

AGENDA

Planning and Zoning Commission

March 4, 2026 – REGULAR MEETING

5:30 PM

The New Business items have been placed on the agenda in the order they were received. Please note that at 8:00 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 Planning Commission 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

To join, [click link](https://us02web.zoom.us/j/83828382688?pwd=ebMtyaz0u5WyAgzjHQ9VbdnLJ8xSub.1) or copy it to your browser:

<https://us02web.zoom.us/j/83828382688?pwd=ebMtyaz0u5WyAgzjHQ9VbdnLJ8xSub.1>

Or join at zoom.com with Webinar ID: **838 2838 2688** and Password: **83001**

2. PLEDGE OF ALLEGIANCE

3. CALL TO ORDER & ROLL CALL

4. MATTERS FROM THE PUBLIC

5. APPROVAL OF MINUTES

I. February 4, 2026 Planning Commission Meeting Minutes

6. NEW BUSINESS

I. PM26-003: Long-range Planning FY27 Work Plan and Indicator Report

II. PM25-011: Visioning Options for Changes to LDRs to Address Development Impacts

7. MATTERS FROM STAFF

8. ADJOURN

MINUTES
PLANNING AND ZONING COMMISSION
TOWN OF JACKSON, WYOMING
February 4, 2026
UNAPPROVED

The Planning and Zoning Commission met in a regular session on February 4, 2026 in the Town Council Chambers located at 150 E. Pearl Ave. 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: Thomas Smits, Eliska Garcia, Katie Wilson, Georgie Stanley appeared in person. Megan Jennings appeared via Zoom. Laura Bonich and Steph Wise are not present.

STAFF: Tyler Valentine, Andrew Bowen, Mary Tippetts

MATTERS FROM THE PUBLIC: None.

APPROVAL OF MINUTES:

A motion was made by Commissioner Smits and seconded by Commissioner Stanley to approve January 7, 2026, Planning Commission Meeting minutes. Commissioner Smits called for the vote. Commissioner Wilson does not vote. The vote showed all in favor and the motion carried.

NEW BUSINESS

I. P25-139: Text Amendment to LDR Div. 5.3

STAFF PRESENTATION:

Andrew Bowen provided an overview of the proposal: text amendments to LDR Sections 5.3.1.B and Articles 2, 3, and 4 (P25-234) and 5.3.1.B and 5.3.1.C (P25-139). Staff provide change analysis comparing the current and proposed string lighting language. Key questions: Does the Commission find that the proposed amendments strike an appropriate balance between preservation of dark skies and support for economic vitality within the Town; Does the Commission agree with staff recommended exemption language which permits year-round illumination of the Town Square.

QUESTIONS FOR STAFF:

The discrepancy between the need for public safety and use of string lights is clarified. The reasoning behind the proposed changes is discussed. Enforcement is considered. The Commission clarifies which of the proposed amendments will apply only to string lights.

APPLICANT PRESENTATION:

Samuel Singer with Wyoming Stargazing gives an overview of the proposal. The reasoning behind the proposed amendments are given. The intent is to limit the brightness level in the Town to preserve dark sky compliance. Lighting as it relates to public safety is discussed. The applicant is amenable to

adjustments to the exact language of the amendments with input from the Chamber and the Town. The applicant understands the difficulty with enforcement and illustrates options for dimmers.

PUBLIC COMMENT:

Rick Howe with the Chamber of Commerce addresses the Commission. The Chamber believes string lights in the central business district should not be turned off at dark as it discourages visitation. The Chamber encourages string lighting as it is a tourist draw.

Sadik Darwich with Hotel Jackson addresses the Commission. He recognizes that while string lighting is not necessarily for safety reasons, it feels comforting to have soft lighting rather than bright safety lights. He disagrees with turning off string lights after close of business. He appreciates that compliance will not be retroactive; he does not appreciate that compliance is complaint based rather than a resolution or education based.

Linda Cordair addresses the Commission. She argues that more string lighting would be beneficial to the tourist community and does not want string lights to be turned off at the close of business.

