



# Policy Direction



## Districts 3 - 6 Zoning Update and Parking Study

12/18/17

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

In addition, the Town committed itself to a full analysis of its parking needs and options in Districts 3 - 6 and to then update its parking standards and policies consistent with this new data to meet our community goals (parking changes in Downtown will be addressed in the next phase).

This document contains the Council's final policy direction, provided on December 11, 2017, on updating the Town's LDRs and other policies for both zoning and parking in Districts 3 – 6. This policy direction is informed by the public comment, technical documents, staff recommendations, Planning Commission recommendations and other materials summarized in the November 22 review documents for this item.

Based on this final direction staff will work with our consultant Code Studio to draft proposed updated LDRs for the community's and Council's further review. For a list of all documents, meetings, and workshops for the Districts 3- 6 and Town Parking update, please visit <http://www.tetoncountywy.gov/562/Long-Range-Planning-Department>.

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.]?

Council Direction: The Council does not have a predetermined number of additional units in mind at this time. Most agreed generally with Alternative 1.B. but some noted that they leaned toward either the 'low' or high' end of the 0 – 1,800 unit spectrum. Instead of choosing a number of units, the Council provided its preliminary direction on where additional units would be appropriate in Town, as well as what types of housing are desired. Once staff provides an estimate on how many additional units the Council's direction would likely generate, the Council will then reconsider and finalize its direction on how many of the 1,800 units should be located in Town.

There is no regulatory requirement in the LDRs 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

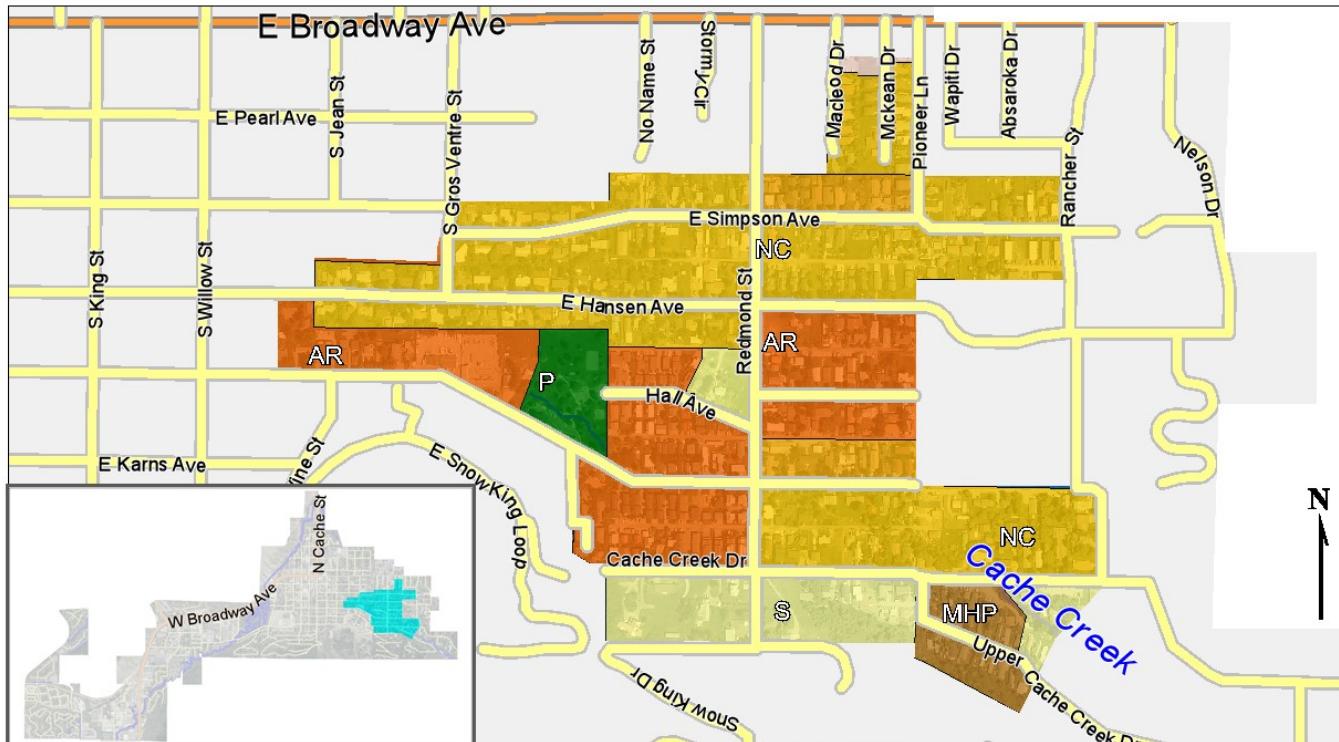
community growth management goals, such as housing 65% of the workforce locally and locating at least 60% of new development in Complete Neighborhoods.

By postponing a final decision on this policy question, the Council wants to use the public process to help determine the appropriate number of additional units. Some Council members wanted to know where density in the County was going to be increased and expressed concern that the County might not be taking its fair share of the additional density in comparison to the Town. Once staff has an opportunity to fully analyze public comment, the Planning Commission's recommendation, and Council's preliminary direction, staff can then translate those comments into an estimate of how many additional units the Council's direction would add to Districts 3 – 6. The Council's preliminary direction 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. Finding this balance will take additional analysis and public comment.

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

This question does not follow the multiple choice format of the other 7 policy questions. Instead, staff used a “visual preference” survey to ask the Council 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 Council to show where in Town (using subareas identified in the Comprehensive Plan) they would support locating the additional density and preferred residential types. In addition, the Council was asked 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?

