



# Recommended Alternatives

## (Staff and Planning Commission)

Districts 3 - 6 and Parking LDRs Update

11/22/17

After adoption of the 2012 Comprehensive Plan, the Town (and County) began the required process of updating its Land Development Regulations (LDRs) to better implement the new policy direction provided in the Comprehensive Plan. The Town is updating its LDRs through multiple targeted updates rather than through one update of the entire Town. The first zoning update, Character District 2: Town Commercial Core, was adopted in November, 2016.

The next step (this step) is to update four of the remaining five Character Districts that will encompass the rest of Town (District 1: Town Square will be updated last). The following four Character Zones will be updated in the current process:

- Character District 3: Town Residential Core
- Character District 4: Midtown
- Character District 5: West Jackson (*excluding Business Park (BP) zone*)
- Character District 6: Town Periphery

On June 27, 2017, the Town Council committed to answering 8 policy questions to provide initial guidance on the update of the LDRs for Districts 3 - 6. In addition, 10 policy questions for parking were approved by the Council for further analysis. Staff's recommendations for the 8 Districts 3 – 6 questions are presented below.

In addition, this document includes staff's recommendations related to the parking policy questions that have been simplified into four general alternatives (i.e., Alternatives A through D). These alternatives were developed as part of the parking LDR update process and have been integrated into the Districts 3 – 6 update because of the close and interdependent relationship that parking and housing development have in Jackson (see more discussion below as part of Policy Question #2).

In general, the recommendations in this document track closely with the questions that the public was asked to address in the survey and public workshop on November 8, 2017. However, because the results of the public surveys and summary of the November 8 public workshop were not available to staff at the time of writing of this staff report, staff will continue to review its recommendations in light of public comment as it becomes available.

### 1. What portion of the additional 1,800 dwelling units should be transferred from the Rural areas of the County into Town? [These units would be in addition to what is allowed by current zoning.]?

There is no regulatory requirement to transfer the approximately 1,800 residential units from the County to the Town. There is, however, strong direction in the Comprehensive Plan that the units should be transferred from Rural areas in the County to the Town as a 'Complete Neighborhood' to meet important community growth management goals, such as housing 65% of the workforce locally and locating at least 60% of new development in Complete Neighborhoods.

Alternatives

Intent

Potential Drawbacks

Alternatives	Intent	Potential Drawbacks
1.A. Prioritize the addition of all 1,800 units to Town ( <i>closest to status quo</i> )	<ul style="list-style-type: none"> <li>To implement Workforce Housing Action Plan goals by adding residential units in Town where services, jobs, and transportation already exist</li> </ul>	<ul style="list-style-type: none"> <li>May add congestion to areas that already have higher densities and congestion</li> </ul>
1.B. Add less than 1,800 units in order to balance housing goals with other desired goals	<ul style="list-style-type: none"> <li>To add a lesser number of units to balance workforce housing and other goals, such as protection of existing neighborhood character</li> </ul>	<ul style="list-style-type: none"> <li>May not provide enough additional units to meet workforce housing goals in Comprehensive Plan</li> </ul>
1.C. Add none of the 1,800 units to Town	<ul style="list-style-type: none"> <li>To avoid all negative impacts that might occur from adding additional units to Town</li> </ul>	<ul style="list-style-type: none"> <li>Highly unlikely that we will meet our workforce housing goals in Comprehensive Plan</li> </ul>

### Staff Recommendation: Alternative 1.B.

Staff does not have a predetermined answer regarding how many of the 1,800 units should be added to Town. Instead, staff recommends using the public process to help determine the appropriate number of additional units. Once staff has an opportunity to fully analyze public comment (as well as the Planning Commission's and Council's comments) on where and how much density they can support, staff can then translate those comments into an estimate of how many additional units the community is recommending to add to Districts 3 – 6. Comments on parking strategies will impact this analysis as well. The challenge is to make sure that, regardless of the number of additional units identified in this process, that the impact of these units balances our workforce housing goals (e.g., 65% local workforce and 60/40 complete neighborhood/rural development split) with the protection of our desired community character. Staff has attempted to do this with our initial recommendations for Policy Question #2 that address where additional density might be appropriate in Districts 3 – 6 and what types of housing would be supportable. Our goal with these recommendations is to provide a starting point for the public and local officials to think about how certain neighborhoods can become part of the workforce housing solution. Ultimately, staff will use the direction and recommendations from Council in this phase of the update process to estimate the total number of additional units to be added to Districts 3 – 6. This analysis will be presented in a later stage of the update process.

### Planning Commission Recommendation

The Planning Commission supports Alternative 1.B as presented by staff. The PC agreed that the number of additional units should be the organic result of the process and less a number handed to us by the rezoning in the Rural areas of the County. They also recognized that there might be opportunities to add workforce housing units in the future outside of the current boundaries of Town either south of Town or in other areas in the County.

### Town Council Recommendation

To be released approximately December 4, 2017.

## 2. What type of residential density is preferred? Where should residential density be located?

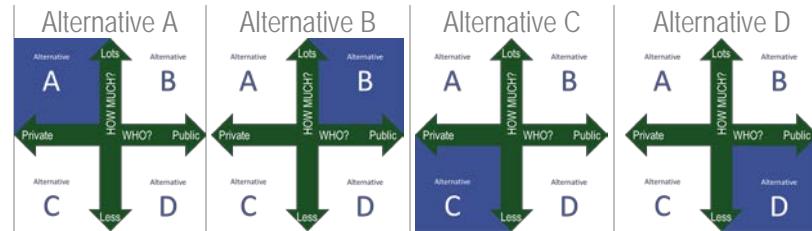
One of the primary goals of the Districts 3 – 6 update is to ask the public to identify what types of new housing are appropriate for additional density and where should this additional density be located. To gather this information, this question will not follow the multiple choice format of the other 7 policy questions. Thus, instead of presenting written alternatives to consider, staff has presented the public with a "visual preference"

survey that asks the public to identify which types of residential development they would prefer to see constructed in Districts 3 - 6 to provide the additional 1,800 units (or whatever number of additional units they support). The survey also asks the public to show where in Town (using subareas identified in the Comprehensive Plan) they would support locating the additional density and preferred residential types.

In completing the visual preference exercise, the following issues may be worth considering:

- What is existing neighborhood character?
- What are your locational criteria for adding density?
- Should density be clustered or dispersed in different neighborhoods?
- What is appropriate scale of residential buildings?
- How does a building's form impact your acceptance of density?
- How can architectural styles impact your acceptance of density?
- How does site design improve/detракt from density?

In addition, staff has asked the public to provide input on what parking policies they would support to either mitigate or facilitate the development of additional residential units in Town. The parking choices are broken down into four general alternatives that are based on asking two fundamental questions: 1) who should provide parking – the private sector or the public?; and 2) how much parking should be provided in the future – more or less than currently required? Using these two questions, staff and the public have provided our recommendations on parking policies for each subarea in Districts 3 - 6. To better understand the four parking alternatives, please see the summary table below (please also see the Summary of Parking Alternatives document for more explanation of the four parking alternatives):



Total Supply relative to land use	Oversupply	Oversupply	Market based	Undersupply
Purpose of private off-street parking	Peak demand	Daily demand	Market based	ADA access
Purpose of public off-street parking	Adjacent use	Peak demand	None	Daily demand
Purpose of on-street parking	Overflow	Overflow	Market based	Daily demand
On-street winter parking	No	Yes	No	No
Distance from parking spot to destination	Minimal	¼ mile	Market based	¼ mile
Travel by alternate modes	Allow	Encourage	Market based	Require
Ability to see around on-street parking	Low	Low	High	High
Public budget for parking	Flat	Increase some	Flat	Increase more
Enforcement	72-hour limit, No winter	72-hour limit, Winter limit	72-hour limit, No winter	Permits, time limits, paid parking,
Public Maintenance	Street	Street, lots, sidewalks	Street, signage,	Street, lots, signage,

			meters, transit, sidewalks	meters, transit, sidewalks
Other Management	None	None	None	Outreach

It should also be noted that the staff parking recommendations in this staff report represent the consensus opinion of the Parking Study Technical Committee, which includes the following members: Todd Smith, Town of Jackson Police Chief; Larry Pardee, Director of Public Works Department; Darren Brugmann, Director of START Bus; Brian Schilling, Director of Pathways Department; Alex Norton, Joint Town and County Long Range Planner; Tyler Sinclair, Joint Town and County Planning Director. The purpose of the Parking Technical Committee was to allow staff from all departments currently involved in parking management and enforcement to provide their unique input on the Parking Study's direction and recommendations. In particular, we want to make sure than any staff parking recommendations are 'ground-truthed' by all impacted departments. It should be clarified too that the fiscal and operational feasibility of any recommended alternative have not yet been fully investigated (e.g., how much would a new parking structure cost or how much would on-street winter parking cost to implement?). This information will be provided in greater detail in the next phase of the parking update once staff has clear direction from the Council on which parking alternatives they prefer.

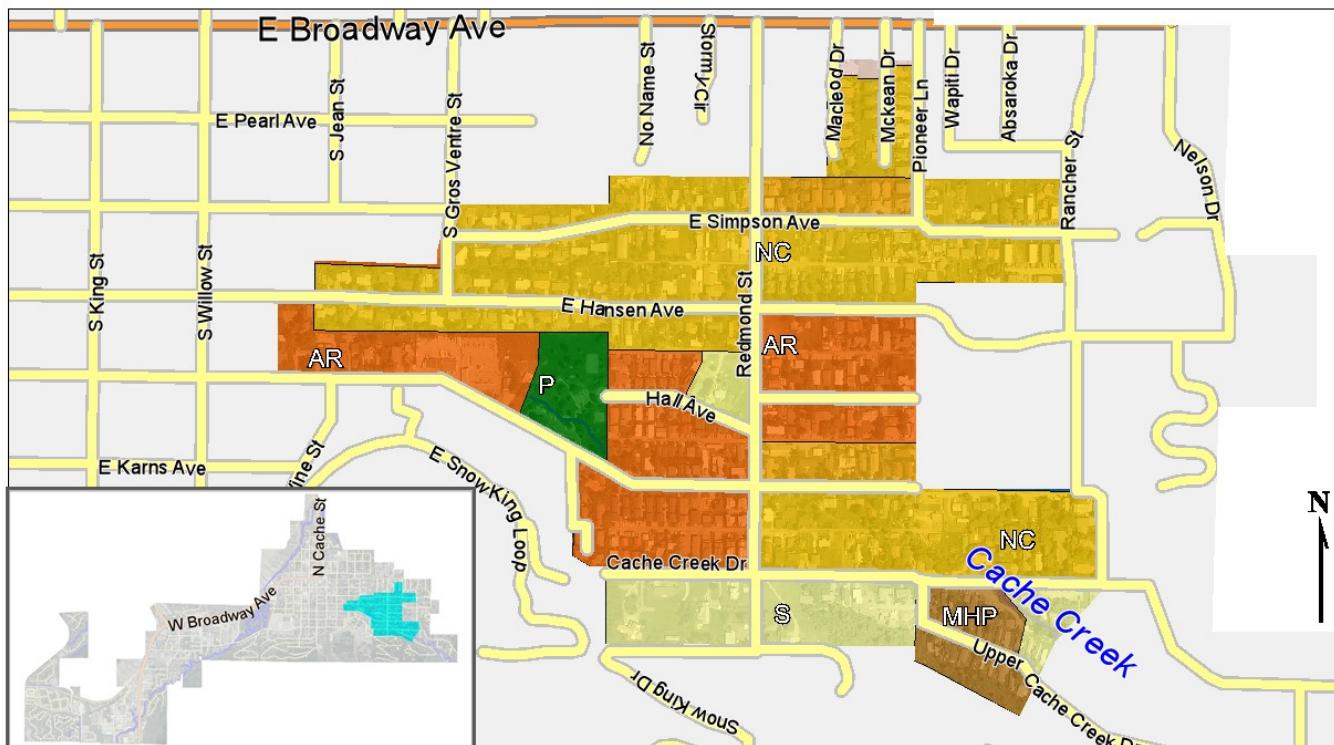
Staff has included the parking recommendations from the public comment (see green type) taken from the on-line surveys and the November 8, public meeting. In addition, attached to this document are charts that summarize the public opinion on the various housing types for each subarea. Each chart includes a 50% line that identifies the point at which a majority of respondents preferred (or not) a certain housing type. For more detail on public comment staff highly recommends that the Council review the full public comment summary also attached to this document.

