commercial/mixed-use zones and modifying the "Intent" section for the NH-1 zone to include language about potential 4-story buildings and potential accessory commercial uses for certain large sites.		
	09/14/2023	PC PUBLIC NOTICE		ALANGLEY@JACKSONWY.GOV	
	09/14/2023	TOWN COUNCIL 3RD READING		KPAGE@JACKSONWY.GOV	09/14/2023
	10/18/2023	TC PUBLIC NOTICE		MDOYLE@JACKSONWY.GOV	10/18/2023
	10/27/2023	TOWN COUNCIL 1ST READING		TVALENTINE@JACKSONWY.GOV	10/27/2023
		TOWN COUNCIL MEETING			
		FIRE DEPARTMENT COMMENTS			
		COMPLETE REPORT			
		COMPLETENESS REVIEW			
		DETERMINATION OF SUFFICIENCY			

Workflow Notes

Permit Number	Begin Date	Step Type	Text	Created By	End Date
		PATHWAYS DEPARTMENT COMMENTS			
		PC KEY ISSUES			
		FINAL LETTER			
		PARKS AND RECREATION DEPARTMENT COMMENTS			
		POLICE DEPARTMENT COMMENTS			
		PLANNING COMMISSION REVIEW AND RECOMMENDATIO N			
		TOWN COUNCIL 2ND READING			
		PC ROUGH DRAFT			
		BUILDING DEPARTMENT COMMENTS			
		INITIAL REPORT			
		PC FINAL DRAFT			
		LEGAL DEPARTMENT COMMENTS			
		JOINT HOUSING DEPARTMENT COMMENTS			
		FINAL REPORT			
		START DEPARTMENT COMMENTS			

STAFF REPORT



Meeting Date:	December 12, 2023	Meeting Title:	Workshop Planning Commission
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 Planning Commission to provide initial direction to staff and the Council 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, 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 Planning Commission to provide initial guidance to staff and the Council on the nature of the problem (if you, in fact, believe there is a 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 Planning Commission consideration. The Council discussed this item at a workshop on November 13, 2023. At the conclusion of the Council’s discussion they directed staff to bring this staff report (i.e., same information, key policy questions, etc.) to the Commission and Design Review Committee (DRC), and then to bring the item back to the Council with your input for further refinement. They did this because they wanted to get the PC’s and DRC’s ideas and concerns on big buildings without too much direction or influence from the Council itself. In that light, staff will not provide a detailed summary of the Council’s discussion other than to say that the Council generally seemed in agreement that some LDR changes are necessary to address big buildings but that more work needs to be done to clarify the ultimate outcomes we desire before we can move on to next steps.

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 the Planning Commission’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 stepback:** 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 stepback 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 stepback 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 Planning Commission 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 Planning Commission 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 Planning Commission 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 welcomed 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 sf to 50,000 sf or greater 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.

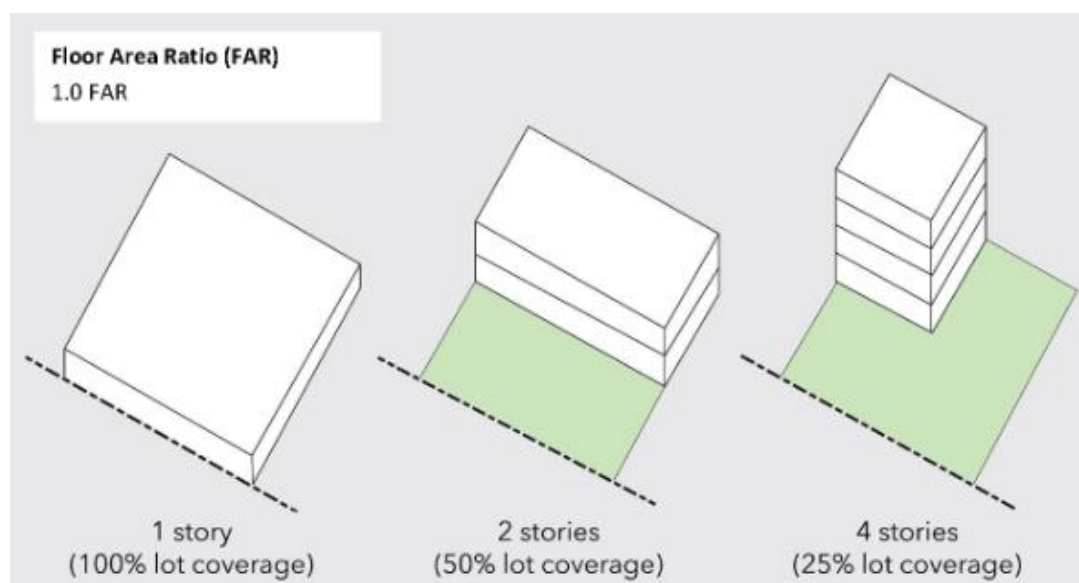
Project	Zoning	Building Size (habitable)	Site area
Target	CR-3	70,000 sf	5.4 acres
Albertson's	CR-3	65,000 sf	7.1 acres
Snow King Lodge	Resort	Approx. 130,000 sf	
Springhill Marriot Suites	CR-1 (PUD)	81,000 sf	1 acre
Wort Hotel	DC-1	52,000 sf	.64 acres
Staples/Hoback Sports/Dollar Tree	CR-3	46,000 sf	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 Planning Commission 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 and design 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 and Planning Commission consideration and adoption.

