



TOWN OF JACKSON PLANNING & BUILDING DEPARTMENT

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- ☐ WYDOT
- ☐ TC School District #1
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- ☐ Lower Valley Energy
- ☐ Bresnan Communications

Special Districts

- ☒ START
- ☒ Jackson Hole Fire/EMS
- ☐ Irrigation Company

<p>Date: March 9, 2022</p> <p>Item #: P22-053</p> <p>Planner: Paul Anthony</p> <p>Phone: 733-0440 ext. 1303</p> <p>Email: panthony@jacksonwy.gov</p> <p>Owner: St John's Hospital – Hitching Post 460 E Broadway Jackson, WY 83001</p> <p>Applicant: HH Land Strategies, LLC PO BOX 1902 Wilson, WY 83014</p>	<p>REQUESTS:</p> <p>The applicant is submitting a request for a Zoning Map Amendment for the Hitching Post, located at 460 E Broadway Avenue , Parcel B, Map T-74A, PIDN: 22-41-16-34-2-00-001</p> <p>For questions, please call Paul Anthony at 307-733-0440, x1303 or email to the address shown to the left. Thank you.</p>
<p>Please respond by: March 30, 2022 (with Comments)</p>	

RESPONSE: For Departments not using Trak-it, please send responses via email to:
alangley@jacksonwy.gov



PLANNING PERMIT APPLICATION
Planning & Building Department

150 E Pearl Ave. | ph: (307) 733-0440
P.O. Box 1687 | www.townofjackson.com
Jackson, WY 83001

For Office Use Only

Fees Paid _____

Date & Time Received _____

Application #s _____

Please note: Applications received after 3 PM will be processed the next business day.

PROJECT.

Name/Description: Hitching Post Lodge Zoning Map Amendment
Physical Address: 460 E Broadway Avenue
Lot, Subdivision: Parcel B, Map T-74 A PIDN: 22-41-16-34-2-00-001

PROPERTY OWNER.

Name: Teton County Hospital District Phone: _____
Mailing Address: 480 E Broadway Avenue ZIP: 83001
E-mail: _____

APPLICANT/AGENT.

Name: HH Land Strategies, LLC, Hal Hutchinson Phone: 307-699-0265
Mailing Address: PO Box 1902, Wilson, WY ZIP: 83014
E-mail: hal@hhlandstrategies.com

DESIGNATED PRIMARY CONTACT.

____ Property Owner ☒ Applicant/Agent

TYPE OF APPLICATION. Please check all that apply; review the type of application at www.townofjackson/200/Planning

Use Permit	Physical Development	Interpretations
____ Basic Use	____ Sketch Plan	____ Formal Interpretation
____ Conditional Use	____ Development Plan	____ Zoning Compliance Verification
____ Special Use	____ Design Review	Amendments to the LDRs
Relief from the LDRs	Subdivision/Development Option	____ LDR Text Amendment
____ Administrative Adjustment	____ Subdivision Plat	<input checked="" type="checkbox"/> Map Amendment
____ Variance	____ Boundary Adjustment (replat)	Miscellaneous
____ Beneficial Use Determination	____ Boundary Adjustment (no plat)	____ Other: _____
____ Appeal of an Admin. Decision	____ Development Option Plan	____ Environmental Analysis

PRE-SUBMITTAL STEPS. To see if pre-submittal steps apply to you, go to www.townofjackson.com/200/Planning and select the relevant application type for requirements. Please submit all required pre-submittal steps with application.

Pre-application Conference #: P21-255 Environmental Analysis #: n/a
Original Permit #: n/a Date of Neighborhood Meeting: 1/27/2022

SUBMITTAL REQUIREMENTS. Please ensure all submittal requirements are included. The Planning Department will not hold or process incomplete applications. Partial or incomplete applications will be returned to the applicant. Go to www.townofjackson.com/200/Planning and select the relevant application type for submittal requirements.

Have you attached the following?

☒ **Application Fee.** Fees are cumulative. Go to www.townofjackson.com/200/Planning and select the relevant application type for the fees.

☒ **Notarized Letter of Authorization.** A notarized letter of consent from the landowner is required if the applicant is not the owner, or if an agent is applying on behalf of the landowner. Please see the Letter of Authorization template at <http://www.townofjackson.com/DocumentCenter/View/845/LetterOfAuthorization-PDF>.

☒ **Response to Submittal Requirements.** The submittal requirements can be found on the TOJ website for the specific application. If a pre-application conference is required, the submittal requirements will be provided to applicant at the conference. The submittal requirements are at www.townofjackson.com/200/Planning under the relevant application type.

Note: Information provided by the applicant or other review agencies during the planning process may identify other requirements that were not evident at the time of application submittal or a Pre-Application Conference, if held. Staff may request additional materials during review as needed to determine compliance with the LDRs.

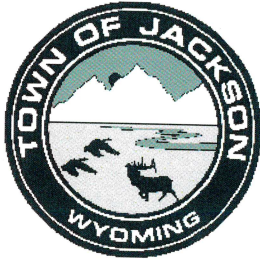
Under penalty of perjury, I hereby certify that I have read this application and associated checklists and state that, to the best of my knowledge, all information submitted in this request is true and correct. I agree to comply with all county and state laws relating to the subject matter of this application, and hereby authorize representatives of Teton County to enter upon the above-mentioned property during normal business hours, after making a reasonable effort to contact the owner/applicant prior to entering.

Signature of Property Owner or Authorized Applicant/Agent

Name Printed

Date

Title



Town of Jackson
150 E Pearl Avenue
PO Box 1687, Jackson, WY 83001
P: (307)733-3932 F: (307)739-0919
www.jacksonwy.gov

Date: September 30, 2021

LETTER OF AUTHORIZATION NAMING APPLICANT AS OWNER'S AGENT

PRINT full name of property owner as listed on the deed when it is an individual OR print full name and title of President or Principal Officer when the owner listed on the deed is a corporation or an entity other than an individual
David Robertson, CEO, St Johns Health

Being duly sworn, deposes and says that Teton Cty. Hospital Dist. is the owner in fee of the premises located at:
Name of property owner as listed on deed
Address of Premises: 460 E Broadway Ave, Town of Jackson, WY 83001

Legal Description: Parcel B, Map T-74A

Please attach additional sheet for additional addresses and legal descriptions

And, that the person named as follows: Name of Applicant/agent: Hal Hutchinson, HH Land Strategies, LLC

Mailing address of Applicant/agent: PO Box 1902, Wilson, WY 83014

Email address of Applicant/agent: hal@hhlandstrategies.com

Phone Number of Applicant/agent: 307-699-0265

Is authorized to act as property owner's agent and be the applicant for the application(s) checked below for a permit to perform the work specified is this(these) application(s) at the premises listed above:

- ☐ Development/Subdivision Plat Permit Application ☐ Building Permit Application
☐ Public Right of Way Permit ☐ Grading and Erosion Control Permit ☐ Business License Application
☐ Demolition Permit ☒ Other (describe) Zoning map amendment

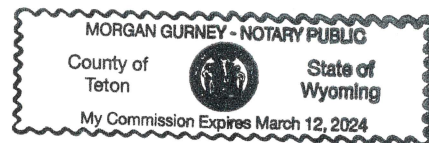
Under penalty of perjury, the undersigned swears that the foregoing is true and, if signing on behalf of a corporation, partnership, limited liability company or other entity, the undersigned swears that this authorization is given with the appropriate approval of such entity, if required.

Property Owner Signature

Chief Executive Officer, SJH

Title if signed by officer, partner or member of corporation, LLC (secretary or corporate owner) partnership or other non-individual Owner

STATE OF Wyoming)
) SS.
COUNTY OF Teton)



The foregoing instrument was acknowledged before me by Dave Robertson this 30
day of September, 2021. WITNESS my hand and official seal.