**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	Council Direction	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>	<p>Split into possibly three new zones:</p> <ul style="list-style-type: none"> <li><u>Zone 1:</u> 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. Consider whether the requirement that the portion of an ARU above 14' must be setback 10' instead of 5' be used in this zone as well.</li> <li><u>Zone 2:</u> 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. Consider whether the requirement that the</li> </ul>	<ul style="list-style-type: none"> <li>SF; SF w/ 1 ARU.</li> <li>SF; SF w/ 1 or 2 ARUs.</li> </ul>

Subarea 3.1: East Jackson		
Current Zone	Council Direction	Housing Types (proposed)
	<p>portion of an ARU above 14' must be setback 10' instead of 5' be used in this zone as well.</p> <ul style="list-style-type: none"> <li>• <u>Zone 3</u>: Consider but do not map at this time a zone that would allow only a single-family home with <u>no</u> ARUs (i.e., this would prohibit ARUs that were recently allowed in the NC zone).</li> </ul>	<ul style="list-style-type: none"> <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.	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 subdivision allowed. Consider an increase in FAR to better enable development of 3 units.	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>	S zoned properties in 3.1 should be treated the same as the smaller S properties in 6.2: Upper Cache -- where the Comprehensive Plan's direction is to maintain existing lot sizes. Under this direction, the minimum lot size of S properties in Subarea 3.1 would be increased from 12,000 sf to approximately 22,000 sf (i.e., approx. half acre).	SF; 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 or a modified PUD tool may be considered for certain larger properties in this subarea	TBD
<b>PARKING (Subarea 3.1):</b>		
<p><b>Council Direction: 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>		

**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**

Subarea 3.2: Residential Core		
Current Zone	Council Direction	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. This would make existing SF and duplex structures nonconforming. Staff will look into feasibility of triplex on small lots and propose modifications if necessary.</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.</li> </ul>	<ul style="list-style-type: none"> <li>triplex minimum up to apt. buildings; max. set by FAR</li> <li>SF up to four-plex.</li> </ul>

Subarea 3.2: Residential Core		
Current Zone	Council Direction	Housing Types (proposed)
	<ul style="list-style-type: none"> <li>Encourage consolidation of lots to achieve higher density.</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.	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>	<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.</li> </ul>
<b>Urban Residential (UR)</b> <i>(Highest-density residential zone. Allows a single family home up to apartment buildings)</i>	Existing areas of UR zone and adjacent properties would be considered for additional density for workforce rental housing.	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>	Existing BC properties in Subarea 3.2 should be converted to the higher-density residential zone proposed for the AR properties in this subarea (see above comments in AR in second bullet). Any existing commercial uses would be considered nonconforming.	Triplex minimum up to apt. buildings; max. set by FAR
<b>Office Overlay (OUP)</b> <i>(Allows office uses up the base FAR of the existing residential zone, mostly AR)</i>	All OUP properties should be generally converted to a variation of the existing OR zone that allows a lower FAR for office uses but a higher FAR 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).	SF; SF w/ 1 or 2 ARUs; duplex; triplex, tiny homes, up to max. set by FAR.

<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.	TBD
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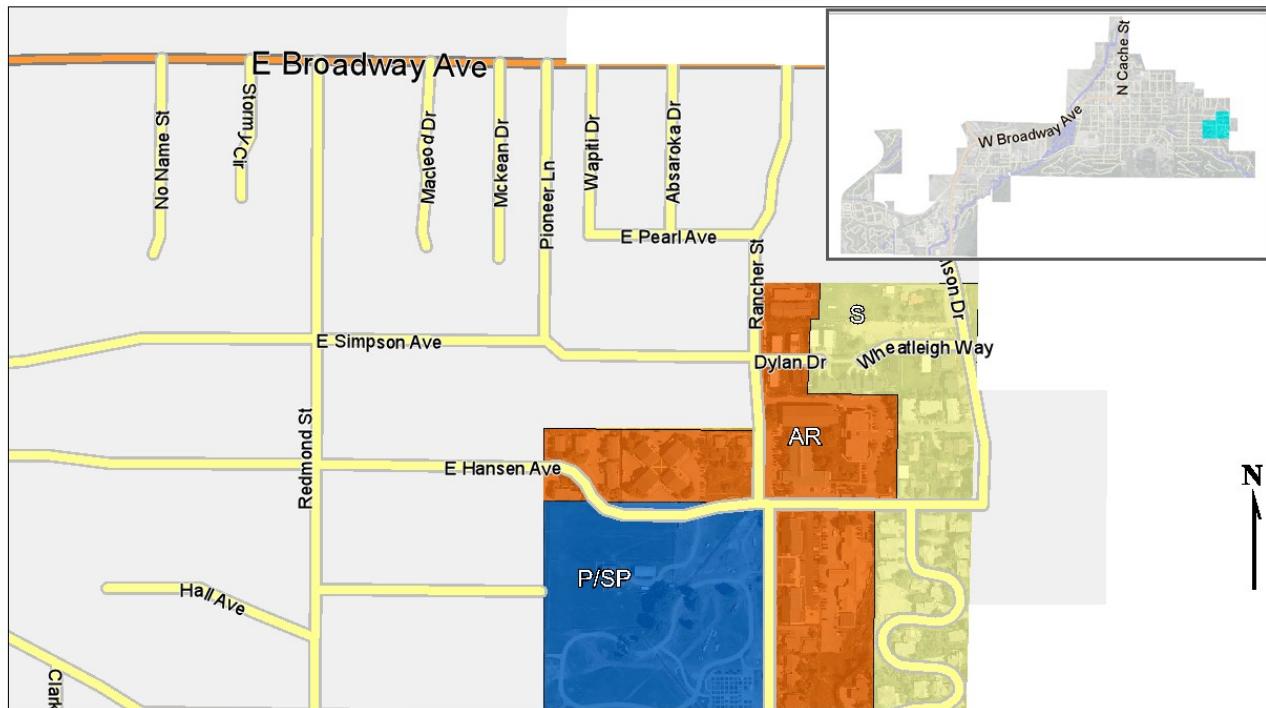
**PARKING (Subarea 3.2):**

There was a split on the Council with 3 members choosing Alternative A and two members choosing Alternative B. In response, Staff will provide parking options consistent with Alternative A but will also consider whether aspects of Alternative B might also be applicable in this subarea.

