

AGENDA

Planning and Zoning Commission

August 28, 2024 – 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.

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 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/81845178842?pwd=w1FycuuGuMdSt5aczRMCyjUH6WgsP1.1>

Or join at zoom.com with Webinar ID: **818 4517 8842** and Password: **83001**

2. CALL TO ORDER
3. ROLL CALL
4. MATTERS FROM THE PUBLIC
5. APPROVAL OF MINUTES
 - I. August 7, 2024 Regular Meeting
6. OLD BUSINESS
7. NEW BUSINESS
8. BOARD OF ADJUSTMENT
9. PLANNING COMMISSION
 - I. PM24-004 Moratorium on Large Buildings (Paul Anthony)
10. AGENDA FOLLOWUP
11. MATTERS FROM THE COMMISSION
12. MATTERS FROM STAFF
13. ADJOURN

MINUTES
PLANNING AND ZONING COMMISSION
TOWN OF JACKSON, WYOMING
August 7, 2024
UNAPPROVED

The Planning and Zoning Commission met in a regular session on August 7, 2024, in the Town Council Chambers located at 150 E. Pearl in Jackson, at 5:30 pm. This meeting was held in-person and via Zoom.

Upon roll call the following were found to be present:

BOARD: Katie Wilson, Anne Schuler, Abbie Petri, Laura Bonich, Stephanie Wise

STAFF: Paul Anthony, Katelyn Page, Lynsey Lenamond

MATTERS FROM THE PUBLIC: Ray Elser made public comment regarding the moratorium.

APPROVAL of MINUTES:

A motion was made by Anne Schuler and seconded by Laura Bonich to approve the June 5, 2024 regular meeting minutes, the June 25, 2024 special workshop minutes and the July 15, 2024 special workshop minutes. Katie Wilson called for the vote. The vote showed all in favor and the motion carried.

PLANNING COMMISSION:

PM24-004 Large Building Design

STAFF PRESENTATION: None.

QUESTIONS FOR STAFF: None.

PUBLIC COMMENT: None.

COMMISSION DISCUSSION: None.

MOTION:

A motion was made by Anne Schuler and seconded by Laura Bonich to continue this item to the August 28, 2024 Special Planning Commission meeting. Katie Wilson called for the vote. The vote showed all in favor and the motion carried.

P24-094 LDR Text Amendment – Housing Mitigation Change of Use

STAFF PRESENTATION: Katelyn Page

The purpose of this amendment is to reduce housing mitigation for small business owners and small residential additions. This amendment would cause some reduction in money going into the affordable housing fund.

QUESTIONS FOR STAFF/COMMISSION DISCUSSION: Commission asked if a residential unit is under 3,000 sq ft it could be exempt. Planning Director suggested they could say 500 sq ft additions are exempt or a sliding scale could be used. Commission agreed that a flat square footage of 2,500 would be a good cutoff. Commission asked if ARUs are exempted, and staff confirmed yes. Commission asked about short-term rentals, and staff spoke to differences between in the lodging overlay vs. outside of it. Commission asked about the staff report from 2023 and for confirmation if stakeholder group did not recommend the change of use portion. Staff said the stakeholders did recommend it but agreed they will take a look at that staff report again. Staff noted that if this is approved, a good way to look at it is that “space” is mitigated, not businesses moving into or out of a space. Commission expressed concern that this change would give a pass to any business moving into a physical structure. Commission is concerned about tracking and enforcement and asked staff to look into it. Commission also feels that this oversimplifies things and misses the point of the employee mitigation program. Commission favors not penalizing an existing business for moving locations.

Laura Bonich left the meeting at 6:19 pm.

PUBLIC COMMENT: None.

MOTION:

A motion was made by Anne Schuler and seconded by Steph Wise to continue item P24-094 to the September 4, 2024 regular PC meeting. Katie Wilson called for the vote. The vote showed all in favor and the motion carried.

MATTERS FROM COMMISSION: None.

MATTERS FROM STAFF: The Planning Director provided Commission an update on the moratorium process.

Adjourn: A motion was made by Anne Schuler and seconded by Steph Wise to adjourn the meeting. Katie Wilson called for the vote. The vote showed all in favor and the motion carried. The meeting adjourned at 6:31 pm.

minutes:ll

STAFF REPORT



Meeting Date:	August 28, 2024	Meeting Title:	Planning Commission Regular Meeting
Submitting Department:	Planning Department	Presenter:	Paul Anthony
Agenda Item:	Amendments for Temporary Emergency Building Moratorium (PM24-004)	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose is for the Planning Commission to review and discuss the proposed redlines changes to the Town of Jackson Land Development Regulations (LDRs) and Design Guidelines to address the size and character of buildings in response to the emergency building moratorium adopted by the Council on June 3, 2024.

Requested Action.

Staff are requesting that the Planning Commission provide its recommendation to the Council regarding the proposed redline changes to the LDRs and Design Guidelines provided in this staff report.

Recommendation.

The Planning Director recommends approval of the redline changes presented in this staff report.

Key Policy Questions.

1. Does the Commission agree with the proposed redline changes presented in this staff report?
2. Are there any significant flaws or unintended consequences to the proposed changes that can be identified or are there alternative approaches that might better achieve the same ends?

Background.

On June 3, 2024, the Town Council adopted Ordinance 1373 which was an emergency declaration to impose a 120-day moratorium to halt the acceptance of development applications for "large buildings." The 120-day moratorium deadline was recently extended by the Council from October 1, 2024, to November 20, 2024. Since approval of the moratorium, staff has been meeting with the Planning Commission, Design Review Committee, and Council to consider, discuss, and draft targeted changes to the LDRs and Design Guidelines to address the scale and character of big buildings consistent with Council direction.

Most recently, the Council met on August 19, 2024, to confirm and clarify its initial direction to staff that focused primarily on the following six items:

1. Maximum building size
 - a. **Intent:** To establish a clear maximum size(s) for buildings that applies in all/some areas of Town.
2. Maximum use size
 - a. **Intent:** To consider whether certain uses have special needs to justify a higher use size (and building size) than the maximum building sizes chosen by the Council. The two uses raised by staff are hotels and 100% deed restricted housing.

3. Conditional Use Permit for large buildings

- a. **Intent:** *To require public review by the Planning Commission and Council for large buildings to address any significant negative impacts to the public and neighbors from a specific large project. A CUP process would allow addition of conditions of approval and greater scrutiny by staff, Council, and the public, including the use of 3rd-party experts/consultants when necessary.*

4. Maximum façade width

- a. **Intent:** *To establish a maximum length for a building façade along a street to reduce the perceived scale of the building. This would prevent, for example, a building from spanning the entire length of a downtown block.*

5. 2:1 Workforce Housing Bonus

- a. **Intent:** *To make targeted changes to the 2:1 Workforce Housing Bonus to reduce its role in creating large buildings.*

6. Design Guidelines

- a. **Intent:** *To amend the Design Guidelines to provide better clarity, predictability, and “teeth” for review of large buildings. A more comprehensive update of the Design Guidelines may be appropriate but that should wait until after the moratorium.*

Many other related topics were discussed by the Council but these items were determined to be longer-term items that need significant public outreach and/or staff time to address and so are documented below for potential future action. These items include the following:

- Full update of 2:1 Workforce Bonus;
- Full update of the Design Guideline;
- Full Comprehensive Plan update;
- Address secondary impacts of big buildings (traffic, jobs, environmental, etc.);
- Address unintended consequences of LDRs on our community goals;
- Sustainability standards in LDRs (reduce GHGs/landscaping) and possibly building code;
- Reconsider some of our form-based standards.

Review Schedule.

As mentioned above The Council recently extended the moratorium deadline from October 1, 2024, to November 20, 2024, to provide staff more time to draft staff reports and for the community and Council to work together to finalize and adopt changes to address big buildings.

Below is staff’s most current summary of the upcoming moratorium meeting schedule, which is subject to change based on Council action.

August (2024)

- **August 28: PC Regular meeting (review and recommend on redline)**

September (2024)

- **September 9: TC public hearing (no moratorium items)**

- **September 11: DRC meeting (if necessary, finalize redline of Design Guidelines)**
- **September 16: TC public hearing (no moratorium items)**

October (2024)

- **October 7: TC public hearing (review and move redline to 1st Reading)**
- **October 21: 1st Reading**

November (2024)

- **November 4: 2nd Reading**
- **November 18: 3rd Reading**

Analysis.

Staff has attached to this staff report a summary table with each proposed redline amendment to the LDRs and Design Guidelines. For each amendment, the table provides a brief background and explanation of that change. Staff has been vetting these changes through approximately 10 previous public meetings with the Design Review Committee (DRC), Planning Commission, and Town Council. The summary table represents staff's effort to draft clear, effective, and reasonable amendments to achieve the Council's intended outcomes. These changes do not represent, nor were they intended to represent, a comprehensive effort to address all possible impacts of building size or all possible secondary impacts or issues related to larger developments in Town. As stated above, many of these types of issues have been noted for potential future action.

In the simplest terms, the proposed changes would require larger buildings to be downsized into smaller buildings. The proposed maximum buildings sizes are very similar to the ones that were allowed, usually with a CUP, in the LDRs previous to 2016. The changes also means that larger sites and larger projects may need to be divided into multiple smaller buildings or a complex of buildings.

The use that will be impacted most significantly in the downtown area will be lodging uses, such as hotels and short-term rentals. Nearly all buildings over 50,000 sf built since 2016 have been hotels and/or short-term rentals. However, on the highway corridor, the uses most impacted would be large residential projects (due to the 2:1 floor area not being exempt from the maximum building size) and large "big box" retail uses. But given that new big box retail stores have not been actively seeking to locate in Jackson in recent years, the impact will mostly be limited to larger housing projects (those over 50,000 sf).

Staff does not anticipate many significant unintended or adverse consequences from the proposed changes. Again, in many ways, the changes return us to our pre-2016 maximum building sizes and so we are returning to familiar standards. However, it should be acknowledged that requiring smaller, fully separate buildings with separate parking garages, elevators, and mechanical systems, will likely increase construction costs for larger buildings compared to a single large building. For example, a 90,000 sf hotel with a single underground garage is cheaper to build than two adjacent 45,000 sf buildings that each has its own parking garage. How much costs might increase by requiring smaller buildings will be heavily dependent on the use, location, and zoning of the project since some zones will be impacted more by the building limits than others (i.e., those zones where the 2:1 is most usable will be impacted the most, such as the CR-3 zone). On a long-term basis, these maximum building limits could realistically result in or incentivize higher value development, such as higher-

end retail and lodging accommodations, leading to an “upscaling” of our town. Whether the Town should seek to offer some flexibility to help off-set this possible outcome is worth discussion.

Staff Findings.

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

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

Complies. The purposes of the LDRs per Division 1.3 are generally to implement the Comprehensive Plan and to promote the health, safety, and general welfare of the present and future inhabitants of the community. The proposed amendments support these purposes by seeking to address the negative impacts that overly large buildings have on our community character and quality of life presented in the Jackson/Teton County Comprehensive Plan.

