

AGENDA
Design Review Committee
July 10, 2024 – REGULAR 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 Committee 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 DRC meeting of <<MEETING DATE>>.

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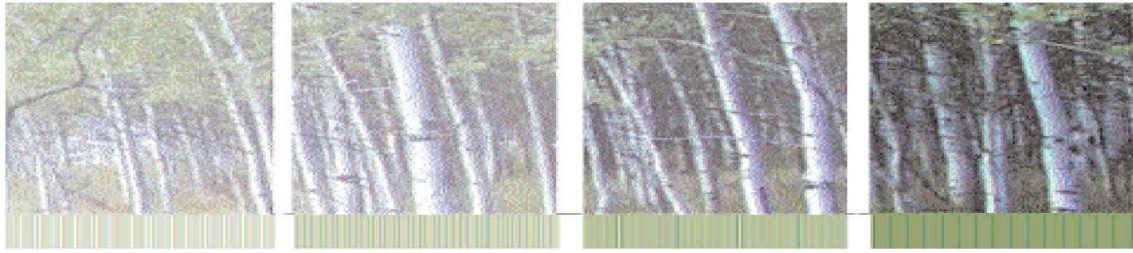
1. ZOOM LINK FOR PUBLIC PARTICIPATION

The Town reserves the right to close Public Comment via Zoom at any time. In-person comment will continue to be taken and written comments can always be submitted to the Planning Department at planning@jacksonwy.gov.

- I. To join, click link or copy it to your browser: <https://us02web.zoom.us/j/88918599470?pwd=YqROEdaxdWHcX1IzXlH2l3YP9FXMUR.1>

Or join at zoom.com with Webinar ID: **889 1859 9470** and Password: **83001**

- 2. CALL TO ORDER
- 3. ROLL CALL
- 4. NEW BUSINESS
 - I. PM24-004 Moratorium on Large Buildings (Paul Anthony)
- 5. ADJOURN
- 6. MATTERS FROM STAFF



Town of Jackson Design Guidelines Checklist

Meeting Date: July 10, 2024

Item Number: PM24-004

Applicant: Town of Jackson

Address: N/A

Recommendations: Workshop discussion on changes to LDRs/Design guidelines to address Moratorium

Background: On June 3, 2024, the Town Council passed an emergency ordinance to impose a 120-day moratorium to halt the acceptance of development applications for “large buildings.” More specifically, below is the adopted language:

“A moratorium is imposed on the submission and acceptance of applications to create, add, or change the use of the habitable floor area pursuant to the Town of Jackson Land Development Regulations for non-residential buildings larger than 35,000 habitable square feet in habitable floor area within the Commercial Residential – 1 (CR-1), Commercial Residential – 2 (CR-2), Commercial Residential – 3 (CR-3), Downtown Core – 1 (DC-1), and Downtown Core – 2 (DC-2). During the term of this moratorium, the Town will continue to accept, review, and process applications for non-residential buildings within all other zones.”

One critical step staff needs to take during the 120 day moratorium period is to meet with the DRC to get its input on possible changes to the LDRs and/or Design Guidelines to address the Council’s concerns about the mass and design of large buildings. Staff is asking that you take this opportunity to share your expertise and experience to help staff evaluate options for regulating the size of buildings in the Town because significant changes are likely to be made. This is your opportunity to help inform that process.

On June 12, 2024, the DRC met and discussed this topic for approximately 45 minutes. The conversation focused on a number of topics including the relationship between potential changes to the LDRs and Design Guidelines (i.e., where is the best place to make certain changes, such as maximum building size limit?). Staff’s response was that changes to discrete requirements, like dimensional limits for buildings, would be handled in the LDRs but the Design Guidelines still need to address how these newly downsized buildings should be designed and how they should relate to each other when there are multiple new buildings on a site. In fact, any new maximum building size limit would likely result in larger projects being proposed now as a series of multiple adjacent buildings so the Design Guidelines

will play a critical role in making sure this happens in a way consistent with the intent of the Design Guidelines.

The Planning Commission held a workshop on this topic on June 25, 2024, and provided staff initial direction on a wide range of potential changes to address large buildings. Below is a summary of that direction:

Maximum building size

- Yes, need maximum size (did not set size but thought 35,000 was on smaller side)
- Yes, maximum should be set by zone (downtown versus highway corridor)
- Use FAR definition for what is counted in max. size calculation (i.e., garages and basements do not count)
- Treat all buildings within zones the same (i.e., do not be more flexible on less visible buildings located farther from main streets or on back of site Hidden Hollow)
- Does deed restricted housing apply to size limit? Need to decide.
- Did not get clarity on whether applies to both residential and commercial.
- Need to have standards to make clear how architecturally different new adjacent buildings must be from each other (i.e., can't just build same buildings next to each other, need to look different) – this is where Design Guidelines could help provide review of adjacent large buildings.

