Regular Town Council Workshop

January 20, 2026
1:30 PM
Town Council Chambers
Chair: Arne Jorgensen

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I. 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 Town Council by emailing electedofficials@jacksonwy.gov.

To join, click link or copy it to your browser: https://us02web.zoom.us/j/86275183296?pwd=VwcvJxXWVaM4DF0TFPnyQrcoFCQYd0.1

Or join at zoom.com with Webinar ID: **862 7518 3296** and Password: **83001** or by phone: **+1 253 205 0468**

II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

A. Water Efficiency Strategy (Tanya Anderson and Johnny Ziem, 90 mins)

B. Options for Land Development Regulation Changes to Address Development Impacts (Paul Anthony, 60 mins)

C. Pedestrian Safety Letter to Wyoming Department of Transportation (Charlotte Frei, 30 mins)

IV. MATTERS FROM MAYOR AND COUNCIL

A. Board and Commission Reports

V. ADJOURN

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

STAFF REPORT

Meeting Date:	January 20, 2026	**Meeting Title:**	Town Council Workshop
Submitting Department:	Public Works and Administration	**Presenter:**	Johnny Ziem and Tanya Anderson
Agenda Item:	Water Efficiency Strategy	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is for the Council to give staff direction on a water efficiency strategy and discuss and evaluate alternatives for potential ordinances to reduce water usage for irrigation purposes.

Requested Action.
The requested action is for the Council to give staff direction regarding the proposed water efficiency strategies and ordinance alternatives.

Recommendations.
The recommendation is for the Council to approve the water efficiency strategy as presented, including drafting an irrigation ordinance.

Background.
The public water supply in the Town of Jackson is designed to meet three primary functions: domestic use, fire suppression, and irrigation. Ensuring that there is sufficient water for domestic use and fire suppression is critical for protecting the health, safety, and welfare of the Town and its residents. These needs can be met through a combination of increased infrastructure and/or improvements in water efficiency. Capital improvements, including bringing two new wells online, are already underway. Addressing water needs solely through the addition of new infrastructure will add capital and operational costs to the Town's budget. Those expenses will be passed on to water users through increased rates. Water efficiency efforts can be implemented concurrently with these infrastructure improvements to reduce the need for additional infrastructure in the future, reducing costs while conserving resources.

Water consumption increases significantly during the summer months in Jackson (see Figure 1). In 2025, water consumption peaked at 180,000,000 gallons in July and led to the Town having to enact an emergency water ordinance to ensure fire suppression and domestic water demands could be met. While the increase in summer tourism is responsible for some of this increase, summer water consumption was roughly twice the winter consumption. Increases in water consumption during the middle of the night in the summer months point to irrigation as a primary cause of the increase. Staff find that focusing water efficiency efforts on irrigation is the most cost-effective method of reducing peak water demand, along with some infrastructure improvements.

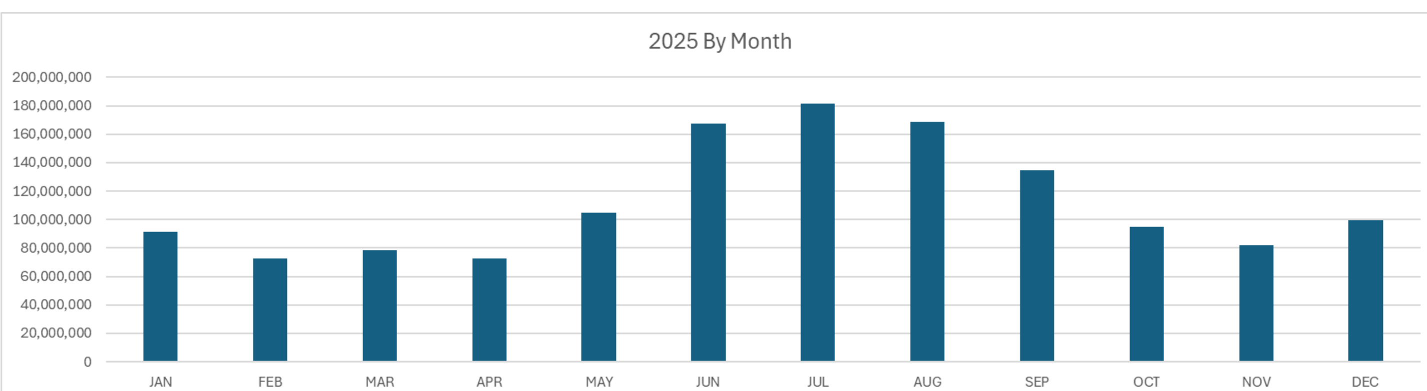


Figure 1: Town of Jackson monthly water consumption in 2025.

In order to keep water costs affordable for moderate water users, minimize expensive infrastructure improvements, and provide adequate water supply for the three primary uses, staff recommend reducing summer water consumption 15% from baseline levels in each of the Town's three water zones: Zone 1 is east Jackson, Zone 2 is mid Jackson, and Zone 3 is west Jackson. Going forward, staff will monitor weekly and monthly water usage compared to baseline years of 2024 and 2025 to determine whether the community is achieving that goal.

The Council last discussed this item at the October 20, 2025, Council Workshop. Staff sought direction on water conservation strategies, including a permanent water conservation ordinance, to replace the emergency irrigation ordinance that was set to expire on October 31, 2025. Council directed staff to develop a water conservation strategy using the tools discussed at the workshop and to present the strategy for discussion at a future Council meeting. Council also directed staff to evaluate and present alternatives for potential ordinances to reduce water usage for irrigation purposes and present these alternatives for discussion at a future Council meeting.

Analysis & Key Policy Questions.

Regional examples

Staff researched other communities in the Intermountain West with water efficiency plans or irrigation ordinances in place. Irrigation ordinances are common and are often accompanied by education and incentive programs. Communities that have irrigation ordinances typically provide exemptions for new sod, drip irrigation, and gardens. Additionally, some communities exempt schools and parks from the restrictions. The most common method for implementing an irrigation ordinance is to limit irrigation watering to three days per week based on the address number. Cities using this method include Cody and Torrington, Wyoming, Breckenridge, Steamboat Springs, Eaton, and Eagle, Colorado, and Bozeman, Montana. For example, in Bozeman, physical addresses with even numbers water on Tuesdays, Thursdays, and Saturdays, addresses with odd numbers water on Wednesdays, Fridays, and Sundays, and public parks and street right of ways water on Mondays, Wednesdays, and Fridays.

Buffalo, Wyoming, Park City, Utah, and Glenwood Springs and Newcastle, Colorado each restrict irrigation to every other day, with odd-numbered addresses watering on odd-numbered days, and even-numbered addresses watering on even-numbered days. While this method allows for slightly more days of irrigation than a 3-day per week program, it may be more difficult to manage.

Fort Collins and Aspen, Colorado, have water efficiency plans outlining how restrictions change based on water availability. In Aspen, restrictions are based on five drought levels and range from no restrictions to limiting the number of days per week one can water to 3, 2, 1, or 0. Rawlins, Wyoming, has 4 levels of water restrictions in its municipal code based on the percentage their reservoir is filled, snow pack, and calls to junior water rights users. This method is complicated, can take a year or more to develop, and requires frequent communication with residents. It may also be most appropriate for communities that are dependent upon reservoirs for their water supply, as reservoir levels are easier to measure than aquifer levels. A simplified water efficiency plan with one threshold at which irrigation restrictions are implemented may be more appropriate for a community like Jackson that draws water from the aquifer rather than a reservoir.

Breckenridge, Colorado conducted a thorough analysis of water efficiency strategies prior to creating a water efficiency plan. According to the analysis, enhanced metering and water loss control, such as improved leak detection, could save about 37, 500,000 gallons of water annually for an estimated 100 gallons of water per dollar spent, or $365,000 per year. Customer-focused programming such as WaterSmart accounts that allow customers to compare their usage to neighbors were estimated to save around 650,000 gallons of water annually for 54 gallons per dollar spent, or $12,000 per year. Tiered-rate water pricing could save their community approximately 40 million gallons of water annually saving approximately 2,000 gallons of water per dollar spent, or $20,000 in the first year with additional water savings at no additional cost in subsequent years. Of these options, tiered-rate water pricing was found to be the most cost-effective water efficiency measure. Jackson already has tiered water rate pricing that can be adjusted in the future.

Most communities provide water conservation education on their websites. Several offer incentive programs. For example, Steamboat Springs, Colorado offers $75 rebates for Smart Irrigation controllers, rain or soil-moisture sensing irrigation controls, drip irrigation conversion equipment, and high-efficiency nozzles. They also provide $100 rebates on irrigation efficiency evaluations (audits), or $250 for multi-family and commercial properties. Bozeman, Montana has drought-tolerant demonstration gardens, free sprinkler assessments, a water portal that monitors individual water consumption, and rebates for irrigation controllers, drought-tolerant plants, turf-grass replacement, and high-efficiency toilets, washing machines, and shower heads. They also have drought surcharges that are added to their water rates based on availability. Staff note that these small rebate programs take significant staff time to manage.

Several communities address domestic water use, though it often takes place at the state level. In 2016, the State of Colorado passed SC14-103, requiring that only WaterSense fixtures be sold in the State of Colorado.

<u>Community engagement</u>
Staff hosted two public engagement sessions related to water use and conservation strategies. One targeted professional irrigators, landscapers, and other large users, such as Teton County Parks and Recreation. The second session was open to the general public. An additional meeting was scheduled with a handful of individuals who missed the public engagement session due to illness or scheduling conflicts. Feedback from the two sessions open to the general public are combined. Results from responses to four key questions are included below. It should be noted that only a small number of residents attended these sessions, and the results may not be reflective of residents at large. Council should also consider these questions as you consider your desired approach to this topic.

The first two questions centered on which conservation tools attendees liked the most, and which they felt would be most effective. Increased tiered water rates received the most votes for both questions. Irrigation audits were the second most popular conservation tool, but viewed as the third most effective. Likewise, updates to Land Development Regulations (LDRs) were viewed as the second most effective strategy but were the third most popular. Irrigation restrictions and ordinances ranked fourth for both questions. Education was as popular as irrigation restrictions but was seen as much less effective. Cost-share programs and other incentives received some support, as did requiring WaterSense appliances/fixtures, but they were not rated as popular or as effective as the other options that were presented.