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

Complies. The proposed amendments maintain consistency between various provisions of the LDRs related to building scale and character, such as the Design Guidelines.

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

Complies. The proposed amendments seek to balance predictability with flexibility for landowners. For example, the new maximum building sizes will require smaller buildings but the Town will work with landowners who may seek to construct multiple smaller buildings on their site to still try to achieve the landowner’s primary goals.

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

Complies. The proposed amendments directly respond to increasing public frustration with the size, scale, and character of large, new buildings being constructed throughout Town. The proposed amendments are targeted to specifically mitigate and control the size of large buildings with the understanding that the local real estate market has become much more driven by larger format buildings often proposed by large, non-local entities.

5. Improves implementation of the Comprehensive Plan; and

Not Applicable. Not applicable per Wyoming State statute. This Text Amendment would remove this finding of approval.

6. Is consistent with other adopted Town Ordinances.

Complies. The proposed amendments maintains consistency between the LDRs and other adopted Town Ordinances.

Public Comment.

While public comment has been received throughout the moratorium review process to date, the only new public comment received recently since the last Council's last meeting is attached and is from a variety of local non-profit organizations that have been involved in the moratorium process.

Fiscal Impact.

No fiscal impact is identified at this time.

Staff Impact.

The amount of staff time expended on the moratorium process to date to draft is approximately 60 hours.

Attachments or Links.

Moratorium LDR redline summary table (includes redline to Design Guidelines)

Powerpoint for August 19, 2024, workshop

Public comment

Suggested Motion.

I move to **recommend approval** to the Town Council of LDR Text Amendment PM24-004 based upon the findings presented in the staff report, the departmental reviews, and subject to this staff report dated August 28, 2024.

Moratorium LDR Redline (PM24-004)

Planning Commission Draft: August 28, 2024

Introduction

This table includes proposed changes to the Town's Land Development Regulations (LDRs) and Design Guidelines to address the scale and character of large buildings consistent with direction provided by the Council as part of the moratorium it approved on June 3, 2024.

Proposed Changes

The table below provides the LDR section in which a proposed change occurs, a description of the change or issue, and the proposed text to be amended. The redlines changes for the Design Guidelines are included as an attachment to this table due to the different format and length of the changes. Text that has been removed is denoted with a ~~red & strikethrough~~; text that had been added is denoted with red & underline.

#	Section	Description of Change	Proposed Text	
Maximum Building Size / Maximum Use Size				
1	2.2.11.B.2 2.2.12.B.2 2.2.14.B.2 2.2.15.B.2	Maximum Building Size - Downtown: This change adds a new maximum building size of 40,000 sf for all new buildings in the downtown zones of CR-1, CR-2, DC-1, and DC-2, with the exception that buildings dedicated mostly to a hotel use or mostly deed restricted housing have a 50,000 sf maximum use and buildings size. A cross reference is provided to the three new LDR sections to further define and clarify how these maximum floor area limits will be enforced (see changes #2, #3, and #4).	Scale of Development	
			Floor area ratio (FAR max) (E.4)	0.65
			Additional FAR for lodging use	0.15
			Deed restricted housing exemption	Sec. 7.8.3.
			Workforce housing floor area bonus	Sec. 7.8.4.
			Maximum individual building size (general) (E.4 & 6))	40,000 sf
			Maximum individual building size (hotel and deed-restricted housing) (2.2.11.E.5)	50,000 sf
			Same redline change added in CR-1, CR-2, DC-1, and DC-2 Zones.	
2	2.2.11.E.4 2.2.12.E.4 2.2.13.E.8 2.2.14.E.4 2.2.15.E.4	Definition of “Individual Building”: This text clarifies that in order to be considered an “individual building” (for the purpose of determining max. building size) it cannot be physically connected in any way to any other building, except for a shared fire wall.	4. Definition of individual building: For the purposes of enforcing the maximum building size limits in this zone, an individual building is one that is physically separate from any other building and does not share parking garage, circulation (e.g., hallways, elevators), or any other internal physical connection. Individual buildings may be attached by a shared fire wall, such as in the case of zero-lot line development.	

#	Section	Description of Change	Proposed Text
3	2.2.11.E.5 2.2.12.E.5 2.2.14.E.5 2.2.15.E.5	Definition of Hotel and Deed-restricted housing for purposes of the 50,000 sf maximum building limit. This change defines what are allowed for hotels and deed restricted housing, as well as what <u>other</u> uses are also allowed (e.g., amenity spaces for hotels and ground-level commercial for deed-restricted housing) to qualify for 50,000 sf building maximum. Any type of deed restriction acceptable to the Housing Dept (e.g., workforce and affordable) qualifies for the 50,000 sf size. The 10% allowance for non-lodging amenity space in hotels and 20% allowance for commercial space in deed-restricted projects are based on analysis of recent local projects. For example: - Hotel Jackson and Rusty Parrot have 10% and 9% non-lodging amenity space. Cloudveil Hotel is 7%. 105 Mercil housing project is 19% commercial space and 81% residential and above ground parking.	5. Definition of Hotel and deed-restricted housing uses for maximum building size. To qualify for the 50,000 sf maximum individual building size limits in this zone, the following definitions apply: Hotel: A hotel use includes all floor area dedicated to hotel rooms (no short-term rental units allowed), lobby, conference facilities, circulation, and related other uses intended for on-site guests. It may also include up to 10% of the total above ground habitable floor area and above-ground parking garage for non-lodging amenity uses, such as restaurant/bar, spa, gym, and similar uses, that may serve both guests and the public. Deed-restricted housing: All units in a deed-restricted housing use shall be permanently restricted with a deed restriction acceptable to the Jackson/Teton County Housing Department. It may also include up to 20% of the total above ground habitable floor area for ground-level nonresidential uses (e.g., retail, office, and similar uses) if allowed by the LDRs.
4	2.2.11.E.6 2.2.12.E.6 2.2.13.E.9 2.2.14.E.6 2.2.15.E.6	What counts as floor area? This new text clarifies what floor area counts against the maximum building sizes of 40,000 sf and 50,000 sf. Floor area dedicated to <u>day care facilities</u> will not count against the maximum building size limits.	6. Floor area defined for maximum individual building size. All above-ground habitable floor area and above-ground parking garage shall count against the maximum individual building sizes in this zone. All floor area dedicated to a day care facility or that meets the LDR definition of a basement shall not count against the maximum individual building size limits in this zone.

#	Section	Description of Change	Proposed Text										
5	2.2.13.B.2	Maximum Building Size – Highway Corridor (CR-3): This change adds a new maximum building size of 50,000 sf for all new buildings in the CR-3 Zone along the highway corridor. This is the same maximum size that existed in the pre-2016 LDRs. The LDRs already have a maximum use size of 50,000 sf for Retail/Service/Restaurant uses.	<table><tr><th colspan="2">Scale of Development</th></tr><tr><td>Floor area ratio (FAR max) (E.4)</td><td>0.40</td></tr><tr><td>Deed restricted housing exemption</td><td>Sec. 7.8.3.</td></tr><tr><td>Workforce housing floor area bonus</td><td>Sec. 7.8.4.</td></tr><tr><td>Maximum individual building size (E.4 & 5)</td><td>50,000 sf</td></tr></table>	Scale of Development		Floor area ratio (FAR max) (E.4)	0.40	Deed restricted housing exemption	Sec. 7.8.3.	Workforce housing floor area bonus	Sec. 7.8.4.	Maximum individual building size (E.4 & 5)	50,000 sf
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Deed restricted housing exemption	Sec. 7.8.3.												
Workforce housing floor area bonus	Sec. 7.8.4.												
Maximum individual building size (E.4 & 5)	50,000 sf												
6	6.1.5.B.1	Establish a maximum unit/room size for hotel room. This change is intended to set a maximum hotel room size of 500 sf to prevent short-term rental condominium projects from trying to take advantage of the 50,000 sf hotel building maximum in the downtown area. The 500 sf maximum is based on hotel rooms sizes for recent hotels. For example: • Cloudveil Hotel: 390sf-490sf • Hotel Jackson: 370sf (1,000 sf suites) • Rusty Parrot: 330sf-380sf • Springhill Suites: 355sf Staff finds that 500sf is small enough that it would not likely be used for an attempted short-term rental “bait and switch” (build hotel room initially and then add full kitchen later to make it a short-term rental).	B. Conventional Lodging. 1. Definition. Conventional lodging is any lodging use other than those specifically defined elsewhere in this Section. A conventional lodging unit shall not exceed 500 sf in habitable floor area. a. Includes: i. Hotels ii. Motels iii. Convention centers with lodging facilities b. Does Not Include: i. Short-term rental unit ii. Campgrounds iii. Bed and breakfasts iv. Dude/guest ranches										

#	Section	Description of Change	Proposed Text
7	6.1.5.C.2.i	Establish a maximum unit size for short-term rental use. This change is intended to set a maximum unit size of 1,500 sf for an individual short-term rental (STR) unit. The purpose is to reverse the current trend of condominium projects with very large STRs units (2,000sf – 4,000sf) that largely remain empty, often incentivize larger buildings, and are inconsistent with our “lights on” downtown goals. Smaller STRs will not only promote active use but will potentially offer lodging accommodations at a more reasonable price than much larger units. This size limitation only applies for STRs in the Lodging Overlay, it does not apply to STRs in residential zones as allowed under our new 3 STRs/year program.	C. Short-term Rental Unit. 1. Definition. Short-term rental means the rental of all or a portion of a residential unit such that occupancy is limited to fewer than 30 consecutive days. [....] g. All BUPs for short-term rental use in a residential zone expire on December 31 annually. h. A property found to be in violation of any requirement in Section 6.1.5.C shall not be issued a BUP for a short-term rental unit for a minimum of five years. i. An individual short-term rental unit located in the Lodging Overlay shall not exceed 1,500 sf in habitable floor area. Two or more short-term rental units may not be connected in a way that results in a combined floor area that exceeds 1,500 square feet.