**Council Direction #1: 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.

**Council Direction #2: Alternative B (public expense/high supply):** 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. *[It is acknowledged that this option may contain parking options (e.g., parking garage) for which funding, staffing, site acquisition, and other feasibility requirements have not been fully developed or identified. If this option is adopted, additional detail would be provided in the next phase of the LDR update.]*

**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	Council Direction	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 S areas will keep existing densities.</li> <li>Other S properties along Nelson Drive 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 and existing SF would be nonconforming.</li> </ul>	<ul style="list-style-type: none"> <li>Keep existing – SF up to townhouse</li> <li>Triplex up to six-unit apt/lot.</li> </ul>
<b>Auto-Urban Residential (AR)</b> <i>(Currently allows a SF detached unit and one attached and one detached ARU)</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 opportunities may be limited due to split ownership of	4-plex minimum, townhouses, apts up to FAR max.

Subarea 3.4: May Park Area		
Current Zone	Council Direction	Housing Types (proposed)
	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>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.	TBD
<b>PARKING (Subarea 3.4)</b>		
<p><b>Council Direction: 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>		

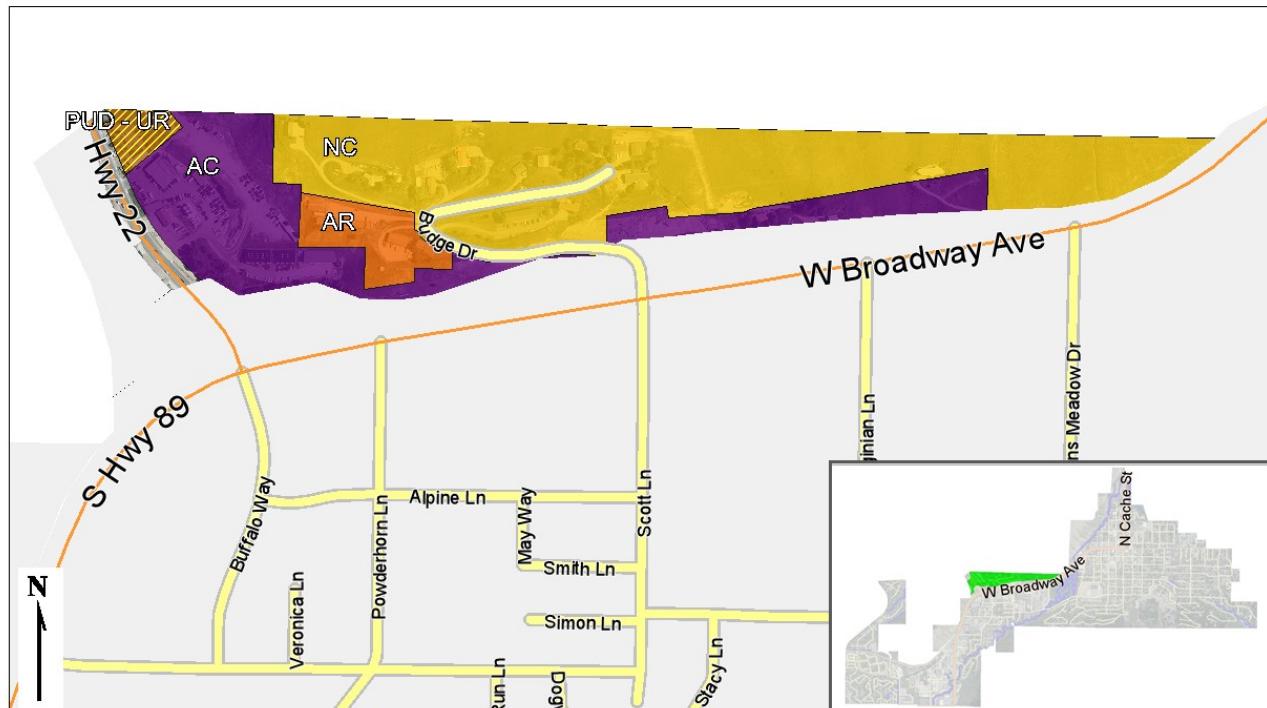
**Subarea 4.1: Midtown Highway Corridor (TRANSITIONAL) (existing zoning districts include NC, AC):** The goal for this transitional subarea is to prioritize redevelopment and reinvestment. New development should be mixed-use and multi-family that faces the highway with parking located in back. Buildings 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	Council Direction	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. Leave 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.	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 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 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. <ul style="list-style-type: none"> <li>○ Consider allowance for 4<sup>th</sup> story with hillside if public benefit is provided.</li> <li>○ There was also support from some members to not allow Live-Work units in this subarea (or any subarea) due to enforcement concerns -- staff will bring more information in next phase.</li> </ul>	Four-plex up to apt. buildings; max. set by FAR

Subarea 4.1: Midtown Highway Corridor		
Current Zone	Council Direction	Housing Types (proposed)
<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>PARKING (Subarea 4.1):</b>		
<p>There was a split on the Council with 3 members choosing Alternative D and two members choosing Alternative A. In response, Staff will provide parking options consistent with Alternative D but will also consider whether aspects of Alternative A might also be applicable in this subarea.</p> <p><b>Council Direction #1: 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. <i>[It is acknowledged that this option may contain parking options (e.g., TDM) for which funding, staffing, site acquisition, and other feasibility requirements have not been fully developed or identified. If this option is adopted, additional detail would be provided in the next phase of the LDR update.]</i></p> <p><b>Council Direction #2: 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>		