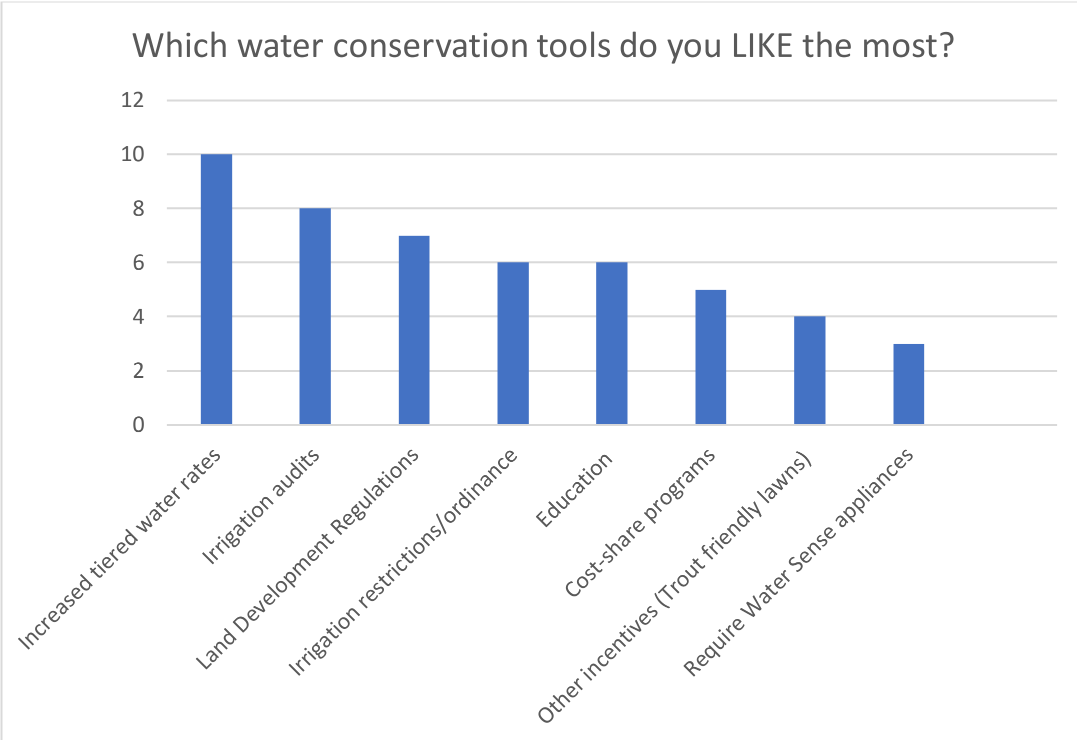


Figure 2: Public sentiment regarding the popularity of water efficiency tools.

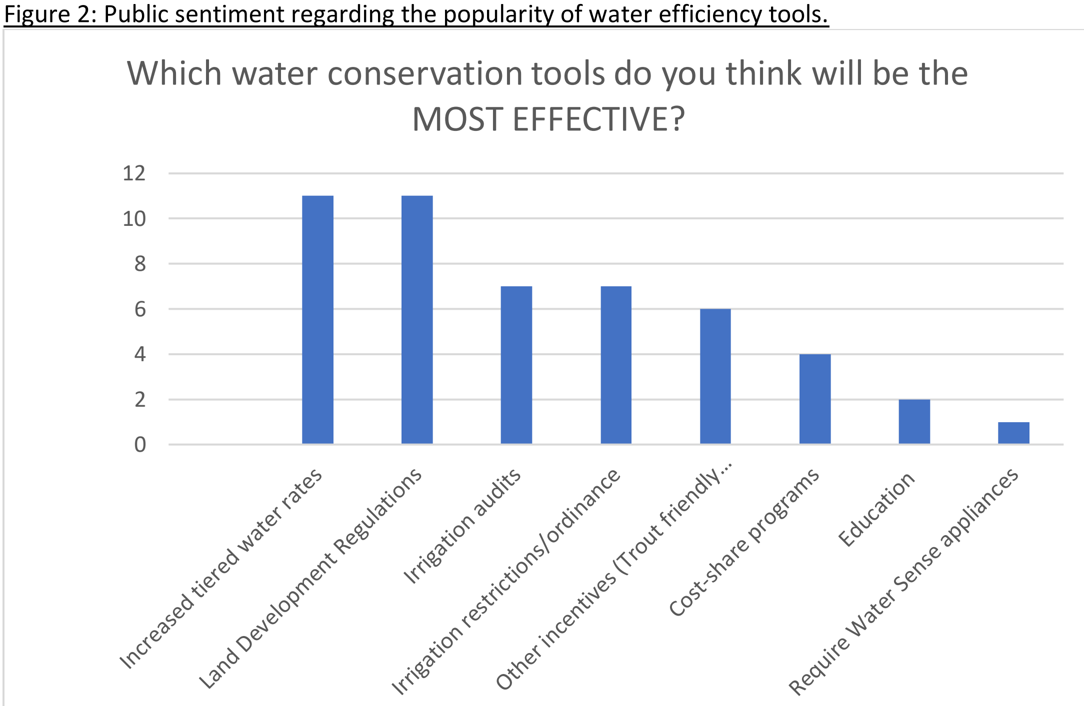


Figure 3: Public sentiment regarding the effectiveness of water conservation tools.

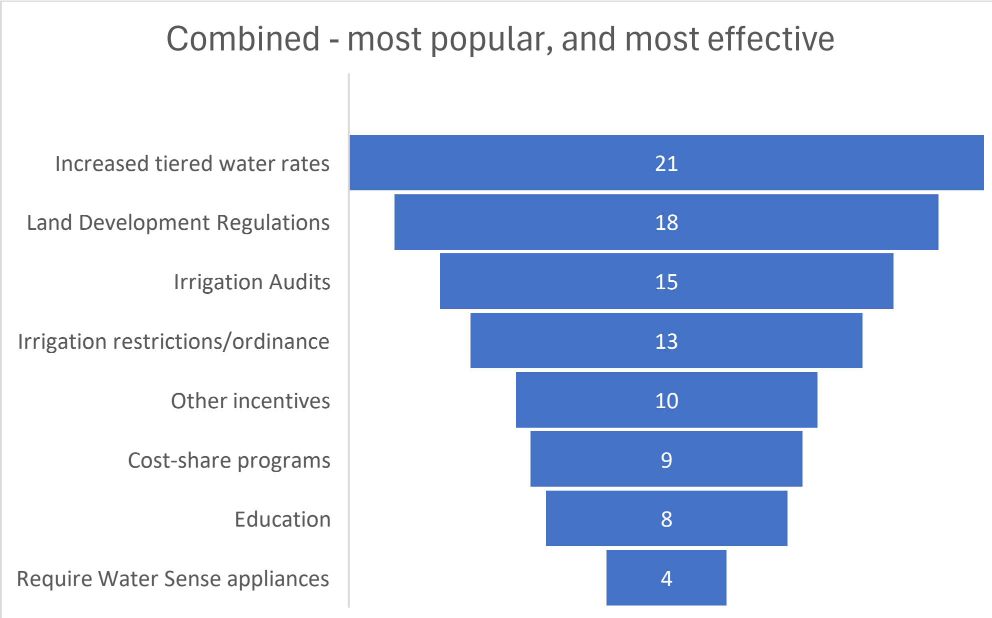


Figure 4: Combined public sentiment regarding the popularity and effectiveness of water efficiency tools.

When asked what educational messaging would be the most effective, public safety messaging related to having adequate water available for fire suppression was by far the most compelling messaging. Messaging around the cost of building infrastructure, which all users bear, was the next most compelling message. Messaging around available incentives and around conservation tied for third place. Messaging around operational changes to irrigation practices such as time of day and length of grass was next, and personal economic savings was deemed the least likely to compel attendees to conserve water. While increasing tiered water rates scored highest in popularity and effectiveness, personal economic savings was deemed the least effective water conservation messaging.

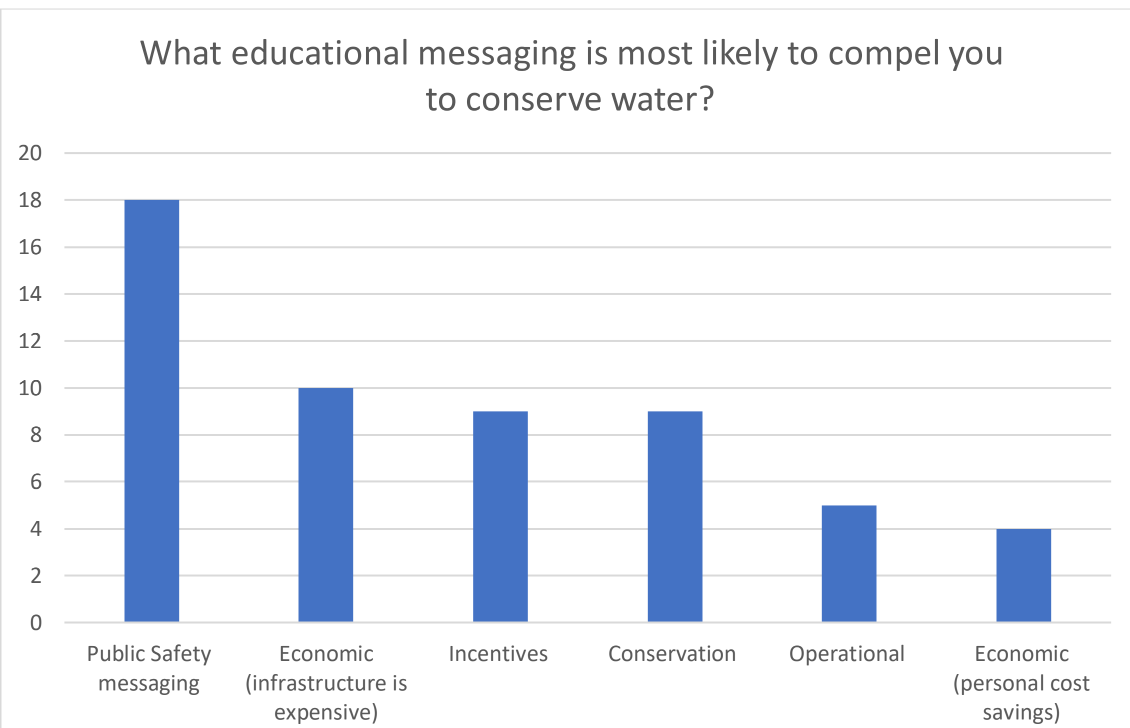


Figure 5: Public sentiment regarding educational messaging.