Conditional Use Permit

8	2.2.11.E.8 2.2.12.E.8 2.2.14.E.8 2.2.15.E.8	Conditional Use Permit (CUP) for development of large sites - Downtown: This change adds a CUP process for development of any site that is 30,000 sf or larger (about four regular town lots) in the downtown area (CR-1, CR-2, DC-1, and DC-2 zones). While it relies on the existing CUP process for procedures and findings, it adds a more specific purpose statement and justification for mitigation measures to off-set adverse impacts and to set clearer expectations for landowners, the public, and Town officials. This CUP process would <u>NOT</u> apply in the highway corridor area. If Council wants to add a CUP in this area then a larger site size of 30,000 should likely be used as the trigger.	8. Conditional Use Permit (CUP) Required. A CUP is required for all projects located on a proposed development site of 30,000 sf or greater in size in this zone. I. Purpose. The purpose of the CUP is to provide public and site-specific analysis of the on-site and off-site impacts of the proposed use(s) on traffic, environmental resources, historic resources, water quality, and other important Town resources. II. Procedure. The project shall follow all of the procedures and finding required in Section 8.4.3. III. Conditions. Conditions may be required to off-set identified adverse impacts of the proposed use(s) on resources protected under this CUP process, which may include on-site or off-site improvements. Same redline change added in CR-1, CR-2, DC-1, and DC-2 zones.
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Maximum Façade Width

9	2.2.11.B.2 2.2.12.B.2 2.2.14.B.2 2.2.15.B.2	Maximum façade width along primary and secondary streets in Downtown: This standard creates a new limit on how wide a building can be along a street frontage in the downtown area CR-1, CR-2, DC-1, and DC-2 zones. 200’ is the equivalent of four regular town lots. This will prevent buildings from spanning the entire length of a block (town blocks are typically 300, 400, or 500 feet long). Corner Lots: An additional standard is added for corner lots because buildings on corner lots have a lot more visible frontage than interior block lots. The proposed 300’ limit is the total building frontage allowed on both streets of a corner lot.	<table><tr><th>Street Façade</th><th colspan="2">Sec. 9.4.11.</th></tr><tr><td>Width of ground and 2nd story in primary street setback range</td><td></td><td>A</td></tr><tr><td>% of lot width (min)</td><td colspan="2">80%</td></tr><tr><td>Length from street corner (min)</td><td colspan="2">30'</td></tr><tr><td>Width of ground and 2nd story in secondary street setback range</td><td></td><td>B</td></tr><tr><td>% of lot width (min)</td><td colspan="2">40%</td></tr><tr><td>Length from street corner (min)</td><td colspan="2">30'</td></tr><tr><td>Maximum street façade width</td><td colspan="2">200'</td></tr><tr><td>Maximum combined street façade width (corner lot)</td><td colspan="2">300'</td></tr></table>	Street Façade	Sec. 9.4.11.		Width of ground and 2nd story in primary street setback range		A	% of lot width (min)	80%		Length from street corner (min)	30'		Width of ground and 2nd story in secondary street setback range		B	% of lot width (min)	40%		Length from street corner (min)	30'		Maximum street façade width	200'		Maximum combined street façade width (corner lot)	300'	
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10	2.2.13.B.2	Façade width along primary and secondary streets on highway corridor and South Park Loop Road (CR-3): This standard creates a new limit on how long a building can be along the highway corridor (West Broadway/Hwy 89/SPLR) in the CR-3 zone. However, the standard applies only when a building façade is located within a 100’ of the ROW of Hwy 89 ROW or SPLR. Building facades that are located farther back than 100’ would not have a limit on the façade width. Corner Lots: An additional standard is added for corner lots because buildings on corner lots have a lot more visible frontage than interior block lots. The proposed 400’ limit is the total building frontage allowed on both streets of a corner lot.	<table><tr><th>Street Façade</th><th colspan="2">Sec. 9.4.11.</th></tr><tr><td>Width of ground and 2nd story in primary street setback range</td><td></td><td>A</td></tr><tr><td>% of lot width (min)</td><td colspan="2">50%</td></tr><tr><td>Length from street corner (min)</td><td colspan="2">n/a</td></tr><tr><td>Width of ground and 2nd story in secondary street setback range</td><td></td><td>B</td></tr><tr><td>% of lot width (min)</td><td colspan="2">50%</td></tr><tr><td>Length from street corner (min)</td><td colspan="2">n/a</td></tr><tr><td>Maximum street façade width (applies to buildings with any portion of facade within 100’ of ROW of Hwy 89 or South Park Loop Road.</td><td colspan="2">250'</td></tr><tr><td>Maximum combined street façade width (corner lot)</td><td colspan="2">400'</td></tr></table>	Street Façade	Sec. 9.4.11.		Width of ground and 2nd story in primary street setback range		A	% of lot width (min)	50%		Length from street corner (min)	n/a		Width of ground and 2nd story in secondary street setback range		B	% of lot width (min)	50%		Length from street corner (min)	n/a		Maximum street façade width (applies to buildings with any portion of facade within 100’ of ROW of Hwy 89 or South Park Loop Road.	250'		Maximum combined street façade width (corner lot)	400'	
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Maximum street façade width (applies to buildings with any portion of facade within 100’ of ROW of Hwy 89 or South Park Loop Road.	250'																													
Maximum combined street façade width (corner lot)	400'																													

11	2.2.11.E.7 2.2.12.E.7 2.2.13.E.10 2.2.14.E.7 2.2.15.E.7	Definition of street façade width: This change clarifies what Town means by “street façade width” and clarifies that this standard applies to an individual building, not multiple buildings. It also allows for the possibility that a building may expand beyond the façade limit for portions of the building that are set back 75’ or more from the street.	7. Street façade width defined. The street façade is the linear width of an individual building’s street façade. It is measured as a straight line and does not include architectural variations in the individual building façade, including larger features such as courtyards. It is measured to a building depth of 75 feet, except on a corner lot where no depth limit applies.
2:1 Workforce Housing Bonus			
12	7.8.4.C	Exemptions for 2:1 Workforce Housing Bonus: This change deletes the existing LDR exemption from development thresholds for floor area added through the 2:1 bonus. This change will result in some larger projects going through a public hearing process (PC/TC review) rather than going straight to building permit. Also, by <u>NOT</u> adding “maximum individual building size” to the list of exempt standards, the result will be that all 2:1 floor area would be subject to the maximum building size limits (e.g., 40,000 sf / 50,000 sf) as directed by Council.	C. Exemptions. Floor area meeting the applicability standards of this section is exempt from calculation of the following standards, but is still subject to all other applicable standards of these LDRs. 1. Maximum Floor Area Ratio (FAR) 2. —Thresholds for physical development permits 3. Affordable workforce housing required by Division 6.3. 4. Limit on 20 percent expansion of a nonconforming physical development.
13	7.8.4.D	Location of 2:1 floor area: This new provision clarifies and requires that all floor area – both market units and deed restricted units – added through the 2:1 bonus must be located on the same site. This will prevent, for example, deed restricted units from being located off-site while the market units are located on the primary site.	D. Location. All restricted and unrestricted floor area shall be located on the same, primary site.

Design Guidelines

14	Design Guidelines. A variety of changes are proposed to the Design Guidelines to address the scale and character of larger buildings that will work in tandem with the proposed LDR changes. While the LDRs will control the size of buildings, the Design Guidelines will focus on the appearance, quality, and feel of buildings. These changes were developed by the Design Review Committee (DRC) with staff assistance. The proposed changes do not add any requirements but rather clarify and strengthen existing guidelines to give the DRC greater leverage to ensure that large buildings meet both the spirit and letter of the guidelines. The goal is to provide landowners and designers more clarity on what the Town expects and considers good design so that higher-quality projects will be submitted and hopefully take less time to review.	<i>Please see the attached redline version of the Design Guidelines for the specific proposed changes. However, for reference, below is a summary of the direction provided by the Council that guided the proposed redline changes.</i> • Large individual buildings: Add direction that the larger the building the larger the required architectural changes will need to be (e.g., roof changes, additive and subtractive elements, etc.). Higher design standards will apply to larger buildings to address mass and scale. • Multiple adjacent buildings: Add text that adjacent buildings cannot look the same (cannot repeat same design) and then provide guidance on factors to make buildings different (materials, windows, roofs, general design, etc.). • Neighborhood Context: Add text that clarifies that building design must better address neighborhood location/context. • Exterior Materials: Clarify that exterior materials need to have integrity, be authentic, and not mimic other materials (e.g., vinyl that imitates wood).
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TOWN OF JACKSON

Design Guidelines

August, 2004

Town Design Guidelines.

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Town Design Guidelines.

Introduction



Town of Jackson
Design Guidelines

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~~ **unique** vernacular of **Jackson Hole** ~~the Intermountain West~~, including our authentic historic, cultural, and placemaking features, 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.*

Guidelines - Intent

The design guidelines were created to realize the Town's vision statement.

The intent of the guidelines is to direct the physical development of the Town through building design and land planning.

These guidelines will act as a tool to coordinate various public and private development proposals and measure how they will further advance the Town's vision.

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

Town Design Guidelines.

Introduction



**Town of Jackson
Design Guidelines**

Scope

The purpose of the following guidelines is not to attempt to solve the continuous debate over architectural style, but instead is an attempt to qualify fundamental design principles essential to creating a vibrant Town. The consensus of the public workshops and sentiment of the design group preparing these guidelines is that individual architectural style and approach should not be prescribed, but rather encouraged within the fundamental principles described in the following design guidelines.

The proposed design guidelines are presented as an aid to property owners, business leaders and designers who wish to make improvements to property in the Town. The design guidelines found here offer fundamental guidance that will help enhance the quality and strengthen the visual continuity in the Town. Their purpose is to stimulate creative design solutions for individual properties while promoting a sense of cohesiveness among the entire Town.

Town Design Guidelines.

Introduction

Applicability



All development applications utilizing Division 4500. Nonresidential Standards of the Town's Land Development Regulations shall be required to comply with the following guidelines.

A Design Review Committee has been established to evaluate development applications and to advise and provide technical assistance to the Planning Director, Planning and Zoning Commission/Board of Adjustment and Town Council regarding compliance with these design guidelines. Procedures and requirements for establishment and conduct of the Committee have been set forth in Section 5070. Design Review Committee of the Town's Land Development Regulations.

Town Design Guidelines.

A. Public Space



**Town of Jackson
Design Guidelines**

Introduction

Public Space is a critical component in the future growth and development of the Town of Jackson. As the Town becomes a more densely built environment, there is a greater need for a symbiotic relationship between buildings and open space.

Public space should be usable and diverse in size and function, ranging from covered boardwalks to pocket parks. Development of these spaces should strive to enhance the experience of existing natural resources and complete a network of clear circulation links throughout town.

Effective public space will create a more diverse and enjoyable pedestrian experience throughout the Town, ultimately benefiting both residents and visitors.

Guidelines

1. Use

Public space shall be usable. Public space should be considered as a vital component of every development. It is important to treat the un-built portion of a site as designed, functioning space. Consider all appropriate uses for public space as it relates to:

A. Human scale - develop public space that is desirable and comfortable to inhabit. Use trees, canopies or other building elements to break the perceived height of adjacent façades to create a more human scale.

B. Relationships - public space should engage the interior of a building and relate to the adjacent building's function and use.

C. Detail - details of lighting, signage, benches, paving, planting, canopies, etc. should relate to the overall function of the space.

Town Design Guidelines.

A. Public Space



**Town of Jackson
Design Guidelines**

Guidelines

2. Location

Locating public space appropriately on site ensures that the space is comfortable and therefore functional. When locating public space consider:

A. Seasonal adaptability - public space should be protected from full exposure to the sun, snow, wind and rain where possible. Orient public spaces to take advantage of daylight.

B. Transition - create habitable spaces that provide a transition between buildings and the adjacent streets and alleys.

C. Entry - Points of entry into a building should be clear and engaging to the pedestrian.

Guidelines

3. Connections

Throughout the Town, public space shall act as a connector for the pedestrian experience whenever possible.

A. Consider how the proposed development connects with both the street and other development on the same block.

B. Consider how the proposed development makes connections with the overall Town open space, and pathways systems, **significant topographical features**, and Cache and Flat Creeks.