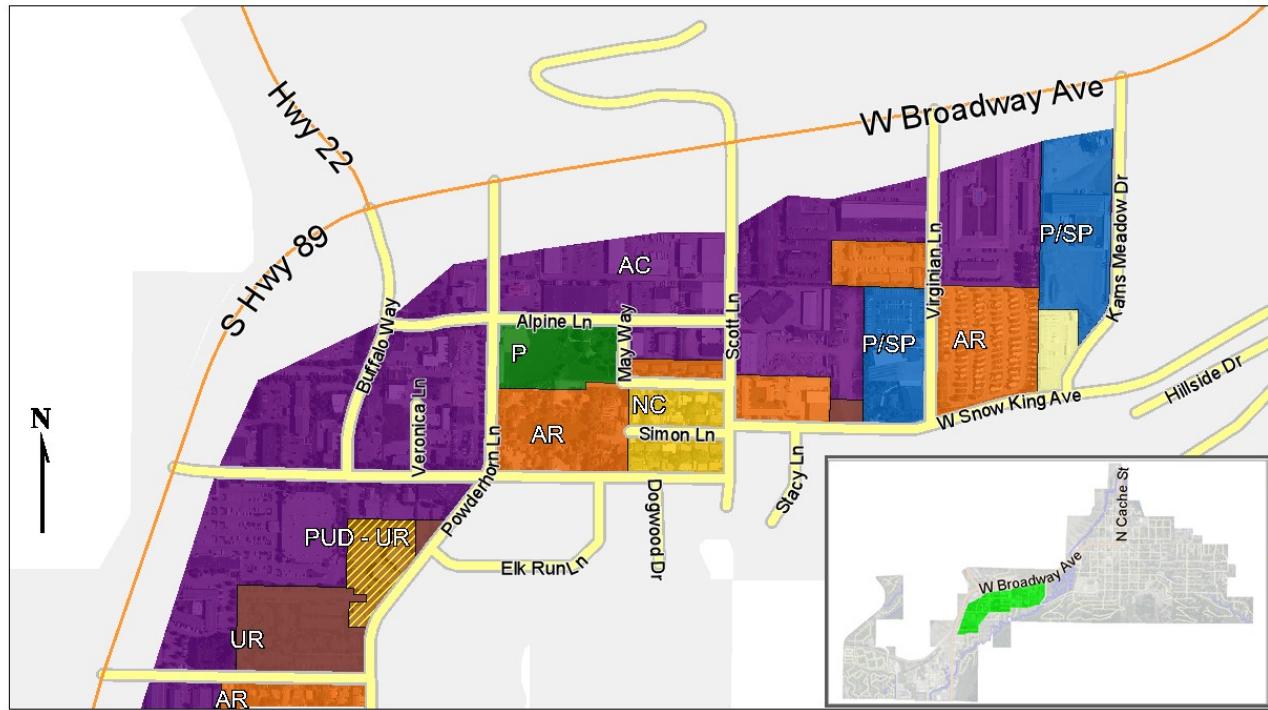
**Subarea 4.2: Northern Hillside (TRANSITIONAL) (existing zoning districts include NC, AC, AR, PUD):** The goal for this transitional subarea is to balance providing some mixed-use development and residential opportunities with wildlife movement and steep slopes. The recent landslide is evidence of slope 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	Council Direction	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.	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 or similar zone 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. Consider	Four-plex up to apt. buildings; max. set by FAR

Subarea 4.2: Northern Hillside		
Current Zone	Council Direction	Housing Types (proposed)
	allowance for 4 <sup>th</sup> story with hillside if public benefit is provided.	
<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). <ul style="list-style-type: none"> <li>○ Consider different fencing standards for wildlife based on upcoming Natural Resources update.</li> </ul>	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	TBD
<b>Parking (Subarea 4.2):</b>		
<b>Council Direction: 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.		