The irrigators who attended the focus group session were largely supportive of an ordinance, though public comment was received by irrigators who were unable to attend the meeting who were opposed to an ordinance. If an ordinance is created, some irrigators expressed a preference for three days a week for simplicity, but others preferred an every-other-day system. This was largely due to concern about a two-day gap between watering if a three-day-per-week ordinance was created. Irrigators also showed a strong preference for knowing the regulations going into the season rather than having things change midway through. They stressed the importance of having at least one weekend day for watering for every property, and they suggested that new sod could use a 45-day exemption rather than a 30-day exemption.

In contrast, the general public showed the most support for a program where restrictions change based on availability or drought conditions. This seemed grounded in the belief that we should not regulate irrigation unless it is absolutely necessary. The second most popular response was to limit irrigation to three days per week on set days based on physical address. A handful of residents preferred having no restrictions, but keeping an ordinance ready to go if needed. No one in any of the public engagement groups supported restricting irrigation to two days per week. Council and staff received public comment advocating for greater use of native plants. This sentiment was also expressed in the community engagement events through the popularity of ideas such as revising Land Development Regulations to conserve water.

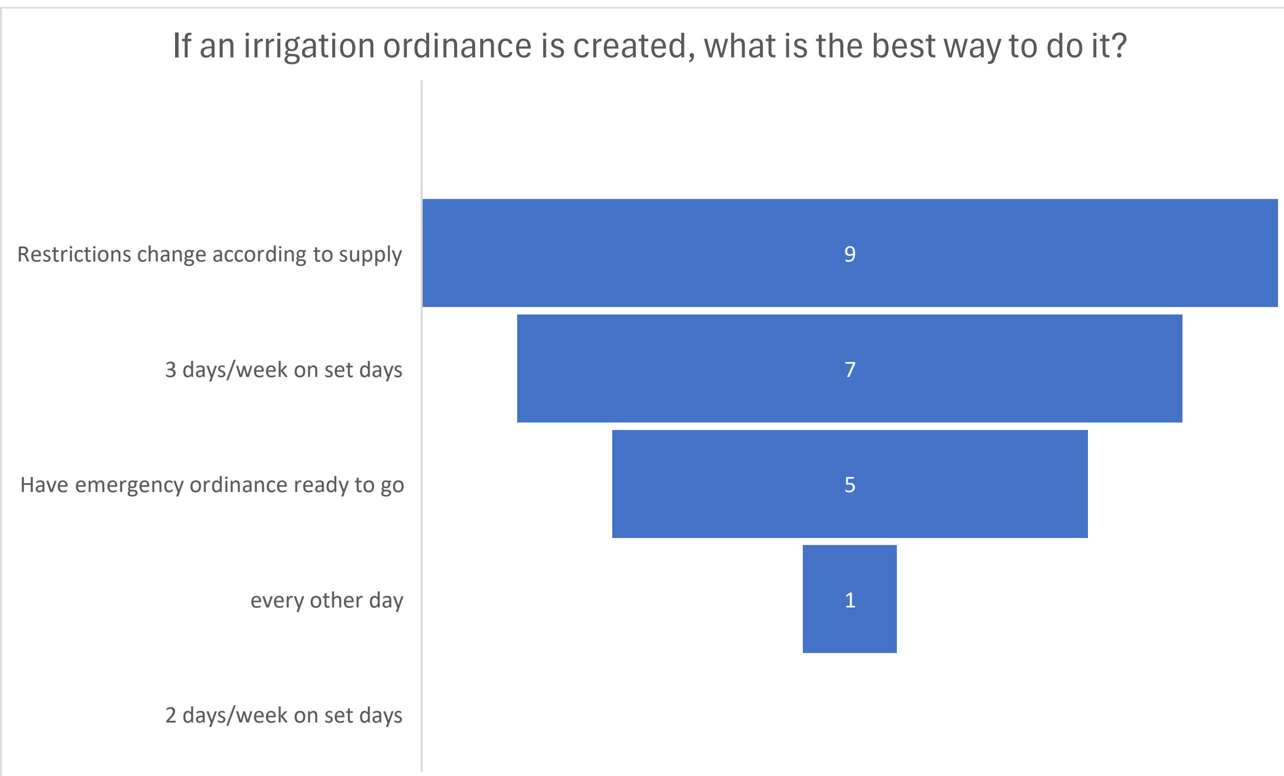


Figure 6: Public sentiment regarding an irrigation ordinance.

Overall, many people who expressed opposition to an ordinance practice water conservation in their personal lives. Some of them dislike regulation and prefer market-based incentives such as pricing. Others did not want to be further restricted when they already practice conservation. Some people encouraged more robust education and incentives prior to implementing an ordinance. The idea of conserving water triggered some people and led to a counterargument that water in the aquifer is plentiful and increased infrastructure is the solution. Talking about water efficiency may be more effective, as it grounds the discussion in cost savings for the community if less infrastructure is required to meet our needs, not on the availability of water in the aquifer.

Although public comment was received, opinions varied widely, and there was no consensus among participants. The comments received are valuable and will help address issues and concerns in the community. However, it does not provide direction on how best to proceed.

Proposed Water Efficiency Strategy

Based on research into our peer communities, public input, and evaluation of the Town of Jackson's unique environment, staff recommend moving forward with the following actions:

- **Water Rates and Tiers -** Evaluate our tiered water rates and return with a proposal to adjust rates and add new tiers. Staff anticipate that all tiers will likely increase in the proposal. In addition, additional tiers will be proposed to be added for very high water users. Staff has begun work on this, and new rates can considered by Council in late spring/early summer of 2026 for Council consideration.
- **Irrigation Ordinance -** Draft an irrigation ordinance that will go into effect when a pre-determined threshold is crossed, and communicate clearly with the public about the ordinance. Staff will determine if and when implementation of the ordinance is needed based on the following criteria: ability to provide adequate fire flow, water use patterns, and overall water system usage data. Staff will return to Council with an irrigation ordinance and the threshold at which it would be implemented prior to May 1, 2026.
- **Education and Outreach -** Strengthen water efficiency and conservation education from May thru September 2026 by:
    - Improving information on the Town's website
    - Refocusing outreach on the most salient messaging
    - Consistently pushing out messaging through multiple avenues (water bill mailer, advertisements, monthly press releases, Eblasts, presence at summer events).
    - Create a video promoting water efficiency
- **Incentive Programs -** Work with partners such as the Teton Conservation District to elevate incentive programs, including existing programs such as Trout Friendly Lawns and the Native Plant bulk purchase program, and consider adding irrigation audits and cost-share programs for irrigation improvements. The Teton Conservation District has indicated an interest in supporting irrigation improvements, particularly for large water users. Amplifying the Trout Friendly Lawn program and the Native Plant bulk purchase program can begin in the spring of 2026; any new programs would need to be budgeted for in FY27. While these projects would be housed at the Teton Conservation District, they will require partnership from the Town to improve the likelihood of success. This will include staff time, primarily with the Ecosystem Stewardship Administrator and External Services. It could include financial expenses for advertising or capital purchases.
- **Parks and Recreation -** Work with Teton County Parks and Recreation to upgrade irrigation systems on Town properties. Irrigation upgrades will require a financial investment from the Town. Staff can budget for this item in FY27 and, if the budget is approved, install new irrigation systems in the summer of 2026. Teton County has identified 17 locations that they hope to upgrade in the summer of 2026, pending budget approval. Eleven of those sites are located within Town limits.
- **Land Development Regulations -** Work with the Planning Department to schedule a review of landscaping requirements in the Land Development Regulations. This recommendation may take longer to do than other strategies due to staff capacity in the Planning Department and existing priorities. This strategy will not take place until FY27 or later.

Key Question 1: **Does Council agree with the staff's proposed water efficiency strategy?**

Possible Alternatives.

The Council has the option to:

1. Direct staff to draft a permanent irrigation ordinance limiting watering between June 1 and October 1. A permanent ordinance would limit irrigation to every other day based on physical address number, or to 3 days per week based on physical address number, and would be in effect regardless of available water supply.

2. Direct staff to implement different water efficiency strategies from the ones recommended by staff. Other efficiency strategies could include requiring WaterSense appliances or strategies not discussed in this report.
3. Return to the status quo with no additional water efficiency tools implemented, no water efficiency ordinance in place, and no updates to Title 13 of the Town of Jackson Municipal Code.
4. Other.

Comprehensive Plan & Priority Alignment.

Comprehensive Plan

- Principle 1.2: Preserve and enhance surface water and groundwater quality.
- Principle 2.5: Reduce greenhouse gas emissions through waste management and water conservation
- Principle 9.3: Anticipate future issues and pioneer innovative solutions

Town of Jackson Sustainability Plan

- Target: Reduce consumption of potable water 10% by 2030.
  - Strategy: Implement a water conservation campaign
  - Strategy: Incentivize and encourage water conservation and efficiency
  - Strategy: Create a drought management plan
  - Strategy: Update Land Development Regulations to encourage or require water conservation and protection
  - Strategy: Incentivize or require landscaping with native plants
- Municipal Target: Reduce water consumption in Town-owned facilities and on Town properties 20% by 2030.
  - Municipal Strategy: Improve efficiency of faucets, irrigation systems, and practices on Town properties

Fiscal Impact.

Irrigation improvements to Town properties will cost an estimated $24,000 to implement. Communication with the public will cost an estimated $15,000 for advertisements and materials, and $5,000 to create a video. A budget amendment would need to be made to complete irrigation improvements in FY26, or they could be budgeted for in FY27. Communication expenses will occur in both FY26 and FY27. Budget amendments may need to be made to front-load communications in the spring and early summer.

Staff Impact.

Researching other communities and preparing for and running community engagement workshops took an estimated 50 hours of staff time from Public Works, Administration, and External Affairs. Preparing this staff report took an additional 4 hours of staff time from Public Works and Administration, 2 hours of staff time from the Town Manager, and 1 hour of staff time from the Legal Department. Implementing the proposed strategies will take an estimated 45 hours of staff time in the External Affairs Department, 50 hours of time from Public Works staff, 40 hours of time from the Ecosystem Stewardship Administrator, 30 hours from the Legal Department, and 40 hours of time from Teton County Parks and Recreation staff. Updating Land Development Regulations in a future year will take staff time in the Planning Department.

Attachments or Links.

N/A.

Suggested Motion.

I move to approve the water efficiency strategy as presented, and direct staff to move forward with implementation.