Town Design Guidelines.

A. Public Space

Guidelines

Criteria



4. Scale & Variety

The proposed development should provide public space that is suitable to the scale and function of the development. The open space portion of the proposed development should be considered in the context of increasing the variety of sizes, types and locations of open space throughout the 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 the space without making it isolated or confined.

·The project has demonstrated that the proposed public space is usable and desirable to inhabit.

·The project's developed public space will be engaging and in scale with the pedestrian.

·The design of the proposed public space(s) has integrated the following:

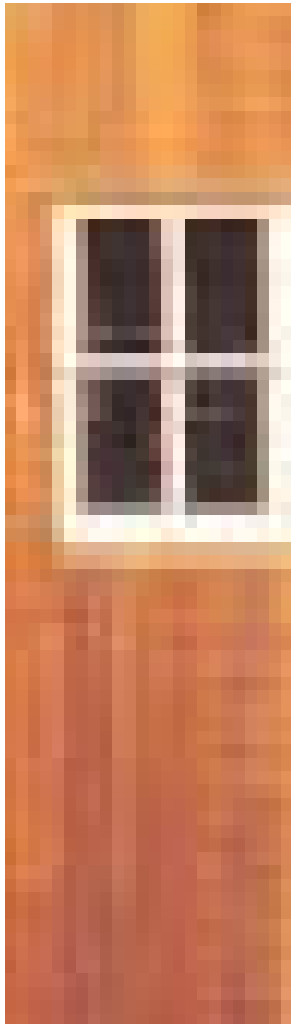
- Orientation/day-lighting.
- Screening the users from parking, utilities, and garbage facilities.

Town Design Guidelines.

B. Composition

Introduction

Guidelines



Town of Jackson
Design Guidelines

This guideline addresses the elemental design tools of composition, proportion, and rhythm. These are important tools for achieving a balance between unity and complexity in design.

Composition is defined as the organization of parts of a project to achieve a unified whole.

Proportion is the relation of one part to another or to the whole.

Rhythm is a vocabulary of regular and repetitive elements or the relative variation of such elements.

These tools may be used to overcome the limitations of architectural style to achieve buildings that are timeless visual assets to the downtown. Each tool can be applied to the materials, surfaces and massing of a building to provoke visual interest, indicate the building's use and create an appropriate human scale. Using these tools, the balance achieved in the design should connect the proposed development to its context.

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.~~ When multiple adjacent buildings are proposed in a project, the composition, proportion, and rhythm of all buildings shall be diversified but in a complimentary manner.

Criteria

The project has successfully applied the design elements of composition, proportion and rhythm in the proposed materials, surfaces and massing.

Town Design Guidelines.

C. Massing

Introduction

A building's mass is defined by its component parts, including the size of its footprint and number of stories. Building mass is also determined by building form, roof shape, and orientation.

A building's form can be a simple rectangular box or a more complex combination of volumes.

Massing refers to the size of buildings and how they meet the street. Consequently, massing affects the experience of pedestrians. The way in which a particular building 'meets the street' can produce an exciting and vital experience for the person on the street: it is not overbearing, rather it is engaging and stimulating. To ensure this experience, building massing should address the relationship between the size of the proposed building and the scale of the pedestrian.

Appropriate massing will also create a gentle transition between adjacent zoning areas with no abrupt changes in height or mass of adjacent structures.

The Town of Jackson has a 'sawtooth' profile of building heights that is a product of the historic building pattern, especially along the Town Square. The gaps that exist in the historic sawtooth profile provide opportunities to insert new buildings which are compatible in both scale and material, yet are distinguishable from the historic vernacular. Reaching a balance between old and new is the goal of the Design Guidelines, requiring the retention of the sawtooth profile while encouraging compatible new buildings which respect Jackson's urban fabric.

Town Design Guidelines.

C. Massing

Guidelines

1. Mass & Height:

The architectural form of development should have a human-scale, pedestrian orientation; the height of buildings should not overwhelm people walking in the vicinity of the buildings, therefore;

A. Canopies should be utilized over sidewalks or property lines to give buildings a human scale. (This should work in concert with guideline 2, **Additive & Subtractive Massing.**)

Town Design Guidelines.

C. Massing

Guidelines

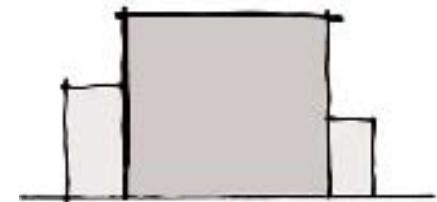
Guidelines

2. Additive and Subtractive Massing:

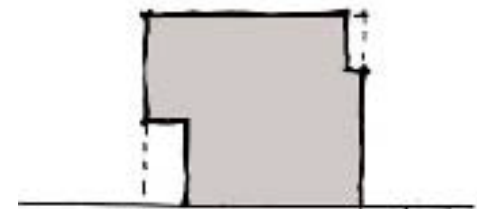
Both additive and subtractive massing approaches are encouraged to reduce the visual impact of large building masses. The additive massing approach increases the size of the building by linking smaller, compatible elements in a way that allows them to remain visible as separate pieces after they are put together. A simple building with additions is an example. The subtractive massing approach is to take a building as a large mass, and then reduce it by taking parts of it away, in a logical manner. This approach is especially useful when buildings are built on the property line. Larger buildings will likely be required to make larger-scale additions and subtractions than smaller buildings in order to achieve the intent of these guidelines.

A. Utilize both additive and subtractive massing, including sky plane techniques to reduce the visual impact of building masses. Balconies that partially step into the building and partially cantilever out away from the building face achieve this.

B. Architectural features on the second story and above may protrude into the public right-of-way a maximum of five (5) feet.



additive



subtractive

Town Design Guidelines.

C. Massing

Guidelines

3. Volume complexity

*Large building masses should be achieved by linking a series of smaller masses. The result should be a building which can be seen as a group of related structures, rather than one large element. In the case of a project which covers multiple adjacent lots **or proposes multiple buildings on the same development site**, density can be achieved in a positive way if the buildings themselves are designed with **significant variation in a certain amount of** volume complexity, to avoid a large, monolithic **and monotonous** structure **or monolithic design across multiple structures**.*

A. Avoid large monolithic **and monotonous** buildings. Translate the building program into **multiple, separate buildings (attached or detached) or** a building complex, whose exterior reflects the interior uses and functions. **For large buildings**~~At higher densities~~, a single building can be treated as a building complex **with multiple different but related façade treatments** if its important parts (e.g. entries, windows, roof lines, etc.) and uses are authentically reflected in the external design variations. ~~picked out and made identifiable while still part of one three-dimensional fabric.~~

B. Projects that contain multiple lots **or a large development site** shall pay close attention to breaking up the vertical facade into a pattern typical of single **or double** lot development, **unless the applicant can demonstrate that a unified façade design fits better with the context of the block or neighborhood and achieves superior design.**

Guidelines

4. Roofs

Jackson will be comprised of linked building elements of one, two, and three stories. The roof types will either be parapet, flat, sloping or barrel vault roofs. Flat and parapet roofs are particularly appropriate at the edges of the site because they avoid some of the serious engineering and safety problems associated with snow sliding onto the public right-of-way.

A. A project should ensure that roofs are designed so that no snow or rain is deposited onto adjacent public or private walking surfaces.

Criteria

The mass, height, volume complexity and arrangement of building components of the proposed development enhances the streetscape within the context of the Town, while creating a comfortable experience for the pedestrian and mitigating adverse effects on the adjoining properties.

Town Design Guidelines.

D. Street Wall

Introduction

Street walls result when buildings are constructed to or near the front and side property lines of a site. This pattern of development - typical of the properties surrounding the Town Square - creates a strong edge that defines the sidewalk and street. Avoiding breaks (e.g. parking lots and low-intensity development) will further enhance the character and strengthen the identity of the Town.

The goal of street walls in the ~~Town district~~ **downtown area** is to continue the connected network of comfortable and inviting pedestrian paths that form the transition between the street and adjacent buildings.

Guidelines

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

Town Design Guidelines.

D. Street Wall

Criteria

The project clearly defines the public space adjacent to the sidewalk and/or street.

The scale of the street wall appropriately addresses the pedestrian.

The proposed development minimizes voids in the street wall, and where voids exist, they serve to create a better pedestrian realm.



Town Design Guidelines.

E. Materials

Introduction

The Jackson building tradition may be said to be one of opportunity. Historically, material choices have been made based on the availability of materials. This has created a rich tradition of using building materials that reflect the region in which we live. New construction should seek a fit within this regional context.

Exterior materials function as the outer layer of the building envelope and may also serve a structural function. Issues such as weather protection, durability, and maintenance affect the functional aspect of visible exterior materials. These, in turn, affect the long-term performance of the building and its impact on the environment.

The objective of the Design Guidelines for materials is to allow flexibility in the choice and applications of exterior materials. Project approval will be based on how the proposal integrates with the surrounding local context. Innovation, creative design and new technologies can improve and enhance the immediate surroundings, while expanding the varied and authentic palette of building materials used in the Town of Jackson.

A creative and rigorous approach to the selection and application of building materials will generate a more vibrant appearance to the Town and an inviting environment for pedestrians. This benefits Jackson's building tradition and will strengthen the strong sense of place found in our downtown core and throughout the Town.

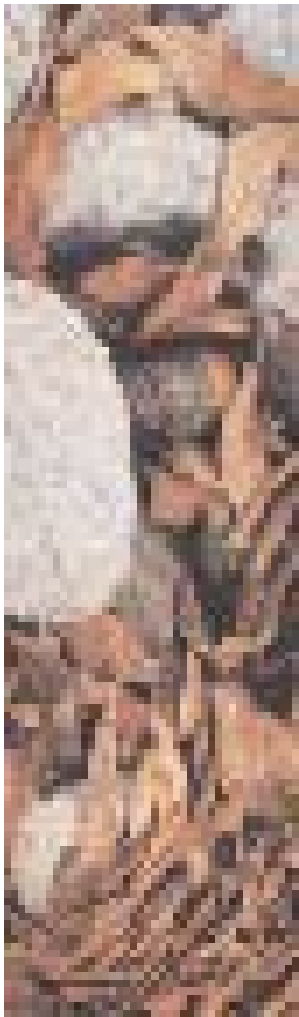
To achieve this, the guidelines intend to address the following:

Material selection should take into account the historical vernacular of the Town and surrounding area as well as the unique natural context of the valley.

Material application should take into account multiple views of the building.

Transparency, visual interest, and scale should be considered at the pedestrian/street level.

Durability and maintenance should be a consideration in material selection.