Morgan Gurney
Notary Public

My commission expires: 3/12/2024

HITCHING POST LODGE
EMPLOYEE HOUSING AND PATIENT/PATIENT FAMILY LODGING

460 East Broadway Avenue, Town of Jackson, WY

APPLICATION FOR
Zoning Map Amendment

Submitted: March 7, 2022

PIDN: 22-41-16-34-2-00-001

Owner:

St John's Health
Teton County Hospital District
David Robertson, Chief Executive Officer
625 E Broadway
PO Box 428
Jackson, WY 83001

Applicant:

Land Planning: Hal Hutchinson
HH Land Strategies LLC
PO Box 1902
Wilson, WY 8301
307-699-0265

Architecture: Peggy Gilday
GYDE Architects
80 W Broadway, Suite 200
PO Box 4735
Jackson, WY 83001
307-733-7303

1. Introduction:

St. John's Health, the owner of the Hitching Post Lodge property located at 460 E Broadway seeks approval of a Zoning Map Amendment that would permit a change of zoning for the subject property from the current Neighborhood Medium Density 2 (NM-2) zoning to Public/Semi Public (P/SP) zoning. Since acquiring the property in 2001, St. John's Health has continued the pre-existing use of the property for short-term lodging use, providing patient and patient families with lodging opportunities in close proximity to the hospital. The property has also been used to house St. John's Health employees.

The purpose of this zone change is to provide St. Johns Health with needed flexibility to design and construct employee housing that serves their employee recruitment and retention needs so they can continue to provide high quality health care to the community.

2. Description of Property, Project Goals

2.A. Property Description:

The Hitching Post Lodge property is currently zoned NM-2 and is not within any Town of Jackson Zoning Overlays. The subject property is generally flat and rectangular in shape, with approximately 196 feet of street frontage on East Broadway. It extends approximately 365 feet south from this Broadway Avenue frontage. The property is approximately 1.65 acres.

The subject property is bordered on the east by five individual lots. The northernmost lot bordering the property to the east is zoned Office Residential (OR). The four lots to the south of the OR Zoned lot are zoned Neighborhood Low Density 5 (NL-5). Land south of the property is zoned NM-2 and contains residential uses. A lot owned by Teton County that contains Teton County Health borders the property for approximately 30 feet along the western portion of the property's southern boundary. The property bordering the subject property to the west is zoned NM-2 and is owned by the Church of Jesus Christ of Latter Day Saints and is used as a parking lot for the Church. Please see attached **Exhibit A – Hitching Post Property Vicinity and Zoning Map**.

The Hitching Post Lodge is currently developed and contains seventeen (17) buildings. The uses on the subject property include residential uses and short-term rental uses that support the St John's Health operations. The seventeen (17) individual buildings contain a total of thirty-four (34) individual units. The breakdown of unit types among these thirty-four units is as follows:

"Patient/Patient Family Lodging Rooms":

There are twelve (12) Patient/Patient Family Lodging Rooms. Patient/Patient Family Lodging Rooms are standard lodging rooms with a microwave and mini fridge. Six of the Patient/Patient Family Lodging Rooms have two queen beds. The remaining six have a single queen bed. Patient/Patient Family Lodging Rooms are as short-term rentals for patients and/or patient family members who require overnight accommodations associated with scheduled inpatient and outpatient medical care, as well as emergency care visits.

Occupancy of Patient/Patient Family Lodging Rooms range from a single night stay to multiple night stays depending on the nature of medical care patients or their family members are receiving. At no time are Patient/Patient Family Lodging Rooms occupied for more than a 30-day period. In addition, St. John's Health employees are able to rent Patient/Patient Family Lodging Rooms for work reasons, which is typically sleeping between shifts. However, use of these Patient/Patient Family Lodging Rooms for patients and/or family members takes priority, and they are only available to St. John's Health employees if there is a patient/family member vacancy.

"Employee Housing Units":

There are fifteen (15) Employee Housing Units. All fifteen Employee Housing Units are two-bedroom suites and contain a kitchenette providing a refrigerator, microwave, and a cook top. Twelve (12) of the Employee Housing Units are occupied by full time, permanent employees of St. John's Health. The remaining three (3) Employee Housing Units are typically occupied by "traveling" employees. "Traveling" employees are nurses or health care technicians that are employed by St. John's on a 90-day contract basis. These 90-day contracts for traveling employees are typically extended for a second or third contract. All Employee Housing Units are leased for a period of greater than 30 days.

"On Call Rooms":

There are seven (7) On Call Rooms. On Call Rooms are used by hospital staff that are "on call" and are required to be available to serve hospital and patient needs on an as needed, immediate basis. On Call Rooms are provided to hospital employees that reside at a distance from the hospital that would not allow them to be available for on call duty in an immediate time frame. On Call Rooms are provided to hospital employees on a short term (less than 30 day) period. Of the seven On Call Rooms, four (4) are standard lodging rooms with a microwave and mini fridge. The remaining three (3) On Call Rooms are two-bedroom suites with a kitchenette.

Based on the above, the Hitching Post Lodge property contains fifteen (15) Employee Housing Units (residential use) that include thirty (30) individual bedrooms. There are nineteen (19) Patient/Patient Family Lodging Rooms and On Call rooms(short term use) that include a total of 22 bedrooms.

2.B. Project Goals:

The lack of workforce housing in Teton County is possibly the single biggest challenge facing our community. It is well documented that the cost of homeownership and residential rental rates in Teton County is well above what typical employees in Teton County can afford. While this is an issue for all types of employers and employees in Teton County, it is a particularly acute issue for St. John's Health. St. John's Health provides high quality and critical health care services to the entire community. The single biggest challenge of continuing to provide these critical health care services that St. John's Health faces is the recruitment and retention of

health care professionals due to the high housing costs in the community. While it is not the primary mission of St. John's Health to provide housing for their employees, the local housing crisis necessitates that St. John's Health seek housing solutions for their employees in order to achieve their purpose *"To provide our unique community and visitors with exceptional and ever-advancing individualized care."*

Recognizing the housing challenge facing the community generally, and St. John's Health specifically, St. John's acquired the Hitching Post Property in 2001. Since acquisition, the property has provided both employee housing and short-term rentals that help them serve the community's health care needs. However, as housing costs have risen, employee recruitment and retention challenges have become more acute. As such, the existing thirty-four units on the Hitching Post have become inadequate to serve the growing employee housing and patient care needs of St. John's Health.

The Hitching Post Lodge is uniquely located in immediate proximity of the hospital. It is also a relatively large (1.65 acres) property. These property characteristics make the Hitching Post property ideal for redevelopment for employee housing. The property is large enough to provide a meaningful amount of housing units efficiently and effectively. The scale of the property also makes the provision of underground parking a possibility. The Hitching Post Lodge's proximity to the hospital allows for quick medical responses at all times. This proximity also reduces St. John's Health employee and transportation needs.

St. John's recognizes that it is part of the community, and that the Hitching Post property is located in an existing neighborhood. Based on St. John's stated vision to *"...be a trusted partner with the community, enabling people to live their best possible lives"* it is important to St. John's Health leadership that redevelopment of the Hitching Post for employee housing acknowledges and is compatible with community and neighborhood goals.

Based on the need to recruit and retain employees, the costs of providing housing, the unique characteristics of the Hitching Post property, and the vision of being a trusted community partner, it is necessary to optimize the effectiveness and efficiency for redeveloping the property that the flexible Public/Semi Public zoning provides.

Considering these factors, St. John's goals for changing the zoning from NM-2 to P/SP are as follows:

- Provide housing in close proximity to the hospital to ensure quick medical response on a 24/7/365 basis
- Optimize the use of limited resources to address critical needs.
- Reduce St. John's Health's employee transportation and parking needs.
- Promote a connection to the community by housing staff in Teton County
- Design a project that is friendly to the neighborhood and community interests by respecting, to the greatest extent practical, the existing dimensional limitations of NM-2 zoning while benefiting from the flexibility that P/SP zoning provides.

3. Zoning Map Amendment Application

3.A. Zoning Map Amendment Application:

This application is for an amendment to the Town of Jackson Official Zoning Map to change the zoning for the Hitching Post Lodge property, located at 460 East Broadway, described as Parcel B, Map T-74 A, from Neighborhood Medium Density 2 (NM-2) to Public/Semi Public (P/SP). Prior to submitting a Zoning Map Amendment application, a pre-application Conference must be held with Town of Jackson Planning Staff. HH Land Strategies, as agent for St. John's Health, submitted a pre-application conference request on September 30, 2021. The pre-application conference was held on October 27, 2021. The Pre-application Conference request was assigned PAP# P21-255 by the Town of Jackson. Both the Pre-application Conference request and the pre-application conference summary are on file with the Town of Jackson Planning Department.