To aid the Planning Commission 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 (i.e., large new buildings next to small existing buildings is the problem, not so much large buildings next to other 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 Planning Commission 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 Planning Commission'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.

I move to direct staff to share with the Town Council the comments and ideas regarding “big buildings” expressed by the Planning Commission at this workshop consistent with this staff report, dated December 12, 2023.

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

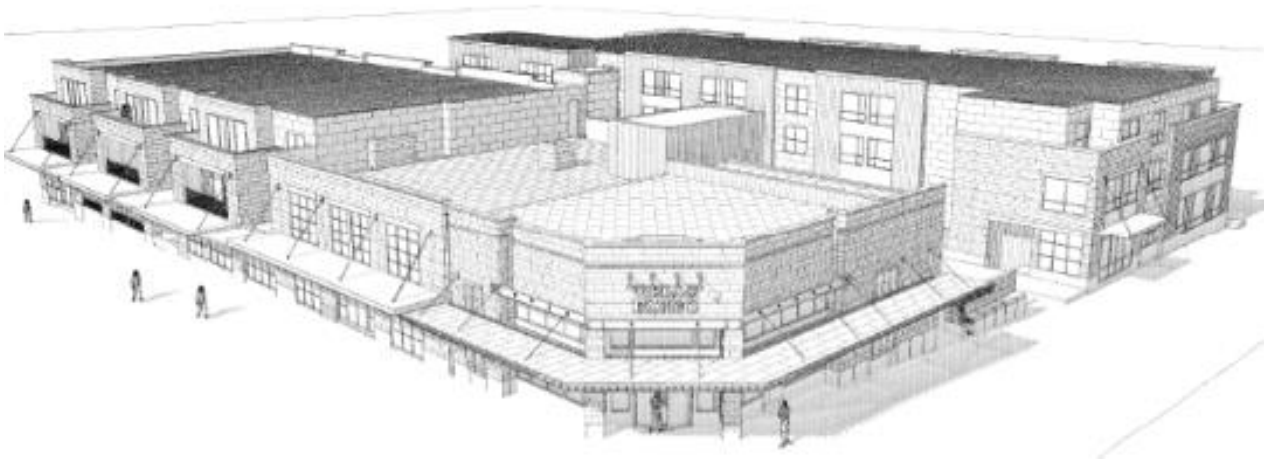


CACHE STREET ELEVATION

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



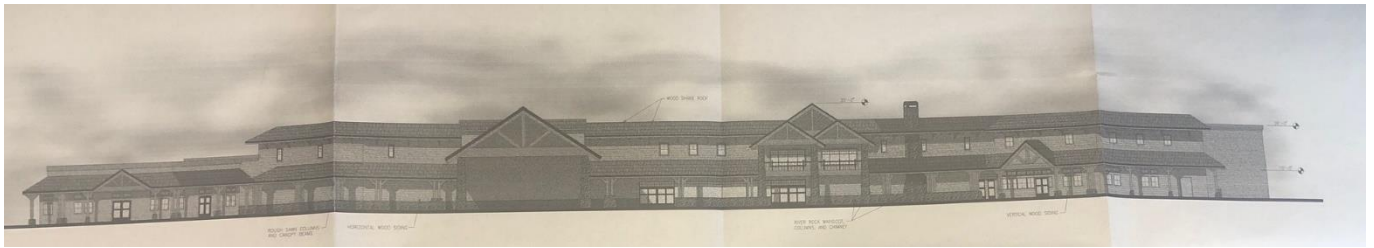
Cloudveil Hotel (80,000 sf)
112 Center St.



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.