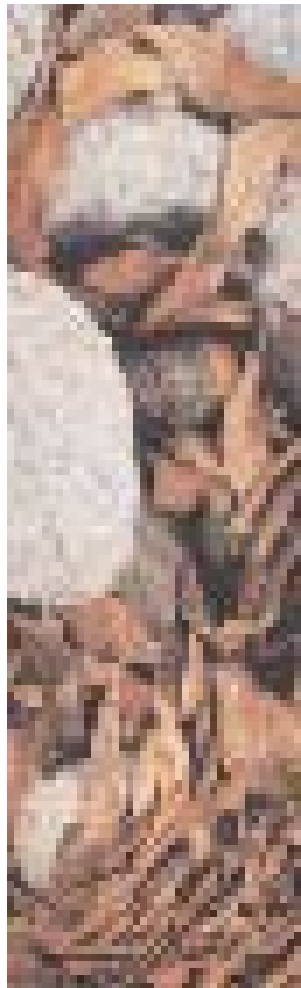


**Town of Jackson
Design Guidelines**

Town Design Guidelines.

E. Materials

Guidelines



Town of Jackson
Design Guidelines

1. Application of Materials

These guidelines strongly encourage applicants to consider the inherent nature of materials and their appropriate application.

A. Application of materials is at least as important as the materials themselves. Lack of attention to how materials are used can lead to concerns, including, but not limited to, how a material or a surface begins and ends (termination), how a switch from one material to another occurs (transition), and viewing the building as a whole or from many angles (continuity).

Paying 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. **Projects with material application that do not closely adhere to the above guidelines may not be approved without revisions.**

Guidelines

2. Materials Selection

Applicants must consider the regional, local, and immediate context (including existing buildings) the natural environment, and the local culture when selecting exterior materials and components.

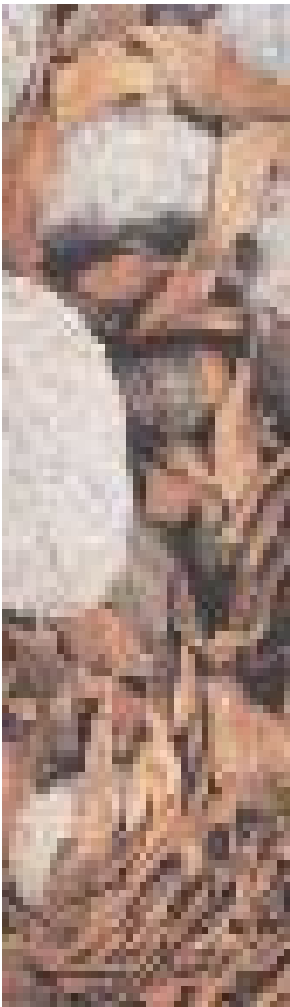
These guidelines strongly encourage designers to consider how the materials selected for a building will relate to the immediate surroundings.

To support the continued development of unique architecture, these guidelines do not specifically restrict the use of any materials **but they may restrict where certain materials may be used. For example, street-facing facades that are highly visible and accessible to the public shall not use materials that are of poor quality or an inauthentic facsimile of another material.** Review of proposed materials will consider the positive and negative impacts on the surrounding buildings, natural environment and culture. Proposed materials will be evaluated on this basis.

Town Design Guidelines.

E. Materials

Criteria



The proposed materials are appropriate based on the surrounding context, both built and natural. The proposed materials will be durable and maintainable over time.

The material application of the proposed project has successfully addressed the following:

- Multiple views of the structure.
- How structural materials are represented.
- How major building walls and planes are treated.

Town Design Guidelines.

Submission Requirements

Submission Requirements

Applications shall contain the information described below for the review of the project to determine compliance with the Town's Design Guidelines, unless a waiver of said requirements (or portions thereof) is granted by the Planning Director for good cause shown. The Planning Director shall ensure that only pertinent information is required from the applicant, commensurate with the magnitude of the project.

Building Permit - Design Review

All applications shall include the following information to be reviewed by the Design Review Committee prior to submission of a building permit:

- 1. Drawings of all building elevations accurately showing the colors of the proposed structure, including adjacent context, and initial material types. Minimum 1/4 scale.*
- 2. Material samples or reasonable, clear photographs or representations of all final material selections.*

3. A concept statement that clearly describes the intended use(s) and architectural theme of the overall project and a detailed description of how each design guideline has been addressed by the proposed project.

4. A figure/ground diagram at an appropriate scale that illustrates all structures within a 1 block radius of the proposed project.

5. A transverse street cross-section that extends a half block in each direction of the project. The submission must include the entire block the project is situated on. For sections, line drawings or mass void sections are appropriate; please include scale figures and vehicles on all drawings. Minimum 1/8 scale.

6. A longitudinal street elevation that extends half a block in each direction of the project. The submission must include the entire block the project is situated on. For elevations, line drawings are appropriate; please include scale figures and vehicles on all drawings. Minimum 1/8 scale.

7. A site plan clearly indicating the location, detail (lighting, benches, signage), and size of public space(s).

Town Design Guidelines.

Submission Requirements

8. A character sketch in elevation, axonometric, or perspective drawing, conveying the intended character of the major public space from a pedestrian perspective.

Sketch Plan - Design Review

All applications shall include the following for review by the Design Review committee as part of all Sketch Plan applications:

1. Drawings of all building elevations, including adjacent context, and initial material types. Minimum 1/4 scale.

2. A concept statement that clearly describes the intended use(s) and architectural theme of the overall project and a detailed description of how each design guideline has been addressed by the proposed project.

3. A figure/ground diagram at an appropriate scale that illustrates all structures within a 1-block radius of the proposed project.

4. A transverse street cross-section that extends a half block in each direction of the project. The submission must include the entire block the project is situated on. For sections, line drawings or mass void sections are appropriate; please include scale figures and vehicles on all drawings. Minimum 1/8 scale.

5. A longitudinal street elevation that extends half a block in each direction of the project. The submission must include the entire block the project is situated on. For elevations, line drawings are appropriate; please include scale figures and vehicles on all drawings. Minimum 1/8 scale.

6. A site plan clearly indicating the location, detail (lighting, benches, signage), and size of public space(s).

7. A character sketch in elevation, axonometric, or perspective drawing, conveying the intended character of the major public space from a pedestrian perspective.

Town Design Guidelines.

Submission Requirements

Final Development Plan - Design Review

All applications shall include the following for review by the Design Review committee as part of all Final Development Plan applications:

1. Drawings of all building elevations, including adjacent context, and initial material types.

Minimum 1/4 scale.

2. A concept statement that clearly describes the intended use(s) and architectural theme of the overall project and a detailed description of how each design guideline has been addressed by the proposed project.

3. A figure/ground diagram at an appropriate scale that illustrates all structures within a 1 block radius of the proposed project.

4. A transverse street cross-section that extends a half block in each direction of the project. The submission must include the entire block the project is situated on. For sections, line drawings or mass void sections are appropriate; please include scale figures and vehicles on all drawings. Minimum 1/8 scale.

5. A longitudinal street elevation that extends half a block in each direction of the project. The submission must include the entire block the project is situated on. For elevations, line drawings are appropriate; please include scale figures and vehicles on all drawings. Minimum 1/8 scale.

6. A site plan clearly indicating the location, detail (lighting, benches, signage), and size of public space(s) 7. A character sketch in elevation, axonometric, or perspective drawing, conveying the intended character of the major public space from a pedestrian perspective.

8. A three-dimensional massing study using either a massing model (a scale of 1" = 20' is appropriate) or drawings showing three-dimensional perspectives and/or sections and elevations. The study shall show the proposed development in the context of neighboring buildings and/or potential development allowed by the underlying zoning district. At a minimum, the study should show the immediately adjacent buildings preferably the entire block.

Town Design Guidelines.

Design Review Criteria

Design Review Criteria

Recommendations for Design Review or Final Development Plan shall be dependent upon criteria that the proposed project complies with the Town's Design Guidelines established as part of these Land Development Regulations. The Staff, Design Review Committee, Planning and Zoning Commission and Town Council may also attach any conditions deemed appropriate, to ensure compliance with the following criteria:

Public Space

The project has demonstrated that the proposed public space is usable and desirable to inhabit.

The project's developed public space will be engaging and in scale with the pedestrian.

The design of the proposed public space(s) has integrated the following:

- Orientation/day-lighting.
- Screening the users from parking, utilities, and garbage facilities.

Composition

The project has successfully applied the design elements of composition, proportion and rhythm in the proposed materials, surfaces and massing.

Massing

The mass, height, volume complexity and arrangement of building components of the proposed development enhances the streetscape within the context of the Town, while creating a comfortable experience for the pedestrian and mitigating adverse effects on the adjoining properties.

Street Walls

The project clearly defines the public space adjacent to the sidewalk and/or street.

The scale of the street wall appropriately addresses the pedestrian.

The proposed development minimizes voids in the street wall, and where voids exist they serve to create a better pedestrian realm.

Town Design Guidelines.

Design Review Criteria

Materials

The proposed materials are appropriate based on the surrounding context, both built and natural. The proposed materials will be durable and maintainable over time.

The material application of the proposed project has successfully addressed the following:

- Multiple views of the structure.
- How structural materials are represented
- How major building walls and planes are treated.

Town Council Regular Meeting

ITEM PM24-004

Moratorium on strategies to address building size

08-19-2024



Purpose & Policy Considerations

The purpose of this workshop is for the Council to consider changes to the Town of Jackson Land Development Regulations (LDRs) and Design Guidelines to address the size of buildings in response to the 120-day emergency building moratorium adopted by the Council on June 3, 2024.



Key Policy Questions

1. Can the Council confirm (and clarify, if necessary) the initial direction it provided to staff on August 5, 2024, related to the moratorium, as summarized in this staff report?
 2. Are there changes not included in this staff report that the Council would like to include to address large buildings as part of the moratorium?
 3. Does the Council support extending the moratorium deadline from October 1, 2014, to November 20, 2024, to provide more time to draft and adopt changes related to the moratorium?
- 
- A decorative graphic at the bottom of the slide featuring a range of stylized mountains. The mountains are rendered in two colors: a light purple/lavender for the upper peaks and a muted green for the lower slopes and valleys. The style is simple and modern.

Agenda

1. Staff presents summary of Council direction on each of the six proposed changes for Council confirmation. Staff also presents request to extend moratorium deadline to November 20, 2024.
2. Council asks clarifying questions;
3. Council discussion and confirmation/amendment of draft language;
4. Council makes motion to direct staff to prepare final draft redline of amendments per discussion.



Moratorium Review Schedule

Staff is requesting that Council extend to moratorium deadline from October 1, 2024, to November 20, 2024, to allow more time to draft staff reports and for Council and community to consider the proposed changes.

- *Staff has already prepared an ordinance to extend the deadline for Council formal consideration and approval at the Council's evening meeting on August 19, 2024.*

If extension is approved, the **updated schedule would like the following:**

August (2024)

- **August 14: DRC meeting (continued discussion on Design Guidelines)**
 - **August 19: TC workshop (confirm/clarify direction)**
 - **August 28: PC Regular meeting (review redline)**
- 
- A decorative graphic at the bottom of the slide featuring a range of stylized mountains. The mountains are rendered in two colors: a light lavender/purple for the upper peaks and a muted sage green for the lower slopes and valleys. The style is simple and modern, with soft, rounded mountain shapes.