The following information is a direct response to the information required for this Zoning Map Amendment application as outlined in the P21-255 pre-application conference summary.

3.B. Zoning Map Amendment – Eligibility

The intent of the Town of Jackson Public/Semi Public zone district, LDR Section 4.2.1 is quoted below:

“The purpose of the Public/Semi Public - Town (P/SP-TOJ) zone is to provide locations for new and existing uses and facilities of a public or semi-public nature. In particular, the P/SP-TOJ zone is intended to allow flexibility for public and semi-public uses and facilities that often have unique functional needs, such as for height, floor area, setbacks, and impervious surface, that cannot be accommodated in other zoning districts. Land in the P/SP-ToJ zone and/or facilities operated therein may be under the control of federal, state, or local governments, or other governmental entities such as a school district or hospital district. It is not the intent of these LDRs that property in the P/SP-ToJ zone retain that designation after the property is divested by the public entity. At the time P/SP-ToJ designated land is transferred, or is proposed to be transferred, into private ownership, the property shall be reclassified to an appropriate zoning district to allow private use pursuant to the Jackson/Teton County Comprehensive Plan.”

Based on the purpose of P/SP zoning, any property zoned P/SP may be under the control of a government agency or “other governmental entity, such as a school district or hospital district”.

The Hitching Post Lodge property is owned by the Teton County Hospital District. The Teton County Hospital District is a government entity. Based on the above, the subject property is eligible to apply for P/SP Zoning.

3.C. Zoning Comparison and St. John's Health Commitments:

Pre-application Conference Summary P21-255 provides an application checklist, listing what information is required within this application. This P21-255 summary also includes a summary of Town of Jackson Planning Staff comments addressing what additional information is required for this application to rezone the subject property. A "Response to Submittal Checklist" is provided below in Section 3.D. of this application.

This section of this application (Section 3.C.) provides a response to the Planning Staff comments provided within P21-255.

A principal theme of the Planning Staff comments in the P21-255 summary is a requirement to justify why the current NM-2 zoning is not sufficient to meet the housing needs of St. John's Health and to provide an explanation of why P/SP zoning is the appropriate zoning designation for the property. Comments from planning staff also include requesting comparison of development potential between NM-2 zoning and P/SP zoning, and a discussion of factors such as site design, building height/stories, density, setbacks and general compatibility with surrounding neighborhood in the context of this comparison.

3.C.1. NM-2 Zoning:

The general intent of NM-2 Zoning is to "provide for medium to higher density residential development and to promote workforce housing types using a broad range of detached and attached residential types in a pedestrian-oriented environment. The size of individual buildings will be limited in order to respect and enhance the character and cohesiveness of existing residential neighborhoods. This zone is intended for Transitional neighborhoods where increased residential density and workforce housing are intended."

To achieve this intent, NM-2 zoning includes physical development standards restricting the location and scale of development on property zoned NM-2. These physical development standards are found in the LDRs and are numerous and extensive. The primary physical development standards are listed below:

Primary Building Setbacks:	Primary Street:	20'
	Secondary Street:	10'
	Side Interior:	10'
	Rear:	20'
Site Development Setbacks:	Primary Street:	20'
	Secondary Street:	10'
	Side Interior:	5'
	Rear:	5'
Landscape Surface Ratio:	Apartment Use:	.21

Parking Setbacks:	Primary Street:	20'
	Side Interior:	1'
	Rear:	5'
Access:	Curb Cut Width (Max)	20' or 40% of frontage, whichever is less
Primary Building Height:	Roof Pitch $\leq 3/12$:	3 stories, not to exceed 35'
	Roof Pitch 4/12, 5/12	3 stories, not to exceed 37'
	Roof Pitch $> 6/12$	3 stories, not to exceed 39'
Scale of Development:	FAR:	.40
	Deed rest. Hsg. Exemption	yes
	Workforce Hsg. Bonus	yes
	Individual bld. Max	10,000 s.f.
Required Parking:	Apartment Use:	1/ unit if greater than 2 bedrooms and 500 s.f. Otherwise, 1.5/ unit

Additional Zone Specific Stndrs. No more than 8 residential units/building

Based on the above physical development standards, any development on the Hitching Post property under current zoning would be required to maintain a 20' setback from Broadway, and a 10' setback from both the Side Interior (East and West) property lines, and a 20' setback from the rear (South) property line. Similarly, any Site Development would be required to be setback 20' from Broadway and 5' from the side (East and West) and rear (South) property lines.

Under NM-2 zoning, an apartment use would be required to provide a landscape surface ratio of a minimum of .21, or 15,093 s.f. of landscape area. It is important to note that this overall minimum landscape area can be reduced through the provision of site amenities such as benches and bicycle parking and therefore this minimum square footage amount could be reduced under NM-2 zoning.

Parking areas under NM-2 zoning would be required to be setback from Broadway by 20', from the side (East and West) property lines by 1' and from the rear (South) property line by 5'.

Any curb cut accessing the site from Broadway would be limited to 20' in width.

The height of any building could not exceed three stories and may be between 35' and 39' depending on roof pitch.

The maximum Floor Area Ratio for any development that does not include deed restricted housing or workforce housing could not exceed 28,750 s.f. However, NM-2 zoning provides for exemptions to the floor area ratio limitation for any deed restricted housing.

Considering that the purpose of this Zoning Map Amendment application is to provide flexibility to provide deed restricted housing, any floor area used for this purpose under NM-2 zoning would be exempt. Therefore, there would be no limitation on floor area for a project containing deed restricted housing under NM-2 zoning. The amount of floor area would therefore be limited by setbacks, height, and site planning and architectural concerns associated with the limitation of a maximum of 10,000 s.f. per individual building and no more than 8 residential units per building.

The limitation of no more than 8 units per building does not limit the overall density of units permitted on the property but requires that no individual building may contain more than 8 units. This limitation necessitates multiple buildings on the property. For example, based on the current density of 34 units on the property, development at the current density would require a minimum of 5 individual buildings.

Under NM-2 zoning, an apartment use would require between 1 and 1.5 parking spaces per unit, depending on the size and type of units.

It is important to note that, as currently developed, the Hitching Post property contains numerous nonconformities that do not meet the above physical development standards. These include encroachment into the Primary Building Setbacks, Site Development Setbacks and Parking Setbacks from the Side Interior (East and West) and Rear (South) property lines. Please refer to attached **Exhibit B – Existing Conditions** for an illustration of these existing encroachments.

3.C.2. P/SP Zoning

P/SP zoning contains none of the above listed physical development limitations. For example, there are no setback requirements and no restrictions on height or floor area. Therefore, there is no formal zoning controls governing the mass and scale of a development.

While there is a parking requirement of 1.25 spaces per Accessory Residential Unit under P/SP zoning, there are also shared parking standards that would permit a reduction in the number of required parking spaces. The proximity of St. John's Health to the Hitching Post property and the overall supply of parking on St. John's Health property make shared parking a viable and functional possibility.

The flexibility that this lack of physical development restrictions under P/SP zoning allows does not, however, exempt a public entity property owner from acknowledging community goals and neighborhood goals in planning and designing a project. Rather, this lack of physical development limitations is intended to provide the public entity flexibility to

develop a project that serves a public purpose in a manner that provides for this public purpose in an efficient and effective manner while seeking compatibility with community and neighborhood goals.

3.C.3. St. John's Health Commitments

Based on St. John's Health's stated Vision to *"...be a trusted partner with the community, enabling people to live their best possible lives"* this application seeks to change the zoning for the property to P/SP while making the following commitments.

Physical Development:

Any application for a development plan or building permit will maintain the physical development limitations under NM-2 zoning for the following standards:

1. **Primary Building Setbacks** (20' Primary Street, 10' Side Interior, 20' Rear)
2. **Site Development Setbacks** (20' Primary Street, 5' Side Interior, 5' Rear)
3. **Primary Building Height** (No more than 3 stories and a maximum height of 39'. This commitment is to limit building height to a maximum of 39' regardless of roof pitch)
4. **Parking Setbacks** (20' Primary Street, 1' side Interior, 5' Rear)

For an illustration of these commitments, please see **Exhibit C – NM-2 and P/SP Commitments Zoning Diagrams**.