Steve Meadows addresses the Commission. He would like string lights to remain during the winter season and they improve the ambiance of the Town.

Scott Fossil addresses the Commission. He appreciates the Downtown string lights.

Susan O'Brien addresses the Commission. She is in favor of some amendments one and four but against others.

Lisa Mapp addresses the Commission. She is in favor of string lights which may not have intended to provide safety but ultimately do.

Jim Waldrop addresses the Commission. He believes the amendments need more work to be ready for consideration by Council and thinks the applicant and interested parties can come to an agreement on amendment language.

Austin O'Brien addresses the Commission. He agrees with Mr. Waldrop and believes the amendments need more consideration and does not want to reduce lighting.

Judd Grossman addresses the Commission. He supports the effort of Wyoming Stargazing to address light pollution and light trespass.

COMMISSION DISCUSSION:

Commission discusses P25-234 regarding shielding and color. Commission finds the amendments are consistent with the purpose and organization of the LDRs, improve the consistency of the LDRs with other provisions of the LDRs, and are necessary to address changing conditions, public necessity, and/or state or federal legislation, and is consistent with other adopted Town Ordinances. Commissioner Smits does not believe that the amendments provide flexibility for landowners within standards that clearly define desired character and does not believe in forced compliance.

Commission discusses P25-139 as it relates to string lights. Commission would like the applicant and interested parties to come to an agreement on string lights, especially as it relates to safety, business interests, and equitable distribution.

MOTION:

A motion was made by Commissioner Wilson and seconded by Commissioner Garcia to recommend approval of Text Amendment P25-234 to amend LDR Sections 5.3.1.B and Articles 2, 3, and 4, subject to the attached departmental review comments and this Staff report dated February 4, 2026. Commissioner Smits called for the vote. Commissioners Wilson, Garcia, Jennings, and Stanley vote in favor. Commissioner Smits votes against. The vote shows 4-1 and the motion carried.

A motion was made by Commissioner Wilson and seconded by Commissioner Smits to recommend continuance to a date uncertain of Text Amendment P25-139 to amend LDR Sections 5.3.1.B and 5.3.1.C, subject to the attached departmental review comments and this Staff report dated February 4, 2026. Commissioner Smits called for the vote. The vote showed all in favor and the motion carried.

MATTERS FROM STAFF:

The LDR workplan and indicator report will be heard at the first March 4 Planning Commission meeting.

ADJOURN: A motion was made by Commissioner Stanley and seconded by Commissioner Wilson to adjourn the meeting. Commissioner Smits called for the vote. The vote showed all in favor and the motion carried. The meeting adjourned at 8:04 pm.

minutes:mt

SCOPING STAFF REPORT



Meeting Date:	March 4, 2026	Meeting Title:	Planning Commission
Submitting Department:	Planning	Presenter:	Paul Anthony
Agenda Item:	2025 Indicator Report and Town Long-range Planning FY27 Work Plan	Public Comment:	Yes

Purpose & Policy Considerations.

The purpose of this workshop is for Planning staff to present the 2025 Indicator Report and Town Long-range Planning FY27 Work Plan to the Planning Commission for discussion and recommendation.

Requested Action.

Staff will present information related to the 2025 Indicator Report and draft Town Long-range Planning FY27 Work Plan. The Indicator Report is informational and no formal action or motion by the Planning Commission is necessary. Staff recommend that the Planning Commission make a recommendation to the Town Council for items to be included in the Planning FY27 Work Plan.

Recommendations.

Staff recommend approval of the draft Town Long-range Planning FY27 Work Plan.

Background.

Each year, Joint Long-range Planning presents an annual Work Plan and Indicator Report to the Planning Commissions for both the Town of Jackson and Teton County, typically in a Joint Planning Commission meeting. This is because the work is tied to strategies jointly adopted by both the Town and County in the Joint Comprehensive Plan (Comp Plan) and identifies priority projects for the Joint Long-range Planner and Town Planning staff for the next fiscal year. The Work Plan follows the fiscal year because it is intended to identify which projects may need funding through the annual budget process. The budget is adopted in June of each year because the new fiscal year begins July 1st and runs through June 30th.

