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## **Glenwood + Simpson PMD Final Development Plan Phase Two of Millward + Simpson PMD Master Plan 175 South Glenwood Street**

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May 16, 2018

PAP# P18-001

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## Stakeholder Team & Property

Owner/Applicant:	Arts District Development LLC P.O. Box 1569 Jackson, WY 83001 Representative: Jay Varley
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Location & Legal Description:	175 South Glenwood Street Lots 11-12; Block 2; 2nd Wort Addition to the Town of Jackson PIDN: 22-41-16-33-1-08-004
Pre-Application:	P18-001 January 30, 2018

# Project Overview & Background

## Overview

The Applicant is submitting this application for a Final Development Plan (FDP) for the Glenwood + Simpson Planned Mixed-Use Development (PMD). The Glenwood + Simpson PMD is the second and final phase of development under the Millward + Simpson PMD Master Plan. Glenwood + Simpson will be a mixed-use development combining commercial/retail and employee housing units on the lower floor with market residential/lodging units above. Parking for the proposed development is provided on site in an underground parking structure accessed from the alley.

The property is at the northwest corner of South Glenwood Street and East Simpson Avenue, addressed as 175 S. Glenwood, and legally described as Lots 11-12, Block 2 of the 2nd Wort Addition to the Town of Jackson. It is Parcel Number: 22-41-16-33-1-08-004 and is approximately .34 acres or about 15,000 square feet. Under current regulations the property is zoned CR-1 (Commercial Residential -1) and it is within the Lodging Overlay. However, the development standards applicable to all aspects of the site are those specified in the approved and recorded Millward + Simpson PMD Master Plan.

The property is directly north and across Simpson Avenue from the four-story SpringHill Suites by Marriott Jackson Hole ("SpringHill Suites"). The Center for the Arts which reaches 64-feet in height, is across Glenwood Street to the southeast and the two-story Antler Motel is across Glenwood Street to the northeast. The Town of Jackson's four story 56.5-foot high parking structure and the four-story Vertical Harvest greenhouse are immediately adjacent and contiguous with the west side of the property. To the north, immediately across the alley running east west between Simpson Avenue and Pearl Avenue is the two-story Pearl Place Commercial Building and a branch of Bank of the West. Just across that alley to the north the zoning is Downtown Core and all existing development along Pearl Avenue is commercial. The property is approximately two and half blocks from the Town Square.

This property is under developed. It contains the ten (10) remaining one-story lodging units and some associated parking of the former Western Motel, which had extended across Simpson Avenue immediately to the south to the lots redeveloped as the SpringHill Suites. There was a swimming pool associated with the Western Motel on this site, but it was removed several years ago in anticipation of redevelopment. The project offers the opportunity to redevelop and significantly improve the streetscape of the intersection of Simpson Avenue and Glenwood that lies between two prominent civic features of the Town – the Center for the Arts and the Vertical Greenhouse.

This application for a FDP mirrors the FDP approved by the Town Council for this property in September 2006 except for those alterations necessary to bring the application in compliance with its PMD Master Plan, which was amended in 2013. The FAR for this development has been reduced to comply with the requirement that FAR for the entire development (Phase I and Phase II) not exceed 2.0 collectively. The SpringHill Suites across Simpson Avenue

was developed as “Phase I” under the amended Millward + Simpson PMD Master Plan. Glenwood + Simpson will be Phase II of the Master Plan. <sup>1</sup>

## **Background**

The property is subject to an approved Master Plan, the Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment recorded in the land records on May 6, 2016 as Document 0903940, Book 919, Pages 406-451. This FDP application is submitted for review under the standards for development established within that amended PMD Master Plan.

On September 16, 2002, the Jackson Town Council approved the original Millward + Simpson Planned Mixed-Use Development Master Plan pursuant to the Planned Mixed-Use Development Option, Section 2325 of the Town Land Development Regulations, which has since been repealed. Though repealed, the PMD Ordinance and the Millward + Simpson PMD Master Plan govern review and approval of development of this property. A Master Plan under the PMD Ordinance is reviewed and approved under the procedures set forth for Sketch Plans and an approved PMD Master Plan serves as a Sketch Plan (pursuant to previous LDR Section 512000, Development Plan). Following approval, the approved PMD Master Plan was incorporated into an Affidavit and Agreement executed between the Town and the applicant and is recorded in the land records. The original Millward + Simpson PMD Master Plan was recorded as document 0583871 at pages 638-760 of Book 480 of Photo on December 03, 2002 in the Clerk’s Office of Teton County.

The purpose of the PMD Option was “to provide flexibility in encouraging mixed-use commercial, office, and lodging (within the Lodging Overlay (LO)), and/or residential development which will, though an overall unified approach, provide superior results than would be achieved through lot by lot development that adheres to more rigid standards.” This PMD Master Plan was designed to provide a mix of synergistic uses responsive to a variety of community goals such as parking and transportation, on site employee housing, and prioritizing pedestrians consistent with its central downtown location and “Town as Heart” community ideals.

The Millward + Simpson PMD Master Plan originally outlined the redevelopment of 18 essentially contiguous undeveloped or underdeveloped lots in downtown Jackson that front Simpson Avenue (north and south side of the street) to the east and west of Millward Street - from Glenwood Street to Jackson Street. The Master Plan approved approximately 289,471 square feet of above-grade development consisting of a mix of residential, office, commercial retail, restaurant, and short-term lodging uses with employee housing and below-grade parking garages. The properties would be developed in phases with a FDP application submitted for each phase.

The Millward + Simpson PMD Master Plan received approval of a bonus to 2.0 FAR which could be averaged across the buildout of the 18 lots. An individual phase could exceed 2.0 FAR as long as subsequent phases were below 2.0. The PMD Ordinance gave the Town Council the flexibility to grant the 2.0 FAR upon a finding of “an extraordinary benefit to the Town of Jackson.” The Millward + Simpson Master Plan met the bonus requirement by providing development that was at least 50% residential and lodging and by providing the majority of its parking on site in

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<sup>1</sup> To avoid confusion please note that at the time it received approval from the Town in 2006, the Glenwood + Simpson project was characterized as “Phase I” of the Millward + Simpson PMD Master Plan. Subsequently, the SpringHill Suites project was developed first and became “Phase I” and the Glenwood + Simpson PMD project is now referred to as “Phase II.”



underground parking garages. It also met the bonus criteria by providing employee housing in excess of the requirements, decreasing employee generated traffic and downtown parking use, and by increasing the vitality of downtown Jackson.

As per the standards established for the PMD Option, a deadline was established for the submission of the first FDP application as three years from the date of recordation, or December 3, 2005. This deadline for the owner/applicant to submit its first FDP under the Millward + Simpson PMD Master Plan was extended by the Town Council to March 3, 2006 in order to further explore the potential for a cooperative relationship and/or land swap between the Town and the applicant so that the private development would “wrap” around the Town’s then unbuilt parking structure (essentially surrounded by the Master Plan Development), which would have enabled the Town to potentially increase the capacity of the garage and screen the parking structure from the street.

In 2006, a FDP application for the Glenwood + Simpson PMD was submitted as Phase I of the Millward + Simpson PMD Master Plan and approved by the Jackson Town Council on September 18, 2006. An Encroachment Agreement was issued for Glenwood + Simpson on September 23, 2008 to allow for the immediate installation of water and sewer before the October 15<sup>th</sup> deadline to dig in the public right-of-way and those utilities were, in fact, installed that fall. A Building Permit for this site was issued on October 1, 2008 (followed by an amendment to that Building Permit) but subsequently expired due to inactivity.

The project was not built because of the global financial panic that occurred during September and October of 2008 leading to global fiscal crisis and the most serious recession in the United States since the Great Depression of the 1930s. The real estate market crashed, the stock market lost fifty percent of its value between September 2008 and March 2009, banks failed, the credit markets seized up, and borrowing rates for banks and businesses skyrocketed. Economic indicators did not begin to turn up again in the US until 2013.

On July 10, 2010, the Town notified the owner/applicant that, based upon the representation in the Millward + Simpson PMD Master Plan that construction of the 18-lot development would be completed within 10 years, the development rights pursuant to that Master Plan would expire December 3, 2012 unless a request for extension was received by the Town sixty (60) days prior to that date.

The owner/applicant requested an extension within the allotted time frame and on April 8, 2013 the Town Council granted an extension of the Millward+ Simpson PMD Master Plan which was memorialized in an *Affidavit and Agreement Relating to Extension and Amendment of a Planned Mixed-Use Development Master Plan* recorded on July 25, 2013 as Document 0841300 in Book 849 at Pages 640-645. The most significant condition imposed by the Town Council before granting the extension was the removal of ten (10) lots from the original Master Plan development - reducing the size of the Master Plan development from eighteen (18) lots to eight (8) lots. The eight lots remaining within the Master Plan development were intended to allow the hotel development planned as Phase I on the six lots on the south side of Simpson Avenue (Lots 1-6, Block 7 of 2nd Wort Addition), and, the two lots of this Glenwood + Simpson project (Lots 11-12, Block 2 of 2nd Wort Addition), that had previously received a FDP and Building Permit, now Phase II.

The 2013 *Affidavit and Agreement* established that the amended Master Plan would expire March 18, 2015 unless a FDP application for development of the six-lot hotel (Phase I) was approved by the Town Council, a Building Permit issued, and construction begun within 60 days of the Building Permit issuance. The 2013 *Affidavit and Agreement*

stated that if the conditions for development of Phase I were satisfied, the same conditions would apply to the development of Phase II, the Glenwood + Simpson PMD. The owner/applicant would have two years following issuance of a Certificate of Occupancy for the hotel to secure a FDP and begin construction for the Glenwood + Simpson PMD.

The 2013 *Affidavit and Agreement* also made modifications to some of the standards specific to the six-lot hotel site. Specifically, the hotel was reduced from 103,600 square feet to 95,000 square feet (excluding employee housing), its maximum allowable height would be 46' with no 110% bonus allowed for sloped sites, the 4<sup>th</sup> floor could not be visible from Simpson Avenue, Glenwood Street, or Millward Street, and changes were made to the allowable setbacks. The agreement stated that the applicants could "apply for an amendment to the Master Plan" concurrent with a Final Development Plan application.

### **Phase I –SpringHill Suites by Marriott**

An application for a FDP for the SpringHill Suites (Phase I) was timely submitted and was approved by the Town Council on December 14, 2014. In addition to the application for a Final Development Permit for the six lots comprising the hotel in Phase I, the applicant did request "additional amendments" to Master Plan – specifically to the development standards for the hotel site that had been altered in the 2013 when the extension was granted. These requested additional amendments were to once again allow the 110% height bonus for sloping sites, allow for different setbacks, and to allow the 4th story to be visible. All of the amendments requested by the SpringHill Suites developers were granted by the Town. An *Affidavit and Agreement Relating to the 1st Amendment of the Millward and Simpson Planned Mixed-Use Development Master Plan* that memorialized the 2013 and the 2016 changes to the Master Plan was drafted and recorded on May 6, 2016 as Doc 0903940 in Book 919 at pages 406-451. Exhibit B to that document is the *Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment*.

The SpringHill Suites was constructed in 2016 and 2017 and a partial Certificate of Occupancy for the hotel within the building was issued on May 8, 2017. A final Certificate of Occupancy for the residential/lodging portion of the project has not been issued as of May 15, 2018.

### **Phase II – Glenwood + Simpson PMD**

There are no requested amendments to the Millward + Simpson PMD Master Plan for this application for an FDP for Phase II - the Glenwood+ Simpson PMD. This FDP application mirrors the FDP approved in 2006 for the Glenwood + Simpson PMD except for those necessary alterations to comply with the allowable FAR of 2.0 for the eight lots combined - both Phase I and Phase II together.

The SpringHill Suites developed as Phase I was built with a FAR of 2.05. Therefore, the FAR for this phase will be reduced to comply with the requirement that FAR for the entire Master Plan development (Phase I and Phase II) not exceed 2.0 collectively. The 2006 Glenwood + Simpson PMD approved had a FAR of 2.01. This project, Phase II, now has a FAR of 1.78. In all other respects the project is identical to the 2006 FDP that was approved by the Town.

A Pre-application Conference was held for the Glenwood + Simpson PMD FDP on January 30, 2018 (P18-001). The following information is provided in a format that tracks the Pre-Application Conference Summary subsequently provided by the Town Planning Department.

## GENERAL INFORMATION

### Planning Permit Application

See **Exhibit A:** DEV Application

Applicant will apply for a Basic Use Permit (BUP) application in the future.

### Notarized Letter Of Authorization

See **Exhibit B:** Notarized Letter of Authorization

### Application Fees

See **Exhibit C:** Copy of Y2 check dated 5/9/2018 for \$2,500 for DEV Application fees

### Mailed Notice Fee

Per LDR 8.2.14.C.2, Notice for Public Hearing, if more than twenty-five (25) notices are required to be mailed, the Applicant will provide a check to the Town for the appropriate fee.

### Other Information Needed

See **Exhibit D:** A thumb drive containing this application in its entirety will be provided to the Town upon determination of sufficiency and may be inserted in the original submittal binder as an Exhibit.

Nine (9) hard copies of this application in its entirety will be provided to the Town upon determination of sufficiency.

### Response To Submittal Checklist

See **Exhibit E:** *Pre-Application Conference Summary dated January 30, 2018*

Please refer to this application in its entirety with narratives and exhibits which is organized according to the Pre-Application Conference Summary.

### Title Report

See **Exhibit F:** Title Report

See **Exhibit G:** Corrected Quitclaim Deed dated March 7, 2016

## Narrative Description of the Phase II Development

In the Pre-Application Summary checklist, the Planning Department requested the Applicant address how the proposed development is consistent with the previous PMD from 2006. The Comprehensive Proposed Development Summary provided below details the differences between the approved 2006 FDP Design, the approved 2008 Building Permit design and the currently proposed 2018 FDP design. See also **Exhibit H – Design Diagram Side by Side Glenwood + Simpson (2008 and 2018)**.

The project is a mixed-use development combining Commercial/Retail and Employee Housing units on the lower floor with Market Residential/Lodging units on the second and third floors, with third-floor units featuring interior lofts set back from the street front. There is underground parking accessed off the alley next to a semi-private rear court that provides access to the employee housing units. See also **Exhibit I – Artistic Renderings**.