By making these commitments, the overall scale and location of development will maintain what is required under NM-2 zoning, including setbacks from neighboring properties, maximum height requirements, and overall floor area when considering FAR Exemptions for deed restricted housing.

Unit Occupancy:

In addition to the commitments stated above regarding specific physical development standards, St John's Health also commits to making every effort to ensure housing units within a project on the property are occupied by the local workforce.

St John's Health's housing challenges are characterized by employee *recruitment* as well as *retention*. In the short term, many of the units provided will address much of the hospital's employee retention goals by providing housing for existing hospital employees that may otherwise leave the community due to lack of suitable housing. In addition, a completed housing project on the property will allow St John's Health to recruit needed employees more effectively by offering prospective employees housing within the project.

Because employee recruitment can be a complex and time-consuming process, it is anticipated that, once a project is completed on the property, it may take a period of time

to achieve full occupancy by hospital employees. Rather than leave units unoccupied while employee recruitment efforts take place, St. John's Health will seek to ensure constructed units are occupied by the community workforce in the event that they are not fully occupied by St. John's Health employees upon completion of construction.

3.C.4. P/SP Zoning Flexibility

Based on St. John's Health's stated purpose *"To provide our unique community and visitors with exceptional and ever-advancing individualized care"*, and to meet their employee recruitment and retention needs required to achieve this purpose, this application seeks the flexibility that P/SP zoning provides in the following areas.

1. Allow for an individual building to exceed the 10,000 s.f. limitation under NM-2 zoning and contain greater than 8 units per building.
2. Allow for a curb cut off on Broadway accessing the site of greater than 20' as necessary.
3. Allow for flexibility in achieving the minimum Landscape Surface Ratio while striving to meet the purpose and intent of landscape area requirements.
4. Allow for flexibility in the overall Floor Area Ratio to accommodate high quality residential units.
5. Provide for as many parking spaces as the site will allow, with the goal of providing a minimum of 1 space per unit while reducing the overall transportation and parking demands generated by the overall St. John's Health campus.

This increased flexibility not only provides St' John's Health with the ability to design a project that meets their employee and retention needs, it also will serve to provide higher quality housing units at a lower cost. The ability to design a larger multifamily structure than would otherwise be permitted under NM-2 zoning, which limits the maximum number of units per building to 8, significantly reduces the redundancy in constructing circulation, such as staircases and elevators, and the cost of constructing multiple buildings with increased use of materials, such as foundations, exterior walls and siding. This reduction in construction redundancy is a significantly important consideration as St. John's seeks to provide housing for their employees in an expensive and challenging construction market.

3.D. Response to Submittal Checklist

1. Planning Permit Application

Please see completed application form for a Zoning Map Amendment included in the application packet.

2. Notarized Letter of Authorization

Please see notarized letter of authorization included in the overall application packet.

3. Application fees

Pursuant to the 1998 cooperative agreement St John's Health is exempt from required application fees.

4. Mailed Notice Fee

The Town of Jackson will bill the applicant as necessary based on LDR Section 8.2.14.C.2.

5. Findings for Approval

Please see the below discussion regarding Findings for Approval in **Section 4. Zoning Map Amendment Findings for Approval** of this application.

6. Site Plan

There are many factors in planning an employee housing project on the Hitching Post Property. Some general analysis of the property, and how it can accommodate the housing needs of St. John's has been completed. This analysis has resulted in our ability to make the commitments described in Section 3.C.3 of this application. However, this analysis has not extended to the development of a site plan. Rather, it is limited to spatial analysis to determine how a project can respect the physical development limitations of NM-2 zoning. For a representation of this spatial analysis, please refer to **Exhibit C – NM-2 and P/SP Commitments Zoning Diagram** to this application.

7. Neighborhood Meeting

A neighborhood meeting was held on January 27, 2022. The meeting was held virtually, via zoom, due to St John's Health policies regarding in person meeting during the Covid 19 pandemic. The meeting was scheduled to occur from 5:00 PM to 7:00 PM. In attendance at the meeting were the following participants:

Agents for St John's Health included:

- Hal Hutchinson of HH Land Strategies, LLC
- Peggy Gilday and John Stennis of GYDE Architects

Representatives for St John's Health included:

- Dave Robertson, Head of Administration
- Cynthia Hogan, Board Chair
- Thom Kinney, Head of Human Resources
- Karen Connelly, Communications Director
- Sean Ryan, Facilities Director

- Sandra Murphy, Head of Lodging for SJH
- Ashley Eppler, Registered Nurse

Agents and representatives for St Johns Health prepared a presentation that was scheduled to occur twice over the course of the two-hour neighborhood meeting. No members of the public attended the neighborhood meeting. However, Hal Hutchinson, as agent for St John's Health received an inquiry regarding the proposed Zoning Map Amendment from a neighboring property owner across Broadway Avenue from the Hitching Post. This comment asked for information and included no specific concerns over the proposed ZMA.

A copy of the mailed public notice, and planned presentation for the neighborhood meeting is attached to this application as **Exhibit D – Neighborhood Meeting Documentation**

8. Division 1.9, Nonconformities

The existing Hitching Post Property contains legal nonconformities with respect to both use and physical development.

The nonconforming uses include the historical use of the property for short term rental/lodging use. While the property historically contained a conventional lodging use, this use has been maintained insofar as St. John's Health has retained a short-term rental use for a portion of the pre-existing lodging uses. This short-term rental use is documented above under Section 2.A. Property Description for this application. To summarize, the pre-existing, legally non-conforming short term rental use of the property includes nineteen (19) short term (short term use) units that include a total of 22 bedrooms.

The existing development on the property encroaches into NM-2 setbacks, including Primary Building Setbacks, Site Development Setbacks, and Parking Setbacks. As a part of this application to zone the property P/SP, St. John's has committed to respect these NM-2 setback requirements thereby improving the separation between development on the Hitching Post property and bordering properties from what currently exists. For an exhibit showing existing setback nonconformities in comparison to NM-2 zoning and St. Johns commitments to respect NM-2 setbacks, please refer to **Exhibit B – Existing Conditions**

4. Zoning Map Amendment - Findings for Approval:

Town of Jackson Land Development Regulations require that any application for a Zoning Map Amendment consider the following findings prior to approval of a Zoning Map Amendment. LDR Section 8.7.3.C – Zoning Map Amendment Findings state:

"The advisability of amending the Official Zoning Map is a matter committed to the legislative discretion of the Town Council and is not controlled by any one factor. In deciding to adopt or deny a proposed zoning map amendment the Town Council shall

consider factors including, but not limited to, the extent to which the proposed amendment.”

1. Is consistent with the purposes and organization of the LDRs;

The purpose of the LDRs is to implement the Jackson/Teton County Comprehensive Plan and promote the health, safety, and general welfare of the present and future inhabitants of the community. The Hitching Post Lodge property is located in Comprehensive Plan Subarea 3.2– Core Residential. The description of this vision for this subarea states:

“This residential, TRANSITIONAL Subarea is currently made up of a variety of single family and multifamily residential types, with some existing larger residential developments and non-conforming commercial uses. Redevelopment, revitalization and reinvestment are highly desired in this subarea. Due to its central location in the core of Town near employment and Complete Neighborhood amenities, the future character of this subarea will include some increased density and larger buildings than in East Jackson.”

As the purpose of this zoning map amendment application is to redevelop the subject property to achieve increased density and allow for larger buildings, the application is consistent with the purpose of the Comprehensive Plan and therefore the LDRs.

2. Improves implementation of the desired future character defined in the Illustration of Our Vision chapter of the Comprehensive Plan;

The desired future character of the Core Residential areas of the Comprehensive plan is to provide for higher density multifamily structures. This vision states:

“multifamily residential uses will be encouraged in order to replace existing commercial uses and to blend the borders of the Town Commercial Core (District 2) with the Town Residential Core (District 3). Multifamily structures will be predominantly found on larger residential lots and along mixed use corridors. The size and scale of multifamily structures will be predominantly two stories with three stories considered in specific cases with proper design. The density and intensity found in areas containing multifamily structures may be greater than what is generally allowable in other areas.”