Currently, there is one long-range planner, a Principal Joint Long-range Planner (Ryan Hostetter), who works on joint policy efforts for the Town and County. The Town of Jackson does not have a dedicated long-range planner. In past years there were two dedicated joint long-range planners but the Town and County opted not to jointly fund one of the positions due to budgetary issues in fiscal year 2025 (noted in the Work Plan dated April of 2025).

As of this writing, the Joint Principal Long-Range Planner is funded through this fiscal year (until July 1, 2026). However, during the last year there have been conversations with the Board of County Commissioners regarding the future of Principal Joint Long Range Planner position, specifically whether to end its joint funding status and fully fund the position for County-only projects. Town and County staff would like to continue to fund the Joint Principal Long-Range Planner position and will continue to discuss this issue with both elected boards as part of the FY27 budget processes. While this funding change has not been finalized, the matter raises questions in staff's opinion about the jointly adopted Comprehensive Plan Strategy 3.3.S.1 which states: "Consider a joint Town and County staff person to execute an Adaptive Management Program and otherwise implement the Comprehensive Plan."

Due to the uncertainty regarding the future of the joint long range planning position, planning staff are presenting the FY27 Work Plans and Indicator Report separately to the County and Town Planning Commissions. This does not mean that there will be no joint planning projects in FY27, but we are preparing for the possibility that all joint long-range planning work will need to be done by separate County and Town staff working together rather than by a jointly funded planner.

Analysis

Indicator Report

The annual Indicator Report includes metrics which tell the Community how it is growing, the state of the local economy, tourism, environment, transportation, etc. A list of indicators was formally adopted in the Comp Plan and is attached to this staff report. The idea of the Indicator Report goes back to the “Adaptive Management Program” outlined in the Comp Plan. Each year these metrics are reviewed and the data informs how the County and Town are doing with respect to our stated goals. Over time, these indicators provide trends so that the community can take corrective actions within the Comp Plan, the Land Development Regulations (LDRs), or through other policies and programs, if necessary. For example, one of the specific policies (9.1.a) states that the community will “Evaluate the need for a Plan update at 7% growth.” This policy is specific to the amount of residential growth that has occurred since adoption of the last Comp Plan review, which was 2020 in the current tracking period. The Indicator Report noted last year that we were nearing the trigger at 6.7% and that is why the Joint Boards have already opted to put the next Comp Plan update on the FY27 Work Plan for both the Town and County. Staff use the results of each year’s Indicator Report to identify trends and recommend projects in the Work Plan as a result of what the Indicator Report data is telling us.

Staff have just received the updated indicator report data for 2025 and so we have not had time to analyze the data or summarize it for the Commission in this staff report. However, we will present the data and any major findings at the hearing. Initial indications are that the data largely track with previous development trends (i.e., no major surprises) but there may be a few areas where the data may warrant additional Commission discussion.

FY27 Work Plan

Each year, the Work Plan is adopted to implement strategies listed in the Comp Plan, which now includes the Integrated Transportation Plan (ITP) and Housing Action Plan (HAP). Historically this work has been identified in one Work Plan. This one Work Plan was formed by Joint Long-range Planning prior to creating and filling individual staff positions which were created to carry out these individual plans and strategies identified through a major 2012 Comp Plan overhaul process in 2020. As of today, many of these new positions have been filled and those new staff have their own individual Work Plans to carry out the strategies within their respective departments. These newer positions include:

- Joint Transportation Manager
- Town of Jackson Ecosystem Stewardship Administrator
- County Water Resources Coordinator
- County Sustainability Coordinator
- County Public Works Project Manager

Beginning this next year and moving forward, it no longer makes sense to have one Work Plan for all these separate staff and departments; therefore, the Work Plan attached to this report is for Long Range Planning only. It is important to note that the Joint Principal Long-range Planner continues to monitor and track progress on all of the 171 Comp Plan Strategies in order to share the County’s and Town’s progress on the work being done by the respective staff and departments across the jurisdictions. To ensure that Comp Plan strategies are not forgotten, staff recommend that Long-range Planning continue monitoring this progress each year for both the Town and the County as a part of Long-range Planning yearly updates in the spring prior to the budget process.