The previous Glenwood + Simpson PMD that received a FDP in 2006 and a Building Permit in 2008 was 32,680 square feet of gross area, 20,098 square feet of tabulated area, with a FAR of 2.01. There were four commercial/retail units on the first floor along with four (4) one-bedroom employee housing units. There were seven (7) market residential/lodging units on the second floor and five (5) on the third floor. There were twenty-seven (27) parking spaces provided on site in the underground parking garage.

Due to the reduction in FAR necessary to comply with the Master Plan since Phase I was built, the project now includes one less employee unit on the first floor (but the number of employee housing bedrooms is still four because of the inclusion of a two-bedroom unit), one less market/residential unit on the second floor, and twenty-five (25) parking spaces on site in the underground parking garage.

This 2018 Glenwood + Simpson PMD is 26,689 square feet of gross area, a reduction of almost six thousand square feet and a tabulated site area of 14,811 square feet, a reduction of over five thousand feet. FAR for Glenwood + Simpson is now 1.78. The development is forty-six feet high- the third story has interior lofts that are set back from the street. On the first floor there are four (4) commercial/retail spaces of approximately 5,201 square feet total and approximately 2,107 square feet of employee housing in three (3) units –two (2) one-bedroom units and one (1) two-bedroom unit. The second level has about 8,622 square feet of market residential / lodging – two (2) three-bedroom units and four (4) two-bedroom units with balconies overlooking Glenwood Street and Simpson Avenue. The third level is about 7,326 square feet with two (2) four-bedroom and three (3) three-bedroom market residential / lodging units each with a mezzanine/loft (for a total of 2,051 square feet) and balconies. There are twenty-five (25) parking spaces in an underground parking garage access from the alley that runs between Simpson Avenue and Pearl Avenue.

The purpose of the Millward + Simpson PMD Master Plan is to provide flexibility in encouraging mixed-use development that will, through an overall unified approach, achieve results superior to those produced when development occurs lot by lot and adheres to rigid standards. The Master Plan contemplated a mix of compatible uses at a scale consistent with the surrounding neighborhood, offering commercial, residential, and lodging uses in the heart of downtown. These types of developments are intended to combat sprawl; however properties suitable for these types of developments are rare.

The following objectives were established in the Millward + Simpson PMD Master Plan to guide the planning effort and have been maintained through the design of this proposed project:

- Jointly plan the 2 contiguous lots; Block Two within the context of the Millward + Simpson Master Plan, to provide a mix of compatible and complementary land uses that support one another so that the “whole is greater than the sum of its parts”;
- Create a project embodying the type of development that will support the “Town as Heart of the Region” concept;
- Prioritize Pedestrians (sidewalks, covered walkways, pedestrian-scaled spaces, articulated entries - all to make walking desirable);
- Contribute to the long-term parking/transportation solution - parking is provided as a shared utility between uses within the project;
- Effectively address bicycle and transit transportation modes;
- Create a mixed-use development to incorporate lodging and residential / lodging units in the downtown core.

Additional objectives set forth in the Master Plan are to:

- Encourage flexibility and creativity in the development of land to promote its most appropriate and efficient use;
- Provide a mixture of compatible commercial, office, lodging and residential uses:
  - ❖ Lodging
  - ❖ Office and Services
  - ❖ Commercial/Retail
  - ❖ Restaurants
  - ❖ Residential;
- Improve the design character and quality of the development beyond that which would be achieved by strict application of the underlying land development regulations;
- Facilitate the efficient and economical provision of street improvements and utilities;
- Preserve the significant features of a site;
- Provide a functional and interconnected system of pedestrian walkways and streetscape, and pedestrian areas;
- Encourage the conservation of energy;
- Allow creative alternatives to surface parking and encourage and permit shared parking between proposed uses; and
- Accommodate alternative transportation including transit, bikeways, and pathways where appropriate as consistent with the Transportation Master Plan.

Consistent with the objectives of the Millward + Simpson PMD Master Plan - Phase II, the Glenwood + Simpson PMD, addresses architectural form and space, vehicular access and parking, pedestrian use and streetscape in ways that respond creatively to its Downtown context. The result is a development planned to house a mix of synergistic uses, providing a pedestrian emphasis and making a positive contribution to the urban fabric of the neighborhood.

The development will also support the recent downtown core/ urban neighborhood concepts in the Town's new Comprehensive Plan and the new downtown character districts. With its varied forms and articulated, stepped down roofline, the Glenwood + Simpson PMD will act as a transition between the scale of the nearby Center for the Arts, the adjacent Vertical Greenhouse and the contiguous Town Parking Garage, all three of which are taller, have a higher density and FAR, and more massive street frontages than the downtown core. Similarly, the project adds a variety of quality housing, lodging, and complimentary commercial space to this transition area between the downtown core and the strictly residential area just south.

The primary location of the commercial/retail on Glenwood Street and Simpson Avenue addresses the commercial character of these streets. And at the time of Master Plan approval it was expected that the construction of the Town's parking structure would add to the busy character of these streets as would the Center for the Arts. This has been achieved. Since that time the addition of the SpringHill Suites to the neighborhood as well as the Vertical Greenhouse, which has attracted worldwide press, have only increased pedestrian traffic in the immediate vicinity.

Given the site's proximity to the Center for the Arts, the Town's parking structure, other office/retail ½ block away on Pearl Avenue and Glenwood Street, and existing lodging in the area (Antler Motel and SpringHill Suites), it is anticipated that the commercial/retail space will attract a wide variety of potential tenants including retail and businesses such as law firms, advertising firms, financial planning and accounting companies, property managers and realtors, as well as lodging support businesses. It is also likely that the proximity to the Center for the Arts will make this location desirable to an art gallery tenant or other arts-related use. This is anticipated to create a fairly constant level of activity rather than a pattern of seasonal fluctuations characteristic of purely tourist-oriented operations. The implications of this constant level of activity for short- and long-term parking have been considered in the planning process and were anticipated and incorporated within the shared parking formula used to determine the parking requirement of this proposal.

A goal of the Millward + Simpson Master Plan is to provide lodging and residential lodging units in the downtown core of Jackson. The residential/lodging units of Glenwood + Simpson are larger and have more amenities than typical motel rooms. They increase the diversity of available short-term accommodation options in Town. Growing numbers of visitors, especially families seek out a more intimate visitor experience - staying together in a single unit to experience our community on a more familiar home like setting, while supporting the local economy by staying for longer periods of time. Such options would hold particular appeal during events like the Fall Arts Festival, Jackson Hole Wildlife Film Festival, Snowmobile Hill Climb, Stage Stop Sled Dog Race, Antler Fest, and various music festivals.

# Proposed Development Program

## Town Development Standards Form (Amended)

AREA CALCULATIONS			
	County GIS	Base Site Area	Adj. Site Area
<b>GROSS SITE AREA</b>	<b>15,000 SF</b> (Phases 1+2 = 60,000 SF)		
Land within road easements and rights-of-way		0	
Land within existing vehicular access easements			0
Land between levees or banks of rivers and streams		0	0
Lakes or ponds > 1 acre		0	0
Land previously committed as open space		0	
50% of lands with slopes greater than 25%		0	
<b>CALCULATED TOTALS</b>		<b>15,000 SF</b> (Phases 1+2 = 60,000 SF)	<b>15,000 SF</b> (Phases 1+2 = 60,000 SF)

DEVELOPMENT CALCULATIONS					
TOWN ZONING:	Current LDR Standard	PMD Master Plan	Existing	Proposed	Gross
CR-1: COMMERCIAL RESIDENTIAL-1					
<b>Number of units or density</b>			10 <sup>1</sup>	19 <sup>2</sup>	19 <sup>2</sup>
<b>Floor Area</b>	n/a	26,698 SF (Phase 1+2= 120,000 SF)	3,552 sf <sup>1</sup>	26,689 sf (+93,311 Phase 1)	26,698 SF
<b>FAR or maximum floor area</b>	.65 + .15	FAR 1.78 (Phase 1+2 = 2.0)	FAR 0.24	FAR 1.78 (Phase 1+2 = 2.0)	FAR 1.78
<b>Site Development</b>					
<b>Landscape Surface Ratio</b>	(BSA x 0.10) 15,000 SF	(BSA x 0.5) 750.00 SF	<b>N/A</b>	750.20 SF	750.20 SF
<b>Building Setbacks</b>					
Primary Street	0' - 5'	0'	0' / 73' ±	0' / 0'	0' / 0'
Secondary Street	0' - 5'	0'	N/A	N/A	N/A
Side interior (min)	0' - 5'	0'	3' ±	2'	2'
Rear (min)	10'	0'	1' ±	0'	0'
Abutting protected zone (min)	10'	N/A	N/A	N/A	N/A
<b>Building Setbacks</b>					
3rd story street façade	10'	0'	N/A	0'	0'
Encroachment in setback (%)	60%	N/A	N/A	N/A	N/A
<b>Parking Setbacks</b>					
Primary street, above ground (min)	30'	N/A	0' / 48' ±	N/A	N/A
Secondary street, surface (min)	30'	N/A	N/A	N/A	N/A
Secondary street, other	0'	N/A	N/A	N/A	N/A
<b>Height</b>					
Overall	46'	46'	12' ±	46'	46'
Stories (max)	3	4	1 <sup>1</sup>	4 <sup>3</sup>	4 <sup>3</sup>

Notes:

- Existing lodging structure to be removed.
- Proposed unit mix: (4) Commercial/Retail; (12) Lodging/Residential; (3) Employee Housing.
- Fourth floor is comprised of loft spaces internal to 3rd level units.

# Comprehensive Proposed Development Plan Summary

Glenwood + Simpson PMD (Phase II of Millward + Simpson PMD Master Plan)

	Underlying 2018 Zoning (CR-1)	Approved 2002 PMD Master Plan (Snapshot Design)	Approved 2006 FDP Design	Approved 2008 Building Permit Design	Proposed, Revised 2018 FDP Design
<b>Program Details</b>					
Commercial / Retail		4 units, or 2 units + restaurant	4 units	4 units	4 units
Lodging / Residential					
No. of Units		14 units	13 units	12 units	11 units
No. of Bedrooms		37 bedrooms	27 bedrooms	29 bedrooms	26 bedrooms
Employee Housing					
No. of Units		4 units	4 units	4 units	3 units
No. of Bedrooms		4 bedrooms	4 bedrooms	4 bedrooms	4 bedrooms
<b>Floor Area Allowed</b>					
Lot Size	15,000 sf	15,000 sf	15,000 sf	15,000 sf	15,000 sf
Maximum FAR	0.65 + 0.15 for lodging use	2.0 spread over entire PMD	2.01	2.01	1.78
Maximum Floor Area	12,000 sf	N/A	30,150	30,150	26,689 sf
<b>Floor Area Proposed</b>					
Commercial / Retail		7,200 sf	5,834 sf	5,564 sf	5,201 sf
Common / Circ. Areas					
Grade Level		--	1,474 sf	1,788 sf	1,579 sf
2 <sup>nd</sup> Level		--	1,244 sf	1,482 sf	1,064 sf
3 <sup>rd</sup> Level		--	1,244 sf	1,217 sf	846 sf
<i>Subtotal</i>		<i>4,170 sf</i>	<i>3,962 sf</i>	<i>4,487 sf</i>	<i>3,489 sf</i>
Lodging / Residential					
2 <sup>nd</sup> Level		--	9,865 sf	9,603 sf	8,622 sf
3 <sup>rd</sup> Level		--	8,219 sf	8,240 sf	7,326 sf
3 <sup>rd</sup> Level Loft		--	2,254 sf	2,204 sf	2,051 sf
<i>Subtotal</i>		<i>22,570 sf</i>	<i>20,338 sf</i>	<i>20,047 sf</i>	<i>17,999 sf</i>
<i>Total Tabulated Floor Area</i>		<i>33,940 sf</i>	<i>30,134 sf</i>	<i>30,098 sf</i>	<i>26,689 sf</i>
<i>Tabulated FAR</i>		<i>2.26</i>	<i>2.01</i>	<i>2.01</i>	<i>1.78</i>
Employee Housing		2,350 sf	2,545 sf	2,582 sf	2,107 sf
<i>Total Above Grade Area</i>		<i>36,290 sf</i>	<i>32,679 sf</i>	<i>32,680 sf</i>	<i>28,796 sf</i>
<b>Dimensional Limitations</b>					
Bldg. Height Above Grade	46' if roof ≥ 5/12 42' if roof < 5/12	46 feet	46 feet	46 feet	46 feet
No. of Stories Above Grade	3 stories	4 stories	4 stories (3rd level contains interior lofts)	4 stories (3rd level contains interior lofts)	4 stories (3rd level contains interior lofts)
Building Setbacks					
Street	0' - 5'	0 ft	0 ft	0 ft	0 ft
Alley	0' or 5'	0 ft	0 ft	0 ft	0 ft
Rear (side)	10'	0 ft	0 ft	0 ft	2 ft
<b>Landscape Area</b>					
Minimum LSR	0.10	0.05	0.05	0.05	0.05
Landscape Area Provided		750 sf	772 sf	772 sf	750.2 sf
LSR Achieved		0.05	0.051	0.051	0.058