Once the Planning Commission and Council provide staff specific direction on where additional housing should be added (if anywhere), and what type of housing is desired, staff will draft a new revised zoning map that will show how the zoning would look to reflect these changes. In particular, proposed densities in Transitional subareas would be likely be increased compared to existing zoning. Proposed new zoning in Stable subareas will likely remain very similar to existing zoning in terms of density and development standards but with improvements as needed. In addition, issues of ownership (i.e., rental vs. condominiums) are raised in staff's recommendations but may need additional attention at future stages of the LDR update process.

**Staff Recommendation:** See below for recommendations for Transitional and Stable subareas in Districts 3 - 6. **Recommendations for parking alternatives also provided.**

Below staff has provided a recommendation of the housing types and parking alternative it supports for each subarea. The recommendations are intended to provide a general direction for proposed changes that will be presented in more detail in the next phase of the LDR update based upon Planning Commission and Council direction.

**Subarea 3.1: East Jackson (STABLE) (existing zoning districts include SR, NC, NC-2, AR, PUDs).** The goal for this stable subarea is to maintain existing character and density, which is primarily single-family units and a mixtures of housing types in Planned Unit Development (PUDs), but to also allow targeted redevelopment consistent with current neighborhoods. Staff proposes to introduce a few new residential housing types and a few more zone districts to better meet workforce housing needs while still being consistent with existing character and density. See map:



Subarea 3.1: East Jackson		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Neighborhood Conservation (NC)</b> <i>(Allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	Split into possibly three new zones: <ul style="list-style-type: none"> <li><b>Zone 1:</b> Allow only a single-family home with one attached ARU. Applied to the most established SF neighborhoods, including the SR properties located along Cache Creek Drive.</li> </ul> <p><b>Planning Commission: Agrees with staff. PC also supported having a larger setback for ARUs on a second story similar to the current requirement in</b></p>	<ul style="list-style-type: none"> <li>SF; SF w/ 1 ARU.</li> </ul>

Subarea 3.1: East Jackson		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
	<p>other zones that the portion of an ARU above 14' must be setback 10' instead of 5'. This comment applies wherever ARUs are allowed in this subarea.</p> <ul style="list-style-type: none"> <li>Zone 2: Allow a single-family home with two ARUs (either attached or detached) on properties with an alley and would likely be rezoned similar to the current AR zone. <b>Planning Commission: Agrees with staff</b></li> <li>Zone 3: Allow only a single-family home with no ARUs (i.e., this would prohibit ARUs that were recently allowed in the NC zone). Staff is not proposing this zone for any particular property(s) at this time but wants to see if Council is interested in re-adopting this traditional "NC" zone in Subarea 3.1. <b>Planning Commission: Delete Zone 3 as option</b></li> </ul>	<ul style="list-style-type: none"> <li>SF; SF w/ 1 or 2 ARUs.</li> <li>SF.</li> </ul>
<b>Neighborhood Conservation - 2 (NC -2)</b> <i>(allows an attached duplex or two detached townhomes, both either rental or ownership)</i>	Continue to allow duplexes (either as rental or ownership) and detached townhomes. Each primary unit also allowed 1 ARU.  <b>Planning Commission: Agrees with staff</b>	SF; SF w/ 1 ARU; duplex.
<b>Auto-Urban Residential (AR)</b> <i>(Currently allows a SF detached unit and one attached and one detached ARU)</i>	Keep the 3-unit maximum (1 SF / 2 ARUs) but with additional flexibility to also have a duplex (two full-sized attached rental units) or a tri-plex (three full-sized attached rental units). No condominiumization allowed.  <b>Planning Commission: Agrees with staff. PC also supports having a slightly increased FAR from .36 to perhaps .40 to better enable allowing all three units and keep the existing progressive FAR where more FAR is allowed when multiple units are built.</b>	SF; SF w/ 1 or 2 ARUs; duplex; triplex.
<b>Suburban (S)</b> <i>(allows a single family home and one attached or detached ARU depending on the size of the property)</i>	As a general comment, staff (and PC) considered the Suburban zone in this subarea (i.e., fronting Cache Creek Drive) with the adjacent S zoned properties in Subarea 6.2: Upper Cache because of the similar larger-lot characteristics. Thus, based on Comprehensive Plan's direction to maintain existing lot sizes into the future in Subarea 6.2, staff recommends that the S zone possibly be divided into two related zones – one with a minimum lot size of approx. half acre (22,000 sf) and one with a minimum lot size of approx. 1 acre (43,560 sf). Under this scheme, the S properties in Subarea 3.1 would likely get the smaller minimum lot size due to the existing smaller lot sizes in this area. Both new zones, however, would have a larger minimum lot size than the current S zone, which is 12,000 sf.	SF; SF w/ 1 ARU

Subarea 3.1: East Jackson		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
	Planning Commission: Agrees with staff	
<b>Planned Unit Development (PUDs)</b> (Allows higher FAR and height than base zone)	No change in their approved densities. PUDs will no longer be allowed or a modified PUD tool may be considered for certain larger properties in this subarea  Planning Commission: Agrees with staff	TBD
<b>PARKING (Subarea 3.1):</b>		
<p><b>Staff Recommendation: Alternative A (private expense/high supply):</b> Most parking to be provided by private sector when development happens; parking should be close and convenient; no winter on-street parking; no significant increase of public funding or maintenance responsibilities for parking.</p> <p><b>Planning Commission: Alternative A</b></p> <p><b>Public Comment: Alternative A</b></p>		

**Subarea 3.2: Residential Core (TRANSITIONAL)** (existing zoning districts include NC, NC-2, UR, AR, BC, OUP, PUDs): The goal for this transitional subarea is to prioritize redevelopment and reinvestment. Due to its central location, additional density, multi-family buildings, and larger buildings are expected where appropriate. See map:

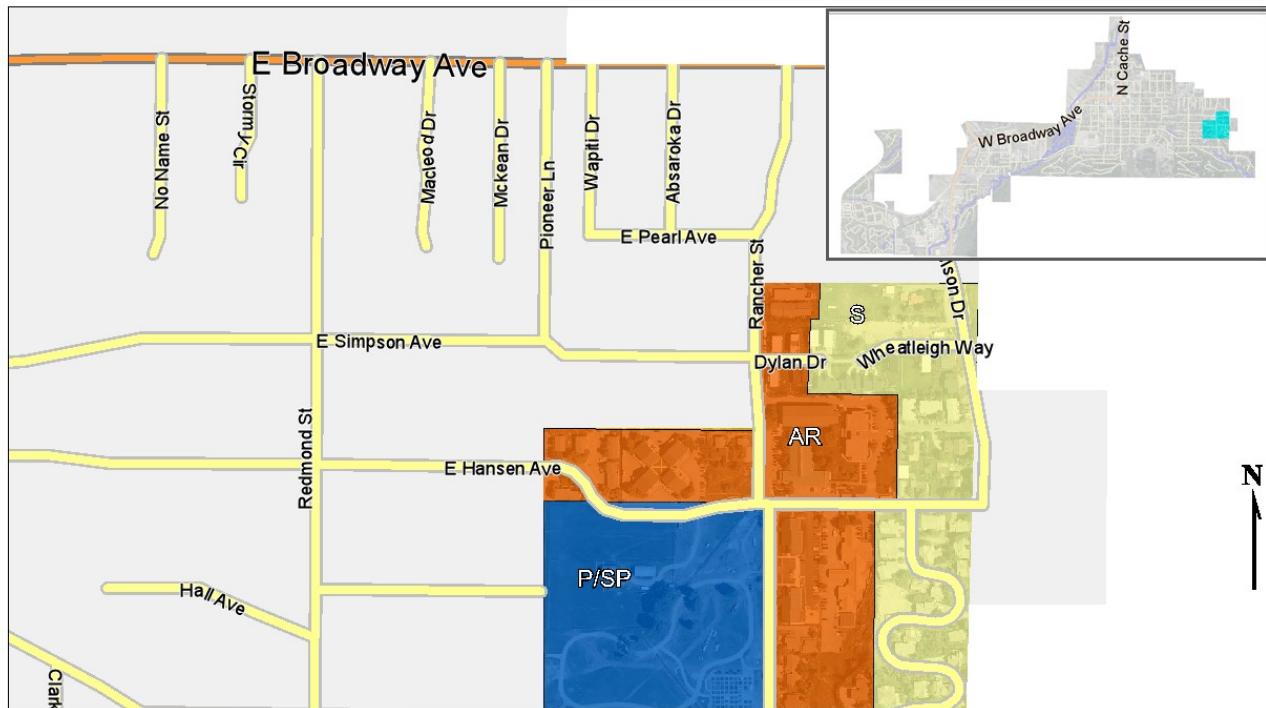


Subarea 3.2: Residential Core		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Neighborhood Conservation (NC)</b> <i>(Allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	<ul style="list-style-type: none"> <li>NC area to the north of the Rodeo Grounds: change to higher density multi-family development for workforce housing (i.e., no SF detached allowed, minimum housing type is triplex) due to close proximity to START, jobs, pathways, and services. Also, aging housing stock in need of redevelopment. <b>Planning Commission: Agrees with staff except that PC would also allow SF and duplex buildings because they did not want to make existing SF/duplex owners nonconforming.</b></li> <li>NC on No Name/Stormy Circle: Allow up to four-plex. This level of density would be consistent with need for redevelopment and history of old MR-4 zoning (allows 4-plex) in the vicinity. <b>Planning Commission: Agrees with staff</b></li> <li>Encourage consolidation of lots to achieve higher</li> </ul>	<ul style="list-style-type: none"> <li>SF; duplex; triplex up to apt. buildings; max. set by FAR</li> <li>SF up to four-plex.</li> </ul>

Subarea 3.2: Residential Core		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
	<p>density.</p> <p><b>Planning Commission: Agrees with staff</b></p>	
<b>Neighborhood Conservation - 2 (NC -2)</b> <i>(allows an attached duplex or two detached townhomes, both either rental or ownership)</i>	<p>Continue to allow duplexes (either as rental or ownership) and detached townhomes. Each primary unit also allowed 1 ARU.</p> <p><b>Planning Commission: Agrees with staff</b></p>	SF up to four-plex.
<b>Auto-Urban Residential (AR)</b> <i>(Currently allows a SF detached unit and one attached and one detached ARU)</i>	<ul style="list-style-type: none"> <li>For more established neighborhoods: keep the 3-unit maximum (1 SF / 2 ARUs) but with additional flexibility to also have a duplex (two full-sized attached rental units) or tri-plex (three full-sized attached rental units).</li> <li>For areas with existing mix of multi-family: allow additional higher-density multi-family, especially near areas with commercial/mixed-use zoning.</li> </ul> <p><b>Planning Commission: Convert all existing AR zoning in subarea 3.2 to “UR-like” density (FAR .65+) with workforce housing bonus (e.g., 2:1 bonus). PC agrees with housing types identified by staff for existing AR areas with higher-density, multi-family housing (see next box).</b></p>	<ul style="list-style-type: none"> <li>SF; SF w/ 1 or 2 ARUs; duplex; triplex.</li> <li>SF; SF w/ 1 or 2 ARUs; duplex; triplex, tiny homes, up to 6 or 8-unit apts /lot (PC agrees)</li> </ul>
<b>Urban Residential (UR)</b> <i>(Highest-density residential zone. Allows a single family home up to apartment buildings)</i>	<p>Small existing areas of UR zone would be considered for additional density (above .45 FAR) for workforce rental housing</p> <p><b>Planning Commission: Agrees with staff</b></p>	Four-plex up to apt. buildings; max. set by FAR
<b>Business Conservation (BC)</b> <i>(Allows existing commercial uses in residential neighborhoods to not be considered nonconforming and continue indefinitely or be converted to less intense uses)</i>	<p>All 13 existing BC properties in Subarea 3.2 should be converted to the same high-density residential zone proposed for the AR properties in this subarea (see above comments in AR). Any existing commercial uses would be considered nonconforming.</p> <p><b>Planning Commission: This zone was not identified by staff for PC discussion so PC did not address this specific issue.</b></p>	SF; SF w/ 1 or 2 ARUs; duplex; triplex.
<b>Office Overlay (OUP)</b> <i>(Allows office uses up the base FAR of the existing residential zone, mostly AR)</i>	<p>All OUP properties (approx. 25) should be converted to a variation of the existing OR zone that allows an FAR of .35 for office uses but a higher FAR (possibly .65) for higher-density residential uses. This provides the best balance between protecting the existing right for office uses as well as encouraging workforce housing in locations ideally suited for additional density (i.e., base of Snow King and along the Willow Street corridor near the Town/County administration buildings).</p> <p><b>Planning Commission: This zone was not identified by staff</b></p>	SF; SF w/ 1 or 2 ARUs; duplex; triplex.