SCOPING STAFF REPORT

Meeting Date:	January 20, 2026	**Meeting Title:**	Town Council Workshop
Submitting Department:	Planning	**Presenter:**	Paul Anthony
Agenda Item:	Options for changes to LDRs to Address Development Impacts	**Public Comment:**	Yes

Purpose & Policy Considerations.
On September 15, 2025, Town Council directed Town staff to present potential strategies or options for making additional changes to the Town of Jackson Land Development Regulations (LDRs) to address development pressures and impacts in the Town that would be consistent with the current Comprehensive Plan.

Requested Action.
For the Council to discuss what changes, if any, it wants to make to the LDRs to better address development impacts in the Town. Staff request that Council provide direction on desired amendments so that staff can bring back additional analysis and/or draft LDR changes for future consideration by the Planning Commission and Council.

Recommendations.
Staff have no recommendations at this time.

Background.
On October 20, 2025, planning staff, at the Council's request, presented the Council with some high-level options for pursuing changes to the existing FY26 Joint Planning Work Plan related to updating the LDRs and Comprehensive Plan. The reason for the workshop was the Council's continuing concern that development in Town is happening in a manner (e.g., size, pace, use, etc.) that Council feels may not be consistent with the community's current needs and vision. Public concerns include traffic congestion, lack of workforce housing, size of new projects, impacts to surface and groundwater resources, and protection of our small town and western character.

At that workshop, Council directed staff to: 1) return to Council with an initial list of options for potential LDR changes to better address development impacts (this would be a new and additional Work Plan project for FY26); and 2) modify the approved Comprehensive Plan scoping project to include the hiring of a public engagement specialist to help lead that effort. Today's workshop addresses the first item that are the identified potential LDRs amendments. The second item was discussed by the Joint Boards at their January 5 Joint Meeting where they agreed to delete the Comprehensive Plan scoping item from the FY26 Work Plan and replace it with a FY27 Work Plan item that directs staff to prepare a Request for Proposals to hire a consultant in FY27 to assist in the Comprehensive Plan update process with costs split according to whatever joint funding agreement in place at the time of the contract.

In considering additional changes to the LDRs, the Council should keep in mind LDR work that is currently underway and recently completed. In 2024, Council enacted a 6-month temporary moratorium that ended in November 2024, that adopted new LDRs that reduced the physical size of new buildings to 40,000sf/50,000sf in most zones and added a "Big Building" Conditional Use Permit (CUP) process. In addition, per the FY26 Work Plan currently underway, planning staff are working on the following:

- An LDR update to the Town's Natural Resource Overlay (NRO);
- Biennial LDR Update slated to address more targeted LDR improvements.

The only other FY26 Work Plan project still to be completed is the LDR update to the 2:1 Workforce Housing Bonus tool, however, the Council approved this item being incorporated into this item because it relates closely to many of the Council's same concerns about the impacts of more recent larger developments.

Analysis

When considering LDR changes, the Council has a variety of options depending on its short- and long-term goals and priorities. The goal for this workshop is for Council to identify LDR changes that can be considered in the near term that are consistent with the vision and goals of the existing Comprehensive Plan. Pursuant to the state statutes, the Council is free to amend the LDRs without requiring an update to the Comprehensive Plan provided that the changes are in accordance with the existing Comprehensive Plan. In contrast, if changes to the LDRs fundamentally alter the direction of the community, they may not be enacted without updating the Comprehensive Plan (such larger changes would be appropriate for consideration during the upcoming Comp Plan update process).

Staff intend to make the Council's requested LDR changes during this FY26 Work Plan, although it's possible that final adoption of the three readings would extend into FY27. However, larger or more complex LDR changes, such as a comprehensive update to the Design Guidelines, would likely require a year or more to complete.

To assist the Council in this workshop, staff have provided below a list of potential options that may interest the Council. These options are not exhaustive but intended to provide a range of alternatives for consideration.

1. **2:1 Workforce Housing Bonus**:
   This project is already on the FY26 Work Plan, so it is considered a high priority LDR update. The question regarding the 2:1 Bonus is whether the Town (public) is getting the best deal it can and whether the incentive is contributing to larger buildings and associated impacts. The bonus provides developers with 2 square feet of additional market housing for 1 square foot of deed restricted housing. The deed restriction is usually a workforce occupancy restriction, not an affordable (income restricted) restriction.

   While the bonus has been very popular with developers over the past 7-9 years since it was created (which is a good thing), there have been concerns that perhaps the bonus is too generous and the Town could and should get a better deal (e.g., either more deed restricted housing or a better deed restriction or both). The primary additional concern is whether the bonus significantly increases the size of individual buildings even though 2:1 bonus floor area is now included against the 40,000sf/50,000 sf maximum building size. Previously, 2:1 bonus floor area accounted for 50%-100% or more of a project's total floor area in some cases. In addition, there has been comment regarding deed-restricted units selling for $1.3 – $1.5 million and/or being as large as 3,000 sf (which seems contrary to the bonus's core goal of creating genuine workforce housing). With approximately 500 units of the original 1,700 units left in the bonus pool (or approximately half this number if the Virginian redevelopment and other upcoming projects are accounted for), staff finds the time is right to reassess the 2:1 bonus tool and make improvements if needed.

   Below staff have identified some LDR amendments that the Council could consider:
   - Change the ratio. The ratio could be changed from 2:1 to 1:1 (or 1.5:1) to require more deed restricted housing.
     - Why do this? To create more deed restricted units and less unwanted market housing.

   - Change the deed restriction: Require an affordable-type deed restriction instead of a workforce restriction.
     - Why do this? To increase the level of affordability gained through the bonus.

   - Cap the size of deed restricted units: For example, could limit 1-br units to 650 sf, 2-br units to 950sf, and 3+br units to 1,400 sf – or something similar.

- Why do this? To avoid the creation of overly large deed restricted units that will be too expensive as workforce housing.

- Cap the amount of 2:1 that can be used in an individual project or building: For example, Town could require that workforce bonus floor area cannot exceed 25% (or some other percentage) of the base FAR on a site.
  - Why do this? To reduce the overall size of individual buildings and spread out the use of the bonus over more projects and locations. This would keep the bonus as an "add-on" rather becoming the primary use of the project.

- Consider exemptions: Council may want to consider exemptions from any of the above changes for certain projects, such those that use the 2:1 bonus for 100% deed restricted housing.

The Council should be aware that any changes to the 2:1 bonus that "tighten" the bonus will likely result in a slower pace of creation of deed restricted units. The benefit will be that the public should get more overall deed restricted units and units with greater (or higher quality) affordability in exchange.

Key Question

Does Council direct staff to further analyze potential amendments to the 2:1 Workforce Housing Bonus as described for future consideration by Planning Commission and Council? If yes, are there any proposed amendments listed above the Council would like to remove from consideration at this time?

2. Building Height

If the size or mass of buildings is still a concern after the adopted moratorium changes, the Town could consider reducing height limits. This could be done to still allow for the same number of stories and FAR without reducing development potential.

Options for change:

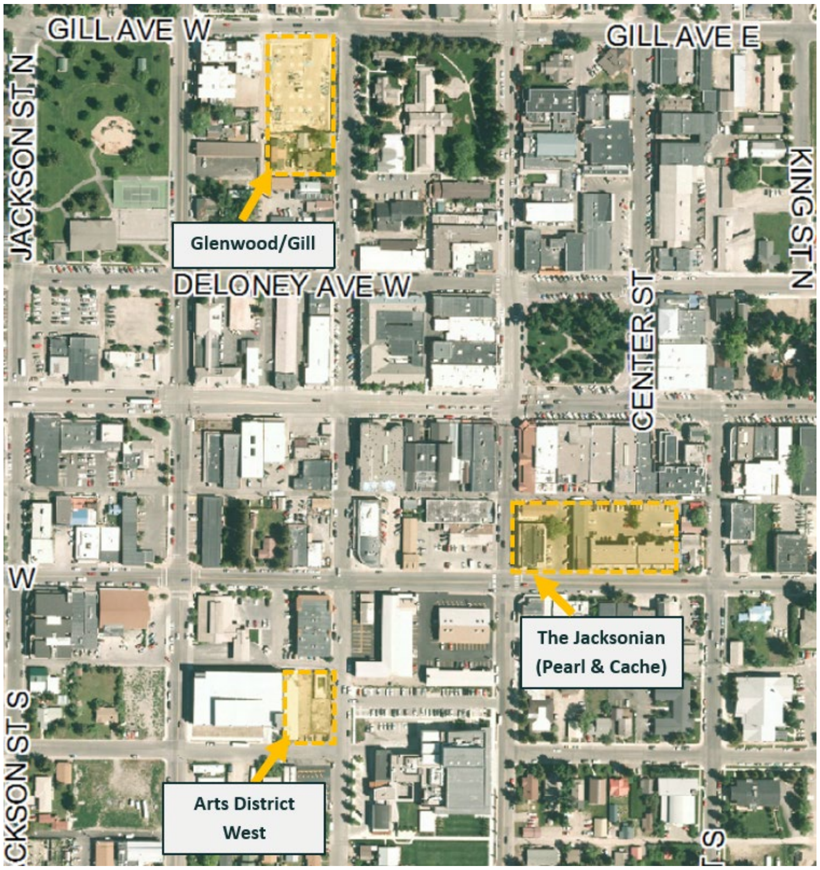
- In commercial (mixed-use) districts, reduce height from 42'-46' (depending on roof pitch) to perhaps 38'-42 (depending on roof pitch).
- In residential districts,
  - In multi-family districts (NM-2, NH-1): Reduce height from 35'-39' to 31'-35'
  - In the single-family districts (NL-1 to NL-5, NM-1): Reduce height from 26'-30' to 22'-26' (or maybe to 24'-28').
    - Why do this? While 4' or 2' may not seem like a lot of change, the impact on larger buildings could be meaningful and would reduce shadows and loss of light.
- Other LDRs: Combined with or instead of height modifications, the Council may want to consider addressing other LDRs that impact the scale of buildings. For example, would adjusting the 3rd floor stepback standards be helpful (e.g., increasing the existing 10' stepback to 15' or 20')?

Key Question

Does Council direct staff to further analyze potential amendments to building height as described for future consideration by Planning Commission and Council? If yes, are there any proposed amendments (i.e. Zoning Districts) listed above the Council would like to remove from consideration at this time?