Moratorium Review Schedule

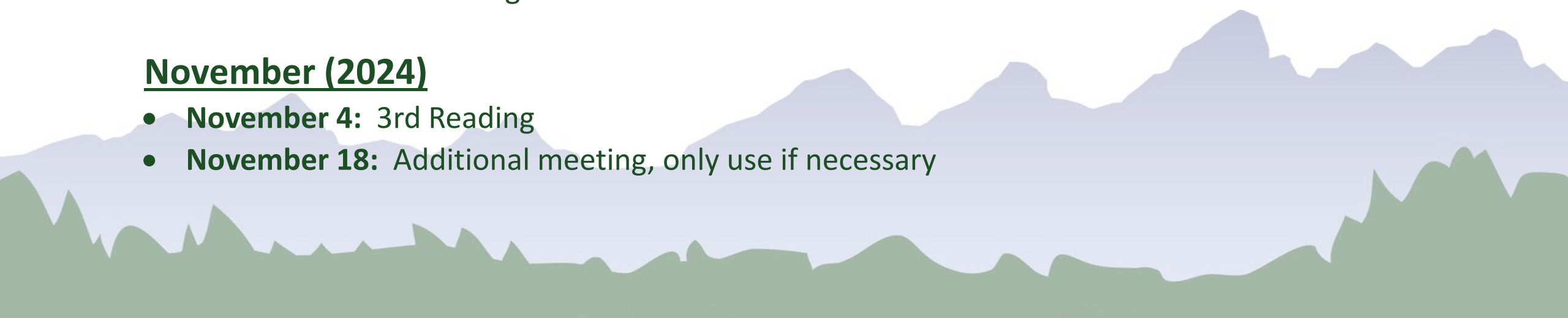
September (2024)

- **September 9:** TC public hearing (no moratorium items)
- **September 11:** DRC meeting (if necessary, finalize redline of Design Guidelines)
- **September 16:** TC public hearing (approve redline)

October (2024)

- **October 7:** 1st Reading
- **October 21:** 2nd Reading

November (2024)

- **November 4:** 3rd Reading
 - **November 18:** Additional meeting, only use if necessary
- 
- A decorative graphic at the bottom of the slide featuring a range of stylized mountains. The mountains are rendered in two colors: a light purple/lavender for the upper peaks and a muted green for the lower slopes and valleys. The style is simple and illustrative.

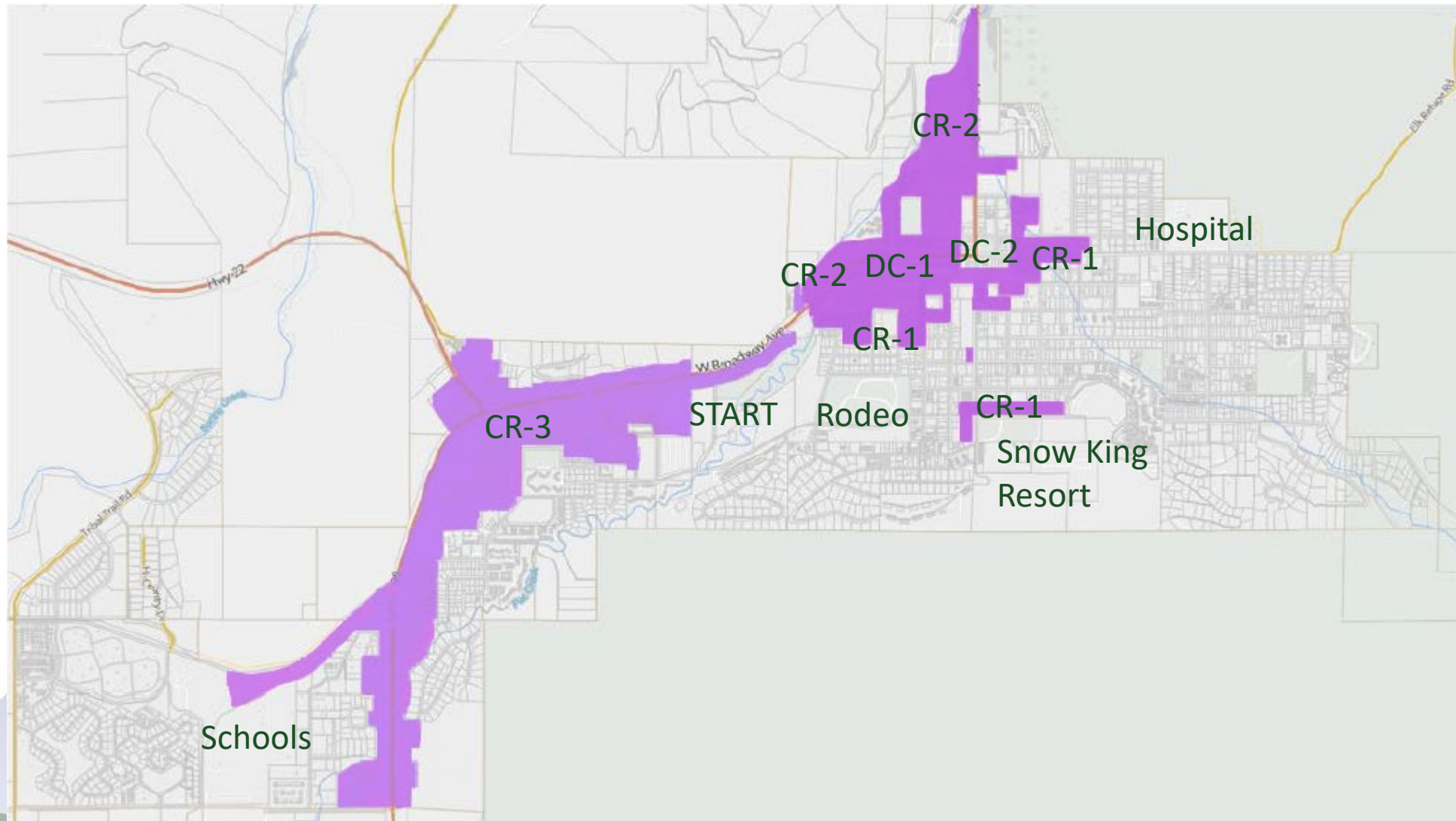
Maximum Building Size

What size limit should be applied to buildings in the Town and where should limits apply?

- Council Direction:
 - **40,000 sf in Downtown Area** (DC-1; DC-2; CR-1; CR-2).
 - **50,000 sf in Highway Corridor** (CR-3).
 - No change outside of these two areas – i.e., Neighborhood Low-Density -1 (NH-1); Business Park (BP); Public/Semi-public (P/SP); or single-family residential zones (already have 10,000 sf max.).
 - What counts? All above ground habitable floor area and non-habitable garage floor area counts against maximum building size.



Moratorium (cont.)



CR-3, CR-2, CR-1, DC-2, DC-1

Building Sizes of Town Projects

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

Maximum Use Size

Are there certain uses that should be able to exceed the maximum building size? If so, by how much? (Hotels? 100% deed restricted housing?)

Council Direction:

- **50,000 sf for hotels and 100% deed-restricted housing in downtown area (DC-1; DC-2; CR-1; CR-2)**
 - Hotels and 100% deed-restricted housing could be in buildings that are 50,000 sf in size in the downtown area, more than the 40,000 sf maximum. However, no increased size would be allowed in the highway corridor for these two uses.
 - Modify definition for “Hotel” to clearly limit the total amount of amenity space (i.e., as restaurant, spa, gift shop, etc.) that is allowed;
 - Add definition for “hotel room” to clearly distinguish it from a short-term rental unit. This may also require that we establish maximum size of an individual hotel room and/or short-term rental unit.
 - Staff will likely recommend that we allow a certain small percentage (e.g., 10%) of non-residential floor area be included with deed restricted housing to allow for ground-level commercial uses (e.g., King Street Condos and 105 Mercill).

Conditional Use Permit

Should buildings of a certain size require a CUP process? If so, what size should trigger a CUP?

Council Direction:

- **Require a CUP for projects that exceed a certain size (four town lots (30,000 sf) was offered as one possibility).**
 - CUP intended to address wider impacts, such as traffic, groundwater, historic preservation, stormwater, landscaping, public space, and lighting.
 - Staff's is comfortable with the four-lot threshold for a CUP but will consider a smaller 3-lot threshold as a possibility.
 - Staff will also consider whether additional substantive standards need to be adopted to clarify the purpose of the CUP and provide clear guidance for landowners, the public, and town officials so they know what to expect from the process.

Maximum Façade Width

Should we limit the width of a building as measured from the street? If so, what is a good maximum width?

Council Direction:

- **Maximum facade length: 150' – 200' in the Downtown area.**
- **Maximum facade length: 200' – 300' in highway corridor (if located within first 100' of street ROW).**
 - Need to propose specific standards for corner lots because they have two street frontages and so can have greater visual impacts.



Recommendations – Maximum Building Façade Width

Project	Façade length (street frontage)
Glenwood Gill Condos	200' (Phase 1); <u>300'</u> (Phase 1 and 2) (Glenwood)
Wort Hotel	200' (Glenwood); <u>140'</u> (Broadway)
<u>Cloudveil Hotel</u>	180' (Center)
Hidden Hollow (large buildings)	71' wide x 340' <u>long</u> (Hidden Hollow Drive)
105 <u>Mercill</u> housing project	145' (<u>Mercill</u>)
175 S. Glenwood	150' (Glenwood)
Springhill Marriott Suites	300' (Simpson); <u>150'</u> (Glenwood/ <u>Millward</u>)
Mogul Hotel (proposed)	400' (N. Cache); 130' (Perry);
Creekside Deli (building)	220' (N. Cache)
TJ Maxx building	260' (W. Broadway)
49er Motel	200' (W. Pearl)
Staples building	250' (W. Broadway)
Sagebrush Apartments	290' (W. Broadway)
Virginian Motel	250' (W. Broadway)
Hillside Building (Sidewinders)	300' (W. Broadway)
Gables Apartments (new)	175' (S. Hwy 89 / Hwy 22)
Target	300 (S. Hwy 89); <u>225'</u> (Maple Way)
Jackson Street Apartments	135' each building (Hansen)

2:1 Workforce Bonus

Should the 2:1 workforce bonus tool be modified to address big buildings? If so, what changes should be made as part of the moratorium?

Council Direction:

- To require all 2:1 floor area (both market units and deed restricted units) to be located on site.
- To not exempt 2:1 bonus floor area from the newly adopted maximum building size limits.
- To not exempt 2:1 bonus floor area from development review thresholds.



Design Guidelines

Should the Design Guidelines be modified to address big buildings? For individual buildings? Multiple adjacent buildings? If so, what changes should be made as part of the moratorium.

Council Direction

- **General Comment:** Consensus that proposed LDR changes to reduce building size will significantly reduce “stress” on Design Guidelines but the following changes are still necessary.
- **Large buildings:** Add direction that the larger the building the larger the required architectural changes will be (e.g., roof changes, additive and subtractive elements, etc.); Higher design standards apply to larger buildings to address mass and scale.
- **Adjacent buildings:** Add text that adjacent buildings cannot look the same (cannot repeat same design) and then provide guidance on factors to make buildings different (materials, windows, roofs, general design, etc.);
- **Exterior Materials:** Clarify that exterior materials need to have integrity, be authentic, and not mimic other materials (e.g., vinyl that imitates wood).