Because the purpose of this rezone application is to achieve this desired character and to replace an existing commercial use, the application improves implementation of the desired future character as defined in the Comprehensive Plan.

3. Is necessary to address changing conditions or a public necessity; and

The lack of housing to serve the local workforce is recognized as one of the primary challenges for the community and this has consistently been considered one of the primary changing conditions in the community that is necessary to address. Providing workforce housing for local workforce, particularly for employees that provide for the health care needs of the community is considered a primary public necessity. This is supported in the Comprehensive Plan. Section 5 – Local Workforce Housing of the Comprehensive Plan states, in part:

“Retaining a resident workforce supports all of the community’s Common Values. It protects the ecosystem from the impacts of long commutes by responsibly locating housing and jobs in our Complete Neighborhoods, and a resident workforce is more likely to invest socially, civically, and economically in the community in which they live.”

In addition, Comprehensive Plan Policy 5.1.c states:

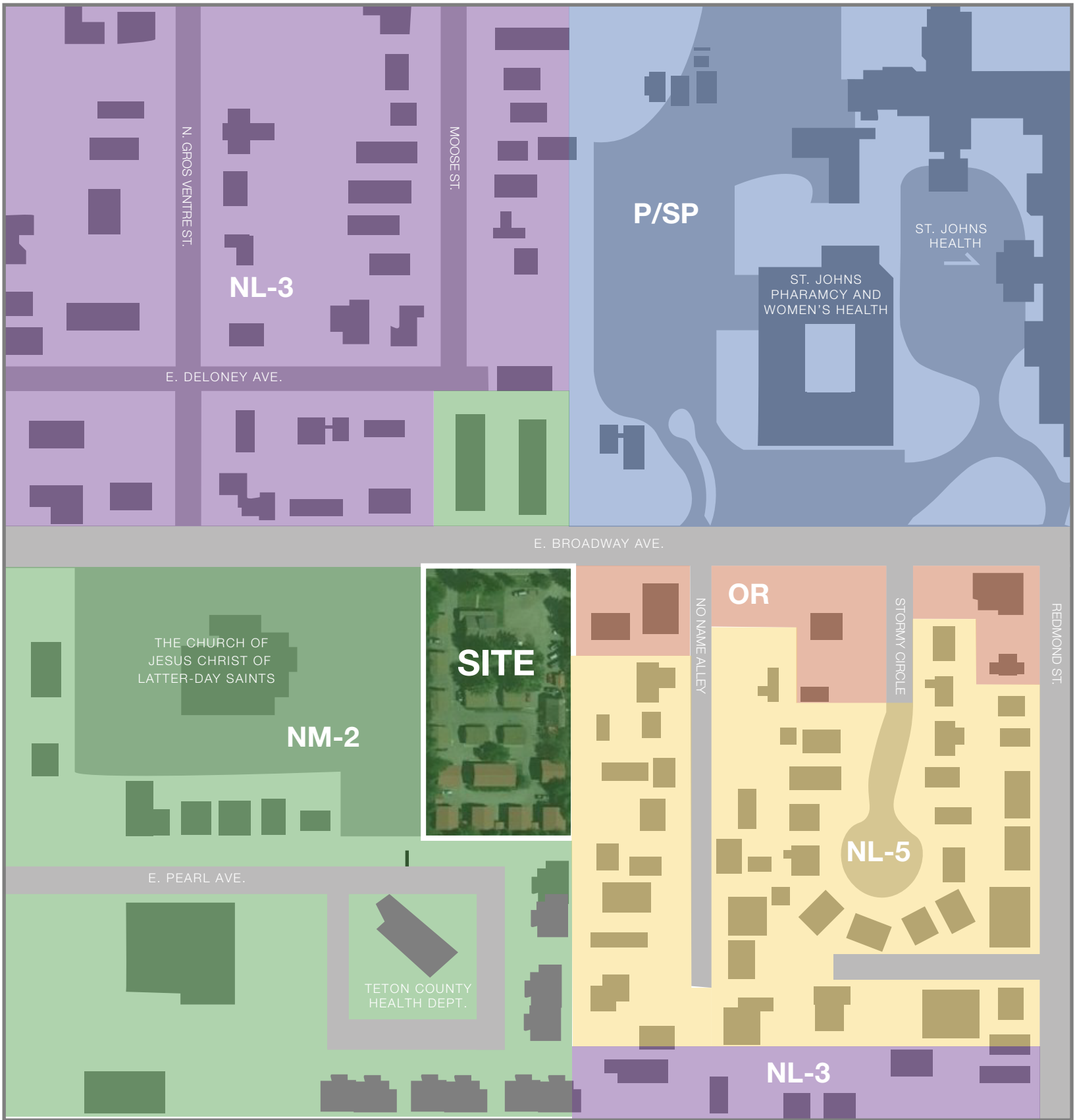
Prioritize housing for critical service providers. While the community values all members of the workforce, critical service providers will receive priority when the public is subsidizing housing. Ideally, housing for critical service providers would be located on-site or within the employee’s response area. Especially for volunteer service providers, living a significant distance from one’s response area increases response time and reduces the efficiency of service delivery.

The goal of changing the zoning map amendment for the Hitching Post Lodge is to address the ongoing changing condition that local workforce housing is being reduced and to achieve the policy to house critical service providers with stable housing close to their place of employment.

4. Is consistent with the other adopted Town Ordinances.

The applicant is not aware of any adopted County resolutions that would be inconsistent with the application to amend the zoning map from NM-2 to P/SP for the subject property.

Exhibit A
Hitching Post Property Vicinity and Zoning Map



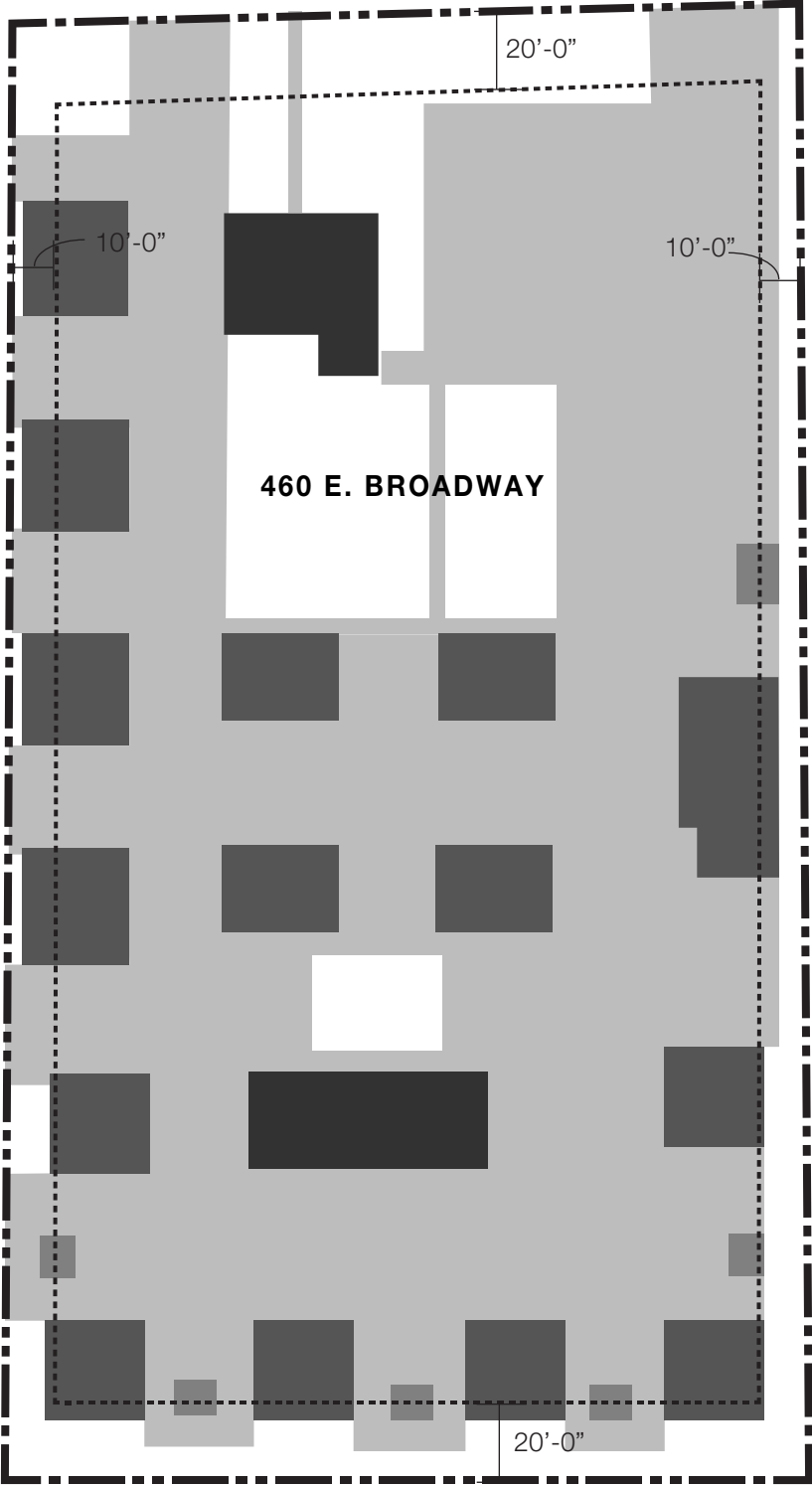
Address: 460 East Broadway
PIDN: 22-41-16-34-2-00-001