	Underlying 2018 Zoning (CR-1)	Approved 2002 PMD Master Plan (Snapshot Design)	Approved 2006 FDP Design	Approved 2008 Building Permit Design	Proposed, Revised 2018 FDP Design
<b>Employee Housing Required</b>					
Commercial / Retail					
Rate	156 sf/1000 sf	Defers to LDRs	0.42 persons/1000 sf	.42 persons/1000 sf	156 sf/1000 sf
Calculated		--	2.45 persons	2.45 persons	811.36 sf
Plus Circulation Areas					
					82.10 sf
Lodging / Residential					
Rate	47 sf/1000 sf	Defers to LDRs	1.75 persons/unit	1.75 persons/unit	47 sf/1000 sf
Calculated		--	3.5 persons	3.5 persons	845.95 sf
Plus Circulation Areas					
					139.20 sf
Total Required		--	7.95 persons	7.95 persons	1,878.70 sf
Credit (calculation below)					
Total minus Credit					167 sf
					1,711.70 sf
<b>Employee Housing Proposed</b>					
Floor Area Provided		N/A	N/A	N/A	2,107 sf
No. of Units Provided		5	4	4	3
1 Bedroom Units		5	4	4	2
Persons housed		7.0 persons	7.0 persons	7.0 persons	N/A
2 Bedroom Units		0	0	0	1
Persons housed		0	0	0	N/A
Credit for Existing 10-unit motel bldg:					
Credit Rate	47 sf/1000 sf	.13 persons/bedroom	.13 persons/bedroom	.13 persons/bedroom	47 sf/1000 sf (24'x148' bldg.)
Credit Calculated		1.3 persons	1.3 persons	1.3 persons	167 sf
<i>Total Housing Provided</i>					
					2,274
No. of People Housed		10.05 persons	8.3 persons	8.3 persons	N/A
Surplus Provided sf		N/A	N/A	N/A	228.3 sf
Surplus Provided as %		----	-----	--	21%
<b>Parking Required</b>					
	LDR	PER MASTER PLAN FORMULA	PER MASTER PLAN FORMULA	PER MASTER PLAN FORMULA	PER MASTER PLAN FORMULA
Commercial / Retail					
Rate	3.37 spaces/1000 sf	3 spaces/1000 sf within formula	3 spaces/1000 sf within formula	3 spaces/1000 sf within formula	3 spaces/1000 sf within formula
Calculated		-----	-----	-----	7.14
Lodging / Residential					
Rate	1.5 spaces/DU	2/unit within formula	2/unit within formula	2/unit within formula	1/unit within formula**
Calculated		-----	-----	-----	10.78
Employee Housing					
Rate	0 (on-site housing)	1/unit within formula	1/unit within formula	1/unit within formula	1.5/unit within formula **
Calculated		3.92 spaces	3.92 spaces	3.92 spaces	4.41spaces
<i>Subtotal Required</i>	34 spaces	--	--	--	22.33 spaces
<b>Total Off-Street Req'd.</b>		<b>Not specified for individual phase</b>	<b>34 spaces</b>	<b>32 spaces</b>	<b>23 spaces</b>
<b>Parking</b>					
Basement Spaces		27 spaces	27 spaces	25 spaces	25 spaces
Credit for Existing Dev.	10 spaces	10 spaces	10 spaces	10 spaces	10 spaces
<b>Total Parking Provided</b>		<b>37 spaces</b>	<b>35 spaces</b>	<b>35 spaces</b>	<b>35 spaces</b>
Surplus Parking		--	1 space	3 spaces	12 spaces
Curbside Street Spaces Available		10 spaces	8 spaces	7 spaces	7 spaces

\*\* 2014 Millward + Simson PMD Master Plan -1<sup>st</sup> Amendment changed lodging/residential requirement to 1 space per unit and changed the requirement for employee housing to 1.5 spaces per unit.

## Site Plan

See **Exhibit J**: Site Plan

## Floor Plans

See **Exhibit K**: Floor Plans and Elevations

## Posted Notice

Public Notice in accordance with LDR Section 8.2.14.C.4. shall be posted on site by the applicant when public meetings are scheduled by the Town Planning Department.

See **Exhibit L**: Posted Public Notice Template

## IDENTIFIED APPLICABLE ARTICLES OF THE TOWN LDRS

The Town Planning Department identified the following Land Development Regulations as applicable in the January 30, 2018 Pre-Application Conference Summary:

### Article 1: General Provisions. Division 1.9 Nonconformities

There are no nonconformities associated with the Glenwood + Simpson PMD FDP application. The proposed development must be consistent with the approved Millward + Simpson PMD Master Plan, as amended.

### Article 2: Complete Neighborhood Zones

The current zoning and neighborhood character zones are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan the applicant will demonstrate the project's benefits to the neighborhood considering the current zoning and the town's current Comprehensive Plan, Community Streets Plan and Design Guidelines.

#### Division 2.2.1: Rules Applicable to All Complete Neighborhoods

##### Division 2.2.2.A: Form Standards

The physical development and form standards in the current LDRs for the Town are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan this application will demonstrate the project's benefits to the neighborhood considering the form standards adopted in recent years regarding Streets, Pedestrian Frontages, Building Frontages and Parking.

### **2.2.1.B: Streets**

The physical development and form standards in the current LDRs for sidewalks are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan this application will demonstrate the project's benefits to the neighborhood considering the form standards adopted in recent years.

The Town of Jackson's 2015 Community Streets Plan, specifically Town Neighborhood Form D2 "Town Commercial Core", states that the "Town intent is that all residential areas shall have sidewalks provided on both sides of every street... Detached sidewalks with tree-planted furnishings zones are encouraged." The Application meets this philosophical intent and the literal terms of 2.2.1.B as described below in *Pedestrian Frontages* and *Building Frontages*.

### **2.2.1.C: Pedestrian Frontages**

The physical development and form standards in the current LDRs regarding pedestrian frontages are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan this application will demonstrate the project's benefits to the neighborhood considering the form standards adopted in recent years.

Pedestrian frontages are the spaces that occur on public and private property between the curb and the building and are required along primary and secondary streets. In the current LDRs, good pedestrian frontages are deemed essential for fostering mixed-use, walkable, and pedestrian oriented development.

One of the main objectives driving the planning and design process for the Millward + Simpson PMD Master Plan and the Glenwood + Simpson PMD for this site has been to place a priority on the development of great pedestrian spaces and connections. To the pedestrian the site is primarily experienced along its two most public faces – Simpson Avenue and Glenwood Street. The site plan responds to the character of these two streets.

Along the entirety of both primary street frontages, the applicant proposes to construct an arcade or covered pedestrian walkway, which varies in width from 6'-2" to 18'-2" along its length with additional space indented at building entryways. The arcade will provide shelter from the elements and a clear walkway for pedestrians, adding to the covered walkways extending south from the Town Square, 1½ blocks to the north. Combining the covered arcade and paved/planted strip areas, the total sidewalk width, from back of curb to face of building, will vary from 11'-6" to 23'-6". Although the narrowest points are slightly less than the current 13' standard for CR-1 Zoning, the overall function, appearance and intent are comparable - in fact matching the conditions at the Vertical Greenhouse to the west and greatly exceeding the conditions found at the property across the alley to the north. Clear head height at the covered arcade area varies from 10'-0" at the north east corner to 12'-5" at the southwest corner.

A four-foot-wide area of sandset pavers, to match Town's streetscape standards, is proposed adjacent to the curbline on both Simpson and Glenwood to separate pedestrians from the street and provide snow storage space. Tree grates are proposed for all street trees to match the Town's streetscape standards. In the 2006 FDP application a four-foot-wide planted area was originally proposed in part to mirror the Center for the Arts across the street, but public works was very concerned with having adequate snow plowing storage, so it was changed to pavers.

In addition to using that area for snow storage, it will look much better in the spring than snow-salt-smashed planting areas typically do. With parallel parking along the street, people will be stepping out of their cars onto pavers, and not wet grass or mulch. In this potentially high-traffic area, landscapes may receive a lot of traffic and therefore compaction. The trees will fare better if provided with Engineered Soils beneath permeable pavers protected by tree grates. Tree grates will be selected to reinforce the building's design. Pavers can also reduce the amount of dog mess in front of the building which may occur with a planted area.

The three required components of the Pedestrian Frontage under current LDR Section 2.2.C have been addressed:

**The Furnishing/Planting Area** in the Glenwood + Simpson PMD is designed to accommodate utilities, door swing, street trees, snow storage, and building columns. A pattern of scored concrete, interspersed with sand-set pavers to match the Town's streetscape standards, will further define use areas and provide interest on the ground plane.

Additional sand-set pavers are located behind the curb in areas where parallel parking will occur. These pavers serve several purposes: 1) they differentiate the walking route from the door-opening, toddler/parcel juggling area, thus reducing collisions; 2) provide safe all-season footing for those exiting their vehicles at the curb; 3) provide an easy-to-clean surface during the year and after spring thaw; 4) provide a temporary snow-storage area in winter; and 5) repeat the urban pavement pattern created elsewhere by the Town.

Greenery is located specifically to contribute to the pedestrian safety and interest described above.

Tree grates will be selected to reinforce the building's design for aesthetic continuity. The grates will also protect the trees' roots and maintain the ADA walking surface around the trees. The subgrade design and engineering will allow each tree's root zone to extend well beyond the "root ball" zone typically allowed for street trees by installing the curb-back pavers atop plant-friendly engineered soils throughout the sand set paver area.

The Applicant also will include stand-alone planters, selected to reinforce the building's design for aesthetic continuity and to highlight outdoor gathering areas while maintaining pedestrian flow and width.

Under the current LDRs the distance of the Furnishing/ Planting area is 18" to 3' (min to max). For Glenwood + Simpson PMD the distance is 24".

**The Clear Sidewalk** minimum is eight feet under current LDR Section 2.2.1D. Consistent with the Millward + Simpson Master PMD Master Plan governing the site, the Glenwood + Simpson PMD will be a minimum of 6' wide where direct movement is anticipated but widening at nodes and building entrances. A covered walkway is provided, where the building overhang creates a gallery to further define the space and to continue the pattern of covered walkways extending to the Town Square. The gallery extends approximately 100% of the south façade along Simpson Avenue and 100% of the east façade along Glenwood Street. Current LDR Section 2.2.1.C requires galleries be contiguous and extend for 75% of the Primary Street façade.

**The Building Transition Area** in the Glenwood + Simpson PMD benefits from the varied pavement width where the building footprints steps back, and patterns of sand-set pavers serving as visual "rugs" at

entries, all in order to invite pedestrians to the businesses inside and to provide gathering areas. This is consistent with the current LDR section 2.2.1.C which requires Building Transition areas to be hardscape.

A handicap ramp shall be installed at the intersection of Glenwood and Simpson streets – immediately adjacent to the building’s Main Entry and associated with painted crosswalks - to facilitate pedestrian circulation to Center for the Arts and all points south. Bicycle racks are included along both the Glenwood and Simpson frontages, as well as adjacent to the employee housing units on the west, for a total of 12 bike parking spaces.

#### **2.2.1.D: Building Frontages**

The physical development and form standards in the current LDRs regarding building frontages are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan this application will demonstrate the project’s benefits to the neighborhood considering the form standards adopted in recent years regarding building frontages.

All of the uses along Glenwood Street and Simpson Avenue are commercial retail spaces which are considered “Shopfront” under the current LDRs (Section 2.2.1.D.1). However, it is quite possible one or more of the commercial retail spaces will end up being used for a law firm, financial planner/accounting firm, and/or real estate office and therefore “Office” form standards would apply (Section 2.2.1.D.2).

Building frontages in the current LDRs set standards for building facades that face primary and secondary streets to ensure that the facades address each street appropriately. They play an important role in shaping the built environment and enhance the pedestrian experience.

Both the Glenwood Street and Simpson Avenue frontages are considered “primary”, whereas the north alley façade is considered “secondary.” The project is built to the property edges: at the ground level on Glenwood, the street wall steps back to acknowledge entrances to the retail and create wider and more inviting pedestrian space. Forty feet of the building is proposed to extend to the lot line along the Glenwood Street (east side) frontage, providing the immediate street/building connection that lends such a strong character to the center of the Town of Jackson. The remaining 110-feet is pulled back from the property line on the ground floor from 11-18 feet from the curb to provide an interesting and expanded pedestrian area.

As noted, the ground floor along Glenwood Street and Simpson Avenue will have a number of retail and/or office tenants. A cantilevered canopy will act as a common space addressing the individualized retail storefronts and entrances. The space created by the canopy will be at a human scale, reducing the perceived mass of the building and increasing the comfort of approaching the building on foot. By cantilevering the canopy from the face of the building and reducing the need for support columns, the canopy will provide the cover and character described above while keeping the walkway clear for pedestrian circulation, snow storage and removal. Where columns are located in the pedestrian right-of-way they are placed to ensure a minimum 6-foot clear, unobstructed walk and form the edge to the area along the curblines to create an inviting and unimpeded pedestrian way.

The corner where Glenwood Street meets Simpson Avenue is the most prominent position on the site. A primary retail entrance is in this location and addresses the street corner. The sidewalk is widened and the building entrance steps back from the corner, creating 5-feet of extra room along both streets for the casual gathering or just

waiting to cross Glenwood on the way to a performance or opening at the Center for the Arts or for those headed to and from the SpringHill Suites across the street – perhaps to dine in their restaurant which is highly visible on the opposite corner of that intersection. That intersection also offers a significant and potentially “first” view of the community’s Vertical Greenhouse – one of the first of its kind in the world and a tourist attraction. Another function of the wider sidewalk is to narrow the street slightly at the corner – providing a comfortable pedestrian crossing of Glenwood Street over to the west Entry Plaza for the Center for the Arts located directly opposite. Such a crossing was envisioned by the South Glenwood St. Design Charrette; the proposed development aims to contribute to the realization of that community vision.

Turning onto Simpson Avenue, the proposed building fronts directly onto the sidewalk to create a continuous building edge intended to be compatible with the parking structure and the Vertical Greenhouse. The unit on the ground floor of Simpson Avenue is also a commercial/retail use. Access to the employee units is from a walkway on the west side of the building. Each employee housing unit has its own private entry off the walk, and planting areas flank the walkway and each entry door.

The transition to Building Frontage is eased with the attention to detail in the Pedestrian Frontage which is in accordance with both the Millward + Simpson PMD Master Plan.

#### **Story Height - Shopfronts (2.2.1.D.1)**

The ceiling height of the grade level commercial/retail spaces (and the floor height of the second level residential/lodging spaces) is at a constant elevation, while the elevation of the ground level itself varies in response to the site’s sloped grade. Ceiling finishes at the grade level commercial/retail spaces will be the responsibility of the individual owners or tenants as is customary - and thus may vary - but clear height from floor to bottom of structure varies from 10’-6” to 12’-6.” Actual floor-to-floor dimension, or story height, varies from 12’-2” to 14’-2”. The floor-to-floor height between second and third floors is a constant 12’-6” throughout the building. The floor-to-floor height between the third level spaces and their internal lofts is 9’-5”, however those loft floors are not visible at the front of the building.

#### **Transparency – Shopfronts (2.2.1.D.1)**

Along the Glenwood and Simpson frontages, windows or glazed doors comprise 60% of the surface area of the grade level building façade below the sidewalk canopy, while windows or balcony openings comprise 40% of the second and third levels façade above the sidewalk canopy.

#### **Blank Wall Area – Shopfronts (2.2.1.D.1)**

At the grade level facade below the sidewalk canopy, the longest continuous section of blank, non-perforated wall is 3’-6”. At the second and third levels façade above the sidewalk canopy, the longest section of blank, non-perforated wall is 6’-0”.

#### **Pedestrian Access – Shopfronts (2.2.1.D.1)**

All grade level commercial/retail spaces have at least one large, well-articulated, public storefront entry leading directly from the sidewalk arcade. If the two northern most units located on Glenwood Street are combined, the

resulting unit would have two entries. In addition, each commercial/retail space has a secondary, rear entrance leading to the common lobby and restroom or loading dock areas.