3. Should Certain Land Uses be addressed? (e.g., reduce or eliminate Short-term Rental Use in Lodging Overlay)

When considering the character of our downtown and other areas, it is appropriate to consider whether the land uses we allow play a positive or negative role. In this regard, short-term rental condominiums have become a very popular use in the downtown Lodging Overlay. Recent experience has shown that these short-term rental units tend to be large, very expensive, and rarely or minimally rented to visitors. In many cases, these condos are developed as investment properties for non-local buyers and only occasionally used by the owner. As such, they often create unoccupied spaces in the most vital and active parts of downtown. This is contrary to the Comprehensive Plan's Policy 4.2.e: Keeping lodging as a key component in the downtown, because these short-term rentals do not function as true lodging units that create "nightly year-round occupancy" (i.e., or "lights-on" activity) as specifically called out in the Comp Plan. Examples include the Glenwood-Gill Condos, The Arts District West condos, and likely the forthcoming S. Cache-Pearl Ave. project (The Jacksonian) and new Snow King Resort Condos (see map below).



A number of other large projects that include short-term rentals are in various stages of the development review process. While the Council recently limited the size of individual short-term rentals to 1,500 sf, additional consideration of their use may be warranted.

Options for change:

- Limit or Eliminate Short-term Rental as in the Lodging Overlay.
- Cap use of short-term rentals to a certain percentage of a project, such as 25% or 50%.
  - Why do this? To reserve the Lodging Overlay for true nightly visitor occupation, such as hotel and motel rooms (i.e., "hot beds"), that will enliven downtown while increasing economic activity and supporting local businesses. Staff notes that short-term rental would continue to be allowed in the Planned Resort District (Snow King Resort) because it is allowed and vested in the Resort Master Plan.

Key Question

Does Council direct staff to further analyze potential amendments to the use of short term rentals as described for future consideration by Planning Commission and Council? If yes, are there any proposed amendments listed above the Council would like to remove from consideration at this time?

4. Basement Regulations

During discussion of the Council's recent denial of a 3-story basement proposed by Dauntless Development that included hotel rooms, a lobby, and parking, the Council expressed various concerns about the impacts of the proposed basement. Among those concerns were increased impacts to groundwater, overall development intensity, and public infrastructure (traffic, alleys, pedestrian areas, etc.) due to the additional floor area in the basement. In simple terms, the reason a 3-story basement can be proposed is that the LDRs do not specifically limit the amount of floor area or number of stories allowed in a basement. The LDRs also do not count basements against the maximum building size limits (40,000sf/50,000sf). Thus, theoretically, a developer can currently dig a basement as deep as they deem feasible and put it to any use allowed by the LDRs and building code.

Options for change:

- <u>Limit the number of stories (e.g., 1 or 2 stories) or depth (25') of a basement or both.</u>
- <u>Count habitable basement floor area against maximum building sizes </u>(but do not count underground parking floor area because Town wants to encourage this use).
    - Why do this? To limit or avoid unwanted impacts from overly deep basement development. Excessive use of <u>habitable</u> underground floor area (i.e., creating underground cities) increases the intensity of use of buildings by generating more people and cars on the site in ways perhaps not anticipated by the community. If the Council agrees to limit the use of basements, the LDR definition of a basement.

Key Question

Does Council direct staff to further analyze potential amendments to the LDR definition of basement as described for future consideration by Planning Commission and Council? If yes, are there any proposed amendments listed above the Council would like to remove from consideration at this time?

5. Design Guidelines

The Council may want to consider making changes to the Design Guidelines if it has concerns about the character and architecture of recent buildings. The current original Design Guidelines were adopted in 2004 and have not been updated since except for the targeted additions of the Downtown Design Overlay ("western character" guidelines) and Historic Preservation Design Guidelines. In addition, relatively minor changes were made as part of the 2024 moratorium effort that were focused on clarifying vague guidelines related mostly to the scale of larger buildings. Any comprehensive update of the original Design Guidelines (and/or other parts of the guidelines) would require the services of a consultant to help lead that process. It would also likely take 12-18 months to complete.

Options for change:

- <u>Comprehensive Update of Design Guidelines</u>
    - Why do this? To update the Design Guidelines to better meet the needs and sensibilities of the current community. The current guidelines are mostly a set of architectural best practices but do not establish any particular architectural character or "look" for new buildings. Thus, one direction for an update would be to make the guidelines more clear and prescriptive about what architectural styles the community wants to see and not see. The trick is to avoid "cookie cutter" guidelines that make all new building look alike and disincentivize creative and innovative designs. Also, getting community agreement on a particular architectural style has proven difficult in the past (e.g., as recently as 2021 when the Town adopted the "western character" design guidelines

for downtown, no community consensus was reached on identifying a specific western character for buildings).

Key Question

Does Council direct staff to further analyze potential amendments to the Design Guidelines as described for future consideration by Planning Commission and Council? If yes, are there any proposed amendments listed above the Council would like to remove from consideration at this time?

6. Other LDRs?

The Council may want to discuss making changes to other parts of the LDRs. Please keep in mind that significant, proposed new LDRs will soon (next six months) be coming before the Council related to stormwater standards (Public Works Department), traffic impacts studies and possibly impact fees (joint Transportation Manager), complete streets (Pathways Coordinator), and the Natural Resource Overlay as already mentioned. Planning staff can also make additional, small-scale improvements to the LDRs through the Biennial LDR Update as already approved in the FY26 Work Plan. However, if there are changes to the LDR beyond these areas the Council would like to consider, then staff asks that the Council discuss those at this workshop. Examples might include limits on aggregating lots or adding additional sustainable development standards.

Key Question

Are there any other LDR changes the Council wants to direct staff to bring back for future consideration by the Planning Commission and Council?

Fiscal Impact.

The fiscal impact cannot be determined until the Council provides direction to staff on how it wants to proceed with new or additional changes to the LDRs. A comprehensive update of the Design Guidelines would require consultant services and probably cost $50,000 or more, which staff would recommend be considered in FY27.

Staff Impact.

The staff impact cannot be determined until the Council provides direction to staff on how it wants to proceed with new or additional changes to the LDRs. Town staff believe that it can achieve most LDRs changes as presented as part of the FY26 Work Plan, except for larger or more complex changes such as updating the Design Guidelines, which staff would recommend be considered in FY26.

Attachments or Links.

None.

Suggested Motion.

I move to direct staff to modify the Planning Department FY26 and FY27 Work Plans to add LDR changes as follows:

1) 2:1 Workforce Housing Bonus - FY26
2) Building Height - FY26
3) Land Uses – Short Term Rental - FY26
4) Basement Regulations - FY26
5) Design Guidelines – FY27
6) Other LDRs – To Be Determined

MEMORANDUM

To: Paul Anthony
Director, Town of Jackson Planning and Building

From: April Norton
Director, Jackson/Teton County Affordable Housing Department

Re: Options for changes to LDRs to Address Development Impacts (PM25-011)

Date: January 9, 2026

Thank you for the opportunity to review and comment on your upcoming January 20, 2026 workshop with Town Council to discuss potential Land Development Regulation changes to address development impacts. We are looking forward to collaborating with your team as this work moves forward. Please contact me with any questions or other feedback you may have.

Summary points:

1. Changes to the 2:1 Tool may impact the private sector's contribution providing deed restricted housing, putting more pressure on the public sector. We need more info to make sure changes do not effectively eliminate the tool's use.
2. Reducing maximum building heights will negatively affect the number of affordable workforce homes that can be built and the cost per home created – whether by the private sector or via a public-private partnership.
3. Generally, reducing short-term rentals is a pro-housing policy, but we need more study and should consider increasing development potential for residential uses in place of short-term rentals.
4. Other items to consider as part of these potential LDR amendments: Affordable Housing Overlay and expansion of housing tools, improve residential design standards, adjust maximum building height standards on slopes, eliminate housing credits for uses that did not provide housing mitigation.

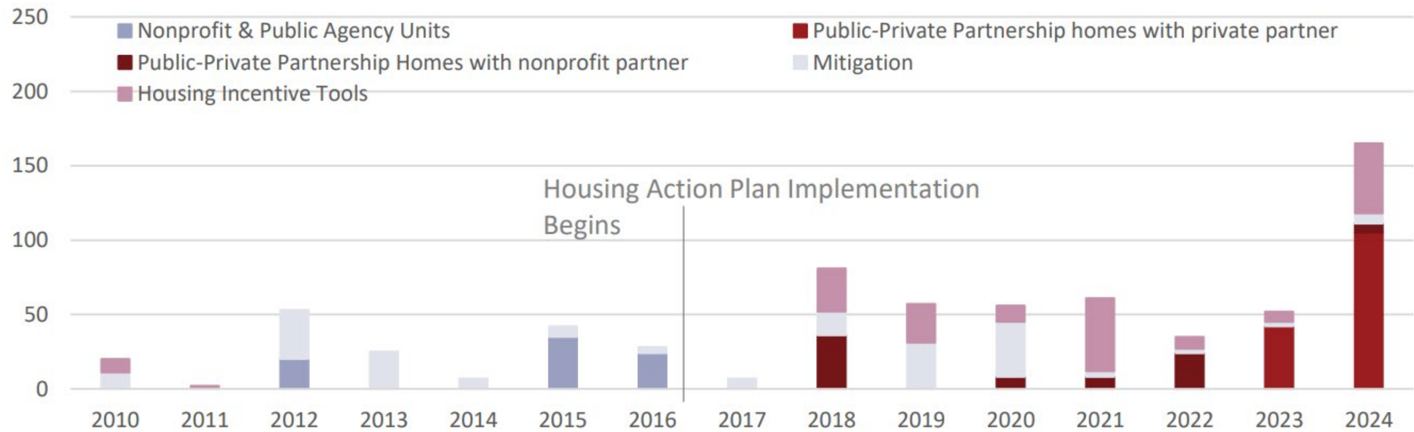
Setting the housing table: consider the context of all housing tools

The need for affordable workforce housing in our community continues to outpace its availability. We must consider resilience of the variety of housing tools available to our community before making LDR changes.

- Housing Mitigation: the regulatory requirement that developers offset a portion of the local housing need generated by their own development is continually questioned at the state legislature and is currently being contested in court against Teton County and could one day no longer exist. This is a primary source of both funding for housing and development of new deed restricted housing.
- Public investment in housing: Capital streams may narrow considering reduced property tax collection.
- Philanthropy and private non-profits: Pace of upcoming developments, like Northern South Park, depend on scaling-up of resources, and likely will require public investment, like Nelson Drive.