Existing Zoning:
Neighborhood Medium Density -2, NM-2

Proposed Zoning:
Public/Semi Public, P/SP



Exhibit B
Existing Conditions

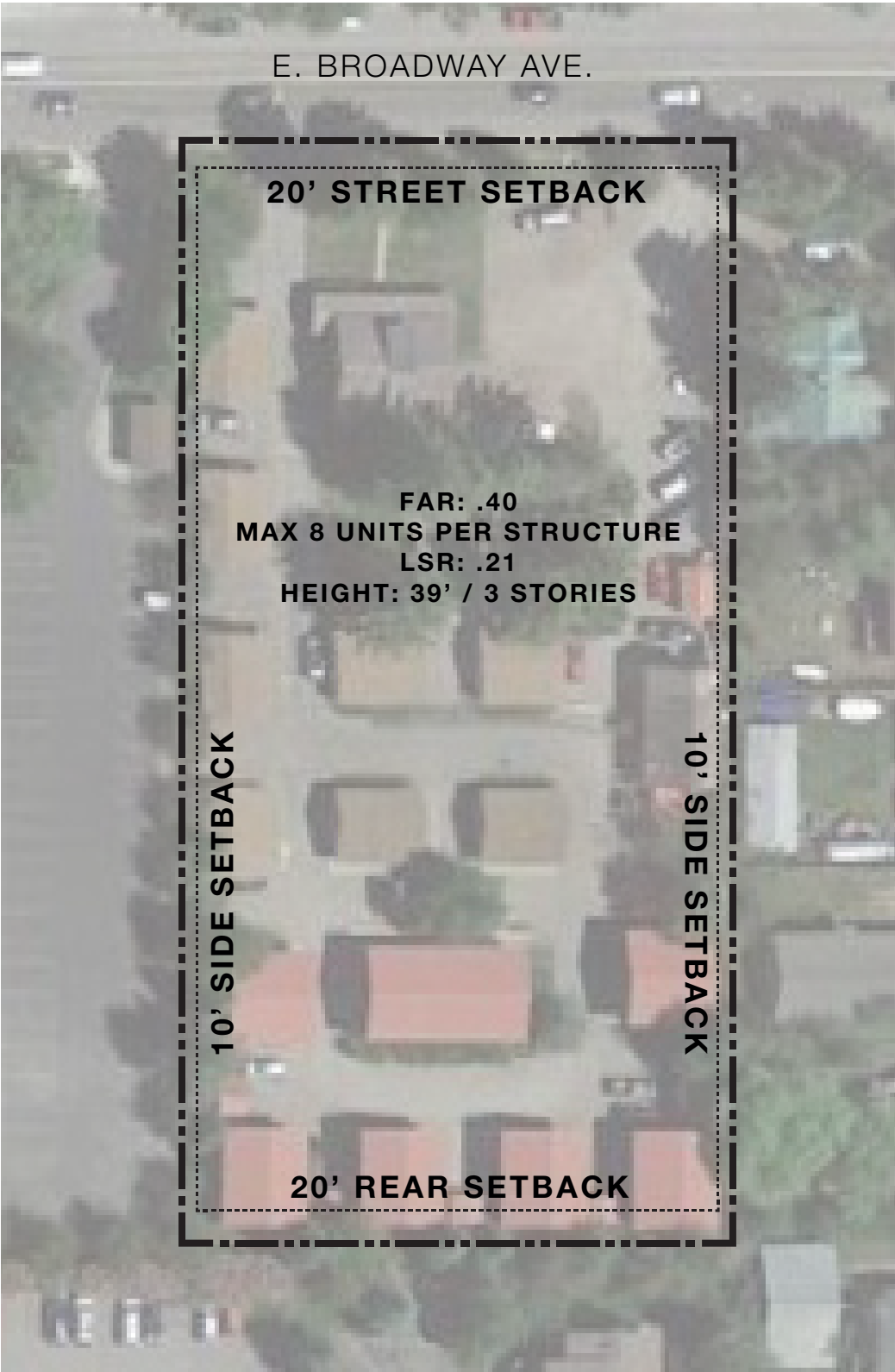


KEY	
	property line
	NM-2 setback line
	hardscape
	shed
	cabin
	existing/public building



Exhibit C
NM-2 and P/SP Commitments Zoning Diagrams

NM-2 (existing)



P/SP (with SJH commitments)

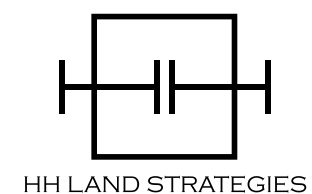
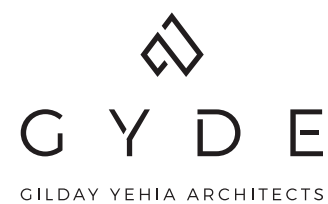


Exhibit D
Neighborhood Meeting Documentation

PRESENTATION
TIMES:
5:10 PM
6:00 PM

HITCHING POST ZONE CHANGE PROPOSAL NEIGHBORHOOD MEETING

JANUARY 27, 2022
5PM - 7PM



AGENDA

1. Introduction - 5:00pm
2. Presentation - 5:10pm
3. Comments and Response
4. Wrap Up and Next Steps
5. Presentation - 6:00pm
6. Comments and Response
7. Wrap Up and Next Steps

Presentation Facilitator: Hal Hutchinson
Email: hal@hhlandstrategies.com
Phone: 307-699-0265

SJH Representatives:
Dave Robertson, Administration
Cynthia Hogan, Trustee
Thom Kinney, Human Resources
Karen Connelly, Communications
Sean Ryan, Facilities
Sandra Murphy, Lodging
Ashley Eppler, RN

GYDE Architects:
Peggy Gilday, Principal
John Stennis, Project Manager

PRESENTATION
TIMES:
5:10 PM
6:00 PM

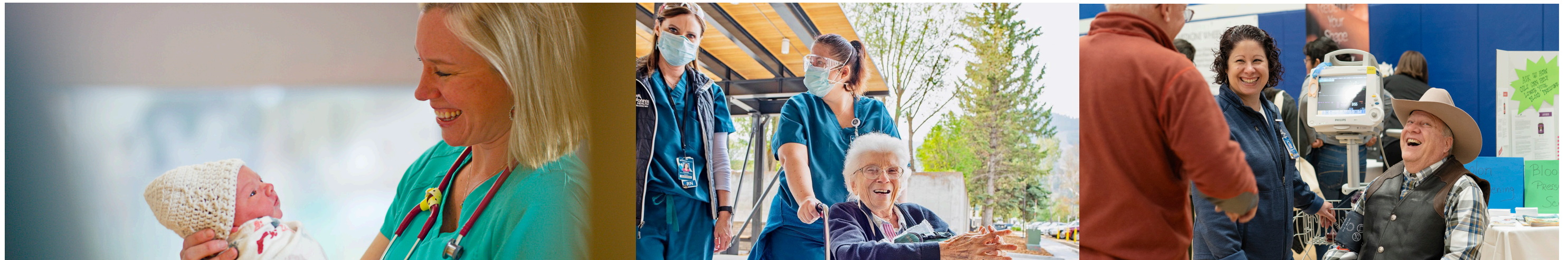
MEETING GROUND RULES AND GUIDELINES

1. Please mute your speaker during the presentation until you are called upon during the comment and response period. Please raise your hand to be recognized during the comment and response period.
2. Please use the chat tool to enter all project related comments during the presentation.
3. Comments submitted to the chat tool will be addressed at the end of the presentation by the facilitator.
4. If you do not wish to submit comments during the presentation, you may email your project specific comments to Hal at hal@hhlandstrategies.com. We request that your comments be submitted before February 10, 2022.