### **2.2.1.E: Parking**

The Glenwood + Simpson PMD will provide its required parking on site, in sufficient quantity to meet the maximum parking demand for this phase as per the shared parking methodology approved within the Millward + Simpson PMD Master Plan. The amount of required parking is 23 spaces. There are 25 spaces in the onsite underground parking garage. There are ten (10) existing parking credits allotted to the site under the Town LDRs for parking provided by existing development as of 1988 as determined in 2005. There are also 7 on-street parking spaces adjacent to the project frontage on Glenwood Street and Simpson Avenue that can serve as convenient short-term spaces for visitors, guests and patrons of the development and provide a buffer for high-season peak parking needs. See *Comprehensive Development Plan Summary* above and Section 6.2 *Parking and Loading* below, which has the detailed calculations of the shared parking formula.

### **Division 2.2.3.A: CR-1 Commercial Residential-1**

Again, the development standards for the current zoning and neighborhood character zones are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan the applicant will demonstrate the project's benefits to the neighborhood considering the current zoning.

The property lies within the Commercial Residential - 1 (CR-1) zone adopted last year and is within the Lodging Overlay (LO). The intent of the CR-1 zone is to provide for mixed-use development consisting primarily of offices, retail and residential development. Lodging uses are allowed within the Lodging Overlay. This zone is often located between secondary corridors and may serve as a transition zone between higher intensity commercial areas and residential neighborhoods (LDR 2.2.3.A. CR-1, *Intent*). The Glenwood + Simpson PMD lies immediately adjacent to Downtown Core zoning along Pearl Avenue and one block north of an Auto-Urban Residential (AR) zone on Hanson Street.

### **Division 2.2.3.B: Physical Development**

The physical development standards in the current LDRs for the Town are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan the applicant will demonstrate the project's benefits to the neighborhood considering the current standards adopted in recent years.

## Dimensional Schedule for Millward + Simpson PMD Master Plan

The approved Master Plan established the following dimensional limitations for the overall PMD:

	<b>Min. LSR</b>	<b>Max Gross Density (du/ac)</b>	<b>FAR</b>	<b>Min. Site Area (sf)</b>	<b>Min. Lot Size (sf)</b>	<b>Min. Street Yard (ft)</b>	<b>Min. Side Yard (ft)</b>	<b>Min. Rear Yard (ft)</b>	<b>Max Height (ft)</b>
<b>PMD Master Plan</b>	0.05	n/a	2.0 Avg.	22,500	n/a	0	0	0	46'

The Millward + Simpson Master Plan provides that a development may utilize the bonus standards provided two of the following criteria are met:

- Fifty percent (50%) or more of the total square footage as residential or lodging uses (within the LO), which is met as the Glenwood + Simpson PMD is seventy percent (70%) residential or lodging.
- Sub-grade parking to satisfy the majority of the parking requirement (excepting surface spaces for loading/unloading or similar short term uses, which is met with the twenty-five (25) subgrade parking spaces.
- Exceeding the employee housing requirements (not including allowable credits) by at least twenty percent (20%).
- Design and use features that substantially advance the goals of the Transportation Section within the Comprehensive Plan (2004 Comprehensive Plan), which is met.

### Structure Location and Mass:

#### **Setbacks** (2.2.3.B.1)

Consistent with the Millward + Simpson PMD Master Plan, the proposed setbacks are 0' on all primary and secondary streets and interiors, along Glenwood Street and Simpson Avenue, and 2' feet along the rear of the site which abuts the east wall of the Town Parking Garage. The project is built to the property edges. At the ground level on Glenwood Street, the street wall steps back to acknowledge entrances to the retail and create wider and more inviting pedestrian space.

Setbacks in the CR-1 zone range from 0' - 5' on all primary and secondary streets and interiors, and 10' minimum at the rear of the site and against abutting protected zone(s).

#### **Height** (2.2.3.A.2)

Under the Amended Millward + Simpson PMD Master Plan buildings:

[A]re 4-story, 46-foot to a maximum of 50.6 feet (when utilizing the 110% bonus for sloped sites) in height with a 3 -story façade along public streets and alleys. The fourth-floor steps back from the footprint to reduce the perceived mass of the buildings from the pedestrian realm as measured



from the immediately adjacent property boundaries (measurement per Town Design Guidelines). This stepping-back also allows southern exposure, natural light and views of the surrounding mountains and buttes to penetrate to the street level and the interior of the buildings. Utility elements of the buildings (elevator run-outs, mechanical, etc.) may be an additional 4-feet above the allowed building height as consistent with the Town of Jackson Design Guidelines.

The maximum height of the Glenwood + Simpson PMD building is 46 feet. Consistent with the Master Plan, the fourth floor, which serves as loft areas for the third-floor units, is set back from the front of the building resulting in a 3-story façade.

Under current LDRs Section 2.2.3.A.2, for CR-1 “Buildings can be up to 3 stories in height. Buildings are pulled up to the street, awnings, galleries, porches, stoops, and windows and doors work in concert to provide an attractive pedestrian environment that complements and serves the surrounding neighborhood.” Under Section 2.2.3.B.2 buildings may achieve a maximum of 46’ if the roof pitch is greater than or equal to 5/12. The roof pitches at the tallest parts of the proposed building are 3.5/12 or flat. However, in addition to being consistent with the Master Plan, those elements mirror the vocabulary of forms used at the adjacent buildings while at the same time being shorter than those buildings.

**FAR (2.2.3.B.2)**

Under current zoning for C-R-1. Maximum FAR is .65 with a .15 bonus of additional FAR for lodging uses. The Millward + Simpson PMD Master Plan, consistent with the goals of the PMD Ordinance, has an approved maximum FAR of 2.0 that may be averaged over the entire development. Individual blocks as originally contemplated could exceed 2.0 as long as subsequent proposals are less than 2.0 and in aggregate the entire Master Plan does not exceed 2.0 FAR.

During review and approval of the Millward + Simpson PMD Master Plan, architectural floor plans and site level plans were submitted and reviewed as part of the process to show an example of development that could be expected when applying the dimensional limitations, design guidelines and other provisions of the Master Plan. The floor/site plans, elevations program and uses, represented a Sketch Plan or “snap-shot” that was used to assist those reviewing the Master Plan in understanding the feasibility and character that could reasonably result from applying the Master Plan provisions. The “snapshot” floor/site plans illustrated the following FAR for the blocks within the Master Plan:

Millward + Simpson PMD Master Plan Phases:	<u>Block 1A:</u> Removed from Master Plan (2013)	Block 1B: Removed from Master Plan (2013)	<u>Block 2:</u> Glenwood + Simpson PMD (Phase II)	<u>Block 3:</u> Springhill Suites by Marriott (Phase I)	Block 4: Removed from Master Plan (2013)
FAR in 2002	1.68	1.86	2.26	2.30	1.68

The 2006 Glenwood + Simpson PMD approved by the Town Council had a FAR of 2.01. The SpringHill Suites developed as Phase I has a FAR of 2.05. Therefore, the FAR for this phase has been reduced to comply with the requirement that FAR for the entire Master Plan development (Phase I and Phase II) not exceed 2.0 collectively.

**Glenwood + Simpson PMD as proposed in this application has a FAR of 1.78.**

## **Scale of Development**

Building projections and the continuous sidewalk canopy bring the scale of the building down to human proportion at the pedestrian level. Stepping back the upper floors provides opportunities for screening taller building elements through “sky-plane” devices and yields a street-level experience of a two-story building. Along the street and alley frontages, the third level is set back significantly from the front of the building and, in most of those cases, is also obscured by protruding, second story, covered balcony elements. The only exception to this is at the northeast corner of the building, where the building’s most-prominent three-story mass extends all the way to the sidewalk - solidly anchoring the building to the site. A significant portion of that mass above the sidewalk canopy is broken up by a two-story, covered balcony area. In addition to serving as a beacon for the commercial retail functions of the building, this mass is also a necessary response to the rhythm of masses created by adjacent buildings: The Center for the Arts, with its soaring studio spaces and 64’ tall theater fly-tower lies directly to the east of this building. The Vertical Greenhouse and the Town of Jackson’s parking structure, including 56’ tall circulation towers are immediately adjacent to this building on the west and the four-story SpringHill Suites is across the street to the south.

Both additive and subtractive massing have been employed to reduce the visual impact of the building and to create engaging entrances and pedestrian spaces. The stepped-back upper roofs shed onto terraces or canopies, avoiding the deposit of snow and rain on pedestrian ways. The peaked upper roofs also further pull the highest parts of the building away from the view of the street and tuck the loft levels into roof structure as anticipated in the Master Plan sketches.

Mechanical equipment is screened from view within the roof structure and directs noise upward, away from the inhabited spaces of the building and the outdoor public spaces.

## **Building Design**

The Glenwood + Simpson PMD project will compliment other development in the immediate area such as the Center for the Arts, the SpringHill Suites, the Vertical Greenhouse as well, the two-story commercial building to the north on the southwest corner of Pearl and Glenwood and other buildings and infrastructure along Pearl Avenue. The project will also significantly mask the mass of the Town Parking Structure on its east side. The proposed project- located within 2 blocks of Jackson’s Town Square will contribute to the ongoing evolution of this vibrant, mixed-use, pedestrian-friendly neighborhood. The ground floor will include commercial retail or office space and lobby access to the lodging / residential units at the public street fronts, with employee housing accessed from a semi-private rear court. The upper floors are comprised exclusively of market residential/lodging.

Structured underground parking for the project will be accessed from the alley. A fully-enclosed and screened garbage collection area is recessed off the alley ROW.

Ground-floor retail spaces are provided in a variety of configurations. Along the Glenwood Street frontage, where it is anticipated that the commercial occupants may be art galleries taking advantage of proximity to the Center for the Arts and helping to reinforce an “arts corridor” connection between the Town Square and the Center with large, unobstructed spaces and expansive exterior window walls combine to offer flexible floor plans with ample, indirect, natural lighting. On the Simpson Avenue frontage, the retail spaces were designed to be more intimate in nature

for small boutique shops that may be the occupants in order to directly capitalize on proximity to the newly built hotel traffic not to mention Vertical Greenhouse and the Parking Garage.

At the upper floors, luxury apartments are available in a range of sizes and configurations. All apartments enjoy private exterior balconies, vaulted ceilings with high-window views to the mountains to the south, east or both, and all bedrooms have ample access to direct or indirect natural lighting.

The ordering principles that have shaped the design are to provide a functional and appealing pedestrian experience and to ensure compatibility of uses and scale with surrounding potential development based on current zoning. The resulting project is a positive contribution to the growth of the region - by optimizing the land within the Town and offering mixed use retail and residential/lodging unit types not currently available in the marketplace, the plan combats the tendency for sprawl. The proposed building meets all of the requirements of the design guidelines established in the approved Master Plan, as well as the Town of Jackson Design Guidelines, as follows:

### **Public Space**

- The project creates usable, human-scale public spaces that relate to the uses within the building and the individual characters of the adjacent streetscapes.
- The building form creates a protected and inviting pedestrian way that connects to adjacent uses and walkways, including the primary link between the Town's parking garage and the downtown area.
- The public spaces surrounding the building form clear, engaging pedestrian entries along the street edges and at the street corner.
- The public streetscape forms a seamless extension of the pedestrian walkway network of the downtown area, upgrading the existing sidewalks and encouraging pedestrian use.
- The proposed sidewalks follow the precedent set by the Center for the Arts for the design of Glenwood Street. Most significantly, at the street corner the expanded sidewalk will make a more recognizable pedestrian entry to the building and provides a shorter crossing at the point directly opposite the Center for the Arts as pedestrians make their way between the Center for the Arts and the parking structure, or the Hotel and the Town Square.

### **Composition**

The composition, proportion and rhythm of building elements and transparency of the ground floor make for clear entries and an inviting visual impact, particularly at the pedestrian level.

The character of the Glenwood + Simpson building with its saw-toothed roof design and clerestory windows was designed specifically to mirror the roof forms at the Center for the Arts roofline and relate to its modulated, contemporary elements, without being directly derivative.

The character of the development was intended to contribute to the appearance of a neighborhood that evolved and was built over time by ensuring a mix of styles and forms that are unique yet still respectful of each other.

## Site Development

The driveway for vehicular access to the below grade parking is accessed off the alley. For further discussion of the driveway and vehicular access standards (per Pre-Application Summary checklist), please see below under Article 6 Division 6.2 *Parking and Loading Standards* and Division 7.6 *Transportation Facility Standards*.

## Fencing

There are no fences proposed for this project.

### Division 2.2.3.D: Development Options

The project, once a building permit is issued, will begin the subdivision process for condominium ownership. The condominium subdivision will account for the various types of use and provide General and Limited Common Areas allocated appropriately for the various uses.

### Division 2.2.3.E: Additional Zone-Specific Standards

Additional specific standards identified by the Town Planning Department applicable to this development is the Millward + Simpson PMD Master Plan. The current FDP submittal is consistent with the Millward + Simpson PMD Master Plan as amended.

See **Exhibit M:** *Affidavit and Agreement Relating to the 1st Amendment of the Millward and Simpson Planned Mixed-Use Development Master Plan* recorded May 6, 2016

See **Exhibit N:** *Affidavit and Agreement Relating to Extension and Amendment of a Planned Mixed-Use Development Master Plan* recorded on July 25, 2013

See **Exhibit O:** LDR Section 2325 Planned Mixed-Use Development (PMD) Ordinance

## Article 5: Physical Development Standards Applicable In All Zones

In the Pre-Application Conference Summary, the Planning Department identified the following divisions of Article 5 as applicable to Glenwood + Simpson PMD but noted that it is the Millward + Simpson PMD Master Plan that governs the uses and standards:

- Division 5.5: Landscaping Standards
- Division 5.6: Sign Standards
- Division 5.7: Grading, Erosion Control and Stormwater Management
- Division 5.8: Design Guidelines

The physical development standards in the current LDRs for the Town are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of

the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan the applicant will demonstrate the project's benefits to the neighborhood considering the current standards adopted in recent years.

## **Division 5.5: Landscaping Standards**

Currently, the site boasts broken pavements and some luckless weeds, and is currently used for random overflow parking. There are no existing trees nor landscaping of note.

The approved Millward + Simpson PMD Master Plan 1st Amendment's stated Site Design Intent is "to place a priority on the development of pedestrian spaces and connections."