Subarea 3.2: Residential Core		
Current Zone	Staff Recommendation (BLACK) <b>Planning Commission Recommendation (RED)</b> <b>for PC discussion so PC did not address this specific issue.</b>	Housing Types (proposed)
<b>Planned Unit Development (PUDs)</b> <i>(Allows higher FAR and height than base zone)</i>	No change to approved densities. PUDs will no longer be allowed or a modified PUD tool may be considered for certain larger or uniquely configured properties in this subarea.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>PARKING (Subarea 3.2):</b>		
<p><b>Staff Recommendation: Alternative B (public expense/high supply):</b> Most parking to be provided by public sector (e.g., surface lots, garages); parking should be free or cheap to public; moderate walk is acceptable; winter on-street parking will be explored as a potential option in the future on streets where feasible; moderate to significant increase in public funding and maintenance responsibilities for parking over current levels.</p> <p><b>Planning Commission: Alternative B (PC supports on-street winter parking throughout subarea but would not allow commercial vehicles (e.g., rafting van/pick-up) or recreational vehicles/trailers to be parked on street.</b></p> <p><b>Public Comment: Alternative A (private expense/high supply)</b></p>		

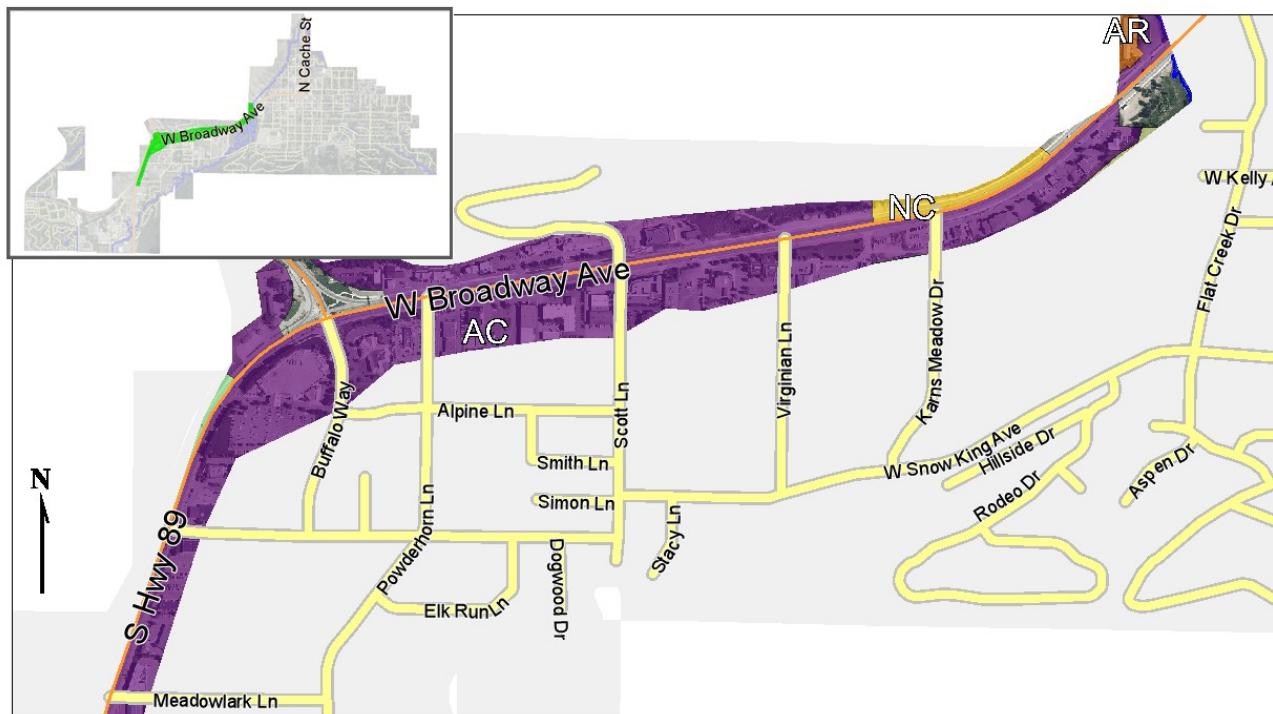
**Subarea 3.4: May Park Area (STABLE) (existing zoning districts include SR, AR, PUDs).** The goal for this stable subarea is to maintain the existing character and density, which is a mix of single-family, duplex, multi-family, senior housing and PUD developments, but to also allow targeted redevelopment consistent with the wide range of current neighborhood characters. Staff proposes to introduce a few new residential housing types and a few more residential zone districts to better meet workforce housing needs while still being consistent with existing character and density. See map:



Subarea 3.4: May Park Area		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Suburban (S)</b> <i>(allows a single family home and one attached or detached ARU depending on the size of the property)</i>	<ul style="list-style-type: none"> <li>Because much of the S zoning in this subarea is a PUD (Daisy Bush) or other type of master plan approval (East Ridge), these SR areas will keep existing densities.</li> <li>Other SR properties along Nelson Drive, however, will be considered for higher-density housing types, starting with tri-plexes but perhaps allowing higher-density multi-family as well. Single-family detached units will not be allowed.</li> </ul> <p><b>Planning Commission: Agrees with staff except that they support allowing SF and duplex units as well to not create nonconforming uses.</b></p>	<ul style="list-style-type: none"> <li>Keep existing – SF up to townhouse</li> <li><b>SF, duplex, triplex up to six-unit apt/lot.</b></li> </ul>
<b>Auto-Urban Residential (AR)</b> <i>(Currently allows a SF detached unit and one attached and one</i>	The AR zoning in this subarea includes a wide variety of existing housing types and densities, including townhomes and large apartment complexes. So while redevelopment	Duplex, townhouses, apts up to FAR max.

Subarea 3.4: May Park Area		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<i>detached ARU</i>	opportunities may be limited due to split ownership of projects, staff recommends that zoning be provided to allow similar or higher future densities should redevelopment occur. Single-family detached units will not be allowed.  <b>Planning Commission: Agrees with staff except that minimum housing type should be higher density (i.e., 4-plex instead of duplex as recommended by staff).</b>	4-plex up to apts with max. set by FAR
<b>Planned Unit Development (PUDs)</b> (Allows higher FAR and height than base zone)	No change in their approved densities. A modified PUD tool may be considered for certain larger properties in this subarea.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>PARKING (Subarea 3.4)</b>		
<p><b>Staff Recommendation: Alternative A (private expense/high supply):</b> Most parking to be provided by private sector when development happens; parking should be close and convenient; no winter on-street parking; no significant increase of public funding or maintenance responsibilities for parking.</p> <p><b>Planning Commission: Alternative A</b></p> <p><b>Public Comment: Alternative A</b></p>		

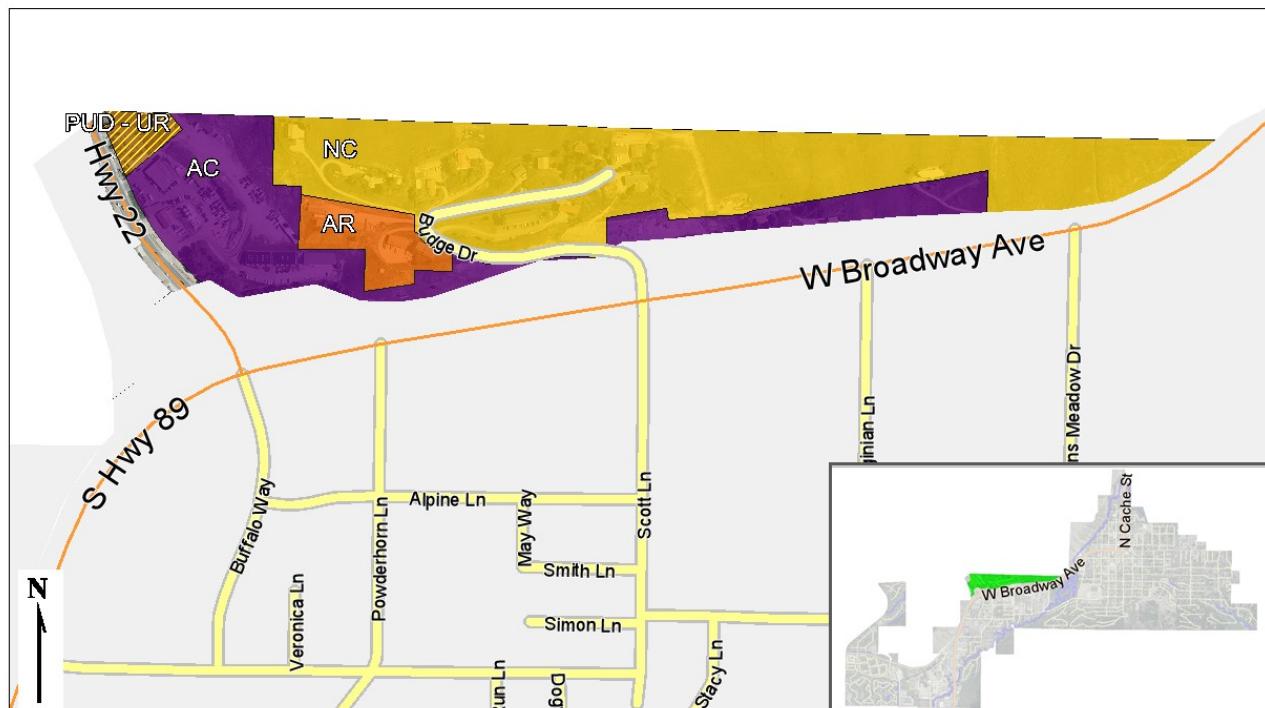
**Subarea 4.1: Midtown Highway Corridor (TRANSITIONAL)** (existing zoning districts include NC, AC): The goal for this transitional subarea is to prioritize redevelopment and reinvestment. New development should be mixed-use and multi-family that faces the highway with parking located in back. Buildings will be 2 – 3 stories but 4-story structures are possible where hillsides act as backdrops. Planning for Complete Street amenities and wildlife movement should be emphasized. See map:



Subarea 4.1: Midtown Highway Corridor		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Neighborhood Conservation (NC)</b> <i>(Allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	A small sliver of NC exists along the northern hillside area that is currently undeveloped. Staff recommends leaving this site with NC or equivalent zoning (i.e., no allowance for additional density), partly to help preserve hillside for wildlife movement and to avoid steeper and possibly unstable slopes.  <b>Planning Commission: Agrees with staff</b>	SF
<b>Auto-Urban Commercial (AC)</b> <i>(Currently allows mixed use development with a variety of FARs from .25 to .46 and three stories)</i>	Convert existing highway AC zoning to CR-2. This would allow commercial and/or residential uses a FAR of .46 and a 42' – 46' height limit with three stories. Housing types below 4-unit condo/apartment would not be allowed, unless units are required for on-site employee mitigation. CR-2 also has a workforce housing bonus using the 2:1 bonus (i.e., 2 sf of market housing for 1 sf of deed – restricted housing) with no FAR maximum.	Four-plex up to apt. buildings; max. set by FAR