PROJECT GOALS

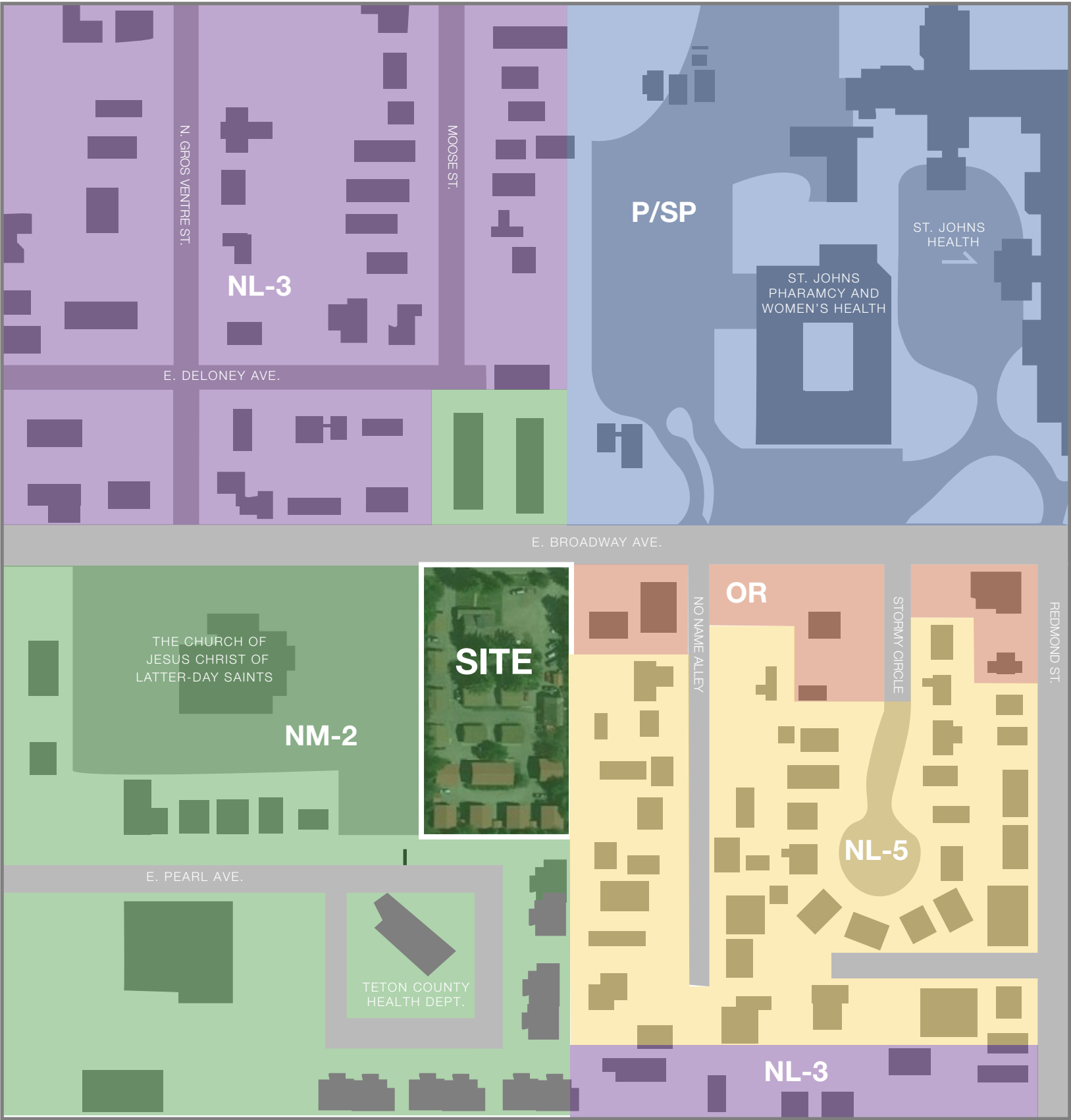
PRESENTATION
TIMES:
5:10 PM
6:00 PM

1. Provide housing in close proximity to the hospital to ensure quick medical response on a 24/7/365 basis.
2. Optimize the use of limited resources to address a critical need.
3. Reduce SJH workforce transportation and parking needs.
4. Promote connection to the community by housing staff in Teton County.
5. Design a project that is friendly to neighborhood and community interests (e.g., setbacks, parking efficiency, site plan, ADA compliance, noise).



VICINITY MAP AND ZONING

PRESENTATION
TIMES:
5:10 PM
6:00 PM



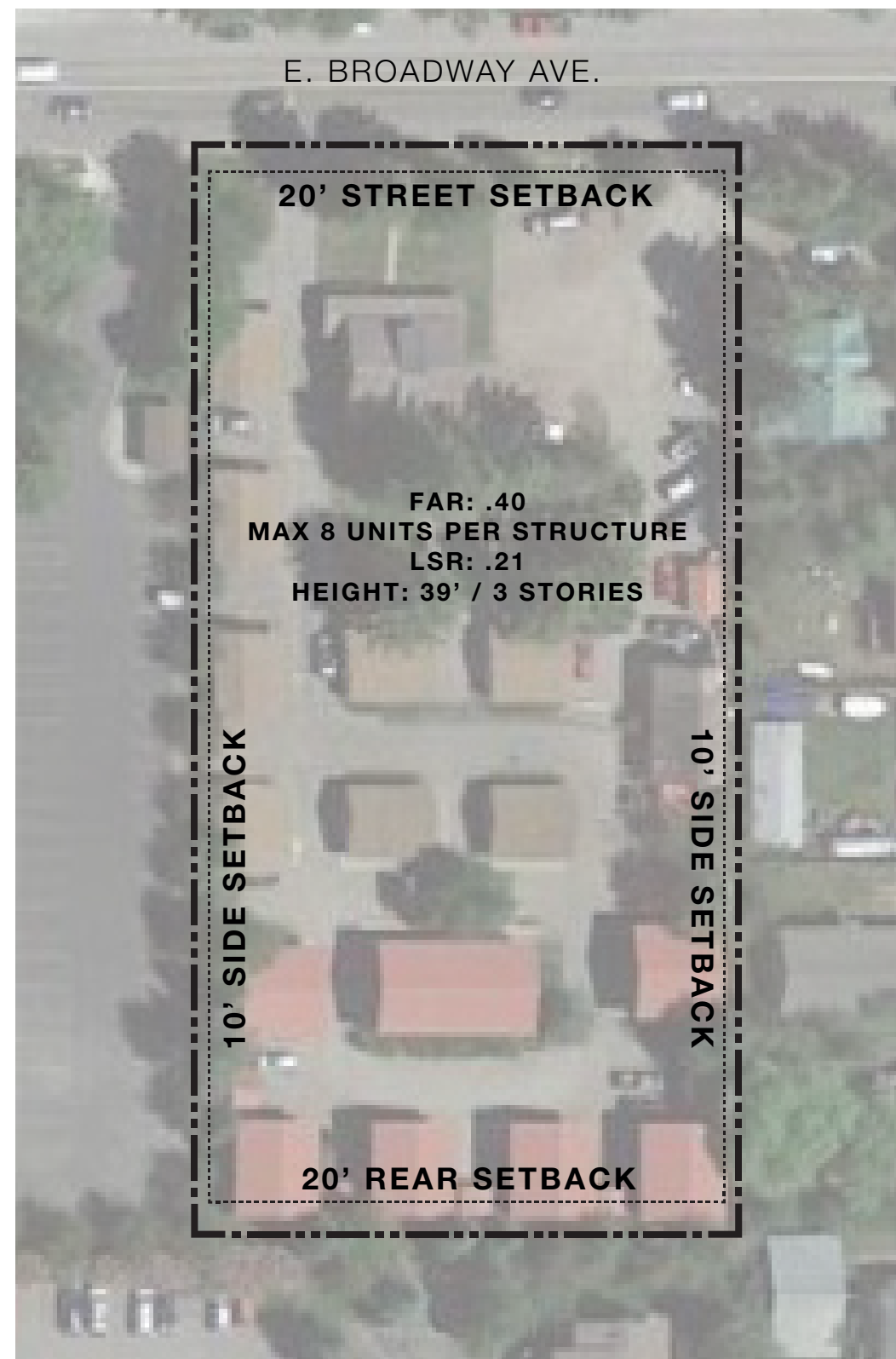
Address: 460 East Broadway
PIDN: 22-41-16-34-2-00-001