Under the development rights granted by virtue of the PMD (and the site's current zoning), development is permitted to extend directly to the lot lines on all sides. At the same time the site is a principal north-south pedestrian corridor – all the way from Snow King to the Town Square, with side trips to the Snake River Brewing and the Center for the Arts along the way - and as such has an obligation to provide pedestrians with a pleasing, safe, and engaging experience.

To the pedestrian the site is primarily experienced along its two most public faces – Simpson Avenue and Glenwood Street. The landscape plan responds to the character of these two streets and the anticipated volume of foot traffic. In addition, the landscape elements are intended to compliment the architecture, and to allow the various street-level enterprises to engage pedestrians.

Therefore, the Applicant considers hardscape and street furnishings a part of this Landscape discussion. Refer to, **Exhibit P - Landscape Plans Revised 2018** for elements discussed below.

**Revisions** to the landscaping approved in 2006 reflected in this current application include:

1. Reduced building footprint
2. Additional street trees, increased number of trees and tree grates from 8 to 10
3. Revised street tree species, to accommodate the overhead canopy
4. Revised bicycle parking location and expanded bicycle parking
5. Planting beds at-grade along west property line
6. Additional plantings in the form of moveable planters (at Applicant's discretion)

### **5.5.2: Landscape Plan**

The required landscape areas are intended to:

- (1) enhance interest and safety of the pedestrian experience throughout the Furnishing/Planting area, as intended by the PMD
- (2) soften the walkway to the employee residential units, further separate the walkway from the underground parking ramp, and soften the appearance of utility boxes in that area

The proposed Landscape Plan meets all of the requirements of the design guidelines established in the approved Master Plan, as well as the Town of Jackson Design Guidelines, as follows:

## **Public Space**

- The project creates usable, human-scale public spaces that relate to the uses within the building and the individual characters of the adjacent streetscapes.
- The building form creates a protected and inviting pedestrian way that connects to adjacent uses and walkways, including the primary link between the Town's parking garage and the downtown area.
- The public spaces surrounding the building form clear, engaging pedestrian entries along the street edges and at the street corner.
- The public streetscape forms a seamless extension of the pedestrian walkway network of the downtown area, upgrading the existing sidewalks and encouraging pedestrian use.
- The proposed sidewalks follow the precedent set by the Center for the Arts for the design of Glenwood Street. Most significantly, at the street corner the expanded sidewalk will make a more recognizable pedestrian entry to the building and provides a shorter crossing at the point directly opposite the Center for the Arts as pedestrians make their way between the Center for the Arts and the parking structure, or the Hotel and the Town Square.

Concrete walks shall feature score patterns sized for interest at the pedestrian scale; mortar-set pre-cast pavers will highlight the building entries; sand-set pavers to match the Town's streetscape standards, will further define use areas and provide interest on the ground plane.

Additional sand-set pavers are located behind the curb in areas where parallel parking will occur. These pavers serve several purposes: 1) they differentiate the walking route from the car-door-opening, toddler/parcel juggling area, thus reducing collisions; 2) provide safe all-season footing for those exiting their vehicles at the curb; 3) provide an easy-to-clean surface during the year and after spring thaw; 4) provide a temporary snow-storage area in winter; 5) repeat the urban pavement pattern created elsewhere by the Town; reinforce the pattern of street tree plantings; and 6) provide a suitable growing environment for successful street trees (described previously in the discussion on the Furnished/Planting Area) .

Greenery, although minimal, is located specifically to contribute to the pedestrian safety and interest described above.

Tree grates will be selected to reinforce the building's design for aesthetic continuity. The grates will also protect the trees' roots and maintain the ADA walking surface around the trees.

The Applicant also intends to provide stand-alone Planters, selected to reinforce the building's design for aesthetic continuity and to highlight outdoor gathering areas.

### 5.5.3: Required Plant Units

The LSR program for this Glenwood + Simpsons PMD and the differences from the 2006 design are as follows:

	Underlying 2018 Zoning (CR-1)	Approved 2002 PMD Master Plan (Snapshot Design)	Approved 2006 FDP Design	Approved 2008 Building Permit Design	Proposed Revised 2018 FDP Design
<b>Site Area = 15,000 SF</b>					
<b>Landscape Area</b>					
Minimum LSR	0.10	0.05	0.05	0.05	0.05
Landscape Area Required	1,500 SF	750 SF		750 SF	750 SF
Landscape Area Provided		840 SF	772 SF	752.2 SF	* 750.2 SF
LSR Achieved		0.06	0.051	0.05	0.05

\* Note: The Applicant reserves the right to add additional plantings in moveable planters, outside the pedestrian travel area in order to highlight future uses and activities within the building frontage.

Accordingly, 750.2 square feet of Landscape Area is provided under the current application, as shown on the Exhibit P - *Landscape Plans Revised 2018*, where the Landscape Area provided is achieved via at-grade plantings. One (1) Plant Unit is provided (where one (1) plant unit is provided per 1000 square feet of required landscape area). By comparison, under current LDRs in the CR-1 zone, the landscape surface ratio required is 10% (Section 2.2.3.B) and Per the Rules of Measurement (Section 9.4.7.E) 1,500 square feet of landscaping would be required:

$$\text{LSR (0.10) / Gross Site Area (15,000 SF)} = 1,500 \text{ square feet of landscape area required}$$

Plant Units required for all uses = 1/1000 SF of landscape area required + 1/12 parking spaces. Whereas no surface parking spaces are proposed to be constructed, no parking space plant units would be required. Therefore, 1.5 plant units, rounded up to two (2) plant units – would be required (Section 5.5.3.2).

Per Section 5.5.E.1, the following Plant Units, Alternative A, are proposed:

Per unit	x	# units	=	Required plants	Material
1	x	2	=	2	3" caliper canopy tree
6	x	2	=	12	6'-8' large shrubs or multi-stem trees x
4	x	2	=	8	#5 container shrubs

Because of the confined space on the site, the urban character which precludes large screening shrubs, and the importance to the pedestrian experience of street trees, the applicant proposes equivalents such as bicycle parking and attractive planters in lieu of all required 6'-8' large shrubs. In keeping with LDR 5.5.E.3, and per LDR 5.5.E.4, the following substitutions would be proposed:

- Four (4) each #5 container shrubs may be replaced with 10 SF planters
- One (1) each 3" canopy tree may be replaced with one (1) 6-bike rack

Therefore:

<u>Required Plants</u>	<u>Provided Plants and/or Equivalents</u>	<u>Material</u>
2	10	3" caliper canopy tree
	1	Bike rack (= 1 canopy tree)
12	0	6'-8' large shrubs or multi-stem trees
8	0	#5 container shrubs
	750.2 SF	In-ground planters (= 300 #5 container shrubs)

The landscape materials required under the current LSR standards are exceeded under the proposed Glenwood + Simpson PMD. See Exhibit P *Landscape Plans Revised 2018*.

#### **5.5.4: General Landscaping Standards**

In response to 5.5.4.C, the site currently has no mature trees, nor beneficial nor attractive plant materials, preservation of which would benefit the neighborhood. Clearing of existing weeds is considered a positive improvement to the parcel.

Per 5.5.4.B, the plants proposed, although non-native, are nevertheless naturalized to the urban environment. They are not considered to be a threat to nearby native plant communities.

Per 5.5.4.F, the Applicant is aware of the necessity to provide ongoing maintenance of the proposed landscaping, see below.

#### **5.5.5: Installation and Maintenance**

The Applicant agrees that supplemental irrigation must be provided to all plants proposed for the site. An underground irrigation system will be designed and specified to meet current standards: the irrigation system will be isolated from the public water supply and the building's water supply, at the point-of-connection, with a dedicated double-check valve backflow preventer. The backflow prevention device will be specified to be installed per code, in a location readily available for inspection. The underground system will irrigate the street trees.

The Applicant agrees that regular landscape maintenance will be required, including but not limited to weeding, pruning, deadheading, insect control, and repair and/or replacement of any damaged or deceased plant materials.

#### **Division 5.6: Sign Standards**

The Glenwood + Simpson PMD project will feature a combination of wall-mounted and canopy suspended signage elements as pertinent to the individual commercial/retail spaces. Additionally, the residential/lodging and employee housing components will be addressed as a whole and identified with the central lobby space entry which is located on Simpson Avenue. Dedicated locations for all such signs have been incorporated and designed into the architecture itself and are clearly shown on the exterior elevations included in Exhibit K *Floor Plans & Elevations*.



In order to encourage individuality, to enhance the visual interest of the building and to alleviate monotony otherwise common in large developments, each individual sign will be up to the tenant to design and propose on a one-by-one basis. Thus, review, approval and permitting of each sign will occur at a future date and will be subject to the Town of Jackson's signage code.

Wall-mounted signs will feature direct front-lit illumination from surface-mounted light fixtures as indicated, and control of those fixtures will be by the building maintenance manager. It is anticipated that, because of the nature of the upper floors functioning as sleeping quarters, the lights may be turned off during some non-business hours. The proposed light fixtures themselves are the same as approved as during the original 2006 FDP process, and are included in the attached **Exhibit Q** - *Exterior Light Fixtures*.

## **Division 5.7: Grading, Erosion Control and Stormwater Management**

Although the site is relatively level (Teton County GIS Contours indicate less than 2 feet of elevation change across the site), the percentage of proposed impervious surface triggers a Plan-level grading review (LDR 5.7.1.D.4). Accordingly, a Pre-Application conference will be requested during development of the complete Grading and Erosion Control Plan for the proposed development. Following the Pre-App, requested changes will be made to the Plan as appropriate, and a formal Grading and Erosion Control Plan will be submitted for review.

See also attached **Exhibit R** – *Geotechnical Report (2008)*.

### **5.7.2: Grading Standards**

The site is nearly level, sloping slightly to the west-southwest at approximately 1%. Proposed grading will meet existing grades at the property lines. Refer to **Exhibit S** – *Civil Drawings (2008)*.

General Standards (LDR 5.7.2.A) and Grading Standards (LDR 5.7.2.B) are, overall, not applicable.

### **5.7.3: Erosion Control Standards**

Best Management Practices will be specified to reduce the potential for wind- or water- erosion of materials stockpile areas. Due to the nature of the site, on site stockpiling of material will be minimal, with the majority of material storage and administrative activities occurring one block west at 165 S Milward.

Design Criteria, Standards and Specifications (LDR 5.7.3.B) will be meticulously followed in order to avoid runoff of any contaminants. Preliminary, suggested placement of runoff control measures is indicated in Exhibit AA – *Construction Staging Plan*.

Formal details will be provided with the Grading and Erosion Control Plan submittal.

### **5.7.4: Stormwater Management Standards**

As noted above, Best Management Practices will be specified to reduce the potential for stormwater runoff through the site during construction.

Detention and management of stormwater (LDR 5.7.4.A.2 and .3) will be meticulously followed in order to avoid runoff of any contaminants. Storage capacity and outlet calculations will be provided with the Grading and Erosion Control Plan submittal.

Currently the site holds an old one-story motel building, gravel and asphalt drives with parking and the lawn where a swimming pool used to be.

The existing conditions on the site route stormwater runoff primarily to adjacent roads and ultimately to TOJ stormwater infrastructure. The LDR's allow post-development stormwater flows to be released from a proposed development at a rate equal to or lower than the pre-development runoff rate. For the vehicular parking ramp and all roofed building areas, this will be achieved via subgrade infiltration system, similar to other systems permitted by the Town of Jackson. Runoff from the suspended sidewalk canopy areas that are located along minor portions of both public frontages will be discharged directly to the street, via internal drain piping which daylight at the sidewalk curb.

The Amended Master Plan identifies the use of stormwater facilities for storage and controlled release. An underground storage facility is shown on the attached plans for collecting and storing stormwater. A sand/oil separator will be included in the garage to treat the runoff collected from the access ramp and drippings from automobiles as is indicated. The elevation of the parking garage will require a pump to route drainage to the stormwater collection system at the utility connection level. The final design configuration of the stormwater collection and storage system as well as the parking garage drainage system and pumping station will be detailed at the building permit level of the project as is appropriate.

## **Division 5.8: Design Guidelines**

The physical development standards in the current LDRs for the Town are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan the applicant will demonstrate the project's benefits to the neighborhood considering the current standards adopted in recent years.

### **5.8.2: Design Guidelines**

Under the Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment:

Final Development Plan applications under the Amended Master Plan will comply with the then-current Town of Jackson Design Guidelines. The Town of Jackson Design Guidelines were written and adopted after the original Millward + Simpson PMD approval, and are wholly consistent with design intent and substantially similar in prescriptive language to the original Millward and Simpson PMD Master Plan design guidelines. Compliance with Town Guidelines is intended to coordinate with current Town regulations and simplify the review of FDP applications under the Amended Master Plan.

The Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment envisioned the redevelopment of this “low-density, relatively-low-aesthetic quality area that is slightly off the beaten path into a vibrant pedestrian oriented anchor to the neighborhood.” The site is not on the Town Square or in the residential developments to the south but is a

transition area. The site is appropriate for development with an urban character mixing uses that cater to both visitors and residents. The proposed uses and scale and design are suitable to its location adjacent to the Town Parking Garage and between the Center for the Arts and the Vertical Greenhouse.

Under the current Town Design Guidelines:

A. Public Spaces, by definition, should be useable and desirable to inhabit. This aspect includes the “transition” area between buildings and adjacent streets, and Entry points. The proposed Glenwood + Simpson PMD offers public spaces by virtue of the sidewalks, improved pedestrian experience and commercial spaces. The site design pays close attention to the pedestrian experience including useable spaces created by the building footprint, connections from north to south by virtue of wide and welcoming walkways.

B. Composition of proportion and rhythm will be a strong influence on the pedestrian experience. The articulation of windows and doors, paving patterns and planters, street trees and furnishings, will enhance the pedestrian experience.

C. Massing, in the form of articulation of building forms and masses, is carefully considered in this Application. The Applicant is aware that the building will be highly visible from many vantage points around Town, including distant views (from the top of Snow King mountain) to close-up views (that of pedestrians traversing the property). The building is conscientiously designed to appeal to observers’ sense of balance and form.

D. Street Wall is a strong feature at this site in accordance with the requirements of Division 2.2, Complete Neighborhood Character Zones: Building Frontage (addressed above).