Recommendations – Changes Not Included

- Additional landscaping requirements
- Context sensitive standards
- Maximum development site size
- Other?



Motion

I move to direct Staff to prepare a redline draft of the recommended amendments to the Land Development Regulations and Design Guidelines as provided in this staff report, dated August 19, 2024, and as provided in the Council's discussion in this workshop.



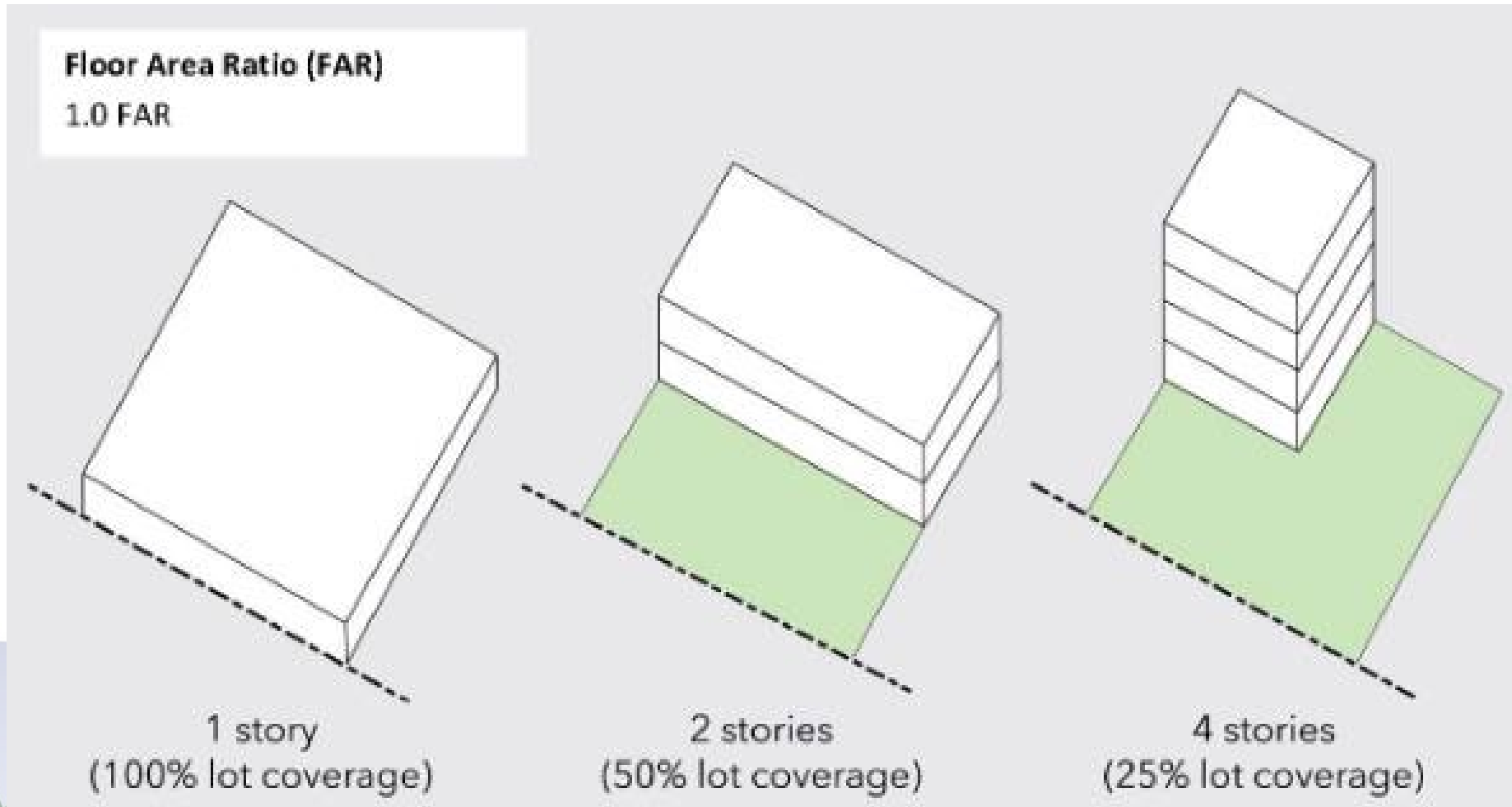
Additional Slides



Desired Outcomes

1. For the Council to confirm the direction it provided to staff at the Council's August 5, 2024, regular meeting for changes to the LDRs and Design Guidelines related to the moratorium.
2. For the Council (and community) to confirm what changes will be addressed for the moratorium versus which issues should be addressed potentially in the future as part of a more comprehensive Town review.
 - Full update of 2:1 Workforce Bonus;
 - Full update of Design Guideline;
 - Comprehensive Plan update;
 - Address secondary impacts of big buildings (traffic, jobs, environmental, etc.);
 - Address unintended consequences of LDRs on our community goals;
 - Sustainability standards in LDRs (reduce GHGs/landscaping) and possibly building code;
 - Reconsider some of our form-based standards.

Floor Area Ratio (FAR)



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

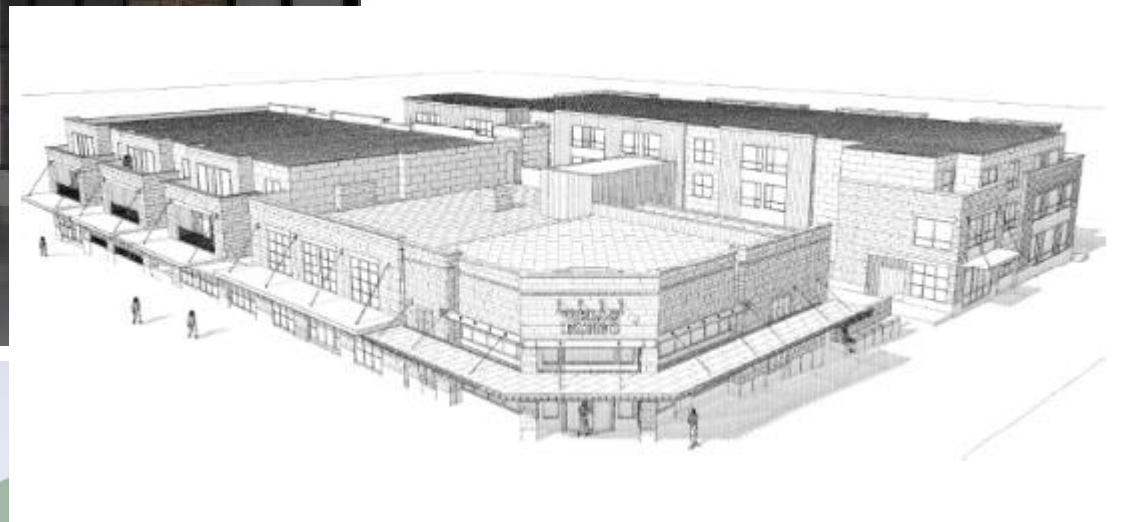


CACHE STREET ELEVATION

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)









Façade Widths



175 S. Glenwood: 175'



175 S. Glenwood: 175'



**185/165 N. Glenwood: 200' and 300'
130'. W Gill**



105 Mercill: 145' Mercill; 135' Glenwood



Homewood Suites: 195' N. Millward



Springhill Suites Marriott: 300'



Jackson Street Apartments.: 135' each building



255 E. Snow King Ave.: 125'



County Admin. Building: 165' E. Simpson & 112' S. Willow



Rusty Parrot: 150' N. Jackson



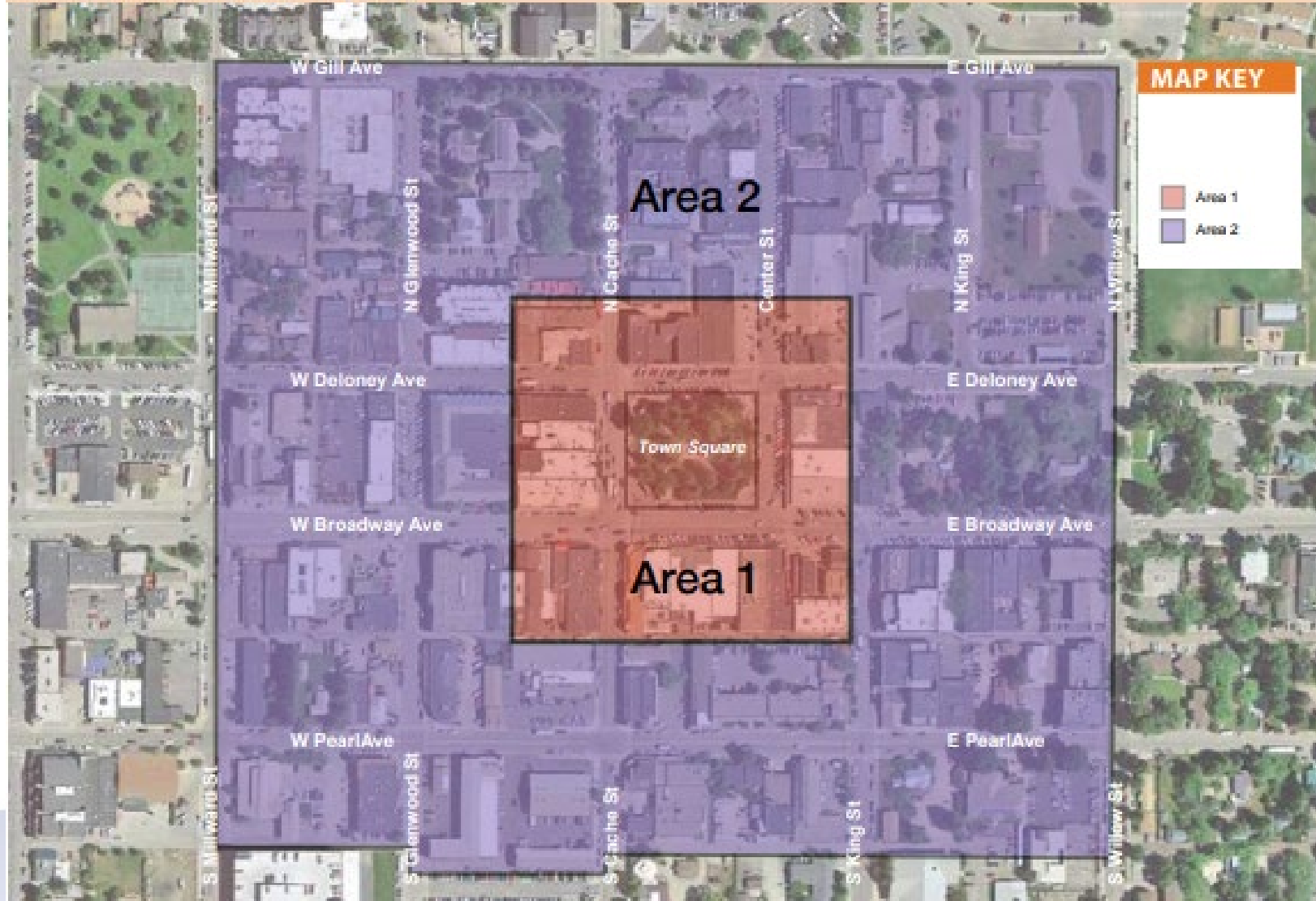








Downtown Design Overlay Map



Recommendations – Maximum Building Size

Downtown

- **Staff/PC**
 - 40,000 sf
 - (includes all above ground habitable – not basements/garages)
 - Based on 4 typical downtown lots
 - NH-1;P/SP: None
- **DRC**
 - 50,000 sf (Downtown Design Overlay)
 - 60,000 sf outside of DDO
 - Includes all floor area above ground – both habitable and non-habitable (garage)
 - NH-1;P/SP: None