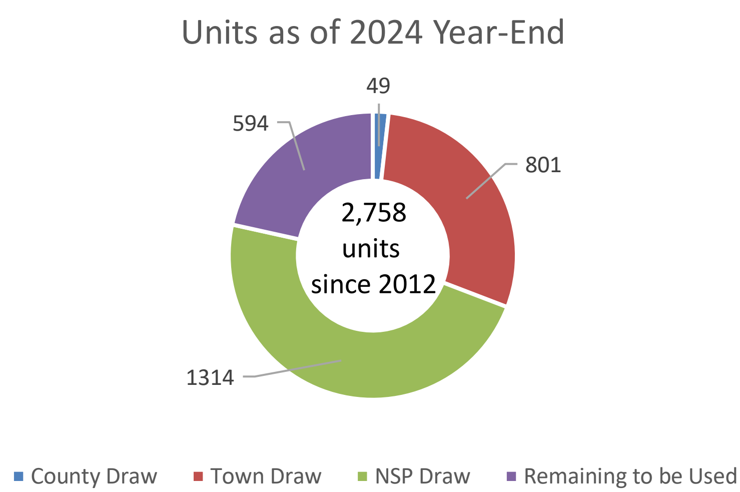
- Incentive tools: Currently limited to 2:1 Tool, 4th story, and exemptions for 100% deed restricted developments. These tools do not require public financial subsidies and are a way to leverage private capital and bring private developers to the housing table.

Using our housing toolbox we have seen Affordable & Workforce housing production increase 260% compared to before implementation.



Increasing regulatory barriers to providing housing is contrary to the guidance of the Comp Plan and Housing Action Plan. A key question for consideration: should LDR changes that will impede the production of permanently deed restricted housing (incentive tools, building height, etc.) as a reaction to perceived overdevelopment or concerns about community-wide scale of development be considered *after* the upcoming Comp Plan update?

Use of housing incentive tools are limited by the number of unallocated residential unit entitlements within the Town and County's collective growth cap. The cap is the amount of residential development allowed and planned for in the Town and County's 1994 zoning. The remaining amount of residential development allowed in the Town and County is reported annually in the Jackson/Teton County Comprehensive Plan Indicator Report.



Trade-offs between housing production and development impacts must consider the remaining unallocated residential unit pool, unit use trends, most effective future unit use, and any possibility of growth management program change that replenishes or reallocates pooled units.

In short, considering threats to our requirements and funding resources, we encourage deliberate consideration of any changes or upgrades to housing incentives, as well as the creation of new potential incentive tools, and look forward to working with your team on this.

Workforce Housing Floor Area Bonus (2:1 Tool)
Since implementation in 2018, use of this tool has created 36 privately developed deed restricted units.

- 32 Workforce Rental
- 4 Workforce Ownership

Correspondingly, 47 additional market-rate units have been created – 40 rentals and 7 ownership. A data snapshot is provided below and summaries by individual properties are provided as a separate attachment.

	1120 South Park Loop	Glenwood Condos Phase 1	10 E. Simpson	367 S. Willow	445 Vine Street	The Gables Apartments	Veronica Lane Apartments	Glenwood Condos Phase 2	80 E Karns (St Johns Hospital)	**TOTALS**
Building Size (sf)	12,254	29,979	--	4,234	4,582	20,847	23,465	--	14,169	
Max Base FAR (sf)	10,802	27,300	3,450	3,000	3,238	11,373	11,739	18,200	6,000	
Bonus Above FAR (sf)	9,080	17,778	1,398	1,234	1,344	9,474	11,726	8,201	8,169	
% Bonus	84%	65%	41%	41%	42%	83%	100%	45%	136%	
WF Rental Units	5	2	1	1	1	7	9	1	3	**30**
WF Own. Units	0	2	0	0	0	0	0	2	0	**4**
Market Rental	8	0	0	0	2	9	14	0	6	**39**
Market Own.	0	4	1	0	0	0	0	1	0	**6**
Market/WF Ratio (by sf out of 2)	1.27	1.66	1.89	0	1.11	1.75	1.74	0.56	2	
Average WF Rent/Price	$2,546	$2,250 $1.5m	$2,270	$3,950	$2,675	$3,323	$2,463	$1.5m	$1,909	
% Discount/sf for WF	5%	54%	--	--	--	0%	17%	60%	0%	
Average MFI % of WF Units	109%	80% and 308%	92%	140%	108%	113%	99%	364%	73%	
MFI Range of WF Units	120-160%	80-160%+	120-160%	160%+	120-160%	120-160%	120-160%	160%+	80-120%	
Average Household MFI %	111%	137%	70%	183%	114%	99%	80%	--	87%	
Average % income spent on housing	28%	19%	39%	23%	25%	38%	40%	--	23%	

* The following developments were excluded from the table above:

- 160 E Broadway Avenue: 1 Workforce Rental unit, out of compliance = incomplete resident data
- 645 S Cache Street: 1 Workforce Rental unit, free rent offered as employment benefit = skews rental data
- The Loop: We anticipated having rental cost and occupancy data on The Loop by the end of 2025 to inform this 2:1 Tool discussion. As the largest development to use the tool, essentially doubling the number of all 2:1 Tool units built to date, this data is integral to understanding the market environment in which these units exist, the households they serve, and additional direct comparison between identical restricted and market homes within the same development. Considering the importance of this data, 2:1 Tool amendment may be better informed once this data is available after completion of The Loop this year.

Note that changing the 2:1 Tool does not impact the Deed Restricted Housing Exemption. LDR Division 7.8. – Workforce Housing Incentive Program has separate sections for 7.8.3. – Deed Restricted Housing Exemption and 7.8.4. – Workforce Housing Floor Area Bonus (2:1 Tool). The options presented for amendment of the 2:1 Tool (ratio, restriction type, etc.) are not relevant to the incentive tool exempting required or voluntary deed restricted housing from Maximum Floor Area Ratio (FAR), thresholds for physical development permits, required Affordable Workforce housing, and the limit on 20 percent expansion of a nonconformity.

Public-Private Partnerships in which the Housing Department participates use the Deed Restricted Housing Exemption, not the 2:1 Tool, because achieving additional market-rate residential floor area is not the intent of these developments.

- 7.8.3. – Deed Restricted Housing Exemption

  A. **Intent.** Deed restricted housing is required by Division 6.3., and other standards of these LDRs. A landowner may also voluntarily deed restrict housing. In order to encourage incorporation of required and voluntary deed restricted housing into development, deed restricted housing is exempt from certain LDRs.
  B. **Applicability.** The exemptions of this section shall apply to the following floor area.
     1) **Required Restricted Housing.** Floor area in a residential unit that is required to be restricted in order to comply with Division 6.3. or another standard of these LDRs.
     2) **Voluntary Restricted Housing.** Floor area in a residential unit that is subject to an affordable or workforce deed restriction, acceptable to the Jackson/Teton County Housing Department, which is recorded with the County Clerk, that is not required by Division 6.3., or another standard of these LDRs.
  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

Housing Supply Board recommendations on the 2:1 Tool:

1. Create different 2:1 standards for sale vs rental Workforce units that acknowledge the market environment for different product types.
2. Examine how the 2:1 Tool influences the size of buildings in the context of all big buildings in the Town.
3. Identify the problem we are trying to solve—big buildings, more affordability, or both?
4. Cap the sizes of Workforce units resulting from 2:1 Tool:

- 800sf for a 1-bedroom unit
- 1,500sf for 2 or more-bedroom units

Housing Director recommendations on the 2:1 Tool:

1. Before making changes to the ratio, affordability requirement, or number of units that can be used, we need evidence that altering the 2:1 tool is not effectively eliminating its use by the private sector.
    - Update the 2016 Workforce Housing Incentives feasibility study (Housing Dept. staff have started working on this)
    - Talk to developers that have used or are planning to use this tool
    - Examine previous use ratios that are less than 2:1 for policy opportunity to maximize restricted units or affordability.
    - Create a projection of the number and type of restricted units likely to result from change to the tool.
2. Explore sliding scale options that give developers more choices to adapt the 2:1 Tool to suit individual developments.

Building Height:
Unlike the 2:1 Tool, reducing maximum building height allowances impacts both private and public investment in housing. Reducing what can be built on a property will increase the land basis per housing unit, increasing the cost of building per unit, and may decrease livability (light, ceiling height, etc.). We also expect that reducing maximum building heights will result in more flat roofs, which may relate to the development impact issues planners and Council are seeking to address. Housing staff contacted the architects for three of our partnership developments to better understand how these changes would have affected the housing that was built.

On Jackson Street Apartments (CR-2 & NH-1 zones):

This would have been a fairly prohibitive restriction for us. All 3 buildings in the NH-1 would have lost a whole story worth of units.

Or the spaces would have suffered. I.E:

- *We would have had to have pushed the lowest level in to the ground another approximately 18". Creating a "Basement feel" to this lower level.*
- *The ceiling heights would have had to have been reduced to 8' or lower.*

On the north commercial lots. We would have had to have taken 19" from our building height. Which we would have had to have solved in a similar fashion as the NH-1 lots.
This is just a high level glance/analysis. I would have to dig deeper to actually see the ramifications of such a change. I am not entirely sure that we could have even made it work, without significant changes. With the 7 feet of slope across our site, and how the Town measures grade to building height, our west faces of each of the building would become our critical point for this analysis. Had this been in place, we may have had to have taken more out of these buildings, and potentially lost floors.

On 174 N. King (DC zone):

Thanks for your question and I do think it would be detrimental to reduce the heights as proposed.

Example:

Commercial Districts: (for mixed use building) shopfront requires 12' floor to ceiling on first floor. All other floors must be 9'. With these minimums and a minimum floor pack and plenum space of 2' these changes would be very difficult to comply with.

12'+2'+9'+2'+9'+2' = 36' – if you add in a foot for grade elevation and a foot for parapet, you are maxed out with minimums. Other building frontages might be simpler, but 90% of all buildings are shopfront to comply with the comp plan of having an engaging pedestrian experience. Keeping the existing is most practical and will allow affordable projects to be built cost effectively rather than cramming structural and MEP systems into spaces that are too tight. You would not be able to have any vaulted ceilings like the top units at King street. The town is going to end up with flat roof boxes that are all maxed out to their new proposed height. I doubt this is what they are trying to achieve.

I strongly disagree with the other changes in more residential areas. It is going to be really difficult to make NM-2 and NH-1 work with up to 8 units and parking without existing heights.

On the lower density areas, it basically eliminates the option of a real second floor at 22' (depending on architecture). Look at golf and tennis as an example (19'). The town would also push designs towards boxes.