E. Materials are selected with the immediate and far-flung environment in mind: another interpretation of “form follows function”. The choice of building materials reflects the need to utilize durable, high-quality materials that befit the vernacular building tradition of Jackson. Materials are employed to reflect the different uses within the building while providing an engaging pedestrian experience that has an element of overall unity. Weathered, natural wood siding and trim, along with highly articulated, patinaed steel structural elements will make up the bulk of exterior surfaces and details. While offering a nod to the contemporary expression of materials used at the Center for the Arts, the application of these materials will serve as a transitional gesture between Center for the Arts and the more traditional design and character of the SpringHill Suites. Refer also to **Exhibit T** - *Exterior Materials*.

### **5.8.3 Design Review Committee**

The Applicant informally and voluntarily presented a snapshot preview of this Glenwood + Simpson PMD to the Design Review Committee on February 14, 2018, before submittal of this FDP application, in order receive preliminary comments and feedback on the design. Many of the current DRC members reviewed and approved the project back in 2006. No motion or vote was taken but the DRC favored the overall design and materials and stated their support for their project. See **Exhibit U** - *February 15, 2018 letter from Town of Jackson to Applicant re: DRC preliminary review*.

A final, formal presentation and recommendation from the DRC will be solicited upon determination of sufficiency of this FDP application.

## Article 6: Use Standards Applicable in All Zones

The use standards in the current LDRs for the Town are not applicable to this project. The development standards presented in the Millward + Simpson PMD Master Plan as amended govern the review of the Glenwood + Simpson PMD. However, in addition to conformance with the Master Plan the applicant will demonstrate the project’s benefits to the neighborhood considering the current standards adopted in recent years.

In the Pre-Application Conference Summary, the Planning Department identified the following divisions of Article 6 as applicable to Glenwood + Simpson PMD but noted that it is the Millward + Simpson PMD Master Plan that governs the uses and standards:

- Division 6.1: Allowed Uses
- Division 6.2: Parking and Loading Standards
- Division 6.3: Employee Housing Requirements
- Division 6.4: Operational Standards

### Division 6.1: Allowed Uses

The *Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment* allowed uses permitted under then-existing underlying zoning of UC-2 / LO. All of the proposed uses for the Glenwood + Simpson PMD are allowed under UC-2/LO as matter of right (no CUP is necessary). This includes a restaurant although one is not currently proposed. These uses are all allowed under the current LDRs with a Basic Use Permit pursuant to Division 6.1.1.

The Millward + Simpson Master Plan set the following limits on the balance of uses within the total development:

<u>Use:</u>	<u>Square Footage:</u>	<u>% of PMD Development:</u>
Lodging/Residential:	135,000 - 200,000	50% - 75% * * including Affordable & Employee Housing
Commercial/Non-residential:	67,500 - 135,000	25% - 50%

## Division 6.2: Parking and Loading Standards

The majority of the parking is provided as a shared utility between uses and occupants within the building by the formula developed for the Millward + Simpson PMD Master Plan. This methodology was reviewed and approved during the Millward + Simpson PMD Master Plan submission. It follows the shared parking model developed by the Urban Land Institute (ULI) with modifications suggested by the Institute of Traffic Engineers (ITE). The “shared parking formula” is applied to each FDP proposal within the Master Plan to determine the peak parking demand. The Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment states, “Application of the shared parking formula produces a reasonable calculation of peak parking demand for the proposed mix of uses. This formula shall be the acceptable calculation to determine the peak parking requirement for future Final Development Plan applications.”

The approved Master Plan shared parking methodology follows four steps:

1. Project Review. Any proposed FDP will include a summary of uses which are anticipated to include any of the following as appropriate to the phase: offices, commercial/retail and restaurant space, employee housing, and lodging/residential units. The specific number of units and square footages for each use, as identified in a Development Summary for each proposal within the Master Plan, are inserted into the formula to generate the specific parking requirement for that proposal based on the unique type/size of uses and number of lodging/residential and/or employee units. The Glenwood Simpson PMD proposed uses as outlined in the Development Plan Summary above are as follows:

Use	# of Units	Square footage
Commercial/Retail:	4 or 3 (if unit O and P combined)	5,200 SF
Residential / Lodging	11	17,999 SF
Employee Housing	3	2,107 SF

2. Parking Demand Ratios. The Amended Millward + Simpson PMD Master Plan sets forth the following base parking demand ratios for each type of use within any proposed Master Plan project:

Use:	Factor per Unit:	Factor per Square Foot:
Residential / Lodging	1.0/unit	N/A
Employee Housing	1.5/unit	N/A
Retail	N/A	3/1,000 SF
Office	N/A	2.2/1,000 SF
Restaurant	0.2/per seat	N/A

3. Analysis of Hourly Accumulation. Using the base parking demand ratios, the parking requirements of each use are then determined for time of day, day of the week and seasonal cycles of demand.

Traffic counts in Jackson show that historically 75% of the July peak is greater than the maximum volumes seen over the ten non-summer-peak months of the year. As per the Amended Millward + Simpson PMD Master Plan, the shared parking analysis determined that the peak parking demand occurs on a July midweek day at approximately 9pm – all other times of day and months of the year can be expected to generate less than this peak. The shared parking analysis takes the 100% peak as the representative

design model, for two reasons: first, the parking demand of the residential and commercial retail uses is not expected to be significantly seasonal; and second, by using the peak seasonal model the analysis allows a conservative buffer or margin of error.

The rates/factors for Parking Generation, Seasonal, Time of Day and Mode Split to be utilized in calculating the requirement for each use are set forth in the amended Millward + Simpson PMD Master Plan. They are as follows:

Use	Parking Generation	Time of Day Adjustment	Seasonal Adjustment (July)	Mode Split
Lodging/Residential	1	98%	100%	1.0
Employee Housing	1.5	98%	100%	1.0
Commercial Retail	0.003	61%	100%	0.75
Office	0.0022	3%	100%	0.75
Restaurant	0.2	100%	100%	0.75

4. Estimate of Shared Parking Using Formula. The ULI methodology hinges on a series of calculations based on the following formula:

$$\left[ \frac{\text{Parking Generation}}{\text{Ratio}} \right] \times \left[ \frac{\text{Area or No. of Units}}{\text{No. of Units}} \right] \times \left[ \frac{\text{Seasonal Adjustment}}{\text{Factor}} \right] \times \left[ \frac{\text{Time of Day}}{\text{Factor}} \right] \times \left[ \text{Mode Split} \right] = \boxed{\text{PEAK PARKING DEMAND}}$$

The following table outlines the parking requirements for the Glenwood + Simpson PMD according to the formula and rates set forth in the Amended Millward + Simpson PMD Master Plan.

Use/Component	Parking Ratio/Factor	Applicable Unit of Measurement	Quantity	Time of Day (9:00 PM)	Season (July)	Mode Split	Total
Lodging/Residential	1.0	Unit	11	98%	100%	1.0	10.78
Commercial Retail	0.003	Square footage	5,200	61%	100%	0.75	7.14
Employee Housing	1.5	Units	3	98%	100%	1.0	4.41
<b>TOTAL REQUIRED:</b>							<b>22.33</b>

There were conservative factors built into the shared parking calculation itself and its application to Glenwood + Simpson PMD. For example, the formula is based on providing 100% of the yearly peak demand on site (parking necessary for 9pm in July). Additionally, adjustments were made to the seasonal and time of day factors in the ULI methodology to produce a more conservative result. The table in the ITE handbook used gives a parking generation rate for retail use of two (2) spaces per thousand square feet (1,000 SF) but the Master Plan used the more conservative rate of three (3) spaces per thousand square feet (1,000 SF). The downtown location makes alternative modes extremely convenient, as evidenced by a County study that measured mode split in the downtown core to be well in excess of the 25% utilized here - for bikers, walkers and those arriving in Town by car but making trips to multiple locations on foot once their car is parked. The ground floor spaces are treated as retail for the parking

requirement, although some amount of the space may be used for office (a use with a lesser parking requirement). The development is also immediately adjacent to significant existing public parking. For a more detailed description of the shared parking methodology, please refer to *Shared Parking Formula* in Exhibit M - *Millward + Simson PMD Master Plan – 1<sup>st</sup> Amendment*.

The parking requirement for the Glenwood + Simpson PMD is twenty-three (23) spaces. The project includes twenty-five (25) spaces on-site in the underground parking garage. There are ten (10) existing parking credits under the Town LDRs for parking provided by existing development as of 1988 as determined by the Town in 2005. There are also seven (7) on-street parking spaces adjacent to the project frontage on Glenwood Street and Simpson Avenue that can serve as convenient short-term spaces for visitors, guests and patrons of the development and provide a buffer for high-season peak parking needs. See also the *Comprehensive Development Plan Summary*.

The underground parking structure is accessed from the alley between Simpson Avenue and Pearl Avenue. The vehicular entrance to the underground parking is located as far in from the street as practical to minimize conflicts with street and sidewalk traffic. The access is off the alley between Simpson Avenue and Pearl Avenues well clear of the corner. The existing alley is a one-way, single travel lane west to east, and is less wide than the Town's twenty-foot standard along this stretch. There is no surface parking proposed along the alley. In addition to parking access being a use that the alley is intended to accommodate, alley access also acts to eliminate any additional curb cuts along Glenwood Street or Simpson Avenue, eliminating any conflict as automobiles cross pedestrian paths.

Service areas are consolidated and loading areas, waste, and recycling areas are incorporated along the alley. Trash areas will be enclosed. Loading is proposed to be accommodated along the parking structure access drive. This allows a delivery vehicle to pull off the alley and maintain a clear travel lane on both the alley and the parking drive. This is appropriate given the minimal retail square footage proposed, and the typical timing and duration of such deliveries.

### **Division 6.3: Employee Housing Requirements**

Employee housing is proposed to be provided according to the Millward + Simpson PMD Master Plan, the Town LDR's Division 49500, and the requirements of the Teton County Housing Authority. The Housing Mitigation Plan in the 2016 Millward + Simpson PMD Master Plan – 1st Amendment, which mirrors the original Master Plan, states that employee housing shall be provided for the commercial retail and residential/ lodging proposed according to the requirements and standards of the current LDRs at the time of submission:

Employee housing shall be provided in conjunction with non-residential development pursuant to Division 49500 Employee Housing Standards of the current LDRs at the time of submission of the Final Development Plan applications with the exception of the following:

Fee-in-Lieu payment shall not be permitted as a method of providing required employee housing with the exception of satisfying a fractional requirement.

The number of employees required to be housed and the location where they will be housed shall be finalized as Final Development Plans within the Amended Master Plan are reviewed and acted upon. Each approved Final Development Plan shall establish the square footage of

employee housing required in accordance with applicable regulations and the locations in which they will be housed for that portion of the Amended Master Plan.

The Millward + Simpson PMD Master Plan also has a phasing chart. Under *Employee Housing* it states,

As individual developments are proposed, Requirement for square footage as per then Town LDR Section 49560. Requirement for unit sizes as per Town LDR's. Required Special Restrictions agreement granted/executed.

The employee housing requirement for the residential/lodging and retail uses for the larger building approved in 2006 (32,680 square feet gross area and 2.01 FAR) was 4.65 people. The employee housing included in that previously approved design consisted of four (4) one-bedroom units totaling 2,582 square feet, each of approximately 650 square feet, and housed 7 people (1.75 occupants per bedroom). This was in excess of what was required.

The current proposal for the project with 28,876 square feet and FAR of 1.78 also has 4 bedrooms but in one (1) two-bedroom unit and two (2) one-bedroom units totaling 2,107 square feet.

**Employee Housing Required - Glenwood + Simpson PMD:**

Use	Square Feet	LDR Requirement Section 6.3.1. D	Required Gross Square Feet
Commercial Retail	5,201 SF	156 SF/1,000 SF	811.36 SF
Circulation:	<u>526.3 SF</u>		<u>82.1 SF</u>
Sub-Total:	5,727.3 SF		893.5 SF
Residential / Lodging	17,999 SF	47 SF/ 1,000 SF	845.95 SF
Circulation:	<u>2,962.6 SF</u>		<u>139.20 SF</u>
Sub-Total:	4761.6 SF		985.20 SF
<b>Total Required:</b>	-----	-----	<b>1,878.70 SF</b>
Credit for Existing 10-Unit Motel Building	24' X 148' building (3,552 SF)	47 SF / 1000 SF	<167.0 SF>
<b>Total Required After Credit:</b>	-----	-----	<b>1,711.70 SF</b>

**Employee Housing Provided – Glenwood + Simpson PMD:**

Use	# of Units	LDR Requirement Section 6.3.1. D	Square footage
Employee 2 BD Unit	1	-----	876 SF
Employee 1 BD Unit	2	-----	631 SF + 600 SF
Total Provided:	3	-----	2,107 SF
<b>Surplus Over Required SF:</b>	-----	-----	<b>228.3 SF *</b>
<b>Surplus Over Required as %</b>	-----	-----	<b>21%</b>

\*In addition, Phase I also provide a surplus of Employee Housing of 536 SF

As approved in the Master Plan, the developer may maintain title to the deed-restricted affordable and employee housing units and make them available for rent according to the LDR's and the Housing Authority's guidelines. Alternately, the employee housing units may be deed-restricted and sold in conjunction with the commercial non-



residential units within the development. If sold, these units would be sold as employment-based deed-restricted housing as established by the Housing Authority (similar to the 810 West and Pearl & Willow developments).

A draft Special Restriction for Employee Housing, pursuant to Division 49500, is included for Teton County Housing Authority review and approval in conjunction with this Final Development Plan application process. See **Exhibit V**.

## **Division 6.4: Operational Standards**

### **6.4.1: Outside Storage**

Each of the residential/lodging units located on the upper floor features a private exterior balcony area. Occupants will be permitted to place furnishings, planters and small barbeque grilles at these spaces, both on and off-season, as would be expected to utilize and enjoy those spaces. Storage of other items will not be permitted. All balconies are screened from below by solid railing features.

### **6.4.2: Refuse and Recycling**

The FDP design features a common recycling sorting and collection area, located in the basement adjacent to the elevator lobby. Refuse collection for all building occupants will occur in the two full-size dumpsters which are located adjacent to the alley and which are screened with overhead doors. Please see attached Exhibit K - *Floor Plans and Elevations*.

### **6.4.3: Noise**

No noise in violation of Town Ordinances will be permitted.

Note that all rooftop-mounted mechanical equipment, with the exception of solar panels, is set back from the roof edge and screened from public view by sky planning. (Note that it will be possible to see and possibly hear some equipment by peering over the edge of the adjacent parking garage, as it is taller than the proposed FDP.)