Summary of FY27 Town Long-range Planning Work Plan (see attachment for full FY27 Work Plan)

List of Town Projects

- Comprehensive Update of Design Guidelines
- Biennial LDR Update
- LDR text and Map Amendments submitted by public (if any)

List of Joint Planning Projects

- Comprehensive Plan check-in
- Indicator Report and Annual Work Plan with Comp Plan Strategy Review and Audit

Fiscal Impact.

The fiscal impact for the FY27 Town Planning Work Plan is estimated at \$50,000 - \$100,000 for consultant services for the Design Guidelines Update and the Town share (43%) of approximately \$200,000 for the consultant services for the Comp Plan update.

Staff Impact.

Staff estimates that the proposed FY27 Work Plan will require approximately 425-500 hours of planning staff time.

Attachments or Links.

FY27 Annual Town Long-rang Planning Work Plan.

List of adopted Comprehensive Plan Indicators for reference

Suggested Motion.

I move to recommend **APPROVAL** of the FY27 Town Long-range Work Plan with the following recommendations *{insert any specific Planning Commission recommendations here}*.



TOWN OF JACKSON

MARCH 2026 | PLANNING

FY27 Town Planning Work Plan



Introduction

Since the 2012 Jackson/Teton County Comprehensive Plan (Comp Plan) was adopted, it has been further implemented through the adoption of the Integrated Transportation Plan (ITP) and Housing Action Plan (HAP). In addition, the Comp Plan underwent a comprehensive but modest update in 2020. Implementation of the policies and strategies in the three plans is a full-time workload for the individual departments and advisory boards responsible for each plan. Historically, the Joint Long Range Planning Work Plan combined the projects and workloads for all the departments represented in the three adopted plans. This consolidation was to ensure that the workloads and resources were reviewed together and jointly approved prior to budget hearings each year. This process was also intended to track progress and completion of Comp Plan Strategies by multiple departments together in one place.

However, since the combined Work Plan format was developed, new staff have been added by the Town and County as directed by the Comp Plan. Specifically, the Transportation Manager, Ecosystem Stewardship Administrator, County Sustainability Manager, County Water Resources Coordinator, and County Public Works Manager positions were created and filled as a result of the policies in the adopted plans since 2020. Each of these new staff positions manages projects and budgets within their respective departments and has created their own work plans for independent review and approval at either the Board of County Commissioners, Town Council, or Joint Meetings. As a result, the historic format of the Joint Long Range Planning Work Plan has been modified to now include planning specific projects only, while the projects being carried out by other departments will be within their own respective work plans and presented separately during the annual budget process.

Planning Staff Capacity

The FY27 Town Planning Work Plan presents both Town-only and Joint projects that will be addressed by Town Planning staff and the Joint Long Range Principal Planner. Please note that the Town, unlike the County, does not have a dedicated long-range planner on staff, thus current planning staff will need to lead the Town-only Work Plan projects in addition to their other duties. In addition, if the Joint Long Range Principal Planner is not jointly funded in FY27, as is being discussed by the Joint Boards, then the joint projects will need to be addressed through some sort of cooperative effort between the County Planning team and Town Planning team. The projects in this Work Plan are recommended based on existing staffing levels; the plan could be amended if changes to staff occur or if additional projects are added.

RECOMMENDED FY27 Town Long-Range Planning Work Plan

LIST OF TOWN PROJECTS
1. Design Guidelines Update
2. Biennial LDR Amendments (formerly “clean up”) which was last completed in February of 2024
3. LDR Text amendments and Zoning Map Amendments submitted by members of the public
LIST OF JOINT PROJECTS
1. Comprehensive Plan Update
2. Annual Indicator Report and Work Plan with Comp Plan Strategy Review and Audit

DESCRIPTION OF PROJECTS

Below is a brief description of each project on the list above and the resources needed to complete the project. In prior years, staff included specific slides or pages dedicated to the ongoing work, but for brevity we are assuming those hours are factored into our overall staff capacity.