On Kelly Place Condos (NH-1 zone)

Thanks for the question, at first glimpse I would comprehensively be against lowering buildings height limits. It's incredibly restrictive with respect to being able to design stories 3, or 4. We typically try to design spaces with 9' min. ceiling heights … which is based on our ability to design structure and HVAC spaces between stories. By reducing maximum heights construction systems will become more restrictive and therefore more costly, the spaces will all begin to shrink and would have negative impacts on the livability. This seems like a horrible idea.

Housing Supply Board & Housing Director recommendations on building height:

1. Do not reduce maximum allowed building height.
2. If maximum building height standards are reduced, exempt developments that meet or exceed a certain housing restriction threshold (i.e. 50%+ deed restricted).

Short-Term Rentals:

Short-term rentals generate more local employees and are less likely to serve local workers than residential uses, so reducing or eliminating their development generally is a pro-housing policy. However, we need more study and consideration of increasing development potential for residential uses in place of short-term rentals.

Housing Supply Board & Housing Director recommendations on short-term rentals:

1. Study how many properties this would apply to and the associated trade-offs.
2. Explore housing incentives or by-right development allowances to be paired with this change to maintain the value of the property for the owner and shift to long-term housing production

What is missing?

The Housing Supply Board and Housing Director would like the following items added to the workshop for consideration of LDR amendments:

1. Explore how we can expand housing incentive tools by creating an Affordable Housing Overlay or suite of housing incentives.

    a. More density bonuses
    b. Reduced regulatory requirements, including parking
    c. Identification of opportunity areas = make housing easier to build where we want it to be built
2. Improve design standards for residential development focusing on streetscape and better integration of new buildings into human scale and experience.
3. Adjust maximum building height standards to allow terracing up hillsides = better integration of built environment with natural forms and increased opportunity for housing development
4. Revise housing mitigation regulations to eliminate credit for existing or historical uses that did not provide housing mitigation.

Thank you, again, for the opportunity to provide feedback. The team at the Housing Department are excited to work collaboratively with Planning staff, and other Town and County staff, to meet housing goals along with other community needs. We are happy to bring our expertise and the involvement and expertise of the Housing Supply Board as requested and helpful.

10 E Simpson

Max Base SF	3,450	Zone	OR	Bonus SF Ratio	1.89
Bonus SF	2,445	Max Base FAR	0.46		
Total SF	5,895	Year Completed	2022		
% SF Increase	71%	Ind. Building Size			

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income	HH MFI %
Workforce Rental											
1B	1	845	$2,270	$2.69	2025	92%	120%-160%	0	$15,981.29	39%	70%
Market Ownership											
2	2	1600	conveyed to family					0.067	$0.00	not collected	
TOTALS:	**3**	**2445**						**0.067**	**$15,981.29**		

80 E Karns

Max Base SF	6,000	Zone	NH-1	Bonus SF Ratio	2.02
Bonus SF	8,169	Max Base FAR	0.4		
Total SF	14,169	Year Completed	2024		
% SF Increase	136%	Ind. Building Size	14,169		

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income	HH MFI %
Workforce Rentals											
102	studio	494	$1,409	$2.85	2025	67%	80-120%	0	$174,346.22	16%	109%
205	2	1065	$2,159	$2.03	2025	76%	80-120%	0	$271,953.24	30%	76%
208	2	1065	$2,159	$2.03	2025	76%	80-120%	0	$271,953.24	24%	77%
Market Rentals											
	studio	499	$1,409	$2.82	2025	67%	80-120%	0.015	$0.00	not collected	
	studio	499	$1,409	$2.82	2025	67%	80-120%	0.015	$0.00		
	2	1073	$2,159	$2.01	2025	76%	80-120%	0.04	$0.00		
	2	1073	$2,159	$2.01	2025	76%	80-120%	0.04	$0.00		
	2	1073	$2,159	$2.01	2025	76%	80-120%	0.04	$0.00		
	2	1073	$2,159	$2.01	2025	76%	80-120%	0.04	$0.00		
TOTALS:	**12**	**7914**						**0.19**	**$718,252.70**		

367 S Willow

Max Base SF	3,000	Zone	NM-2	Bonus SF Ratio	0.00
Bonus SF	1,234	Max Base FAR	0.4		
Total SF	4,234	Year Completed	2022		
% SF Increase	41%	Ind. Building Size	4,234		

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income	HH MFI %
Workforce Rental											
2nd Floor	2	999	$3,950	$3.95	2024	140%	>160%	0	$71,009.20	23%	183%
TOTALS:	**2**	**999**						**0**	**$71,009.20**		

445 Vine

Max Base SF	3,238	Zone	NM-2	Bonus SF Ratio	1.11
Bonus SF	1,344	Max Base FAR	0.4		
Total SF	4,582	Year Completed	2021		
% SF Increase	42%	Ind. Building Size	4,582		

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income	HH MFI %
Workforce Rentals											
103	1	448	$2,675	$5.97	2025	108%	120%-160%	0	$15,981.29	25%	114%
Market Rentals											
	1	448		$0.00		0%		0.013	$0.00	not collected	
	1	48		$0.00		0%		0.013	$0.00		
TOTALS:	**3**	**944**						**0.026**	**$15,981.29**		

1120 South Park Loop

Max Base SF	10,802	Zone	CR-3	Bonus SF Ratio	1.27
Bonus SF	9,080	Max Base FAR	0.4		
Total SF	19,882	Year Completed	2021		
% SF Increase	84%	Ind. Building Size	12,254		

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income	HH MFI %
Workforce Rentals											
201	2	800	$2,595	$3.24	2025	92%	120%-160%	0	$71,009.20	20%	139%
202	2	800	$3,100	$3.88	2025	110%	120%-160%	0	$71,009.20	34%	85%
204	2	800	$3,600	$4.50	2025	127%	120%-160%	0	$71,009.20	37%	86%
205	2	800	$2,597	$3.25	2025	92%	120%-160%	0	$71,009.20	24%	113%
207	2	800	$3,600	$4.50	2025	127%	120%-160%	0	$71,009.20	24%	131%
Market Rentals											
101	1	400	$2,025	$5.06	2025	82%	120-160%	0.011	$0.00	not collected	
102	1	400	$1,970	$4.92	2025	80%	80-120%	0.011	$0.00		
206	1	400	$1,970	$4.92	2025	80%	80-120%	0.011	$0.00		
208	2	776	$3,179	$4.10	2025	112%	120-160%	0.026	$0.00		
209	2	776	$3,142	$4.05	2025	111%	120-160%	0.026	$0.00		
210	2	776	$3,200	$4.12	2025	113%	120-160%	0.026	$0.00		
211	2	776	$3,142	$4.05	2025	111%	120-160%	0.026	$0.00		
212	2	776	$3,193	$4.11	2025	113%	120-160%	0.026	$0.00		
TOTALS:	**23**	**9080**						**0.163**	**$355,046.00**		

The Gables (255 S. Highway 89)

Max Base SF	11,373	Zone	CR-3	Bonus SF Ratio	1.75
Bonus SF	9,474	Max Base FAR	0.4		
Total SF	20,847	Year Completed	2023		
% SF Increase	83%	Ind. Building Size	20,847		

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income	HH MFI %
Workforce Rentals											
204	1	493	$2,809	$5.70	2025	113%	120-160%	0	$174,346.22	19%	159%
206	1	493	$2,601	$5.28	2025	105%	120-160%	0	$174,346.22	43%	73%
208	1	493	$2,601	$5.28	2025	105%	120-160%	0	$174,346.22	52%	61%
210	1	493	$2,800	$5.68	2025	113%	120-160%	0	$174,346.22	27%	110%
212	1	493	$2,895	$5.87	2025	117%	120-160%	0	$174,346.22	23%	134%
310	1	493	$3,039	$6.16	2025	123%	>160%	0	$15,981.29	36%	101%
312	1	493	$2,861	$5.80	2025	116%	120-160%	0	$174,346.22	66%	52%
Market Rentals											
	1	489	$2,892	$5.91	2025	117%	120-160%	0.014	$0.00	not collected	
	1	489	$2,892	$5.91	2025	117%	120-160%	0.014	$0.00		
	1	489	$2,892	$5.91	2025	117%	120-160%	0.014	$0.00		
	1	489	$2,892	$5.91	2025	117%	120-160%	0.014	$0.00		
	1	489	$2,892	$5.91	2025	117%	120-160%	0.014	$0.00		
	2	901	$4,774	$5.30	2025	169%	>160%	0.031	$0.00		
	2	901	$4,774	$5.30	2025	169%	>160%	0.031	$0.00		
	2	901	$4,774	$5.30	2025	169%	>160%	0.031	$0.00		
	2	901	$4,774	$5.30	2025	169%	>160%	0.031	$0.00		
TOTALS:	**20**	**9500**						**0.194**	**$1,062,058.58**		

Glenwood Condos 1

Max Base SF	27,300	Zone	DC-2	Bonus SF Ratio	1.66
Bonus SF	17,778	Max Base FAR	1.3		
Total SF	45,078	Year Completed	2022		
% SF Increase	65%	Ind. Building Size	29,979		

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income
Workforce Rentals										
18	1	1089	$2,500	$2.30	2025	101%	120-160%	0	$15,981.29	19%
19	3	1866	$2,000	$1.07	2025	63%	80-120%	0	$416,437.21	19%
Workforce Ownership										
20	3	1866	$1,225,000	$656.48	2024	260%	>160%	0	$201,040.22	not collected
21	3	1866	$1,680,000	$900.32	2023	357%	>160%	0	$201,040.22	
Market Ownership										
	3	2772	fractional					0.143	$0.00	not collected
	3	2772	$4,950,000	$1,785.71		1052%	>160%	0.143	$0.00	
	3	2772	$4,350,000	$1,569.26		924%	>160%	0.143	$0.00	
	3	2772	unknown					0.143	$0.00	
TOTALS:	**22**	**17775**						**0.572**	**$834,498.94**	

STR allowed: $2,078.48

$2,241.90

HH MFI %
161%
112%

Glenwood Condos 2

Max Base SF	18,200	Zone	DC-2	Bonus SF Ratio	0.56
Bonus SF	8,201	Max Base FAR	1.3		
Total SF	26,401	Year Completed	2025		
% SF Increase	45%	Ind. Building Size			