### **6.4.4: Vibration.**

No uses causing vibrations are anticipated.

### **6.4.5: Electrical Disturbances.**

No uses causing electrical disturbances are anticipated.

### **6.4.6: Fire and Explosive Hazards.**

No uses causing fires nor explosions are anticipated.

## **Article 7: Development Option and Subdivision Standards Applicable in All Zones**

In the Pre-Application Conference Summary, the Planning Department identified the following divisions of Article 7 as applicable to Glenwood + Simpson PMD but noted that it is the Millward + Simpson PMD Master Plan that governs the uses and standards:

Division 7.6: Transportation Facility Standards

Division 7.7: Required Utilities

## Division 7.6: Transportation Facility Standards

The purpose of this Division in the current LDRs is to control access to public roadways in manner that maintains the safety, capacity, and function of the roadway and to provide standards for transportation facilities, including streets, alleys, access easements, and pathways.

A Transportation Demand Management (TDM) Plan and Traffic Impact Analysis was developed as a part of the original 18 lot Millward + Simpson PMD Master Plan, as was required. The Amended Master Plan incorporated the same analysis to identify the impacts the incremental increase in traffic may have on the surrounding roadway network. The current FDP submittal is entirely consistent with the uses explicitly allowed in the Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment.

Under the Master Plan, the estimated peak AM hour trip generation was 283 trips and the peak PM hour was 281 for the entire development. This did not lower the Level of Service (LOS) on nearby intersections to below a LOS C, which was considered acceptable by the Town and no mitigation was required. That original traffic analysis was utilized as the existing neighboring conditions and hotel development were consistent with the strategies of the original TDM which was based on the anticipated development of an additional ten lots under the original Millward + Simpson PMD Master Plan.

When Phase 1, the SpringHill Suites was developed, no formal action or mitigation was proposed or required. However, because the original TDM describes the location of the hotel site as playing a key role in the ability to manage travel behavior, the applicants for the hotel committed to strategies to reduce vehicular trips including: providing an airport shuttle during peak season; communicating in promotional materials that a vehicle is not necessary for hotel visitors based on its downtown location and the availability of START Bus; encourage trips by modes other than single occupant vehicles by providing public information for potential customers, clients and guests; purchase START passes for employees; offer employee incentive programs for utilizing other transportation modes along with on-site shower and locker facilities for staff.

Phase II, the Glenwood + Simpson PMD, by its location and proximity to the Town Square, Center for the Arts, the SpringHill Suites, the Vertical Greenhouse, the Town Parking Garage, various restaurants, professional and public offices, commercial businesses, transit services, and the bike route on Millward, encourages trips by modes other than single occupant vehicles. The overall program of the Millward + Simpson Master Plan was based on a pedestrian friendly environment located in close proximity to many amenities within the Town of Jackson.

The staff report for the FDP/CUP for the SpringHill Suites also stated:

“Given the approximate 60% reduction in peak traffic volume expected from the smaller-scale amended Master Plan, **the traffic impacts from the proposed hotel and future Phase 2 development should not cause any significant traffic impacts to nearby intersections** or require mitigation.”

The Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment, under *Transportation Demand Management* stated that “any type of monitoring of the travel demand management plan is unnecessary.” For more discussion please refer to the amended Master Plan.

### **7.6.2: Access to Roads, Streets and Highways**

Vehicle entrances to the underground parking have been limited to one alley access to eliminate auto/pedestrian conflicts. The ramp is also designed to accommodate a loading bay for the building occupants, without obstructing traffic at the alley or blocking access to the ramp and parking garage itself.

The attached **Exhibit W** – *Parking Basement* and **Exhibit X** - *Street Access and Loading*, includes diagrams which show adequate turning movement clearance for all aspects of the project, along with site distances for vehicles exiting the alley. Note that some of these diagrams were prepared for the prior 2006 FDP but that the current FDP design is virtually identical. In the case of the alley sight distance diagram however, the northeast corner of the building is actually pulled back relative to the old design as a result of floor area reductions, allowing for even better visibility.

### **7.6.3: Streets, Alleys and Easements**

Street and alley access and easements for the Glenwood + Simpsons PMD project comply with the Millward + Simpson PMD Master Plan and are generally in harmony with current requirements of the Town. For more discussion see above in *Narrative Description of Phase II Development, Parking and Loading Standards, and Transportation Facility Standards*.

A draft Encroachment Agreement for balconies, canopies and columns within the sidewalk area of Town property is attached as **Exhibit Y**.

The applicant is requesting that the Town consider providing a ‘fire separation distance’ easement on the public property located along Simpson Avenue, immediately to the southwest of this property, and outside of the southeast entrance to the Parking Garage - approximately 17’ 2” x 18’ 6”. Please see the attached K - *Floor Plans and Elevations*, for illustration. The purpose of this easement would be to allow the Glenwood + Simpson PMD to address the Garage entry plaza in an appropriate and aesthetically appealing manner and potentially create a more useful public space in this area. At the time of the earlier, 2006 PMD approval, it was not yet known how the Town would address this corner of the yet-to-be built Parking Garage, or how they would dispose of the remaining strip of property which eventually became the site of the Vertical Greenhouse. Therefore in 2006, the Glenwood + Simpson PMD design simply presented an exposed, blank, CMU fire separation wall. Now that those areas are resolved however, and since the resulting entry plaza is part of a public way, the Applicant would prefer to treat the adjacent part of this building with wood siding and storefront windows as it does at all other public ways. No portion of the Glenwood + Simpson project would be constructed in the easement, and it would remain the exclusive property of the Town. However, with the acquisition of an easement, the Building Inspector will essentially be able to review that portion of the Glenwood +Simpson PMD as if it is set further from a property line, which would in turn allow for the addition of wood siding and glazing materials. As noted, the alternative would be to extend the CMU fire separation wall all the way to the south property boundary.

## **Division 7.7: Required Utilities**

In 2008, the sewer and water lines and taps for the Glenwood + Simpson PMD were installed. When the project did not proceed the lines connected to the tap going into the site was reduced in size to accommodate and serve the existing 10-unit motel building.

### **7.7.2: Potable Water Supply**

Per the 2006 development plans and per Permit No. B07-0770 issued in 2008, the property owner paid fees to the Town of Jackson for a 6" water tap. This 6" tap was brought onto the site, separated into fire suppression and domestic service connections. The fire suppression line was capped, and a 2" metered domestic service connection exists to the Motel structure that has remained on the site. The water main is tapped off the Town of Jackson water main located in Glenwood Ave to the East of the project site. See **Exhibit Z – Potable Water Demand Calculations** and Exhibit R – *Civil Drawings (2008)*.

### **7.7.3: Sanitary Sewer Systems**

Per the 2006 development plans and 2008 Building Permit, a 6" SDR35 Sanitary Sewer Service has been brought onto the site from a manhole in the alleyway to the North of the subject property. At 50% capacity this pipe will convey upwards of 150 Gallons Per Minute of effluent, sufficient capacity for the proposed development. Fees for this connection have already been assessed on a per-bedroom basis, although no indication of connection size is shown on the fee schedule. Assumed sewer connection size is based on available drawings and will need to be verified in the field. See Exhibit R – *Civil Drawings (2008)*.

### **7.7.4: Irrigation Ditch Systems and Design**

No irrigation ditch systems on site.

### **7.7.5: Other Utilities**

Electric power will be brought in to the site from the existing power vault located at the northeast corner of the adjacent Town parking garage and encased in the concrete parking ramp for this project. Natural Gas services will be brought into the site from the alleyway to the north as well.

### **7.7.6: Fuel Storage Tank**

No fuel tank storage on site.

## **DIVISION 8.2.3 CONFORMANCE WITH APPLICABLE FINDINGS**

The staff report for the FDP, CUP and requested amendments to the Millward + Simpson PMD Master Plan related to the development of Phase I, the Springhill Suites, stated the if not for the amendments requested to the Master Plan, the applicant would have to demonstrate the FDP's consistency with the Town's 1994 Comprehensive Plan and not the 2012 Comprehensive Plan. Specifically, in *Consistency with Comprehensive Plan*, the staff report stated:

Subsequent to the approval of the Simpson + Millward [sic] PMD Master Plan in 2002, the Town adopted a new Comprehensive Plan in 2012. If the applicant were simply submitting its FDP for

the proposed hotel consistent with the original Master Plan without any requested amendments, then the FDP would need only to demonstrate consistency with the 1994 Comp Plan. However, because the applicant is requesting amendments to the Master Plan – specifically to the amendments to the conditions of approval of the 2013 Affidavit related to the 110% height bonus, visibility of the 4<sup>th</sup> story, and the average setback – after the adoption of the 2012 Plan [2014], these amendments must demonstrate consistency with the 2012 Plan. This approach is consistent with Staff’s recent review of PMD amendments requested after adoption of the 2012 Plan (e.g., North Cache PMD). More specific to this PMD, the Town Council’s conditional of approval of the Simpson + Millward [sic] PMD extension was based on Staff’s representation and analysis that the 2012 Plan applied to the approval of that extension and amendment to the PMD. Thus, given that the 2013 Master Plan amendments were reviewed against the 2012 Plan, the amendments to the 2013 amendments should also be reviewed against the 2012 Plan.

As Mentioned briefly above, the only exception or clarification to the above analysis is that any development rights that were approved in the original PMD Master Plan [2002] that were not directly modified by the 2012 amendments are vested and deemed consistent with the previous 1994 Plan by virtue of the original PMD approval. The status of these rights remain unchanged by subsequent changes to the Comp Pan. As stated in the 2012 Comprehensive Plan in Section 10 Administration: Applicability of the Comprehensive Plan, where conflicts arise between the Comprehensive Plan and the Land Development Regulations the mechanism with the force of law – in this case the Land Development Regulations – will prevail. For example, the conflict between the PMD Master Plan that allows the hotel to have a 4<sup>th</sup> story and the 2012 Plan that specifies that 3 stories represents the community’s highest desired number of stories is resolved in favor of the PMD because the 4<sup>th</sup> story was allowed by the LDRs and has not been disallowed (although it has been modified) by any subsequent Town action.

Consistent with the above analysis, the requisite findings related to the applicant’s request for amendments to the Millward + Simpson PMD Master Plan for Phase I were evaluated against the 2012 Comprehensive Plan, while the findings necessary for the FDP for Phase I were evaluated against the 2004 Comprehensive Plan.

**There are no requested amendments to the Millward+ Simpson PMD Master Plan – 1<sup>st</sup> Amendment by the Applicant for Phase II.** Because the current application is only a request for a FDP (nearly identical to the one approved in 2006) it is properly evaluated against the 2004 Comprehensive Plan and only the requisite findings related to the 2004 Comprehensive Plan are applicable. However, the Applicant will demonstrate the project’s benefits to the community and the neighborhood considering the current 2012 Comprehensive Plan as well.

## 2004 Comprehensive Plan

The goals of the 2004 Comprehensive Plan played a significant role in shaping the Millward + Simpson PMD Master Plan. The Glenwood + Simpson PMD is consistent with the goals and objectives of the 2004 Jackson / Teton County Comprehensive Plan. As reflected in the staff report for the Glenwood + Simpson FDP approved in 2006, the followings findings can be made:

### 1. Consistency with Comprehensive Plan.

The finding can be made that the Glenwood + Simpson PMD is consistent the purposes, goals, objectives and policies of the 2004 Comprehensive Plan, including standards for buildings and structural intensities and densities, and intensities of use. Mixed--use development is strongly encouraged where it is appropriate as a way to achieve a sustainable development pattern.

2. **Impact on Public Facilities.**

The finding can be made that the Glenwood +Simpson PMD will not have a significant adverse impact on public facilities and services, including transportation, potable water and wastewater facilities, parks, schools, police, fire, and EMT facilities.

3. **NRO/SRO.**

This is not applicable as the proposed FDP is not in the NRO or SRO.

4. **Other relevant standards of these Land Development Regulations.**

The finding can be made that the Glenwood + Simpson PMD complies with all of the standards imposed on it by all other applicable provisions of these Land Development Regulations for use, layout, and general development characteristics. Specifically, the project complies with relevant section of the LDRs and the standards set forth in the amended Millward + Simpson PMD Master Plan.

5. **Conditional and Special Uses.**

This is not applicable as the proosed FDP does not require any Conditional or Special Use permits.

## 2012 Comprehensive Plan Findings

While the Glenwood + Simpson PMD is not required to demonstrate that it is consistent with the 2012 Comprehensive Plan, the Applicant will demonstrate how the project benefits the neighborhood in light of the current Comprehensive Plan and its policies.