**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:

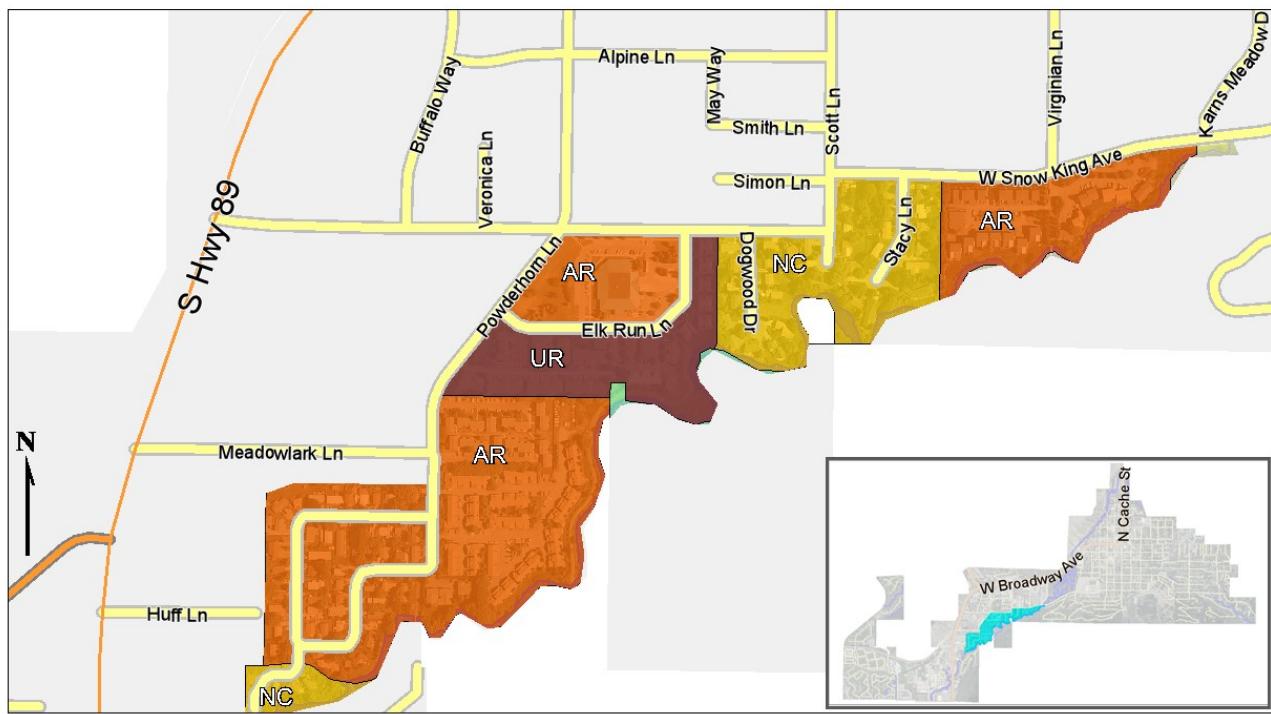


### Subarea 4.3: Central Midtown

Current Zone	Council Direction	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.	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.	Four-plex up to apt. buildings; max. set by FAR
<b>Auto-Urban Residential (AR)</b> <i>(Currently allows a SF detached unit and one attached and one detached ARU)</i>	Areas already have multi-family housing, camping, or more intense use so allow additional higher-density multi-family, especially near areas with commercial/mixed-use zoning. Two members favored a 4-plex as the minimum housing	Tri-plex up to apt. buildings; max. set by FAR.

Subarea 4.3: Central Midtown		
Current Zone	Council Direction	Housing Types (proposed)
	type, partly with the large Virginian site in mind. Staff will consider whether the Virginian site or other AR properties in the subarea may need a higher density option compared to other AR properties.	
<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 for future redevelopment of additional workforce housing.	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.	TBD
<b>PARKING (Subarea 4.3):</b>		
<p><b>Council Direction: 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. <i>[Staff will look into other communities that have tried a 'no-parking' requirement.]</i></p>		

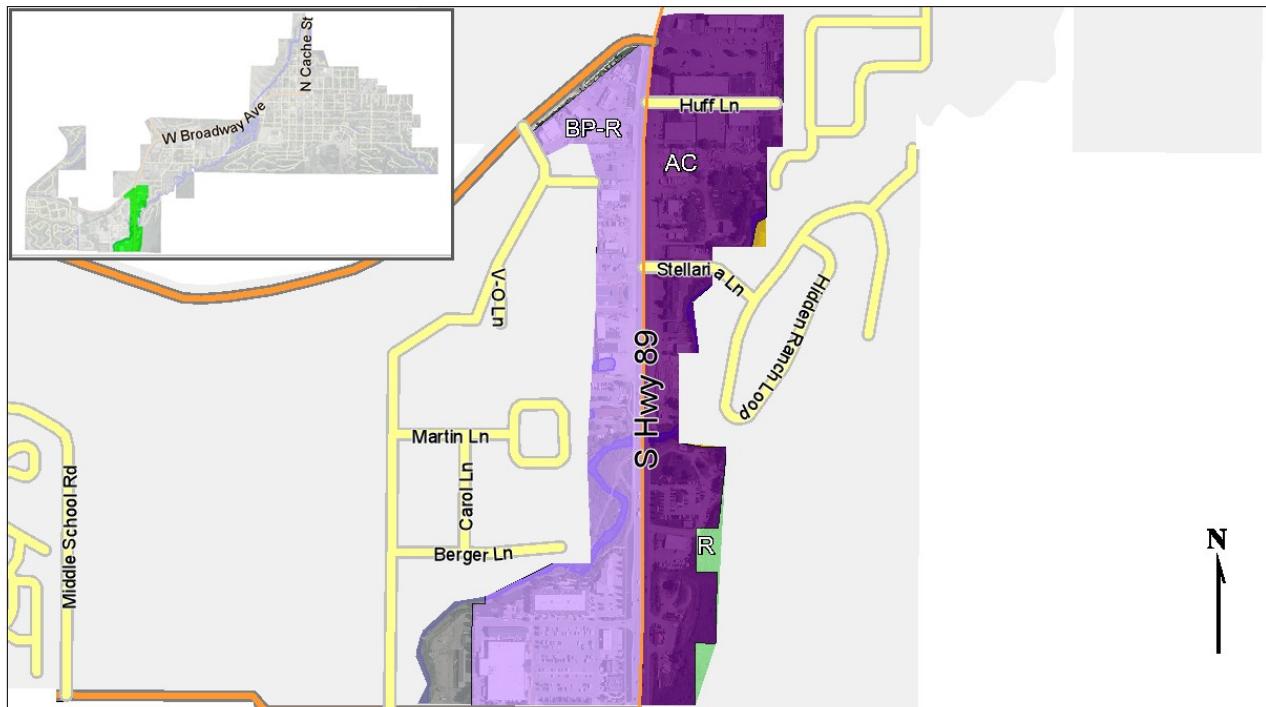
**Subarea 4.4: Midtown Residential (STABLE) (existing zoning districts include NC, AR, UR):** This stable subarea should continue as a single-family and multi-family residential neighborhood with a mix of ownership and rental units. Development should be sensitive to impacts on Flat Creek and steep hillsides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