Subarea 4.1: Midtown Highway Corridor		
Current Zone	Staff Recommendation (BLACK) <b>Planning Commission Recommendation (RED)</b>	Housing Types (proposed)
	<b>Planning Commission: Agrees with staff</b>	
<b>Planned Unit Development (PUDs)</b> (Allows higher FAR and height than base zone)	Not many PUDs in subarea but no change in any approved densities. A modified PUD tool may be considered for certain larger properties in this subarea.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>PARKING (Subarea 4.1):</b>		
<p><b>Alternative D (public expense/low supply):</b> Public sector actively encourages and requires less parking (paid parking, permits, START bus, parking maximums, Transportation Demand Management (TDM)); moderate walk is acceptable; no winter on-street parking; Moderate or significant increase in public funding and maintenance responsibilities to manage more aggressive parking policies.</p> <p><b>Planning Commission: Alternative D</b></p> <p><b>Public Comment: Alternative A (private expense/high supply)</b></p>		

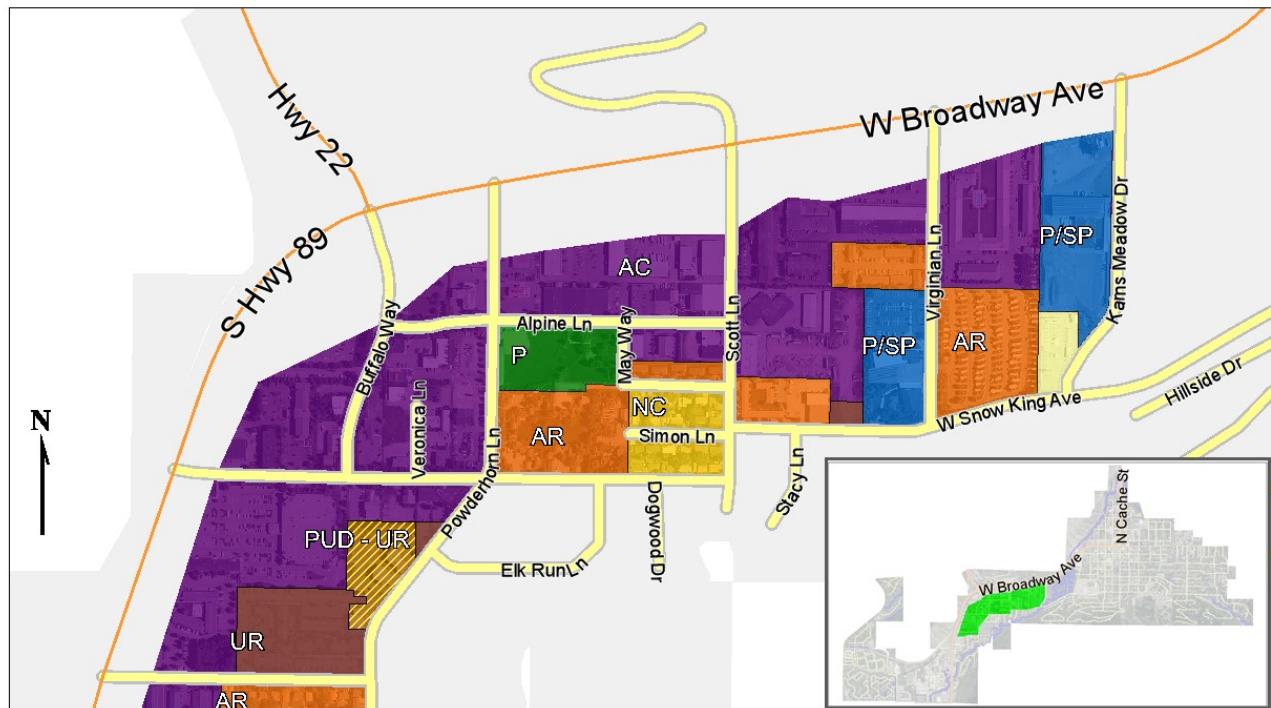
**Subarea 4.2: Northern Hillside (TRANSITIONAL) (existing zoning districts include NC, AC, AR, PUD):** The goal for this transitional subarea is to balance providing some mixed-use development and residential opportunities with wildlife movement and steep slopes. The recent landslide is evidence of slope instability and a need to consider less residential density than originally planned. Smaller building footprints are desired in order to maintain open areas. A variety of housing types, including multi-family, may be appropriate depending on slope conditions. See map:



Subarea 4.2: Northern Hillside		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Neighborhood Conservation (NC)</b> <i>(Allows a single family home but no ARUs)</i>	NC properties should not be allowed additional density, especially in consideration of landslide mitigation, steep slopes, and wildlife habitat.  <b>Planning Commission: Agrees with staff</b>	SF
<b>Auto-Urban Commercial (AC)</b> <i>(Currently allows mixed use development with a variety of FARs from .25 to .46 and three stories)</i>	Convert existing highway AC zoning to CR-2 and treat the same as AC in Subarea 4.1. This would allow commercial and/or residential uses a FAR of .46 and a 42' – 46' height limit with three stories. Housing types below 4-unit condo/apartment would not be allowed, unless units required for on-site employee mitigation. CR-2 also has a workforce housing bonus using the 2:1 bonus (i.e., 2 sf of market housing for 1 sf of deed –restricted housing) with no	Four-plex up to apt. buildings; max. set by FAR

Subarea 4.2: Northern Hillside		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
	FAR maximum.  <b>Planning Commission: Agrees with staff</b>	
<b>Auto-Urban Residential (AR)</b> <i>(Currently allows a SF detached unit and one attached and one detached ARU)</i>	Keep the 3-unit maximum (1 SF / 2 ARUs) but with additional flexibility to also have a duplex (two full-sized attached rental units) or a tri-plex (three full-sized attached rental units).  <b>Planning Commission: Agrees with staff</b>	SF; SF w/ 1 or 2 ARUs; duplex; triplex.
<b>Planned Unit Development (PUDs)</b> <i>(Allows higher FAR and height than base zone)</i>	Not many PUDs in subarea but no change in any approved densities. A modified PUD tool may be considered for certain larger properties in this subarea.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>Parking (Subarea 4.2):</b>		
<p><b>Staff Recommendation: Alternative A (private expense/high supply):</b> Most parking to be provided by private sector as development happens; parking close and convenient; no winter on-street parking; no significant increase in public funding and maintenance responsibilities for parking over current levels.</p> <p><b>Planning Commission: Alternative A</b></p> <p><b>Public Comment: Alternative A</b></p>		

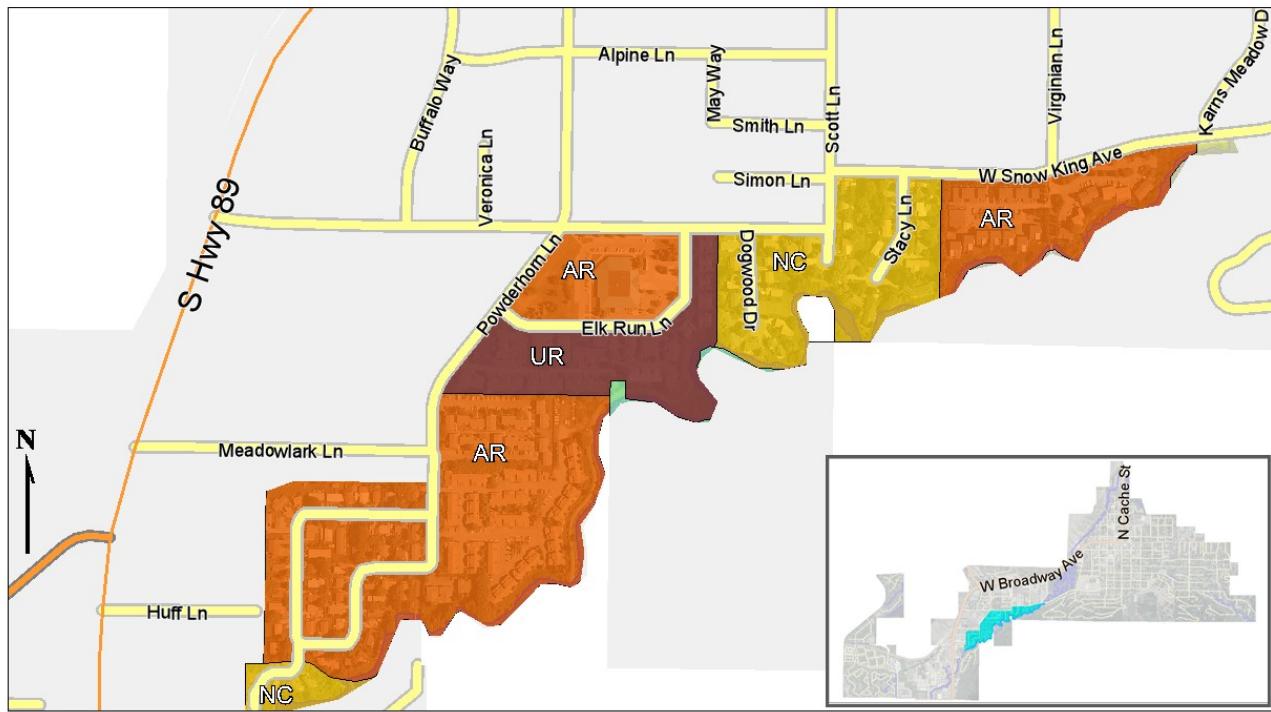
**Subarea 4.3: Central Midtown (TRANSITIONAL)** (existing zoning districts include NC, AR, UR, AC): This transitional subarea is the core of District 4. The goal is to transform this area into a walkable mixed-use district. Additional housing in a variety of types, including multi-family, should be encouraged. Buildings of 2 - 3 stories are expected. See map:



Subarea 4.3: Central Midtown		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Neighborhood Conservation (NC)</b> <i>(Allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	For the NC areas near Powderhorn Park, change to higher density multi-family uses for workforce housing (i.e., no SF detached allowed, minimum housing type is duplex). Encourage consolidation of lots to achieve higher density.  <b>Planning Commission: Agrees with staff</b>	duplex up to apt. buildings; max. set by FAR
<b>Auto-Urban Commercial (AC)</b> <i>(Currently allows mixed use development with a variety of FARs from .25 to .46 and three stories)</i>	Convert existing AC zoning to CR-2 or similar zone. This would allow commercial and/or residential uses a FAR of .46 and a 42' – 46' height limit with three stories. Housing types smaller than 4-unit condo/apartment would not be allowed, unless units required for on-site employee mitigation. CR-2 also has a workforce housing bonus using the 2:1 bonus (i.e., 2 sf of market housing for 1 sf of deed-restricted housing) with no FAR maximum.  <b>Planning Commission: Agrees with staff</b>	Four-plex up to apt. buildings; max. set by FAR
<b>Auto-Urban Residential (AR)</b>	Areas already have multi-family housing, camping, or more	Tri-plex up to apt.