TOWN PROJECTS

1. Design Guidelines Update

Lead Staff: Town Principal Planner

Support Staff: Planning Director, Current Planning staff, and Town Attorney.

Anticipated Hours: 200.

Description:

The current Design Guidelines were adopted in 2004 and have not been updated except for the targeted additions of the Downtown Design Overlay (“western character” guidelines) and Historic Preservation Design Guidelines in 2020. In addition, relatively minor changes were made as part of the 2024 moratorium effort that focused on clarifying vague language related mostly to the scale of larger buildings. The current guidelines are mostly a set of architectural best practices but do not establish any particular architectural character or “look” for new buildings.

The purpose of the update is to conduct an extensive public outreach and visioning effort to determine what the community’s expectations are for architectural design and character in the Town. Key to this understanding will be providing the public with an opportunity to discuss recently

approved projects and local trends in architecture. For example, is there general agreement on an architectural style or character that the community would like to see reflected better in the Design Guidelines. Do we need more control over exterior materials? The trick, however, is to avoid “cookie cutter” guidelines that make all new building look alike and disincentivize creative and innovative designs.

A comprehensive update of the original Design Guidelines (and/or other parts of the guidelines) requires a design professional consultant to help lead that process. It would also take approximately 12-18 months to complete. This effort would closely involve the members of the Design Review Committee because they are the body most familiar with the current Design Guidelines and can help vet the efficacy and enforceability any proposed changes.

2. Biennial LDR Amendments (formerly “clean up”) which was last completed in 2024

Lead Staff: Town Senior Planner

Support Staff: County Principal Long Range Planner, Current Planning, and Town Attorney

Anticipated Hours: 150

Description:

This project aims to revisit LDR updates that have been made in the recent past to cleanup errors, address unintended consequences, and changes in state or federal laws. This project can also include substantive changes to the LDRs that are important to fix problematic loopholes, streamline procedures, and improve the effectiveness of the LDRs. This will ensure the LDRs are kept current with the evolving demands placed on the Planning Department.

3. LDR Text amendments and Zoning Map Amendments submitted by members of the public

Lead Staff: Senior Planner and/or Principal Planner

Support Staff: Planning Director, Town Attorney

Anticipated Hours: 75-150

Description:

This Work Plan item is a placeholder for any projects submitted by a member of the public for either an LDR Text Amendment or a Zoning Map Amendment. Each year, the Town processes on average one or two of these applications. Recent examples include proposed commercial rezone of a hillside residential property on South Park Loop Road and the string lighting amendments. These projects can take up significant staff time to rework proposed amendments into LDR text that is acceptable and presentable to the Planning Commission and Council.

JOINT LONG-RANGE PROJECTS

1. Comprehensive Plan Update

Lead Staff: County Principal Long-Range Planner. This project will require time from all departments both with the County and the Town including but not limited to the Planning Directors, Public Works, Administration, Parks and Recreation, Ecosystem Stewardship Administrator, Transportation Manager, and Housing Department.

Anticipated Hours: TBD. This is a major work effort which could require a substantial portion of the Principal Long Range Planner's hours. Staff will have a better estimate of hours once an RFP is approved by the Joint Boards.

Description:

The Joint Comprehensive Plan (Comp Plan) Update is a collaborative effort between the Town of Jackson and Teton County to review and refine the community's long-term vision, goals, and policies guiding growth, conservation, housing, transportation, and public services. This update will evaluate how well the current Plan is working, respond to changing community conditions, and ensure that future land use decisions remain aligned with shared community values and measurable growth indicators.

This project is timely because the community is reaching the 7% residential growth trigger identified in the Comprehensive Plan's Adaptive Management Program, signaling that it is time to evaluate whether current policies remain effective. In addition, ongoing community conversations about changes in character—particularly within the Town—have elevated the need for a timely policy check-in. Moving forward now allows both jurisdictions to proactively assess growth impacts, reaffirm community values, and make any necessary adjustments before additional change occurs.