Subarea 4.4: Midtown Residential		
Current Zone	Council Direction	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.	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). Also, add to this recommendation the AR properties fronting Meadowlark Lane in Subarea 4.3 because they are a similar size and character.</li> <li>All other AR properties are PUDs or master planned projects so no changes proposed (see existing PUD section below).</li> </ul>	<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	Council Direction	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 and similar areas would be considered for additional density (above .45 FAR) for future redevelopment of additional workforce rental housing.	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.	TBD
<b>PARKING (Subarea 4.4):</b>		
<p><b>Council Direction: 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. Council is also supportive of using <b>Alternative A</b> to apply to the Crabtree Lane area where ample off-street parking would likely need to be provided for redevelopment projects.</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	Council Direction	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.	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 or similar zone but see if the heavy service and light industrial uses can stay and still improve gateway appearance with good design. This would allow nonresidential 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.	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
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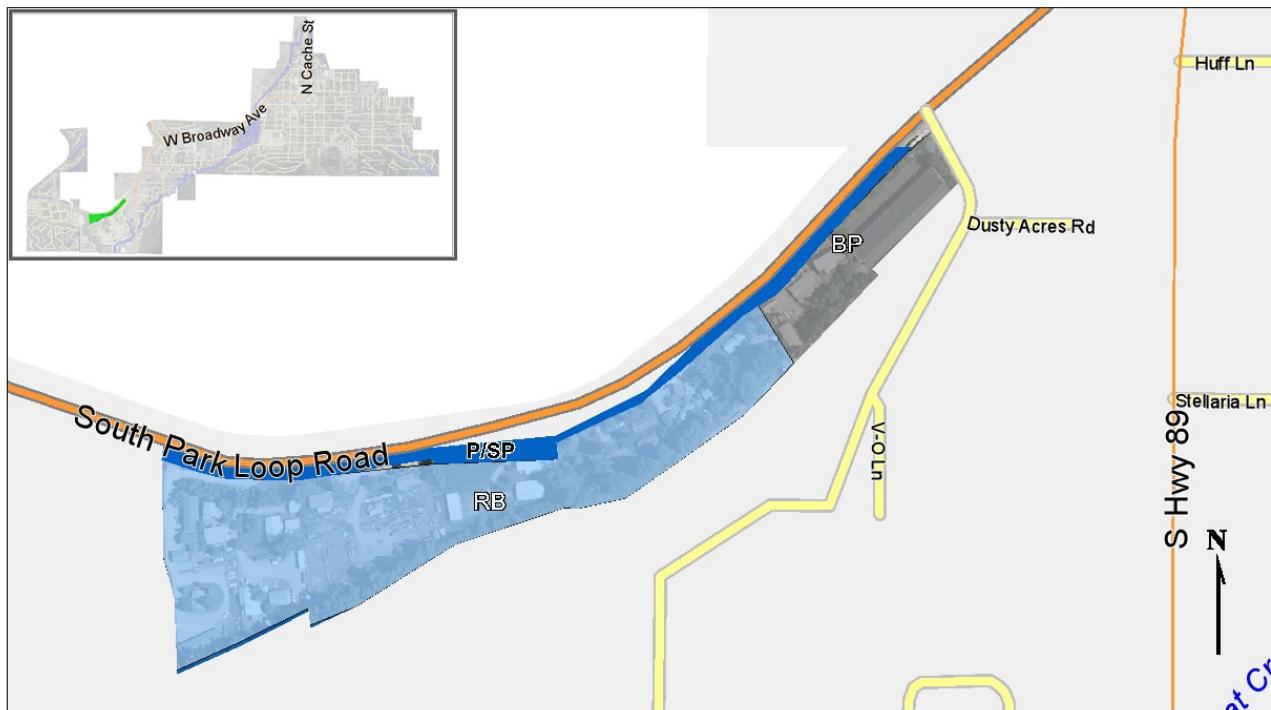
**PARKING (Subarea 5.1):**

There was a split on the Council with 3 members choosing Alternative A and two members choosing Alternative D. In response, Staff will provide parking options consistent with Alternative A but will also consider whether aspects of Alternative D might also be applicable in this subarea.

**Council Direction: 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. *[Council feels that ample on-site parking will still be necessary in this area given the highway location and so while they support trying some aggressive Alternative D measures, they want to be sure that adequate parking supply is provided in case Alt. D measures fall short.]*

**Council Direction: 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.

**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	Council Direction	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 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. <ul style="list-style-type: none"> <li>○ Consider allowance for 4<sup>th</sup> story with hillside if public benefit is provided.</li> </ul>	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.	TBD