Maximum Use size

- No, do not regulate use size (any more than we already do in TS zones)

Change greenspace (LSR) requirements

- No, no need to modify LSR or landscaping standards to address larger buildings. Could be part of larger future update of LSR requirements.

Context sensitive standards

- No, no need for standards that require larger buildings to modify design to address smaller existing structures adjacent to or on the same block as new large building. Context will change, let landowners build to the zoning.

Maximum development size

- No, no need for this. Maximum building size is enough and this would be hard to regulate.

CUP review for larger buildings

- Yes, set new thresholds so that larger buildings are required to undergo additional public review. No threshold or new standards to be used for this review were discussed.

2:1 Workforce Bonus

- Much work is needed to improve 2:1 bonus but most of that is for a long term future effort and probably not appropriate for the moratorium.
- Keep 2:1 in same zones as current(?)

- Wanted to know if 2:1 floor area would count (or not) against any new maximum building size. Good question, staff would look into it and provide recommendation

Maximum building frontage size

- No, not now but worth looking into in the future based on whatever changes do get made.

Design Guidelines

- First establish new LDRs, then make any additional necessary changes to Design Guidelines
- For Moratorium, focus on “Massing” section of DG
 - Ideas considered included imposing a % of the block that must be setback at first and second levels, requiring pedestrian breaks at certain intervals on big buildings;
- 2-step process – first make very targeted changes to DG for moratorium but then need a more comprehensive update of entire DGs for long term fix.

As noted before, this conversation is very similar to one staff had with the DRC in January, 2024, regarding “big buildings” and for that reason we have attached that same staff report for your review and consideration. The major difference this time is that the Council has now clearly stated its intent to amend the LDRs (and possibly Design Guidelines) to reduce the allowed size of buildings. The Council, however, has not provided any specific guidance on what types of solutions it would like to see so it’s staff’s role to provide them with a realistic menu of options that are largely represented by the list above. Targeted changes to the Design Guidelines may also be on the table, especially to the sections that address building mass and complexity.

The goal of this meeting is to get the DRC’s final recommended changes to the Design Guidelines (if any) to address not only the scale/mass of large building but also how best to architecturally distinguish multiple large buildings proposed next to each other. Staff would ask that the DRC focus most of its attention in Section C: Massing in the Design Guidelines (especially Section C.3 Volume Complexity) as a logical place to make some possible changes.

Vision Statement:

“The guiding vision for the Town of Jackson is to create a vibrant urban village to improve the quality of life and physical environment for both residents and visitors alike. The emphasis is on encouraging development that is economically, socially and ecologically sustainable. This concept includes a variety of land uses in the Town where citizens live and work. Future development should consider the regional vernacular of the Intermountain West while inspiring innovative design and creativity that emphasizes a positive pedestrian experience. This will become a reality when the entire community - including government, the private sector,

social service groups and special interest groups - agree to positively impact the Town through cooperation, collaboration and partnership.”

The following items are a checklist of general Design Guideline principles to be used by the Committee in reviewing this application for consistency with the Design Guidelines:

A. Public Space

1) Use

- ☐ Human Scale: trees, canopies, other building elements to break the perceived height of adjacent facades.
- ☐ Relationships: engage the interior of a building and relate it to the adjacent buildings' function and use.
- ☐ Detail: lighting, signage benches, paving, planting, canopies, etc. should relate to overall function of the space.

2) Location

- ☐ Seasonal Adaptability: protected from full exposure to sun, snow, wind and rain where possible, oriented to take advantage of daylight.
- ☐ Transition: between buildings and the adjacent streets and alleys.
- ☐ Entry: points of entry should be engaging to the pedestrian.

3) Connections

- ☐ Consider how the proposed development connects with the street and other development on the same block.
- ☐ Consider how the proposed development makes connections with the overall Town open space and pathways systems and Cache and Flat Creeks.

4) Scale & Variety

- ☐ Scale of open space should suit function of the development.
- ☐ Consider within context of increasing the variety of sizes, types and locations of open space throughout town.

5) Screening

- ☐ Screening: whenever possible, use landscaping or architectural elements to buffer the pedestrian from automobiles, utilities and parking lots.
- ☐ Edges: use trees, architectural walls, benches, etc. to create edges for public space. Clearly define space without making it isolated or confined.

B) Composition

- 1) Consider composition, proportion and rhythm of the materials, surfaces and massing of all building elevations to promote visual interest at the scale of both the automobile and the pedestrian.
- 2) Use composition, proportion and rhythm of the materials, surfaces and massing to create a sense of entry and a sense of place.
- 3) To the degree possible, utilize composition, proportion and rhythm to address adjacent buildings.