Before this project moves forward, the Town and County will need to determine the overall scope and scale of the update, including whether it will be a targeted policy check-in or a broader revision of key elements of the Plan. Decision-makers must also identify priority topics, clarify the level of public engagement desired, and determine how outreach will be structured within the consultant scope of work. In addition, both jurisdictions will need to align on schedule, budget, and staffing capacity to ensure the update is appropriately resourced and coordinated.

2. Annual Indicator Report and Work Plan with Comp Plan Strategy Review and Audit

Lead Staff: County Principal Long-Range Planner

Anticipated Hours: 300 with consultant assistance for the Indicator Report Dashboard.

Description:

Each year Joint Long-Range Planning prepares an annual Work Plan and Indicator Report for both the Town and County. The work includes a review of community's progress with regards to growth, economy and other indicators as well as progress on implementing strategies in the Comp Plan. This effort involves both the Planning Commissions for the Town and County, as well as a presentation before a Joint Meeting with the Town Council and Board of County Commissioners. This annual review system was developed within Chapter 9 of the Comprehensive Plan titled "Adaptive Management". This Adaptive Management

program helps the community ensures that the policies and strategies in the Comp Plan continue to be implemented, and that the Comp Plan is not just an expensive plan which sits on the shelf after completion. The goal of this work is to provide recommendations for next year's work program and to align Work Plan projects with the budget process adopted in June of each year.

Should the elected officials decide the Joint Long-range Principal Planner position will not be jointly funded for FY27, then the Town and County Planning Departments will need to coordinate its efforts to complete the SY27 Work Plan

Indicator	2007	2012	2019	Goal
<i>Chapter 1 Goal: Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.</i>				
Health of native species				TBD see 1.G.S.1
Conservation vs subdivision of rural open space (by habitat, scenery, ag)	2,474 ac: 189 ac	475 ac: 0 ac	1 ac: 0 ac	Cons > S/D
Water quality				TBD see 1.G.S.1
Access to enjoyment of natural, scenic resources				TBD see 1.G.S.1
<i>Chapter 2 Goal: Emit less greenhouse gases than we did in 2012.</i>				
GHG emissions	409,652		478,868	<= 2012 total
from electricity consumption	21,896		10,673	
from natural gas/propane consumption	48,464		71,115	
from surface travel	254,638		308,207	
from air travel	70,546		83,466	
from other sources	14,108		5,408	
Air quality				Clean
<i>Chapter 3 Goal: Direct at least 60% future growth into Complete Neighborhoods to preserve habitat, scenery and open space, and provide workforce housing opportunities.</i>				
Location of growth	48% CN	54% CN	65% CN	>60% CN
Buildout	+ 17 36%	0 36% CN	- 2,190 62% CN	<= 0 Net from 2012 <=2012 & >60% CN
Workforce housing pipeline			281	WH >2012
<i>Chapter 4 Goal: The Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities.</i>				
Percentage of jobs in Town				>= 2012
Percentage of housing in Town	42%	41%	41%	>=2012
Percentage of retail sales in Town				>= 2012
Percentage of education floor area in Town	71%	76%	62%	>=2012
Percentage of cultural activity in Town				>=2012
<i>Chapter 5 Goal: Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.</i>				
Percentage of the workforce living locally	65%	59%	56%	>= 65%
Housing stock profile	38% MF	38% MF 58% WH	38% MF 62% WH	Variety >2012
<i>Chapter 6 Goal: Develop a sustainable, vibrant, stable and diversified local economy.</i>				
Comparative growth rates:				Balance
Residential Units	1.4%	0	1.3%	
Lodging Units	0.4%	0	0.7%	
Commercial Floor Area	1.3%	0	0.9%	
Institutional Floor Area	1.5%	0	1.4%	
Effective Population		0		
Per capita GDP	0.2%	0	2.0%	
Per capita jobs	-1.4%	0	4.5%	
Per capita income	3.6%	0	2.7%	
Cost of living	-10.3%	0	7.0%	
Vehicle Miles Traveled	0.9%	0	4.3%	
Lodging Occupancy	53 25 95 (%)	42 18 87 (%)	62 19 84 (%)	> 2012
Jobs by industry				Diversity
<i>Chapter 7 Goal: Travel by walk, bike, carpool, or transit will be more convenient than travel by single-occupancy vehicle.</i>				
SOV vs. walk/bike/bus travel time				SOV >
START ridership	713,000	879,000	1,081,000	3.6M in 2035
Walk/bike mode share		17.2%	21.8%	>=20% in 2035
Capital Project Group benchmarks				See ITP
Wildlife Vehicle Collisions	197	206	267	< 2012
<i>Chapter 8 Goal: Timely, efficiently, and safely deliver quality services and facilities in a fiscally responsible and coordinated manner.</i>				
Level of Service (by service)				TBD see 8.1.S.1 & 8.1.S.2