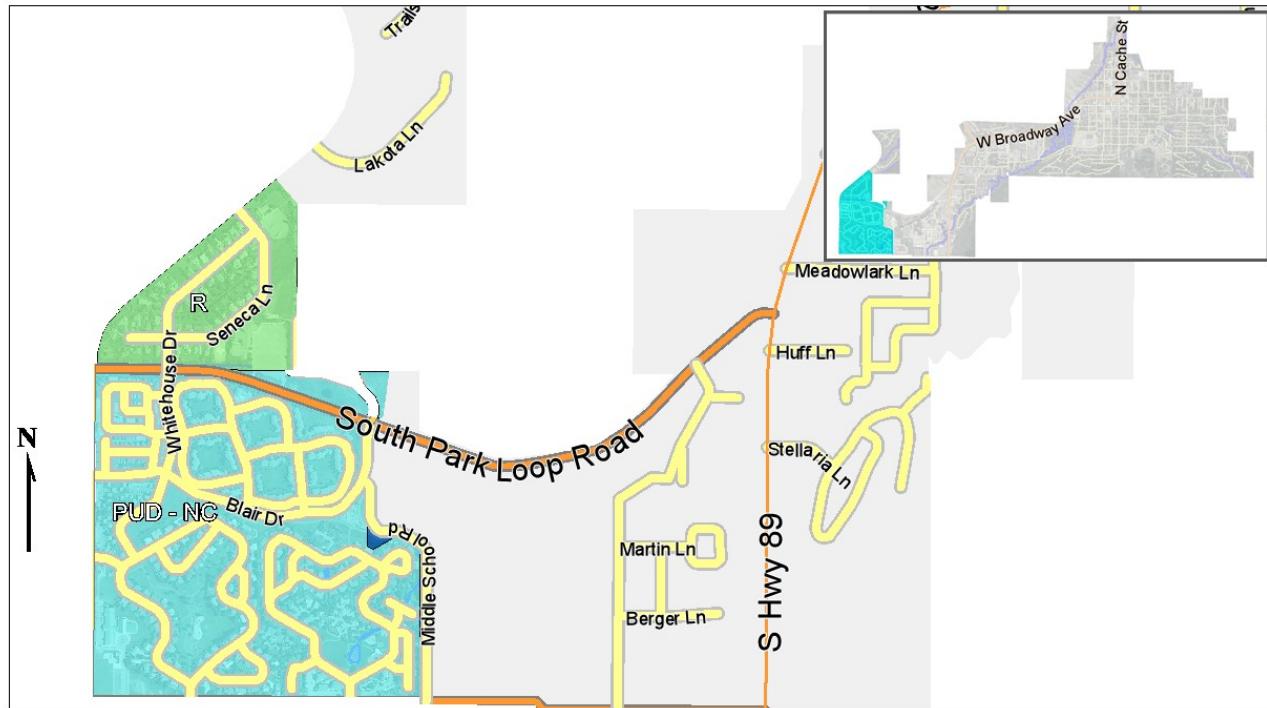
**PARKING (Subarea 5.3):**

There was a split on the Council with 3 (or 4) members choosing Alternative C and two (or one) members choosing Alternative A. In response, Staff will provide parking options consistent with Alternative C but will also consider whether aspects of Alternative A might also be applicable in this subarea.

**Council Direction: Alternative C (private expense/low supply):** 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.

**Council Direction: 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.

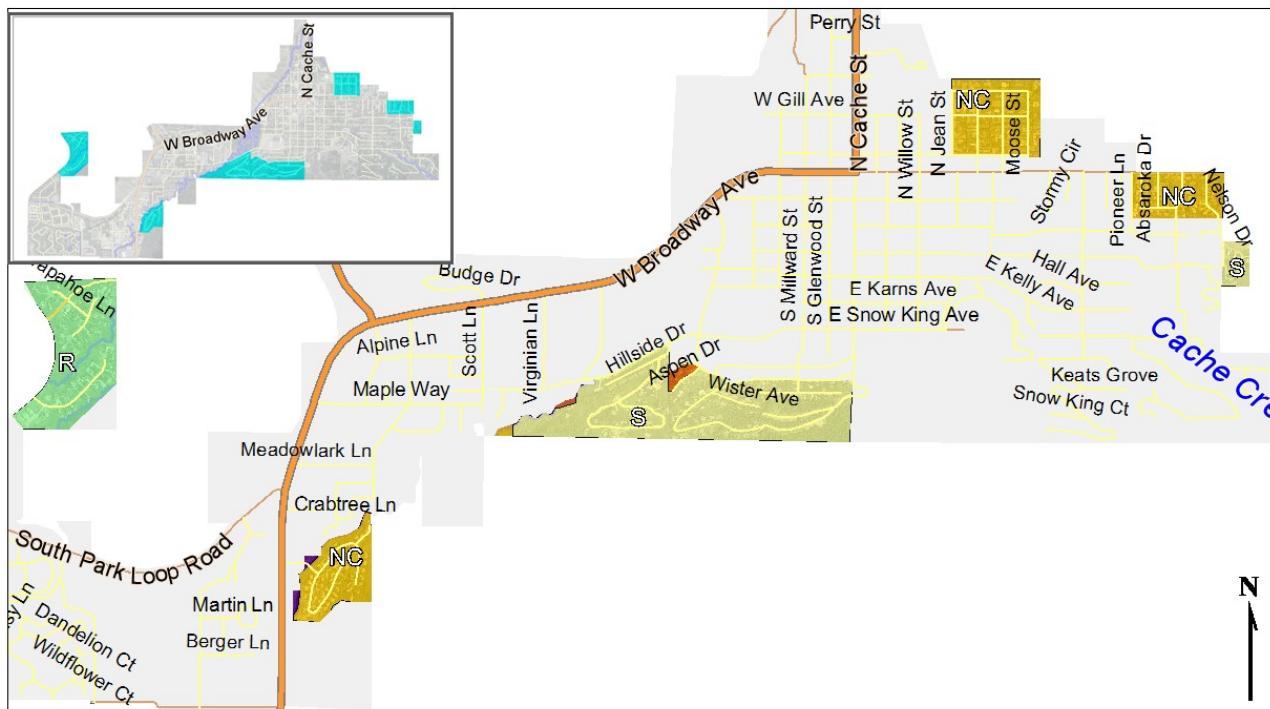
**Subarea 5.5: West Jackson Residential (STABLE) (existing zoning districts include NC- PUD, Rural):** This stable subarea includes large planned developments that provide a substantial part of the local workforce. There are a wide variety of housing types from single-family homes to large apartment 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	Council Direction	Housing Types (proposed)
<b>NC-PUD (Cottonwood Park)</b> <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.	Same as existing
<b>Rural-PUD (Indian Trails – Southern area)</b> <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.	Same as existing
<b>Parking:</b>		
<b>Council Direction: 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.		