1. **Consistency with Comprehensive Plan.**

The Glenwood + Simpson PMD is consistent with the goals and objectives of the Jackson/Teton County Comprehensive Plan and the Transportation Plan with its Town as Hearty of the Region Policy. The proposed development is located within District 2 Town Commercial Core and within Subarea 2.3 Downtown of the 2012 Comprehensive Plan. Policy goals and objectives for Subarea 2.3 Downtown include:

- Create a vibrant mixed-use area by accommodating a variety of uses and amenities
- Provide a balance between lodging and long term residential housing
- Commercial uses which may include restaurants/bars, a variety of retail shops and commercial amusement will be predominately located on the first and second floors of buildings and will create and active and engaging pedestrian experience
- Create consistent building size and form for the Downtown subarea - a variety of two and three-story buildings are desired
- Buildings should be located to create an attractive street wall

- The pedestrian realm will be of great importance in this mixed-use subarea and emphasis should be placed on adding improvements focusing on the pedestrian experience
- Parking should continue to be provided predominately in public lots and on-street to create a vibrant, walkable area that is oriented to the pedestrian
- On-site parking should be predominately underground or screened from view

The Glenwood + Simpson PMD also addresses several Common Values, Principles and Policies identified in the 2012 Jackson / Teton County Comprehensive Plan including but not limited to:

- Emphasize a variety of home types including deed-restricted housing (*Policy 4.1.b of Common Value 2: Growth Management*),
- Create vibrant walkable mixed-use subareas (*Policy 4.c of Common Value 2: Growth Management*.)
- Maintain Jackson as the economic center of the region (*Common Value 2: Growth Management Policy 4.1.d*)
- Ensure year-round economic viability (*Common Value 3: Quality of Life, Policy 6.3a*)
- Increase the capacity for use of alternative transportation modes (*Common Value 3; Quality of Life, Policy 7.1.c*)
- Promote compatible infill and redevelopment that fits Jackson’s neighborhoods (*Policy 4.1.c: of Principle 4.1—Maintain Town as the central Complete Neighborhood*)
- Direct growth out of habitat, scenery, and open space (*Principle 3.1 of Growth Management and Policy 2.2.b of Principle 2.2 Reduce energy consumption through land use*)
- Enhance suitable locations as Complete Neighborhoods (*Principle 3.2 of Growth Management and Policy 2.2.a of Principle 2.2 Reduce energy consumption through land use*)
- Meet future transportation demand through the use of alternative modes (*Policy 2.3.a of Principle 2.3 Reduce energy consumption through transportation*)
- Direct development toward suitable Complete Neighborhoods subareas (*Policy 3.1.b of Principle 3.1 Direct growth out of habitat, scenery and open space*)
- Cluster nonresidential development in existing locations (*Policy 3.1.d of Principle 3.1 Direct growth out of habitat, scenery, and open space*)
- Enhance the quality of, desirability, and integrity of Complete Neighborhoods (*Policy 3.2.a of Principle 3.2 Enhance suitable locations as Complete Neighborhoods*)
- Locate nonresidential development in Complete Neighborhoods (*Policy 3.2.b of Principle 3.2 Enhance suitable locations as Complete Neighborhoods*)
- Maintain Town as the central Complete Neighborhood (*Principle 4.1 Section 4 - Town as the Heart of the Region*)
- Promote vibrant, walkable mixed-use areas (*Principle 4.2 of Section 4 - Town as the Heart of the Region*)
- Create mixed use Subareas (*Policy 4.2.a of Section 4 - Town as the Heart of the Region*)
- Maintain a diverse population by providing workforce housing (*Principle 5.1 of 5 Local Workforce Housing*)
- House at least 65% of the workforce locally (*Policy 5.1.a of Principle 5.1—Maintain a diverse population by providing workforce housing*)

- Provide a variety of housing options (*Policy 5.2.a of Principle 5.2—Strategically locate a variety of housing types*)
- Provide workforce housing solutions locally (*Policy 5.2.c of Principle 5.2—Strategically locate a variety of housing types*)

The project is also consistent with the desired character for the site as set forth in the 2012 Comprehensive Plan. It is an appropriate scale and density of development for this location, adjacent to the Town parking garage, the Vertical Greenhouse and the Center for the Arts all of which are taller, have a higher density and FAR, and more massive street frontages. With its varied forms and articulated, stepped down roofline, the Glenwood + Simpson PMD will act as a transition between the scale of those buildings and the downtown core. Similarly, the project adds a variety of quality housing, lodging, and complimentary commercial space to the neighborhood - a transition area between the downtown core and the strictly residential area just south. In keeping with the objectives of the Transportation Section of the Town/County Comprehensive Plan, the development is the type needed for Town to meet its downtown urban character goals; adding new dwelling units downtown “to ease the employee housing problem, to decrease employee-generated traffic and parking downtown, and to increase the vitality of downtown Jackson.”<sup>2</sup>

## **2. Consistency with Purpose and Intent**

The Glenwood + Simpson PMD is a redevelopment that will significantly improve the level of use, mix of uses, pedestrian streetscape, architectural character, amount and efficiency of off-street parking and residential density on this site. The redevelopment responds creatively to a broad array of community issues and achieves a unified mix of synergistic development.

By maximizing density, the development achieves an efficiency that allows for the provision of subgrade parking, a generous amount of on-site employee housing and significant improvement to the public realm. This is consistent with the intent of the Comprehensive Plan and the LDRs to promote redevelopment and density downtown to allow more people to live and work downtown moving towards the goal of a more sustainable and vibrant downtown.

## **3. Design Guidelines**

The Glenwood + Simpson PMD conforms to the Town Design Guidelines. A number of architectural strategies were utilized to achieve compliance and result in a building form that reduces the perceived bulk, scale and mass of the structure from the street including but not limited to the dramatic saw tooth roof.

## **4. Transportation Element**

The Glenwood + Simpson PMD, as determined by the Traffic Impact Analysis and Transportation Demand Management Plan in the Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment, demonstrates that the traffic generated by this development will result in no significant impact to the level of service on the adjacent existing street network. The development promotes alternative forms of transportation consistent

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<sup>2</sup> From the *Town of Jackson Redevelopment Opportunities and Parking Analysis* done by Fregonese Calthorpe Associates, December 1999 as set forth in the Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment.



with the Transportation goals of the 2004 Comprehensive Plan. The project - by virtue of its mix of uses in this downtown location will - by its very nature encourage less reliance on the single occupant vehicle. The development encourages people to live, work, and recreate in Town resulting in higher levels of sustainability and livability with less dependence on the automobile. The mix of uses is a more efficient end use that maximizes the use of this site which is appropriate for its location. It allows more people to live and work in Town, focusing development in Town making efficient use of existing infrastructure rather than expanding the infrastructure network. The development makes a significant contribution to quality of the public realm, supporting the goal of maintaining and enhancing the Town as a welcoming environment for pedestrians.

## **5. Employee Housing**

The employee housing needs generated by the Glenwood + Simpson PMD as calculated under the current Town of Jackson LDRs, will be provided on site. In fact, employee housing in excess of that required is provided accommodating more people working in the community with affordable livable housing in the center of Town.

## **6. Capital Improvements**

The Glenwood + Simpson PMD ensures infrastructure and essential services will be provided in an efficient and timely manner to accommodate the project demands.

## **7. Phasing Plan**

The Glenwood + Simpson PMD ensures that development and all amenities and public facilities necessary occur in logical sequence. The utilities, sewer and water taps, appropriate for this development have in fact already been installed (in 2008). Pursuant to the Millward + Simpson PMD Master Plan - 1<sup>st</sup> Amendment. The applicant is required to obtain a FDP for this Glenwood + Simpson PMD, Phase II, within two years of issuance of the final Certificate of Occupancy for Phase I, the SpringHill Suites constructed across the street. Construction must commence within sixty days following issuance of a Building Permit with continuous progress until completion.

## **8. Development Standards**

The intent of the Millward + Simson PMD Master Plan was to encourage flexibility and creativity to produce a better quality design than what could be achieved under the LDRs. The Glenwood + Simpson PMD meets all the development standards set forth in the Millward + Simpson PMD Master Plan – 1<sup>st</sup> Amendment. The project also comports with most of the development standards under the existing LDRs for CR-1/ LO.

## PERMITTING FEES PAID IN 2008

The Applicant believes that the following fees were paid in 2008 when the Building Permit (#B07-0770) was issued for the previously approved Glenwood + Simpson PMD:

2-inch water meter compound fee:	\$1,046.00
6-inch water tap fee:	\$2,124.00
Building Permit New/Addition fee:	\$28,632.20
Sewer capacity fee:	\$15,816.56
<u>Water capacity fee:</u>	<u>\$3,307.00</u>
<b>Total fees paid:</b>	<b>\$50,916.76</b>

The Applicant requests consideration of an appropriate and reasonable credit for some for the fees already paid – in particular the tap and connection fees.

## RESPONSE TO COMMENTS FROM PLAN REVIEW COMMITTEE

The following comments received by Plan Review Committee members were provided in the Pre-Application Conference Summary, PAP # P18-0-001, date of conference 01/30/18. Responses by Applicant are included below or reference more detailed responses elsewhere here appropriate.

**Public Works / Town Engineer.** “APPROVED W/COND”, per Josh Frappart, 1/17/2018.

The conditions imposed by Engineering are either addressed preliminarily above or will be addressed in detail during application for Building Permit.

Mr. Frappart added the following specific requests for information:

**“A construction-staging narrative shall be submitted for review and approval with the final development plan.”**

See the attached **Exhibit AA**, *Construction Phasing Plan*, for a diagrammatic narrative of intended construction staging activities as well as **Exhibit BB** *Shoring*, for a narrative of intended excavation shoring methods.

**“A preliminary potable water system plan shall be provided on the plans consistent with the LDRs. This plan shall include backflow device and meter locations.”**

All proposed plumbing fixtures are indicated on the detailed architectural floor plans included as part of Exhibit K - Floor Plans and Elevations. Additionally, the civil drawings attached as Exhibit S, indicate the location and size of the potable water connection already installed to this site in anticipation of this development. Detailed specifications of all actual equipment and plumbing components will be included as part of a future Building Permit application as is appropriate. Also see comments above in Article 2 Division 7.7 *Required Utilities*.

**“A water system analysis indicating the required fire flow demands and the impacts to the Town’s existing system shall be required.”**

Please note that a complete fire protection plan was designed and approved as part of the Building Permit process for the previous, larger version of this FDP design; that a 6” water main supply was actually installed to the site in anticipation of that construction as shown at Exhibit S - Civil Drawing (2008); and that the existing supply remains adequate for the current version of the design. Also see comments above in Article 2 Division 7.7 *Required Utilities*.

Water supply information utilized in the previous fire sprinkler design was as follows:

Static Pressure:	65 psi
Residual Pressure:	44 psi
Flow Rate:	1,200 gpm

**“Information concerning the additional wastewater flows to be delivered to the Town’s system shall be required. In addition, this information shall include a review of downstream impacts created from the additional flows being created.”**

Please see attached Exhibit Z - *Potable Water Demand Calculations*, for an estimate of anticipated potable water needs. Inflow water demands and wastewater outflows may be considered as a directly correlated. Please note that a 6” sewer connection was already installed to the site in anticipation of the previously approved version of this FDP as indicated at Exhibit R *Civil Drawings (2008)*; that Town’s utilities were already deemed adequate based on that larger development; and that the sewer line itself remains adequate for the current reduced-size design. Also see comments above in Article 2 Division 7.7 *Required Utilities*.

**“A preliminary irrigation system design (if applicable) with backflow system plan shall be provided on the plans consistent with the LDRs” and**

**“A complete and detailed landscaping plan shall be required.”**

Please see the attached Exhibit P - *Landscape Plans Revised 2018*, for a complete, preliminary design of all site improvements including paved areas, planted areas, proposed plant types and street furnishings. Preliminary sprinkler system details are included in those drawings. Detailed, final specifications of all components will be included as part of a future Building Permit application as is appropriate

**“A preliminary stormwater management plan shall be provided on the plans consistent with the LDRs.”**

See comments above in Article 2 Division 5.7 *Grading, Erosion and Stormwater Management*. Also see the attached Exhibit S, which indicates proposed locations for a detention basin, oil and sand separator and connection to the Town’s stormwater line. Please recall that these drawings were part of a complete stormwater system design that was prepared and approved as part of the previous permitting process, that the connection to the town’s stormwater system was established in anticipation of that development as shown at Exhibit S; and that the general stormwater management system design will remain similar if not identical in this new version of the FDP.

**“A complete grading and erosion control plan shall be provided on the plans consistent with the LDRs.”**

See comments above Article 2 Division 5.7 *Grading, Erosion and Stormwater Management*. Also see the attached Exhibit S, which indicates all floor slab elevations, spot elevations for all sidewalks and curbs, and all finished grades associated with the previous version of the Glenwood + Simpson FDP. This drawing was part of the previously submitted and approved permit drawings, and the current FDP design is intended to remain largely identical. This drawing will be sufficient for discussion purposes during the required pre-application conference, and a new drawing will be submitted as part of the final Building Permit application as is appropriate.

**Building Official.** “NO COMMENT” per Jim Green

**Town Attorney.** “APPROVED” per A. Cohen-Davis, 1/18/2018

**Pathways Coordinator.** “NO COMMENT” per Brian Schilling

**Teton County Housing Authority.** "NO COMMENT" per Stacy Stoker, 1/23/2018.

**Police Department.** "APPROVED W/COND" per Todd Smith, 1/4/2018.

Chief Smith added: "Only concern is utilizing a traffic count from 2002 (16 years old). I believe the area has developed and changed enough to warrant a more current look at traffic counts. No other concerns at this time."

Applicant refers to the discussion above in Division 7.6 *Transportation Facility Standards*. In particular, the Staff Report for the FDP for Phase I noted that, because of the substantial reductions to the previously-anticipated size of the PMD, future traffic should not cause any significant traffic impacts to nearby intersections or require mitigation.

**START Bus.** "NO COMMENT" per Darren Brugmann, 1/23/2018.

**Jackson Hole Fire EMS.** "APPROVED W/COND, per Kathy Clay, 1/3/2018.

The conditions imposed by Chief Clay are either addressed preliminarily above or will be addressed in detail during application for Building Permit. Kathy Clay included a list of standard reminders regarding the necessity to comply with adopted fire codes and Department policies, upon finalization of construction documents at the Building Permit stage.

Proposed locations for a fire department connection, strobe and fire sprinkler equipment room are shown at the attached Exhibit K, Floor Plans and Elevations. Remaining items will be addressed as part of the Building Permit Application as is appropriate.

**Parks & Recreation Department.** No response provided in the Pre-App Conference summary.

## LIST OF EXHIBITS

Exhibit A	(DEV) Development Plan Permit Application
Exhibit B	(LOA) Notarized Letter of Authorization
Exhibit C	Application Fee (copy of check )
Exhibit D	Digital application
Exhibit E	Pre-Application Conference Summary - January 30, 2018
Exhibit F	Title Report
Exhibit G	Corrected Quitclaim Deed dated March 7, 2016
Exhibit H	Design Diagram Side by Side (2008 and 2018)
Exhibit I	Artistic Renderings
Exhibit J	Site Plan
Exhibit K	Floor Plans and Exterior Elevations
Exhibit L	Posted Notice (template to be used)
Exhibit M	<i>Affidavit and Agreement Relating to the 1st Amendment of the Millward and Simpson Planned Mixed-Use Development Master Plan</i> recorded May 6, 2016
Exhibit N	<i>Affidavit and Agreement Relating to Extension and Amendment of a Planned Mixed-Use Development Master Plan</i> recorded on July 25, 2013
Exhibit O	LDR Section 2325 Planned Mixed-Use Development (PMD) Ordinance
Exhibit P	Landscape Plans - Revised 2018
Exhibit Q	Exterior Light Fixtures
Exhibit R	Geotechnical Report (2008)
Exhibit S	Civil Drawings (2008)
Exhibit T	Exterior Materials
Exhibit U	Letter re: DRC preliminary review
Exhibit V	Deed with Special Restrictions for Employee Housing
Exhibit W	Parking Diagram - Basement
Exhibit X	Street Access and Loading
Exhibit Y	Encroachment Agreement
Exhibit Z	Potable Water Demands
Exhibit AA	Construction Staging Plan
Exhibit BB	Shoring Plan