SCOPING STAFF REPORT



Meeting Date:	March 4, 2026	Meeting Title:	Planning Commission - Workshop
Submitting Department:	Planning	Presenter:	Paul Anthony
Agenda Item:	Visioning Options for changes to LDRs to Address Development Impacts	Public Comment:	Yes

Purpose & Policy Considerations.

At a January 20, 2026, Council meeting, and then again at the annual Council Retreat on January 28/29, the 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. The Council also added to this effort a broader “visioning” exercise to provide additional context or options for making changes to the LDRs.

Requested Action.

For the Planning Commission to have a workshop to discuss what LDR changes, if any, it would support to better address development impacts in the Town. Staff would not only like to get the Commission’s opinion on the five specific LDR topics described below already identified by the Council but any other LDR changes the PC would like the Council to focus on. Staff will 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.

The Council has had multiple meetings in the last six months to discuss and identify changes to the LDRs to address its concerns about the impacts of new development on the community. More specifically, the Council continues to have concern that development in Town is happening in a manner (e.g., size, pace, use, etc.) that 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 its most recent meeting on October 20, 2025, the Council was presented by staff with five or so potential LDR changes that could be done in the near term (this fiscal year before July 1) with no need to amend the Comprehensive Plan. These LDR changes relate to: 1) the 2:1 Workforce Bonus; 2) building height; 3) use regulations, such as short-term rentals; 4) basement definition; and 5) Design Guidelines. The Council provided direction to staff (see below for more detail) on each of these topics with the idea that the existing Planning FY26 Work Plan would be amended to add this LDR project. The Council’s confirmed this direction at its annual retreat on January 28/29 but they also wanted to have a follow-up “visioning” workshop to discuss and potentially pursue additional near-term LDR changes with the possibility of adding LDR items to the five changes already agreed to. The intent is to draft the five+ LDR changes for adoption as soon as possible. However, for LDR changes that are more complex, or that may require amendments to the Comprehensive Plan to support, these may be added to next year’s FY27 Work Plan.

Analysis

When considering LDR changes, the Planning Commission has a variety of options depending on its short- and long-term goals and priorities. The goal for this workshop is for the PC 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

Town 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).

Below is a summary of the five LDR changes, with the Council's direction thus far.

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). An often discussed concern has been about the bonus significantly increasing the size of individual buildings, but this issue has been partially addressed by now counting 2:1 bonus floor area is against the new 40,000sf/50,000 sf maximum building sizes. 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 find the time is right to reassess the 2:1 bonus tool and make improvements if needed.

The Commission 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 expected benefit would be that the public should get more overall deed restricted units and units with greater (or higher quality) affordability in exchange.

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.

Council response: Yes, interested in this idea, especially the option of a sliding scale where the more deed restricted, or higher deed restriction, floor area that is provided the more market floor area that is allowed.

- 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.

Council response: Yes, interested in this idea, especially the option of a sliding scale where the more deed restricted, or higher deed restriction, floor area that is provided the more market floor area that is allowed.

- 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.

Council response: Yes, interested in this idea. No specific unit sizes discussed.

- 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.