C) Massing

- 1) Mass & Height:
 - ☐ Human-scale, pedestrian orientation; height should not overwhelm people walking in vicinity.
 - ☐ Canopies should be utilized over sidewalks or property lines to give buildings a human scale.
- 2) Additive & Subtractive Massing: Additive Massing increases the size of the building by linking smaller, compatible elements in a way that allows them to remain visible as separate pieces after they are put together. Subtractive Massing reduces a large building by taking parts of it away in a logical manner.
 - ☐ Sky plane techniques, Balconies that partially step into the building and partially cantilever out away from the building face.
 - ☐ Architectural features on the second story and above may protrude into the public ROW a maximum of five (5) feet.
- 3) Volume Complexity: is achieved by linking g a series of smaller masses, resulting in a building that can be seen as a group of related structures rather than one large element.
 - ☐ Avoid large monolithic buildings.
 - ☐ Projects that contain multiple lots shall pay close attention to breaking up the vertical façade into a pattern typical of single lot development.
- 4) Roofs
 - ☐ Parapet, flat, sloping or barrel vaults.
 - ☐ Use parapet and flat roofs at the edges of sites to avoid safety problems associated with snow slides.
 - ☐ Roof designed so that no snow or rain is deposited onto adjacent public or private walking surfaces.

D) Street Wall

1) Connected Network of Comfortable and Inviting Pedestrian Paths

- ☐ Project should generally be built to the property lines at the sides and along the street frontage.
- ☐ There should be no voids in the street wall except for the circumstances described below.
- ☐ It is appropriate to open up the street wall for a portion of the frontage as necessary to create areas of public open space, identify entrances and make pedestrian connections.
- ☐ At the corner, it is appropriate to step back the street wall to create comfortable pedestrian areas.
- ☐ Vehicle entrances to underground or rear parking areas may be acceptable, but should be minimized to avoid conflicts with pedestrians.

E) Materials

1) Application of Materials

- ☐ Pay attention to which materials and their structural application are selected for vertical supporting elements (compressive), spanning over openings (tensile), or creating building planes such as walls (infilling) will lead to appropriate materials used in believable situations.

2) Materials Selection

- ☐ Consider impacts on surrounding buildings, natural environment and culture.

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.

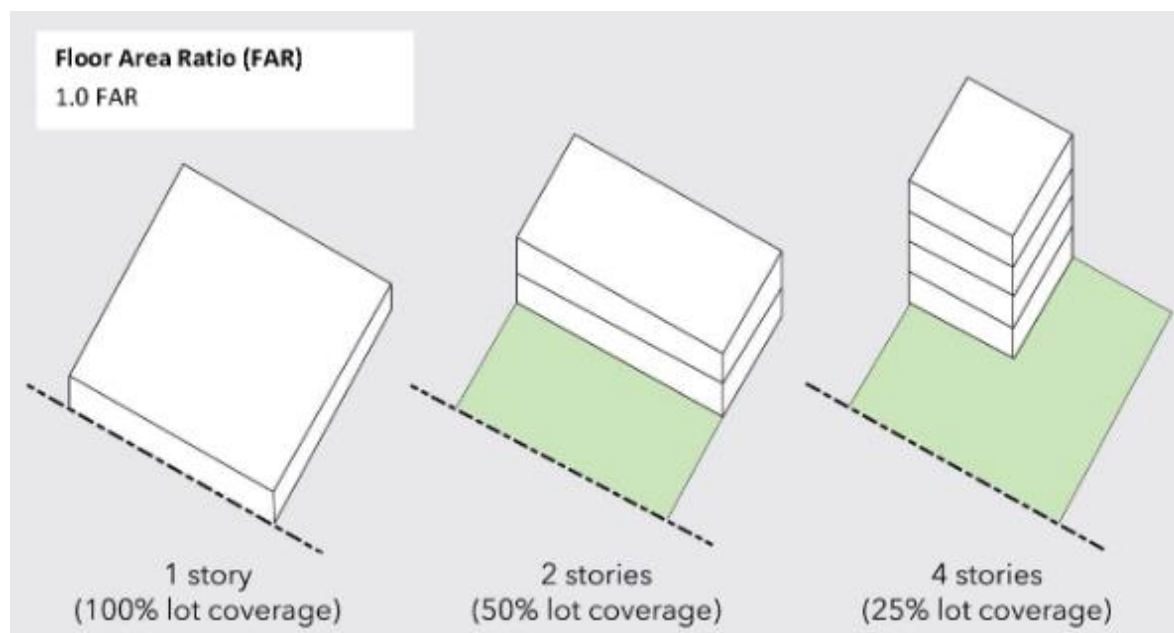
Project	Zoning	Building Size (habitable)	Site area
Target	CR-3	70,000 sf	5.4 acres
Albertson’s	CR-3	65,000 sf	7.1 acres
Snow King Lodge	Resort	Approx. 130,000 sf	
Springhill Marriot Suites	CR-1 (PUD)	81,000 sf	1 acre
Wort Hotel	DC-1	52,000 sf	.64 acres
Staples/Hoback Sports/Dollar Tree	CR-3	46,000 sf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