Subarea 4.3: Central Midtown		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<i>(Currently allows a SF detached unit and one attached and one detached ARU)</i>	intense use so allow additional higher-density multi-family, especially near areas with commercial/mixed-use zoning.  <b>Planning Commission: Agrees with staff except that minimum housing type should be a 4-plex (instead of tri-plex).</b>	buildings; max. set by FAR.  4-plex up to apt. buildings; max. set by FAR.
<b>Urban Residential (UR)</b> <i>(Highest-density residential zone. Allows a single family home up to apartment buildings)</i>	Areas of UR zone would be considered for additional density (above .45 FAR) for future redevelopment of additional workforce housing.  <b>Planning Commission: Agrees with staff</b>	Four-plex up to apt. buildings; max. set by FAR
<b>Planned Unit Development (PUDs)</b> <i>(Allows higher FAR and height than base zone)</i>	A significant number of PUDs in subarea but no change in any approved densities. A modified PUD tool may be considered for certain larger properties in this subarea.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>PARKING (Subarea 4.3):</b>		
<p><b>Staff Recommendation: Alternative C (private expense/low supply):</b> Let private market determine parking supply as development happens (flexible standards); parking location determined by market demand; no winter on-street parking; no increase in public funding and maintenance responsibilities for parking over current levels.</p> <p><b>Planning Commission: Alternative C</b></p> <p><b>Public Comment: Alternative A (private expense/high supply)</b></p>		

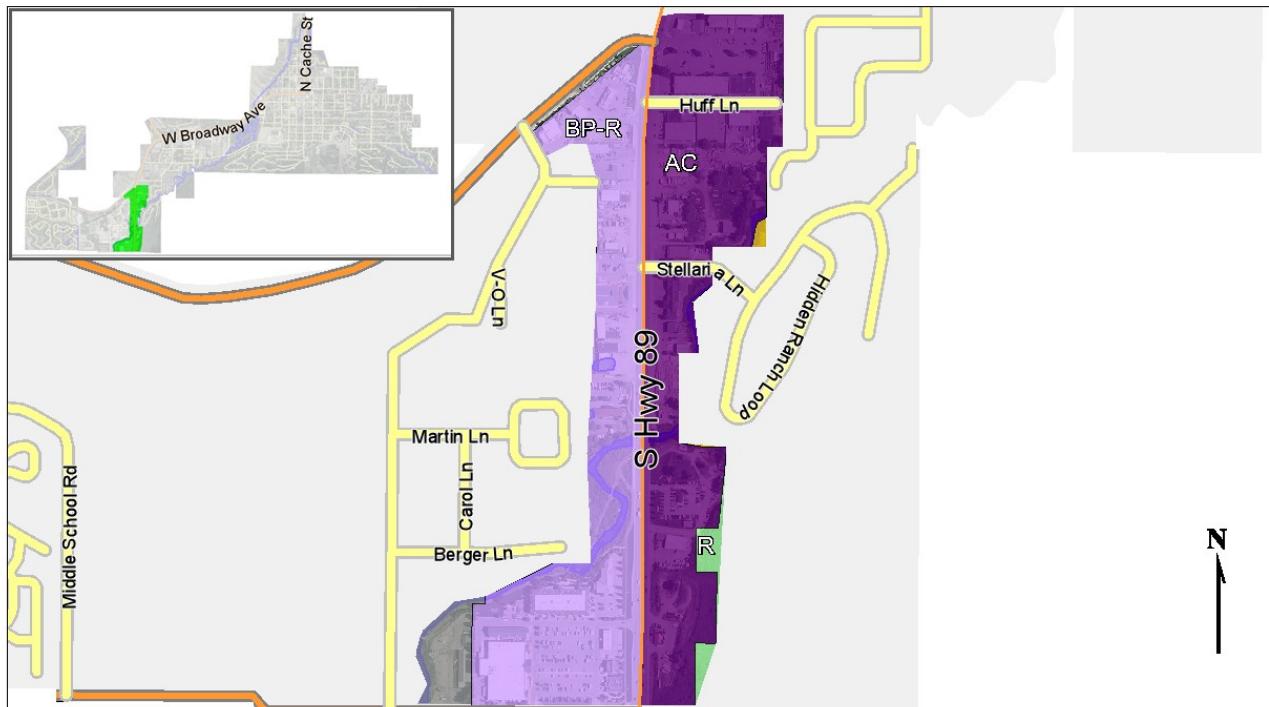
**Subarea 4.4: Midtown Residential (STABLE) (existing zoning districts include NC, AR, UR):** This stable subarea should continue as a single-family and multi-family residential neighborhood with a mix of ownership and rental units. Development should be sensitive to impacts on Flat Creek and steep hillsides where applicable. See map:



Subarea 4.4: Midtown Residential		
Current Zone	Staff Recommendation (BLACK) <b>Planning Commission Recommendation (RED)</b>	Housing Types (proposed)
<b>Neighborhood Conservation (NC)</b> <i>(Allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	For the NC areas off Snow King Avenue (Stacey Lane/Dogwood Drive), allow only a single-family home with one attached or detached ARU.  <b>Planning Commission: Agrees with staff</b>	SF; SF w/ 1 attached or detached ARU
<b>Auto-Urban Residential (AR)</b> <i>(Currently allows a SF detached unit and one attached and one detached ARU)</i>	<ul style="list-style-type: none"> <li>For areas in the Crabtree Lane Area, keep the 3-unit maximum (1 SF / 2 ARUs) but with additional flexibility to also have a duplex (two full-sized attached rental units) or a tri-plex (three full-sized attached rental units).</li> </ul> <p><b>Planning Commission: Agrees with staff but would add properties fronting Meadowlark Lane to this recommendation because they are same size and character.</b></p> <ul style="list-style-type: none"> <li>All other AR properties are PUDs or master planned projects so no changes proposed (see existing PUD section below).</li> </ul> <p><b>Planning Commission: Agrees with staff</b></p>	<ul style="list-style-type: none"> <li>SF; SF w/ 1 or 2 ARUs; duplex; triplex.</li> </ul>

Subarea 4.4: Midtown Residential		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Urban Residential (UR)</b> <i>(Highest-density residential zone. Allows a single family home up to apartment buildings)</i>	Areas of UR zone would be considered for additional density (above .45 FAR) for future redevelopment of additional workforce rental housing.  <b>Planning Commission: Agrees with staff</b>	Four-plex up to apt. buildings; max. set by FAR
<b>Planned Unit Development (PUDs)</b> <i>(Allows higher FAR and height than base zone)</i>	A significant number of PUDs in subarea but no change in any approved densities. A modified PUD tool may be considered for certain larger properties in this subarea.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>PARKING (Subarea 4.4):</b>		
<p><b>Staff Recommendation: Alternative C (private expense/low supply):</b> Let private market determine parking supply as development happens (flexible standards); parking location determined by market demand; no winter on-street parking; no increase in public funding and maintenance responsibilities for parking over current levels.</p> <p><b>Planning Commission: Alternative C</b> but is supportive of using Alternative A to apply to the Crabtree Lane area where ample off-street parking would likely have to be provided for redevelopment projects.</p> <p><b>Public Comment: Alternative A (private expense/high supply)</b></p>		

**Subarea 5.1: West Jackson Highway Corridor (TRANSITIONAL)** (existing zoning districts include AC, BP-R): This transitional subarea is composed primarily of South Highway 89 and is the southern gateway to Jackson. Revitalization along the highway is highly desired, along with improving vehicular and pedestrian access. Reduction of the many highway access points is encouraged with parking screened from view. Multi-family and mixed uses of 2-3 stories are intended. See map:



Subarea 5.1: West Jackson Highway Corridor		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Auto-Urban Commercial (AC)</b> <i>(Currently allows mixed use development with a variety of FARs from .25 to .46 and three stories)</i>	Convert existing AC zoning to CR-2 or similar zone. This would allow commercial and/or residential uses a FAR of .46 and a 42' – 46' height limit with three stories. Housing types smaller than 4-unit condo/apartment would not be allowed, unless units required for on-site employee mitigation.  <b>Planning Commission: Agrees with staff</b>	Four-plex up to apt. buildings; max. set by FAR
<b>Business Park - Restricted (BP-R)</b> <i>(allows industrial uses along with limited commercial uses (retail, service, office, restaurant/bar mixed use development) with a variety of FARs from .25 to .41 and two stories)</i>	Convert existing BP-R zoning on highway to CR-2. This would allow commercial and/or residential uses a FAR of .46 and a 42' – 46' height limit with three stories. Industrial uses would no longer be allowed. Housing types below 4-unit condo/apartment would not be allowed, unless units required for on-site employee mitigation. CR-2 also has a workforce housing bonus using the 2:1 bonus (i.e., 2 sf of market housing for 1 sf of deed –restricted housing) with no FAR maximum.  <b>Planning Commission: Agrees with staff</b>	Four-plex up to apt. buildings; max. set by FAR.

<b>Planned Unit Development (PUDs)</b> (Allows higher FAR and height than base zone)	Not many PUDs in subarea but no change in any approved densities. A modified PUD tool may be considered for certain larger properties in this subarea.	TBD
<b>Planning Commission: Agrees with staff</b>		

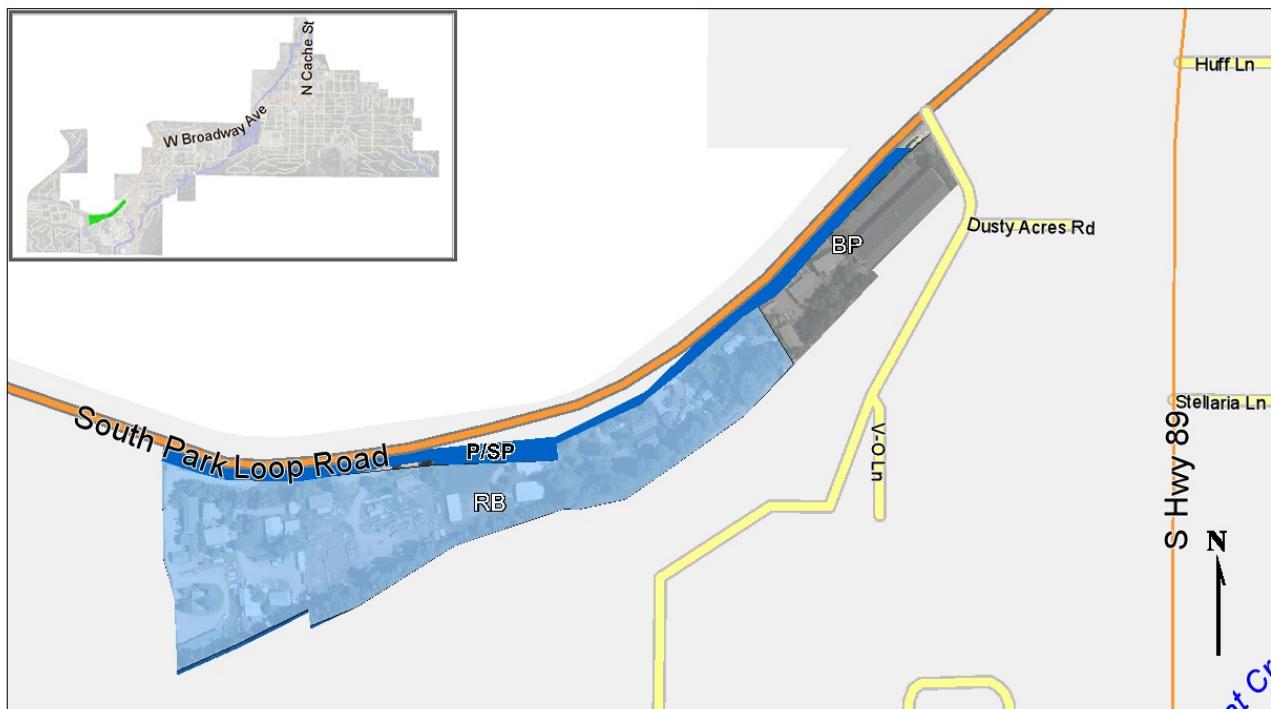
#### PARKING (Subarea 5.1):

**Staff Recommendation: Alternative D (public expense/low supply):** Public sector actively encourages and requires less parking (paid parking, permits, START bus, Transportation Demand Management (TDM); moderate walk is acceptable; no winter on-street parking; Moderate or significant increase in public funding and maintenance responsibilities to manage more aggressive parking policies.