Council response: Yes, interested in this idea. No specific percentage discussed.

- 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.

Council response: Did not get specific direction on this idea.

Key Question

Does the Commission 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).

Council response: No, not interested in this idea.

- 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.

Council response: No, interested in this idea.

- 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')?

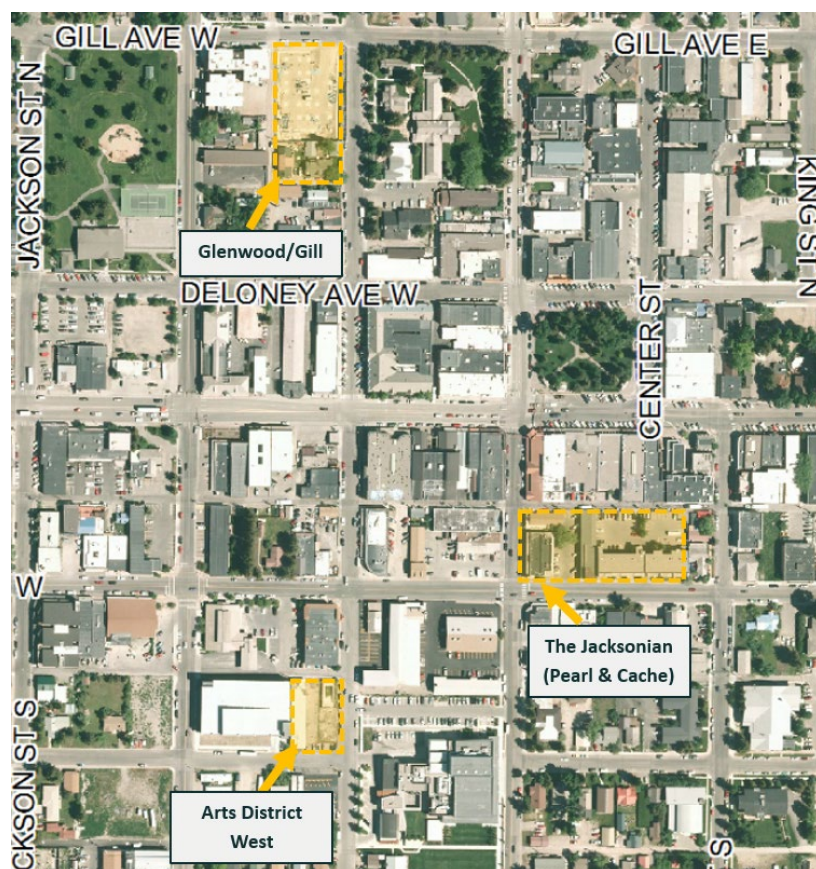
Council response: Yes, interested in this idea of potentially increasing the 3rd-story stepback in certain zones. No specifics were discussed.

Key Question

Does the Commission 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.

Council response: No, not interested in this idea, except as provided item immediately below.

- 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.

Council response: Yes, interested in this idea of capping short-term rental to certain percentage of a project but no specifics were discussed.

Key Question

Does the Commission 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:

- Limit the number of stories (e.g., 1 or 2 stories) or depth (25’) of a basement or both.

Council response: Yes, interested in this idea. No specifics discussed.

- Count habitable basement floor area against maximum building sizes (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 habitable 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.

Council response: Yes, interested in this idea.

Key Question

Does the Commission 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:

- Comprehensive Update of Design Guidelines
 - 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).

Council response: Yes, interested in this idea but this item would be put on the Planning Department’s FY27 Work Plan. No specifics discussed.

Key Question

Does the Commission 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.

Council response: Did not specify any additional guidance on “other” items.

Key Question

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

In considering additional changes to the LDRs, the Commission 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);
- 2:1 Workforce Housing Bonus LDR update (this project has been incorporated into the Council’s current effort to update the LDRs to address development impacts)

Fiscal Impact.

The fiscal impact cannot be determined until the Council provides final 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 final 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 FY27.

Attachments or Links.

None.

Suggested Motion.

I move to recommend to Council 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