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

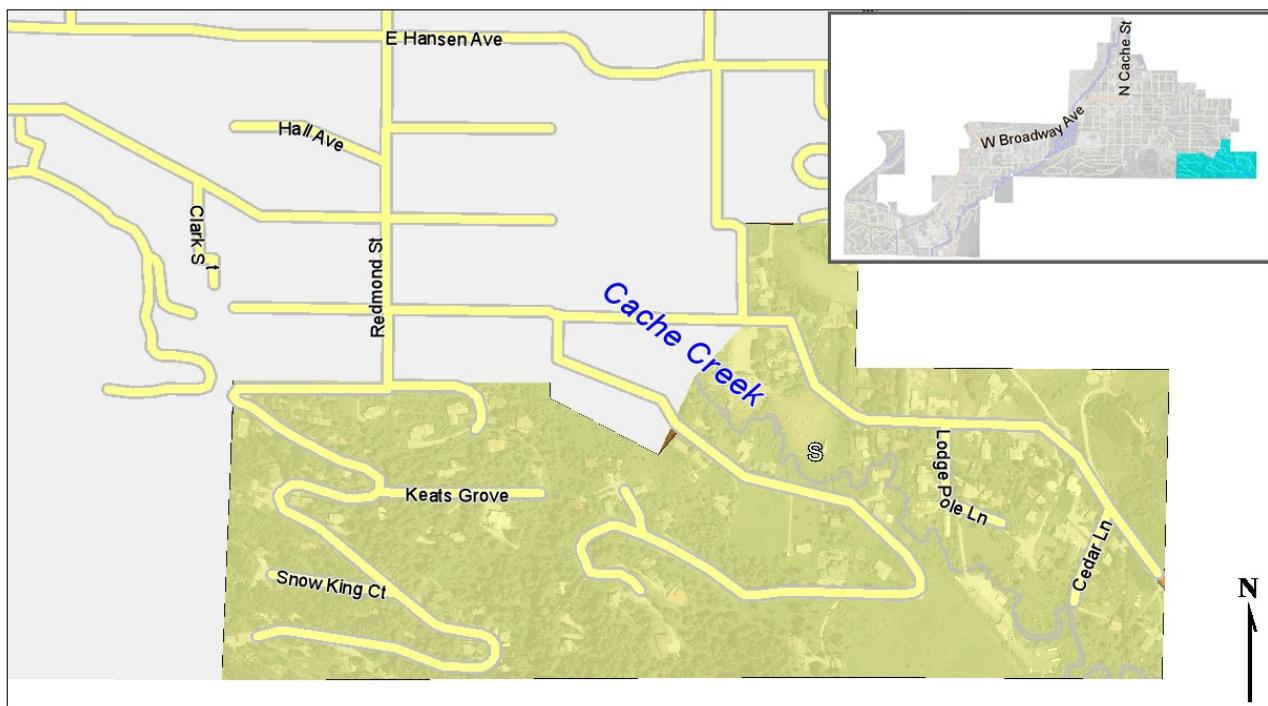
The goal for this stable subarea is to maintain existing character and density, which is primarily single family and PUD development, but to allow targeted redevelopment consistent with current neighborhoods. See map:



Subarea 6.1: Low to Medium Density Neighborhoods		
Current Zone	Council Direction	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.	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.	SF or SF w/ up to 2 ARUs.

<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.	TBD
<b>PARKING (Subarea 6.1):</b>		
<p><b>Council Direction: 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>		

**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	Council Direction	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 elimination of ARUs may be considered to better minimize impacts on steep slopes (e.g., Snow King Estates) and wildlife (e.g., Upper Cache).</li> <li>In addition, based on the Comprehensive Plan's direction to maintain existing lot sizes into the future, the S zone should 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 would have a larger minimum lot size than the current S zone, which is 12,000 sf. This would make some existing properties nonconforming as to minimum lot size and would decrease the subdivision potential of some properties.</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.	TBD
<b>PARKING (Subarea 6.2):</b>		
<p><b>Council Direction: 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>		

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

Council Direction: Alternatives 3.A. and 3.B: The Council supports using zoning potential to estimate buildout for base zoning (3.A) but also use the "as built" method for any residential units constructed using a development incentive (3.B). This is the same dual system that the Town currently uses.

According to this direction, 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). This is consistent with the buildout method used in the Comprehensive Plan (see Appendix B). The total community (town and county) buildout would not change, however, because any upzoned properties would 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 per Sec. 7.8 of the LDRs) 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.

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

Council Direction: Alternative 4.C: The purpose of adding the units is to provide workforce housing. Deed restrictions are an important tool and often preferred but are not reasonable or necessary in all cases. Market-based tools, such as those mentioned by the Planning Commission (e.g., limits on unit sizes, requiring a percentage to be rentals, requiring a mix of unit types, etc.), should also be considered.

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 development will likely be modified as part of that process. Some Council members mentioned that they would like to see the final outcome of the Mitigation update before they could commit to a final position on what restrictions should be placed on the additional units. 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 also be helpful to the Council before providing final direction. The 2:1 workforce housing bonus adopted in District 2 was also discussed as a possible example of incentivizing market and deed-restricted units to create workforce housing. The goal for some members is to identify the 'sweet spot' where the market will be incentivized to build workforce units with little or no subsidy from the public.

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

Council Direction: Alternatives 5.B & 5.C: In mixed-use areas use incentives to encourage workforce housing to reduce commercial development where feasible. The transfer of commercial development rights from one property to another should be explored as well.

The goal is to incentivize residential development on commercial or mixed-use properties with the goal of 'converting' some commercial potential to residential uses. This approach would be especially applicable in areas such as Subarea 4.3: Central Midtown that are not located along the highway and so would provide a more suitable living environment than properties fronting the highways. Property values would not be negatively affected because there would be no actual loss of commercial development potential. In addition, the goal of transferring commercial density from one property to another would be to spark redevelopment of high-priority sites, such as gateway properties and constrained sites, that might need additional density to make development financially feasible.

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

Council Direction: Alternative 6.A: Apply Design Review to commercial development and multi-family buildings of 3 or more units.

Council directs 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. One option may be to

explore additional design requirements for multi-family development to, for example, buffer them from adjacent lower-density properties.

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

Council Direction: Alternative 7.B: Sidewalks should be provided to connect commercial areas to surrounding residential areas, as well as between major residential neighborhoods.

Council directs that the Town require sidewalks in heavily used and dense commercial and residential areas. In addition, they 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. The Council did not support the idea of a 'Sidewalk Master Plan.' Some members felt that the Council could identify where new sidewalks should be prioritized without the need for a detailed plan.

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?

Council Direction: Alternative 8.B: Town should require connections as part of certain redevelopment and new projects. Requirements would likely be part of the subdivision process and/or development review process.

The Town does not have any specific standards 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.

The Council directs 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 the Council's direction. It is possible that this LDR update might be postponed until after adoption of the District 3 - 6 update in order to the work plan in the near future.