**Planning Commission: Alternative D**

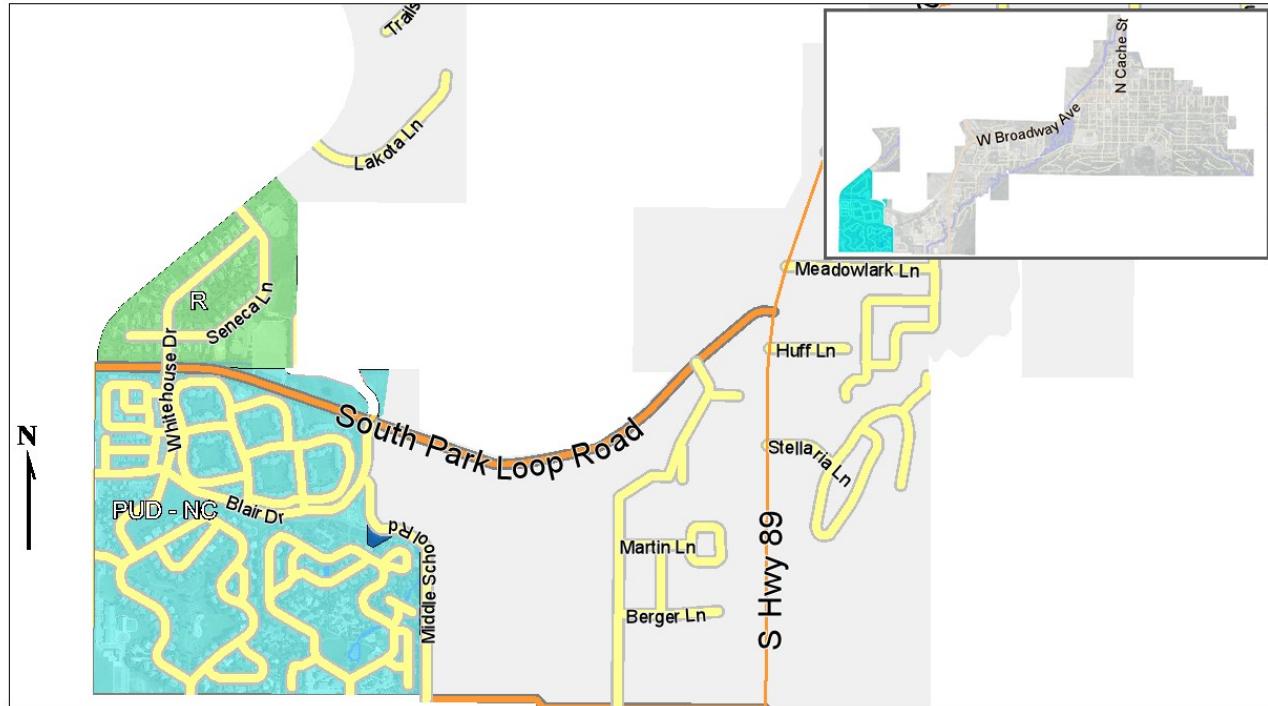
**Public Comment: Alternative A (private expense/high supply)**

**Subarea 5.3: High School Butte (TRANSITIONAL) (existing zoning districts include RB):** This transitional subarea is comprised of a variety of housing types from single-family to smaller multi-family. Opportunities for local entrepreneurs and industrial uses should be preserved. Buildings of 2 - 3 stories should try to take advantage of the grade change to reduce the perceived scale of buildings and screen parking. See map:



Subarea 5.3: High School Butte		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Residential Business (RB)</b> <i>(Development must be more than 50% residential but allows light industrial, storage, heavy retail, service, and office uses. Allows FARs of .32, height limit of 30', and two stories)</i>	Convert existing highway AC zoning to a new mixed-use zone similar to CR-2 but perhaps with a lower height limit closer to 30' – 35'. Housing types below 3-unit condo/apartments would not be allowed, unless units required for on-site employee mitigation. Would likely retain the workforce housing bonus in CR-2 that includes a 2:1 FAR bonus (i.e., 2 sf of market housing for 1 sf of deed – restricted housing) with no FAR maximum.  <b>Planning Commission: Agrees with staff except that they support using the full current CR-2 without the height reduction suggested by staff.</b>	tri-plex up to apt. buildings; max. set by FAR.
<b>Planned Unit Development (PUDs)</b> <i>(Allows higher FAR and height than base zone)</i>	No PUDs in subarea. A modified PUD tool may be considered for certain larger properties in this subarea.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>PARKING (Subarea 5.3):</b>		
<b>Alternative C (private expense/low supply):</b> Let private market determine parking supply as development happens (flexible standards); parking location determined by market demand; no winter on-street parking; no increase in public funding and maintenance responsibilities for parking over current levels.		
<b>Planning Commission: Alternative C</b>		
<b>Public Comment: Alternative A (private expense/high supply)</b>		

**Subarea 5.5: West Jackson Residential (STABLE) (existing zoning districts include NC- PUD, Rural):** This stable subarea includes large planned developments that provide a substantial part of the local workforce. There are a wide variety of housing types from single-family homes to large apartment buildings in a largely suburban development pattern. Maintaining a sense of community and ownership is a major goal of this area. See map:



Subarea 5.5: West Jackson Residential		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
NC-PUD (Cottonwood Park) <i>(allows a mix, single family homes, duplexes, townhomes, and apartment buildings and one or two ARUs depending on circumstances (however local HOA currently prohibits ARUs)</i>	No changes proposed to existing PUD master plan.  <b>Planning Commission: Agrees with staff</b>	Same as existing
Rural-PUD (Indian Trails – Southern area) <i>(Currently allows a SF detached units and one or two ARUs depending on circumstances (however local HOA currently prohibits ARUs)</i>	No changes proposed to existing PUD master plan.  <b>Planning Commission: Agrees with staff</b>	Same as existing
<b>Parking:</b>		
<b>Alternative A (private expense/high supply):</b> Most parking to be provided by private sector when development happens; parking should be close and convenient; no winter on-street parking; no significant increase of public funding or maintenance responsibilities for parking.		

Planning Commission: Alternative A

Public Comment: Alternative A

**Subarea 6.1: Low to Medium Density Neighborhoods (STABLE) (existing zoning districts include S, R, NC, PUD).**

The goal for this stable subarea is to maintain existing character and density, which is primarily single family and PUD development, but to allow targeted redevelopment consistent with current neighborhoods. See map:



**Subarea 6.1: Low to Medium Density Neighborhoods**

Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Neighborhood Conservation (NC)</b> <i>(Allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	No change to existing densities or allowed housing types, with the possible exception of allowing only 1 ARU (or no ARUs) for certain NC neighborhoods in subarea.  <b>Planning Commission: Agrees with staff</b>	SF or SF w/ 1 ARU.
<b>Suburban (S)/Rural (R)</b> <i>(Currently allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	Because much of the S and R zoning in this subarea are PUDs (Karns Hillside, Indian Trails,), these areas should keep existing densities and housing types.  <b>Planning Commission: Agrees with staff except that the USFS site off Nelson Drive should be treated the same as Suburban zoned properties May Park subarea identified</b>	SF or SF w/ 1 ARU.  USFS site: SF up to 6-unit

	<b>for higher density (i.e., allow SF up to 6-plex)</b>	
<b>Planned Unit Development (PUDs)</b> (Allows higher FAR and height than base zone)	No change in their approved densities. PUDs will no longer be allowed.  <b>Planning Commission: Agrees with staff</b>	TBD

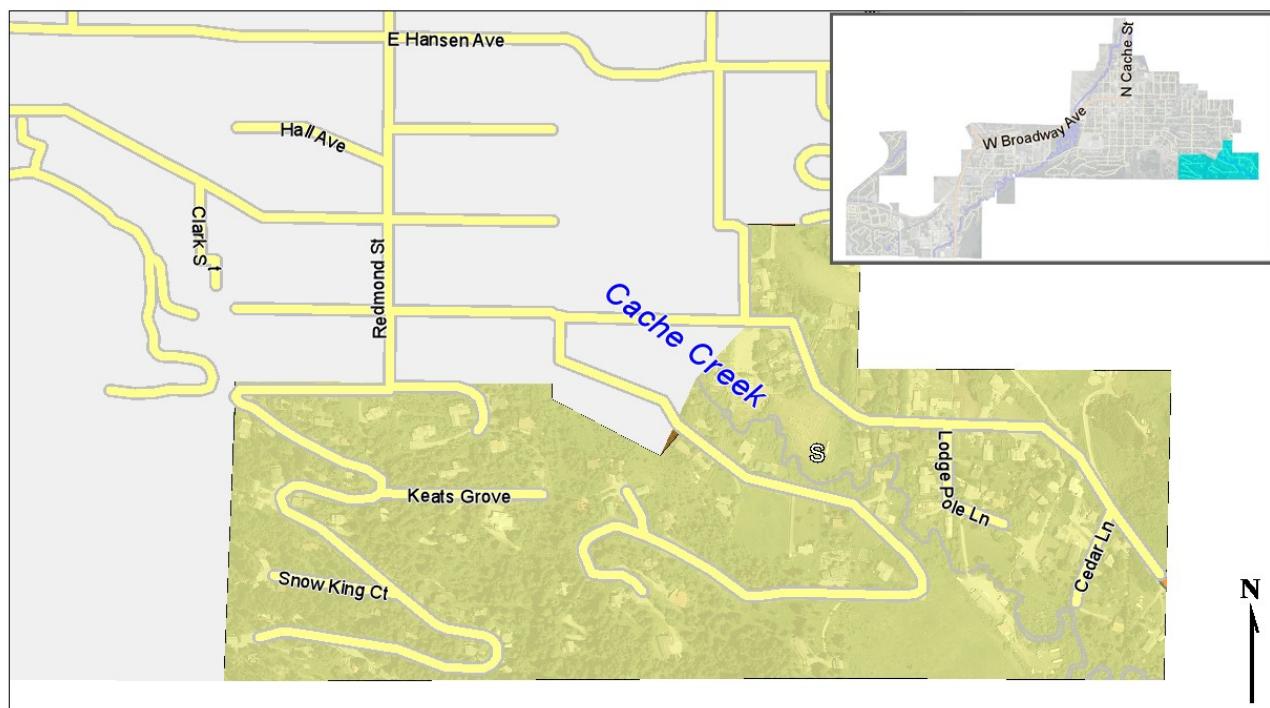
**PARKING (Subarea 6.1):**

**Staff Recommendation Alternative A (private expense/high supply):** Most parking to be provided by private sector when development happens; parking should be close and convenient; no winter on-street parking; no significant increase of public funding or maintenance responsibilities for parking.

**Planning Commission: Alternative A**

**Public Comment: Alternative A**

**Subarea 6.2: Upper Cache (STABLE) (existing zoning districts include S, PUD).** No increase in density is planned for this area, and the natural areas should dominate over the built environment. Development should reduce impacts on wildlife habitat, steep slopes, and other natural features. Commercial and recreational equestrian uses will be allowed, but other nonresidential uses will be discouraged. See map:



Subarea 6.2: Upper Cache		
Current Zone	Staff Recommendation (BLACK) Planning Commission Recommendation (RED)	Housing Types (proposed)
<b>Suburban (S)</b> <i>(Currently allows a single family home and one or two ARUs depending on the presence of an alley and other factors)</i>	<ul style="list-style-type: none"> <li>No additional density or housing types are proposed. However, the reduction or elimination of ARUs may be considered to better minimize impacts on steep slopes (Snow King Estates) and wildlife (Upper Cache). <b>Planning Commission: Agrees with staff</b></li> <li>In addition, based on Comprehensive Plan's direction to maintain existing lot sizes into the future, staff recommends that the S zone possibly be divided into two related zones – one with a minimum lot size of approx. half acre (22,000 sf) and one with a minimum lot size of approx. 1 acre (43,560 sf). These zones would be applied to properties that most closely match these minimum lot sizes. Both new zones, however, would have a larger minimum lot size than the current S zone, which is 12,000 sf. <b>Planning Commission: Agrees with staff</b></li> </ul>	SF or SF w/ 1 ARU.
<b>Planned Unit Development (PUDs)</b> <i>(Allows higher FAR and height than base zone)</i>	No change in their approved densities. PUDs will no longer be allowed.  <b>Planning Commission: Agrees with staff</b>	TBD
<b>Parking: Alternative A (private expense/high supply):</b> Most parking to be provided by private sector when development happens; parking should be close and convenient; no winter on-street parking; no significant increase of public funding or maintenance responsibilities for parking.  <b>Planning Commission: Alternative A</b>  <b>Public Comment: Alternative A</b>		

### 3. How should residential buildout potential be calculated and monitored?

This is a technical question that may be of limited interest to some members of the public. However, it is important that the Council provide its input so that new zoning standards in the Land Development Regulations are consistent with the Council's policies on how to calculate buildout. Currently, in the Comprehensive Plan, buildout for residential units and commercial floor area are calculated by estimating the development potential of existing zoning (see Appendix B in the Comprehensive Plan). This method relies on the use of a variety of assumptions regarding future development outcomes, as discussed in more detail below.