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income
Workforce Rentals										
24	3	1878	not yet rented							
Workforce Ownership										
22	2	1601	$1,375,000	$858.84	2025	329%	>160%	0	$201,040.22	not yet sold
23	3	1893	$1,595,000	$842.58	2025	339%	>160%	0	$201,040.22	
Market Ownership										
30	3	3018	$6,450,000	$2,137.18	2025	1370%	>160%	0.161	$0.00	not collected
TOTALS:	**11**	**8390**						**0.161**	**$402,080.44**	

STR allowed:	$1,783.50
	$1,709.14
	$1,977.72
	$2,006.00
	$2,137.18
	$2,196.92

HH MFI %

235 Veronica Lane

Max Base SF	11,739	Zone	CR-3	Bonus SF Ratio	1.74
Bonus SF	11,726	Max Base FAR	0.4		
Total SF	23,465	Year Completed	2024		
% SF Increase	100%	Ind. Building Size	23,465		

UNITS:	Bedroom #	Unit Size (sf)	Price/Rent	Price/SF	Year	Equivalent MFI %	Income Category	Equivalent Mitigation	Subsidy Estimate	RESIDENTS: % HH Income	HH MFI %
Workforce Rentals											
205	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	36%	72%
206	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	41%	64%
210	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	18%	170%
211	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	38%	79%
212	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	58%	52%
213	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	44%	69%
214	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	41%	64%
215	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	31%	95%
216	1	475	$2,463	$5.19	2025	99%	120%-160%	0	$15,981.29	54%	55%
Market Rentals											
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00	not collected	
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	1	480	$3,018	$6.29	2025	122%	>160%	0.014	$0.00		
	2	723	$4,488	$6.21	2025	159%	>160%	0.024	$0.00		

	2	723	$4,488	$6.21	2025	159%	>160%	0.024	$0.00	
	2	723	$4,488	$6.21	2025	159%	>160%	0.024	$0.00	
TOTALS:	**26**	**11724**						**0.226**	**$143,831.61**	

Re: Land Development Regulation Updates
October 23, 2025

Dear Mayor Jorgensen and Town Councilors,

Thank you for taking on this important process of updating our Land Development Regulations. ShelterJH board member Whitney Oppenhuizen shared comments during the workshop on October 20, and we wanted to provide them in writing as well.

We urge you to use this opportunity to incentivize **what our community truly needs—homes, especially deed-restricted ones**—and to *disincentivize what we don't need*: excessive, rampant, and unmitigated commercial and luxury development that worsens our housing shortage. ShelterJH supports the right kind of growth that allows local residents, working people, families, and seniors to continue living locally. We need to ensure that the people already here have stable, attainable homes.

Even before the recent development moratorium, there has been strong community support for proactive updates that align our LDRs with our community's priorities and Comprehensive Plan goals. Some actions to consider include:

- **Parking updates**
    - **Removing parking minimums** to free up space and reduce costs for developers and occupants while furthering our climate and transportation goals.
    - **Allowing developers to decouple rent and parking space costs** to offer maximum flexibility for occupants and reduce single occupancy car dependency.
    - **Implementing paid parking and investing in alternative transit** to manage demand and foster meaningful transportation options.
- **Accessory Residential Unit (ARU) updates**
    - **Creating an ARU handbook** with pre-approved designs to streamline applications and permitting for locals who want to add small, attainable units.
    - **Allowing mobile homes as ARUs**, creating flexible, lower-cost housing options that can be built quickly.
- **Updating housing mitigation rates** to reflect current construction costs, so development meaningfully contributes to the housing for which it creates demand.
- **Revising the 2-for-1 tool** to make sure the community benefits proportionally to developers while protecting the tool from state overreach.
- **Continuing to strengthen short-term rental regulations** and investing in enforcement and public education regarding new regulations, ensuring that homes serve residents first.

- **Eliminating the legacy housing credit**, which no longer reflects today's housing realities.

Each of these ideas supports Comprehensive Plan goals to protect the ecosystem and house at least 65% of our workforce locally. We want to address the housing crisis and there are tools to do it. This LDR update is a critical opportunity to align our policies with our shared values and make it easier to build homes local workers can actually afford.

Thank you for your time, your leadership, and your continued commitment to housing locals locally.

Best,

Clare Stumpf
On behalf of ShelterJH board members and membership

STAFF REPORT

Meeting Date:	January 20, 2026	Meeting Title:	Workshop
Submitting Department:	Joint Transportation Division	Presenter:	Charlotte Frei and Johnny Ziem
Agenda Item:	Pedestrian Safety Letter	Public Comment:	Yes

Purpose & Policy Considerations.
The purpose of this item is to consider a letter to WYDOT regarding pedestrian safety in general, and signal warrants along Broadway Avenue and Cache in particular.

Recommendations.
Staff recommend approving the letter.

Background.
At the Joint Meeting on January 5, staff were directed to 'draft a letter on behalf of the County Commission and Town Council to WYDOT regarding crosswalks and pedestrian safety, and to present the draft letter to the boards prior to January 20.'

Analysis & Key Questions.
Staff drafted the attached letter based on direction from Council and the BCC and our experience working on traffic safety concerns locally and with WYDOT. The BCC will consider the same letter at their January 20, 2026 regular meeting. The BCC may suggest minor modifications to the letter as presented to council.

Key Question: Does Council desire any modifications to the letter?

Possible Alternatives.
N/A

Comprehensive Plan & Priority Alignment.
N/A

Fiscal Impact.
None at this time.

Staff Impact.
Staff spent several hours writing the letter. The impact of the requested warrant studies and a committee or task force to implement the Safe Streets and Roads for All Comprehensive Safety Action Plan needs further evaluation.

Attachments or Links.
Letter to WYDOT

Suggested Motion.
I move to approve the letter as presented, subject to minor changes by staff.

TOWN COUNCIL
Arne Jorgensen, Mayor I
Jonathan Schechter I Devon Viehman I
Kevin Regan I Alyson Spery

BOARD OF COUNTY COMMISSIONERS
Mark Newcomb, Chair I Wes Gardner, Vice-Chair I Luther Propst I Natalia D. Macker I
Len Carlman

Darin Westby, P.E., Director
Wyoming Department of Transportation (WYDOT)
5300 Bishop Blvd.
Cheyenne, WY 82009-3340

John Eddins, P.E., District 3 Engineer
3200 Elk Street
Rock Springs, WY 82901

Dear Mr. Westby and Mr. Eddins,

The Town of Jackson and Teton County are writing to request your partnership in addressing urgent safety concerns in Teton County. In 2025 alone, our community has experienced two fatalities where a vehicle hit a pedestrian, and one dramatic collision involving two vehicles and a bicyclist. Speed remains the leading contributor to crash severity, but alcohol and distracted driving were contributors to these crashes. Our communities are also seeing increases in distracted driving and traffic volumes, driven by continued growth and tourism. These trends heighten risk on both WYDOT and local roadways. Wyomingites and visitors from all over the world deserve to experience our communities safely, and every trip begins or ends by walking or rolling to the front door of one's destination.

We appreciate the scale and complexity of maintaining Wyoming's transportation system. In a large, rural state with limited resources, we recognize the need to prioritize system preservation while striving for equitable outcomes statewide. We share WYDOT's goal of safe mobility that supports vibrant communities across Wyoming.

We respectfully request collaboration with WYDOT in four focused areas:

1. Immediate safety needs on the High Injury Network
Through our Safe Streets for All (SS4A) planning process and resulting SS4A Comprehensive Safety Action Plan, we have identified priority locations for near-term safety improvements. We ask for WYDOT staff engagement to evaluate and advance feasible countermeasures at Broadway/US89 crossing locations. We are requesting WYDOT conduct a MUTCD warrant study at the non-controlled intersections for activated pedestrian crossings (like Rectangular Rapid Flashing Beacons or RRFBs); the non-controlled intersections with Broadway/US89 include Jackson, Glenwood, Deloney, Rustic Inn, and Creekside. We understand this involves an engineering analysis, primarily focusing on Pedestrian Volume (Warrant 4), alongside crash history, to justify beaconized crossings where traffic volumes make manual crossings unsafe or

overly delayed. We also understand if pedestrian-actuated signals or hybrid beacons are installed, sight clearance and specific placement for effectiveness will be required. Additionally, we are requesting information regarding "ownership" of the non-controlled crosswalks described above. WYDOT staff recently communicated a position that the non-controlled crosswalks are the responsibility of the Town, even though the crosswalks have been maintained by WYDOT.

2. The role of enforcement and education in preventing distracted and impaired driving

We recognize that roadway design alone cannot solve impaired driving. Enforcement and public education must be central components of safety strategies. National research suggests that a driver can drive while intoxicated hundreds or even thousands[1] of times before being arrested for a DUI, underscoring how rare detection is relative to the frequency of the behavior. This level of risk is unacceptable. We urge the State to pursue stronger legislative and executive action to deter impaired driving, including enhanced penalties, more robust enforcement resources, expanded public awareness campaigns on the dangers of drunk and distracted driving, and evaluation of best-practice interventions proven to reduce repeat and first-time offenses.

3. Ongoing coordination and leadership commitment

We are prepared to be active partners. Specifically:

- The Town and County are willing funding partners for safety solutions that we identify collaboratively.
- Elected officials are willing to participate in a standing committee to advance implementation of the SS4A Leadership Commitment; we request that a member of WYDOT executive staff or District 3 staff also participate when a committee is established.
- We request WYDOT include consideration of community safety outcomes, among project scoring factors such as pavement condition, during annual STIP development. For instance, all else equal, a project on the Jackson/Teton County High-Injury Network would receive additional points in prioritization over a project that is not on the HIN.

We request WYDOT's participation in our efforts to support progress, transparency, and policy alignment. We are not requesting additional funding from WYDOT beyond what your formulas dictate. We are asking for staff partnership to evaluate opportunities, develop workable solutions, and advance implementation to improve traffic safety. We will pursue grants as needed, but successful outcomes require early and sustained collaboration.

[1] Rauch, W. J., Zador, P. L., Ahlin, F., Bacchus, W., Duncan, D., & Gretsinger, J. (2002). *Alcohol-impaired driving recidivism among first offenders more closely resembles that of multiple offenders* (16th International Conference on Alcohol, Drugs and Traffic Safety). Transportation Research Board. https://trid.trb.org/View/699746

We would welcome the opportunity to discuss these requests and identify next steps.

Sincerely,

____
Mark Newcomb, Chair
Teton County

____
Arne Jorgensen, Mayor
Town of Jackson

Attest:

____
Maureen Murphy, Clerk
Teton County