Highway Corridor (CR-3)

- **Staff/PC**
 - 50,000 sf
- **DRC**
 - 60,000 sf – 70,000 sf

Recommendations – Maximum Use Size

Downtown

- **Staff**
 - 50,000 sf for Hotel use only
 - 15,000 (Retail/Service/Restaurant)
- **PC**
 - Did not finalize recommendation but generally seemed to agree with staff
- **DRC**
 - 50,000 sf for Hotel use only
 - Did not discuss limits on Retail/Service/Restaurant

Highway Corridor (CR-3)

- **Staff**
 - 50,000 sf for all uses
- **PC**
 - Did not finalize recommendation but generally seemed to agree with staff
- **DRC**
 - 60,000 sf – 70,000 sf for all uses

Recommendations – CUP for Large Buildings

- **Planning Commission:** Add option for CUP process to apply to certain large buildings
 - Would allow public review and Council to add conditions to mitigate impacts of large buildings (similar to pre-2016 process).
- **Staff:** Did not make this recommendation
 - Adding process without clear rules for review could add confusion.
 - Could discuss modifying development review thresholds as alternative.
- **DRC:** Did not discuss this recommendation.

Recommendations – Maximum Building Façade Length

Downtown

- **Staff**
 - 150 - 200 linear feet
 - Apply up to 75' in depth
- **PC**
 - Did not support this change
- **DRC**
 - 100 ft – 150'
 - Did not want to split a block into two halves, so less than 150' is best)
 - Did not discuss depth of building

Highway Corridor (CR-3)

- **Staff**
 - Generally agree with DRC approach
- **PC**
 - Did not support this change
- **DRC**
 - Apply façade limit (perhaps 200' – 300') if building is located within first 100' of site, but no limit if beyond that.

Recommendations – 2:1 Workforce Bonus

– **Planning Commission:** Did not make formal recommendation

– **Staff:**

- Require all 2:1 floor area to be on site;
- 2:1 floor area is NOT exempt from max. building size or development review thresholds (means 2:1 bonus may not be available in certain zones (DC))
- Does not apply to NH-1

– **DRC:** Did not make formal recommendation

A decorative graphic at the bottom of the slide featuring a range of stylized mountains. The mountains are rendered in two colors: a light purple/lavender for the upper peaks and a muted green for the lower slopes and valleys. The style is simple and illustrative.

Recommendations – Design Guidelines

- **Staff/PC:** Waiting for DRC for recommendation
- **DRC:** Consensus that proposed LDR changes that reduce building size will significantly reduce “stress” on Design Guidelines but the following changes are still necessary:
 - **Adjacent buildings:** Add text that adjacent buildings cannot look the same (cannot repeat same design) and then provide guidance on factors to make buildings different (materials, windows, roofs, general design, etc.);
 - **Large buildings:** Add direction that the larger the building the larger the required architectural changes will be (e.g., roof changes, additive and subtractive elements, etc.); Higher design standards apply to larger buildings to address mass and scale.
 - **Context:** Add text that clarifies that building design must better address location/context.
 - **Materials:** Clarify that exterior materials need to have integrity, be authentic, and not mimic other materials (e.g., vinyl that replicates wood).

Moratorium (Ordinance 1373)

“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.”

- Moratorium ≠ LDR changes
- 
- A decorative graphic at the bottom of the slide featuring a range of stylized mountains. The mountains are rendered in two colors: a light purple/lavender for the upper peaks and a muted green for the lower slopes and valleys. The style is simple and illustrative.

Background – How did we get here?

- Have more Big Buildings (35,000sf – 50,000sf or larger) been constructed in recent years?

Yes. Since 2016:

- Built: Approx. 10
- Approved but not built: Approx. 5 (not including SPET projects)
- Pre-approval/discussed: 3 (not counting Virginian property)

– Previous 20 Years: 2 (Homewood Suites and Springhill Marriott (both PMUDs), but no large residential buildings.



Background (Cont.)

- **Why** have more Big Buildings (35,000sf – 50,000sf) been constructed in recent years?
 - Because 1) Town chose to replace building size limits with form-based controls and 2) we created incentives to encourage higher-density workforce housing.
 - Town amended the LDRs as follows:
 - Eliminated maximum building size (35,000 sf - 50,000sf)
 - Created high-density “by-right” zones / got rid of PUD (e.g., NH-1)
 - Added 2:1 Workforce Bonus (10% - 100% increase in building size)
 - Exempted deed-restricted housing from FAR limits
 - Increased height (now max. 39’ – 46’ when max. was 35’)
 - Added 4th story/48’height Workforce bonus
 - Form-based standards (helped justify elimination of max. building size)
 - Parking (added flexibility for reduced parking with Administrative Adjustment)

Background (Cont.)

- Maximum Building Sizes in pre-2016 LDRs:

Zone	Maximum Building Size (above ground)
CR-1, CR-2, DC-1, DC-2, TS-1, TS-2, and BP	15,000 sf
CR-3	15,000 sf but 50,000 sf with CUP
Lodging Overlay	35,000 sf with <u>CUP</u> ; <u>90,000</u> sf of lodging use allowed if in multiple buildings
P/SP	None

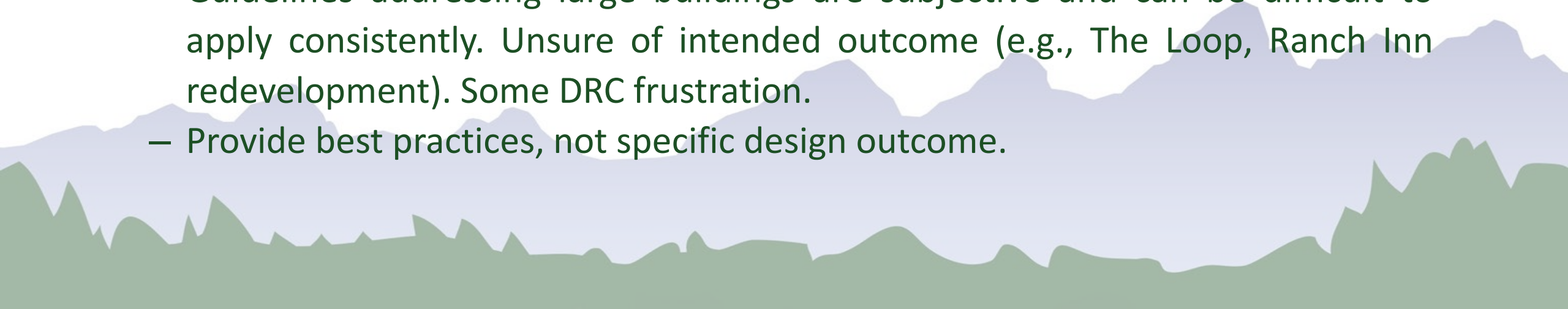
Background (Cont.)

- Lot aggregation: Developers buying up contiguous lots from multiple owners to create a large master sites (e.g., Mogul Partners on N. Cache Street for hotel)
 - Larger sites = larger buildings
- Biggest factors creating big buildings (staff summary)
 - Elimination of maximum building size
 - 2:1 Workforce Bonus
 - Aggregated sites



Background (Cont.)

- **Design Guidelines**

- Adopted in 2004
 - Intended for commercial development (not residential)
 - Added “western character” and historic preservation design guidelines in 2021 (otherwise have not been updated since 2004)
 - Applies to all multi-family buildings of 4 or more attached units and to most commercial development
 - Guidelines addressing large buildings are subjective and can be difficult to apply consistently. Unsure of intended outcome (e.g., The Loop, Ranch Inn redevelopment). Some DRC frustration.
 - Provide best practices, not specific design outcome.
- 
- A decorative graphic at the bottom of the slide featuring a range of stylized mountains. The mountains are rendered in two colors: a light purple/lavender for the upper peaks and a muted green for the lower slopes and valleys. The style is simple and illustrative.

Key Policy Issues

1. Does the Council agree with the recommendations provided by staff, the Planning Commission, and/or DRC?
2. Are there changes not included in this staff report that the Council would like to address or make?



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From: [Amy Kuszak](#)
To: [Hailey Morton Levinson](#); [Arne Jorgensen](#); [Jessica Chambers](#); [Jim Rooks](#); [Jonathan Schechter](#)
Cc: [Paul Anthony](#); [Clare Stumpf](#); geoff.gottlieb@ewmglobal.com; shannon@riverwindfoundation.org; danh@protectourwaterjh.org; [Margie Lynch](#); [Jenny Fitzgerald](#)
Subject: Town Moratorium Amendment Process
Date: Friday, August 23, 2024 11:59:40 AM



~~~~~ *Please forward to the Planning Commission* ~~~~~

Dear Mayor Morton Levinson, Town Councilors and Planning Commissioners,

Calling for the moratorium on large buildings was the right and responsible decision for our community, thank you. We learned from the Mogul Capital application that the community is concerned not only with the footprint of large developments but is even more concerned with the secondary community impacts from large developments, like impacts on traffic, the environment, employee housing needs and climate.

We are writing to you today to express our concern with the pace, and limited public notice and community participation in the amendment process. Calling for the moratorium was the first step and the right step.

The next step is to address all impacts of large developments, not just the easiest and fastest to address. Please slow the process down and allow time for community participation and full analysis of the community impacts that are bigger than just floor area and facade length.

We are appreciative of the open communication we have had with Director Anthony and the work that he has managed to get done in a very short period of time. He has informed us that the LDR redline will be available to the Planning Commission and the public on Friday or Monday for a Wednesday Planning Commission meeting. This expedited schedule effectively skirts the public participation process. The community that called for this moratorium would like a real opportunity to provide input in this critical process.

We ask you to postpone the Planning Commission meeting on this matter, and more importantly, to slow the entire moratorium process to address the bigger community concerns.

We hope that our concerns are considered as this process moves forward.

Best,

Amy Kuszak, Jackson Hole Conservation Alliance

Dan Heilig, Protect Our Waters Jackson Hole

Shannon Shuptrine, Riverwind Foundation

Margie Lynch, JH Climate Collective

Geoff Gottlieb, Responsible Growth Coalition

Clare Stumpf, Shelter JH