The one exception to this buildout methodology is found in Sec. 7.8 of the LDRs that provides a floor area bonus for 'workforce housing.' Residential units built using this floor area bonus are counted as the units are built, not by the total possible number of units that could be built on all properties that can use the bonus. Units built under the workforce FAR bonus, however, will not change the community's overall buildout because the units will be subtracted from the buildout total on an annual basis.

Alternatives	Intent	Potential Drawbacks
3.A Calculate buildout by zoning potential ( <i>status quo for general buildout</i> )	<ul style="list-style-type: none"> <li>This buildout method involves calculating the maximum buildout of every property at 100% of development potential (e.g., FAR primarily) based on existing zoning</li> </ul>	<ul style="list-style-type: none"> <li>It provides a “worst case scenario” that probably overestimates actual buildout</li> <li>It requires many complex assumptions about future development outcomes.</li> <li>Results in us planning by theoretical numbers rather than by actual numbers</li> <li>Can’t use development incentives based on increased FAR or density</li> </ul>
3.B Calculate buildout on an ‘as-built’ basis ( <i>status quo for workforce housing bonus</i> )	<ul style="list-style-type: none"> <li>This buildout method involves counting units as they are built, not based on zoning potential, and then subtracting units from buildout.</li> </ul>	<ul style="list-style-type: none"> <li>Relies on public having confidence that a future Council will have the political will to slow approval or deny residential units as we approach the buildout limit</li> <li>Does not, itself, provide a buildout limit, only a method for monitoring development along the way.</li> </ul>

#### Staff Recommendation: Both Alternative 3.A and 3.B.

Staff recommends that we use zoning potential to estimate buildout for base zoning but use the “as built” method for any residential units constructed using a development incentive. This is the same dual system the Town currently uses. For example, if a property is ‘up-zoned’ to allow greater residential density as part of this LDR update, then the buildout of that property will be an estimate of its likely maximum residential development potential (i.e., an increase from 2 units to 6 units). However, the total community (town and county) buildout would not change because any upzoned properties will be limited so that they do not produce more than a total of 1,800 additional units in Districts 3 - 6. Furthermore, any units allowed through a development incentive (e.g., workforce housing bonus) would be limited and monitored to ensure that the 1,800 unit limit would not be exceeded. Thus, the combined result of all upzoned properties and all residential incentives will not exceed the 1,800 additional units.

#### Planning Commission Recommendation

Agrees with staff recommendation.

#### Town Council Recommendation

To be released approximately December 4, 2017.

#### 4. How much of the additional density should be tied to requirements or incentives for workforce and/or deed-restricted housing?

The Town and County are currently in the process of updating their housing mitigation requirements (see Engage 2017 for Housing Mitigation) and so the mitigation rates for new residential will likely be modified as part of that process. In addition, employee housing mitigation rates for nonresidential development will also be updated as part of that process. The Town Council and Board of County Commissioners will be considering a first

draft of proposed changes to the mitigation rates on November 13. Therefore, some people may want to wait until the new housing mitigation rates are proposed before they feel comfortable answering Policy Question #4.

Nevertheless, this question asks whether the mitigation requirement should be the same or different for the additional 1,800 units as for current units. In answering this question, it is important to ask ourselves “for what purpose should additional housing units be added to Town?” For example, for those who support maximizing workforce housing supply whenever possible, they might answer that all or most of the new units should be deed-restricted. In contrast, those who think the existing 20% mitigation requirement is too high might suggest that only 10% (or none) of the units should be deed-restricted.

Alternatives	Intent	Potential Drawbacks
4.A. Require the same deed-restriction rate for 1,800 units as currently required by the LDRs for new housing ( <i>status quo</i> )	<ul style="list-style-type: none"> <li>To be consistent with existing (or soon to be updated) Town housing mitigation requirements</li> </ul>	<ul style="list-style-type: none"> <li>A lost opportunity to use the incentive of additional density to maximize deed-restricted housing</li> <li>Does not address housing needs for some income levels</li> </ul>
4.B. Require workforce deed restriction for all additional units	<ul style="list-style-type: none"> <li>To maximize the number of new deed-restricted housing units reserved for the workforce</li> </ul>	<ul style="list-style-type: none"> <li>This may not be financially feasible for developers, so might deter the development of deed-restricted units at all</li> </ul>
4.C. The number of deed-restricted units should be based on meeting a specific community goal, such as the 65% local workforce housing goal.	<ul style="list-style-type: none"> <li>To use a goal in the Comprehensive Plan or Housing Action Plan as the basis for the amount of desired workforce housing.</li> </ul>	<ul style="list-style-type: none"> <li>This will likely require additional time and research on staff’s part to accurately determine the correct mitigation percentage to match the goal.</li> </ul>

### Staff Recommendation: TBD.

Staff does not have a specific recommendation at this time. Until we know what changes the Town and County make to the current affordable/employee housing mitigation rates through the current LDR update process, it is difficult to commit to a position on the 1,800 additional units because the new mitigation rates may be appropriate for the additional units or they may not be. While staff is not likely to support a 100% mitigation for all residential new units, it may support a higher mitigation requirement than the requirement ultimately decided on for regular housing development through the mitigation process, which appears to be about a 5% mitigation rate. In addition, the Districts 3- 6 update will likely include ideas on additional market incentives for workforce housing and so knowing the nature and extent of these incentives would be critical in informing staff on this issue (i.e., maybe the current 2:1 workforce housing bonus would be fine for the 1,800 units or may be need to be more aggressive). Staff is looking for direction from the community and Council regarding how to proceed on this issue.

### Planning Commission Recommendation

The Planning Commission supports a combination of Alternative 4.C and a new “Alternative 4.D” that would include requirements to, for example, limit unit sizes to better ensure occupancy by the workforce, encourage unit diversity (i.e., 1-br units up to 3-br units for families), require rental units, and deed restrict some percentage of ownership units (but not rentals) as well. While the PC felt strongly that the 1,800 additional units should be focused on creating workforce housing and not second-homes, they did not conclude that all units needed to be deed-restricted to serve as workforce housing but acknowledged that deed restrictions would

need to play a critical role (e.g., the 2:1 workforce housing bonus adopted in District 2 was mentioned as a good example of incentivizing market and deed-restricted units in a common project to create housing). Several members mentioned that units could be ‘designed’ to be workforce housing and so might not need a deed restriction, such as the smaller unit sizes mentioned above. While no specific numbers were provided relative to each of the above potential criteria, the goal was to provide staff and the Council with some ideas and direction for further analysis.

## Town Council Recommendation

To be released approximately December 4, 2017.

### 5. Should the amount of commercial development potential in Town be reduced? If so, how?

There are no specific requirements in the LDRs or policies in the Comprehensive Plan intended to reduce the total amount of commercial floor area in the Town. In addition, as part of the District 2 Downtown zoning update, the Council decided that it did not support “downzoning” commercial properties. In practical terms, this means that existing commercial development potential (usually defined FAR) will not likely be reduced to achieve a larger community goal, unless the Council and Teton County are willing to reconsider its previous direction.

The Council’s direction, however, does not preclude zoning strategies to incentivize the reduction of commercial development. One reason to still seek the reduction of commercial development would be to reduce the number of employees created by new development and thus reduce the demand for workforce housing. This could be done, for example, by incentivizing residential development on commercial properties with the goal of ‘converting’ commercial properties to residential uses. This would have the practical effect of reducing overall commercial buildout without negatively affecting property values. Another option is to consider whether the community would support the transfer of commercial density from one property to another with the goal of sparking redevelopment of targeted areas or sites.

Alternatives	Intent	Potential Drawbacks
5.A. We should keep commercial development potential at current levels ( <i>Status Quo</i> )	<ul style="list-style-type: none"><li>• To maintain the current mix of commercial and residential development</li><li>• To reserve our current commercial potential in case it is needed in future</li></ul>	<ul style="list-style-type: none"><li>○ According to some analyses, we have too much commercial potential compared to residential potential and this option would not address this imbalance</li><li>○ We would lose an opportunity to reduce employee generation and associated demand for new workforce housing</li></ul>
5.B. We should try to reduce commercial development potential through incentives, but not require reductions	<ul style="list-style-type: none"><li>• To use voluntary incentives to encourage landowners to consider building residential units, including workforce and deed-restricted units, instead of more commercial development</li></ul>	<ul style="list-style-type: none"><li>○ Because this would include voluntary zoning tools only, there should be no major negative impacts to landowners</li></ul>

Alternatives	Intent	Potential Drawbacks
5.C. We should allow the transfer of commercial development potential from one property to another	<ul style="list-style-type: none"> <li>• To encourage redevelopment of high priority sites, such as gateway properties or constrained sites, that may currently lack nonresidential FAR to stimulate redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>○ Transfers increase unpredictability</li> <li>○ Transfer programs can be complex to administer</li> </ul>

### Staff Recommendation: Alternatives 5.B and 5.C

Staff is not recommending than any commercial development potential be reduced through any type of 'downzoning' or reduction in FAR. Staff is recommending that we try to create incentives for residential development to be competitive, or even more competitive, than commercial development. This would be especially true in current commercial zoned areas such as Subarea 4.3: Central Midtown that are not located along the highway because such areas would provide a more suitable living environment than properties fronting the highways. Residential incentives, such as FAR increases, would be provided to prioritize the market to build workforce housing. Staff also supports exploring options where commercial development potential could be transferred from one property to another with the goal of incentivizing the development/redevelopment of high-priority sites, such as gateway properties and constrained sites that might need additional density to make development financially feasible. An additional issue that needs attention is to determine the future of existing lodging located outside of the Lodging Overlay along Highway 89 (e.g., Virginian, Wyoming Inn, etc.). The LDRs currently allow a 10% increase in floor area and do not consider the lodging to be a nonconforming use. The question is whether we should continue with this approach or choose to call lodging outside of the LO nonconforming in an effort to transform these lodging properties to other uses. Staff does not have a specific recommendation on this issue at this point but is looking for direction from the Planning Commission and Council.

### Planning Commission Recommendation

The Planning Commission supports Alternative 5.C. They do not favor a policy to try to reduce commercial potential, even if it uses incentives to do so. They also stated that they prefer to use the word 'manage' commercial potential rather than 'reduce' because it is less negative in tone and more accurately describes their view. Furthermore, they prefer to explore options for transferring commercial development potential from one property to another with the goal of encouraging development/redevelopment of key properties. In addition, the PC noted that the ability to transfer one's commercial potential might even create workforce housing opportunities by allowing property owners to use the profit from the sale of commercial development rights to subsidize the development of high-density housing projects. This would be a win-win outcome. Also, the PC supports not considering lodging establishments located outside of the Lodging Overlay to be nonconforming and allowing them to continue indefinitely. This appears to be consistent with Direction in the Comprehensive Plan but staff will need to additional time to consider the best way to address these lodging uses in the LDRs so that the future rules will be clear to both lodge owners and the public. Some PC members mentioned that these lodging uses are important because they cater to an often under- served segment of the tourist base that cannot afford to stay in higher-end hotels typical of newer lodges in the Downtown area.

### Town Council Recommendation

To be released approximately December 4, 2017.

## 6. What types of development should be subject to architectural design standards?

Under the current LDRs, all commercial development and redevelopment are subject to the Town Design Guidelines and must be reviewed by the Design Review Committee (DRC). In addition, all multi-family developments (e.g., apartment buildings, townhouses, etc.) in the DC, CR-1, CR-2, and OR Zones must meet the Design Guidelines and undergo DRC review. All other development is not subject to design review.

The question here is whether the public would like to see the same or different design review requirements apply to new development in Districts 3 - 6. In particular, is there support for requiring design review to multi-family residential projects (i.e., structures with 3 or more attached units) as we now do in District 2? Or, going further, is there support for additional design requirements to, for example, buffer multi-family from adjacent properties. Respondents for this question may want to consider their current impression of the look and design of recent commercial and residential buildings in town and ask whether these buildings are attractive, consistent with local character, in proper scale with surroundings, use appropriate materials, or have suggestions to improve such buildings.

Alternatives	Intent	Potential Drawbacks
6.A. Apply Design Review only to commercial and multi-family buildings (3 or more attached units) in Districts 3 - 6	<ul style="list-style-type: none"><li>To apply the same design review rules to residential in District 3 – 6 that we currently do in District 2</li></ul>	<ul style="list-style-type: none"><li>Will add some cost to residential projects</li></ul>
6.B. Apply Design Review to only commercial development in Districts 3 – 6 ( <i>closest to status quo</i> )	<ul style="list-style-type: none"><li>To focus design review on commercial development which tends to be located on the highway and more visible than residential.</li><li>To reduce regulatory requirements and process on residential projects, including workforce housing.</li></ul>	<ul style="list-style-type: none"><li>Could lead to poorly designed and unattractive multi-family buildings, decreasing support for such projects in future</li></ul>
6.C. Apply Design Review to commercial development and larger multi-family projects (e.g., 10 units or more) in Districts 3 - 6	<ul style="list-style-type: none"><li>To provide a compromise between 8.A. and 8.B by only applying design review to projects larger than a clear threshold (e.g., 10 units or 10,000 sf)</li></ul>	<ul style="list-style-type: none"><li>Will miss smaller projects that still may be located in prominent locations or close to sensitive properties.</li><li>Developers may alter or phase projects to avoid the threshold in ways that negatively impact project or limit public review.</li></ul>

### Staff Recommendation: Alternative 6.A.

Staff recommends that we apply the same rules for design review in Districts 3 - 6 as we currently do in District 2 (i.e., the commercial downtown core of Town), which is Design Review only to commercial and multi-family buildings (3 or more attached units). This approach will ensure that all mid-size (e.g., four-plex) and larger residential (and commercial) projects will be evaluated by design professionals who are tasked with applying the best practices contained in the Town of Jackson Design Guidelines. Staff notes that the Design Guideline may need to be updated in the future to not only clarify existing guidelines but to add more specific guidelines for residential development given that commercial development is the primary focus of the current Design Guidelines.

## Planning Commission Recommendation

The Planning Commission supports Alternative 6.A as presented by staff.

## Town Council Recommendation

To be released approximately December 4, 2017.

### 7. What type of pedestrian improvements, if any, should be required for new development?

The Town has not historically had clear thresholds for requiring sidewalks. In cases of large new developments and redevelopments new sidewalks have typically been required in commercial areas and denser residential areas. However, the town has not had, for example, a map or sidewalk plan that clearly shows where sidewalks are required to be built or intended to be built in the future. This changed partially with the Town's adoption of the Community Streets Plan in 2015. This plan contains detailed sidewalk standards based on the character of the neighborhood. The standards require wider sidewalks of 6' – 9' of clear width where we traditionally required 4' – 5' wide sidewalks. However, because this plan was adopted by resolution (i.e., not ordinance) its standards are not required by law. Even so, the Planning and Town Public Works Departments have been implementing the Community Streets Plan standards as much as possible for new projects. Finally, new sidewalk requirements were adopted in the four new District 2 zones that closely match the sidewalk standards in the Community Streets Plan. In summary, the Town has a variety of sidewalk standards in different parts of town, with the most specific standards applying to the Downtown commercial area.

This question was an opportunity for the public to provide input on where they think additional sidewalks, if any, are needed in Town. Or, for some, it was easier to provide general criteria that would identify where sidewalks should be built (e.g., within a ¼ mile of any transit stop or public park). Respondents also considered who sidewalks are intended to serve (elderly, families with kids, tourists, etc.) and how this might impact their comments.

Alternatives	Intent	Potential Drawbacks
7.A. Sidewalks should be required primarily to connect commercial services with surrounding residential areas	<ul style="list-style-type: none"><li>To focus sidewalks in high-use, commercial areas to provide safe pedestrian access for locals and visitors</li></ul>	<ul style="list-style-type: none"><li>Narrow focus will not address pedestrian needs in residential areas</li></ul>
7.B. Sidewalks should be required for areas covered in Alternative 7.A and also between major residential neighborhoods	<ul style="list-style-type: none"><li>To provide a more comprehensive pedestrian system to address needs in multiple parts of town</li></ul>	<ul style="list-style-type: none"><li>Some people may feel that sidewalks detract from the existing character of their neighborhood</li></ul>
7.C Additional sidewalks should not be required of private landowners but may be expanded by the Town using public funds where necessary	<ul style="list-style-type: none"><li>To make the provision of sidewalks a public responsibility and remove all private obligations associated with sidewalks</li></ul>	<ul style="list-style-type: none"><li>This would significantly increase the burden on taxpayers to fund sidewalks</li><li>Would lead to a decrease in the overall size of our sidewalk network</li></ul>

### Staff Recommendation: Alternative 7.B.

Staff recommends that the Town require sidewalks in heavily used and dense commercial and residential areas. In addition, we support requiring sidewalks along streets that are critical connections between major population and use areas. Special consideration should be given to requiring sidewalks to connect to major public amenities and investments, such as public parks, bus stops, community centers, pathways, and similar areas.

This does mean, however, that sidewalks are appropriate or necessary in all locations. For example, certain low-traffic residential neighborhoods likely do not need, and often do not want, sidewalks. While we require new sidewalks in all zone districts located in District 2: Town Commercial Core because this area falls within our core tourist (and local) shopping, eating, and entertainment area, the areas within Districts 3 – 6 are more diverse in character and use.

Thus, we need to distinguish where we do and do not want sidewalks in Districts 3 – 6. To accomplish this, staff recommends that the Town draft and adopt a ‘Sidewalk Master Plan’ similar to the approved Pathways Master Plan. This plan would provide a visual representation of where the community wants to see future sidewalks (as well as prioritize where sidewalks are most needed) and clarify who pays for the initial cost and future maintenance of sidewalks. It would also likely be coordinated with the Town Capital Facilities Improvement Plan where the Town identifies sidewalk projects that it plans to construct in the near future at public expense. One major advantage of a true sidewalk plan is that it puts property owners and neighbors on clear notice as to which town blocks are identified for future sidewalks and whether they might be financially responsible for providing a sidewalk in front of or through their property if they develop or redevelop their property. While the Community Street Plan provides very valuable technical standards for sidewalks and offers locational guidance as to where sidewalks should be put (largely based on neighborhood character), it does not specifically state or show where sidewalks will be located in a way that all community members would understand or agree. Staff acknowledges that developing a “Sidewalk Master Plan” will take time and money that has not yet been approved. It is also a task that does not fit into the scope of the Districts 3 – 6 LDR update, so it would have to be done after the various current LDR updates are completed. However, staff believes that a ‘Sidewalk Master Plan’ is something that the community should pursue in the near future. Staff is looking for direction from the community and Council regarding how to proceed on this issue and whether this task should be added to the work plan in the near future.

### Planning Commission Recommendation

The Planning Commission supports Alternative 7.B as presented by staff. The PC stressed the importance of having complete sidewalk facilities in critical areas of the Town, including along major residential streets (e.g., Simpson and Hansen) that connect surrounding neighborhoods to Downtown. While sidewalks may not be needed on both sides of the street in some places, at least one sidewalk is needed to ensure the safety of pedestrians (including children and pets) instead of forcing people to walk in the street with moving vehicles. They also noted prominent examples where sidewalks should be provided on both sides of the street, such as on South Willow Street to Snow King Avenue, but are missing. They agreed to that a sidewalks plan would be beneficial to the Town in planning for future pedestrian facilities.

### Town Council Recommendation

To be released approximately December 4, 2017.

8. Should the Town strive to increase connectivity for all modes of travel by trying to encourage or require that all blocks be more similar in size to those downtown?

The Town does not have any specific requirements that require new streets or new street connections to be built as part of new developments. The Planned Unit Development (PUD) standards require that street circulation be addressed as part of PUD project review but there are not specific standards or criteria to guide development. In addition, there are no street connectivity requirements in the Town’s subdivision standards, which is where many communities include such standards.

A key consideration for this question is determining what kinds of opportunities exist to expand the existing street network. For instance, due to the relatively small number of vacant properties in Town and few opportunities for new larger projects that would have space to integrate internal drives/roads, expanding the existing road network will be challenging. It would also be costly (and likely politically unfeasible) if landowners are not willing to cooperate and provide easements. Even with these challenges, however, there still may be opportunities to find creative ways to increase street and pedestrian connections in areas of Town that lack adequate connections, such as the west side of Town where the larger block patterns significantly contribute to traffic congestion and lack of safe pedestrian options.

Alternatives	Intent	Potential Drawbacks
8.A. We should incentivize connections as part of certain redevelopment and new projects ( <i>Status Quo</i> )	<ul style="list-style-type: none"> <li>To seek opportunities to work with willing landowners to improve our road network</li> </ul>	<ul style="list-style-type: none"> <li>The lack of mandatory requirements may not produce much success in creating new connections</li> </ul>
8.B. We should require connections as part of certain redevelopment and new projects, likely as part of the subdivision process and/or development approval process	<ul style="list-style-type: none"> <li>To use the leverage of a development review permit to require missing road connections</li> <li>To use primarily private resources (land and money) to achieve new connections but use public support when feasible</li> </ul>	<ul style="list-style-type: none"> <li>Politically controversial to implement</li> <li>Needs to be legally vetted</li> <li>Still face practical difficulties in identifying where new connections should be made</li> </ul>
8.C. The street network in Town is essentially set and adding new connections would not provide significant benefit	<ul style="list-style-type: none"> <li>To accept the existing street network in its current state and not worry about additional connections</li> </ul>	<ul style="list-style-type: none"> <li>Might miss unexpected opportunities to improve existing grid and improve both vehicular and pedestrian travel</li> </ul>

### Staff Recommendation: Alternative 8.B.

Staff recommends that we require street and/or pedestrian connections as part of certain new projects. The goal would be to create more vehicular/pedestrian ‘links’ to break up many of the large blocks that we have in certain parts of Town, especially in west Jackson. The Town would need to adopt criteria and standards to determine when such links are required and who should pay for them. Such standards could be included as new subdivision standards or required as part of new development plans of a certain size. Staff will need to look into the option further as this LDR process advances. More detail would need to be provided before staff would be ready to present a specific proposal to implement our recommendation. Thus, staff is looking for direction from the community and Council regarding how to proceed on this issue and whether this task should be added to the work plan in the near future.

### Planning Commission Recommendation

The Planning Commission supports a combination of Alternative 8.B as presented by staff. In addition, the PC noted that any identification of desired locations for future vehicular/pedestrian connections should be addressed in the ‘sidewalks plan’ mentioned in Question 7. This would provide a public process to discuss potential locations for future connections as well as adequate notice to landowners and neighbors that connections may be required on or near their property in the future. They also asked whether it would be possible to analyze whether certain dead-end alleys could be extended to create better connections or perhaps improved (i.e., paved) to serve at a higher level than the current gravel surfaces typically found on our alleys.

Town Council Recommendation

To be released approximately December 4, 2017.