Existing Zoning:
Neighborhood Medium Density -2, NM-2

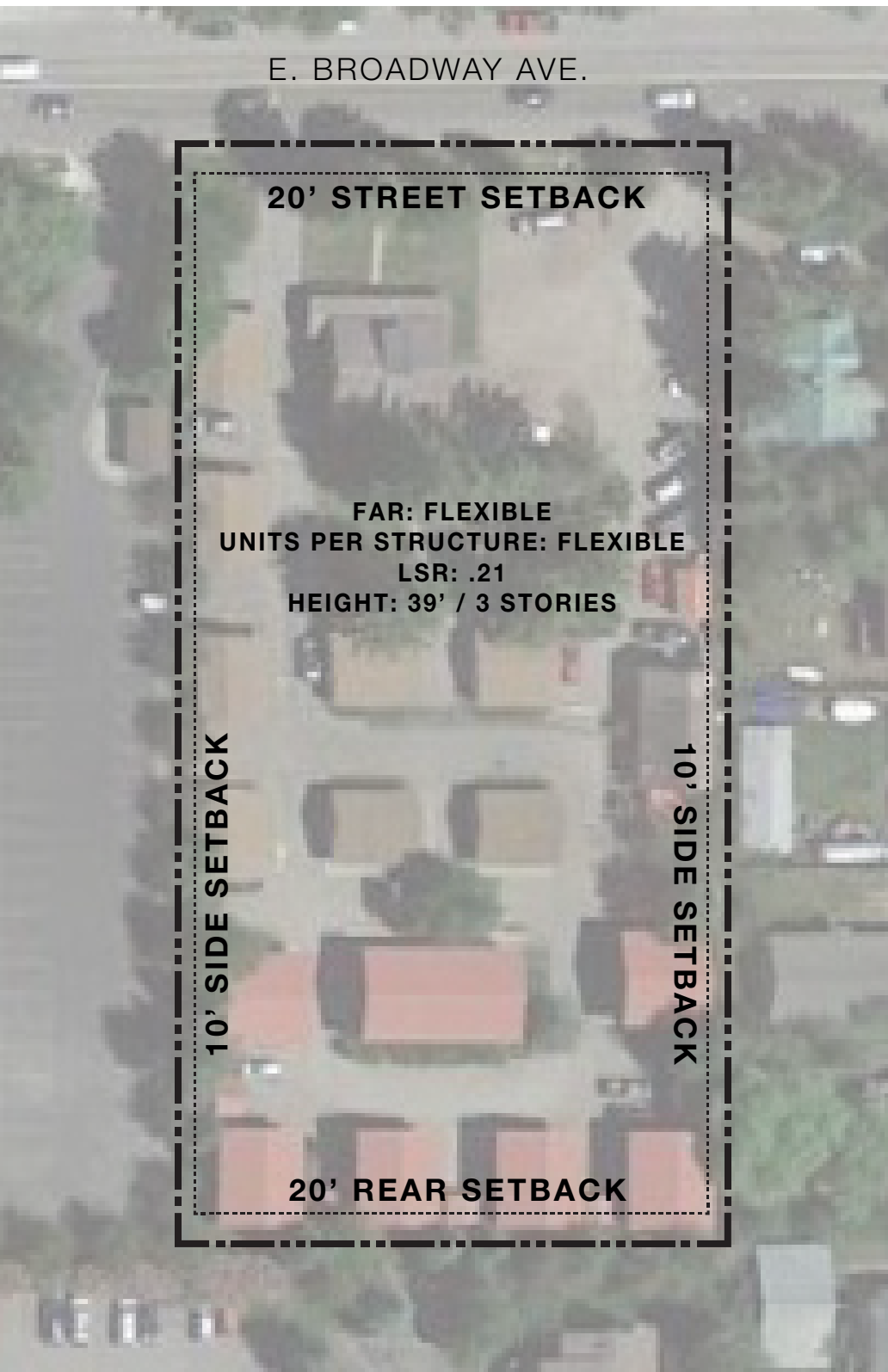
Proposed Zoning:
Public/Semi Public, P/SP

ZONING DIAGRAMS

NM-2 (existing)



P/SP (with SJH commitments)



PRESENTATION
TIMES:
5:10 PM
6:00 PM



ZONING COMPARISONS

✓ SJH COMMITS TO HONOR NM-2 ZONING

PRESENTATION
TIMES:
5:10 PM
6:00 PM

STANDARDS	NM-2 (existing zoning)	P/SP (with SJH commitments)
BUILDING SETBACKS	PRIMARY STREET - 20' SIDE - 10'	✓
SITE DEVELOPMENT SETBACKS	PRIMARY STREET - 20' SIDE/INTERIOR REAR - 5'	✓
LANDSCAPING	LANDSCAPING RATIO = .21	✓
PARKING SETBACKS	PRIMARY STREET - 20' SIDE - 1' REAR - 5'	✓
BUILDING HEIGHT	39', 3 STORIES	✓
SCALE OF DEVELOPMENT	FLOOR AREA RATIO = .40	GREATER FLEXIBILITY ALLOWED IN P/SP
NUMBER OF UNITS PER BUILDING	MAXIMUM OF 8 UNITS PER STRUCTURE	
ALLOWED USES	APARTMENT	✓
PARKING REQUIRED	1/UNIT IF < 2 BEDROOMS AND 500 SF. OTHERWISE, 1.5/DU	GOAL OF 1 UNDERGROUND PARKING SPACE PER UNIT MINIMUM, AND SHARED PARKING AGREEMENT POSSIBLE

KEY DEFINITIONS

PLEASE SEE TOWN OF JACKSON LAND DEVELOPMENT REGULATIONS FOR FULL LIST OF DEFINITIONS AND ZONING REVIEW

PRESENTATION
TIMES:
5:10 PM
6:00 PM

BUILDING SETBACKS

The term ‘setback’ usually refers to the distance a house or structure must be from the property line.

FLOOR AREA RATIO (FAR)

The Floor Area Ratio (FAR) is a calculation that determines the total sq ft than can be developed on a property in proportion to the lot size. This excludes the basement level.

LANDSCAPING

The purpose of landscaping standards is to assist in maintaining the character of the zones by requiring a minimum amount of planting, buffering and screening around and within physical development. The total amount of open space, planting, and other amenities is calculated by using the Landscaping Surface Ratio (LSR).

SITE DEVELOPMENT SETBACK

The distance all site development, excluding driveways, sidewalks, or parking, must be from the property line.

COMMENTS?

If you do not wish to submit comments during the presentation, you may email your project specific comments to Hal at hal@hhlandstrategies.com. We request that your comments be submitted before February 10, 2022.

Neighborhood Meeting
January 27, 2022 from 5:00 PM to 7:00 PM

Dear Property Owner or Resident:

This letter is being sent to you to let you know about a proposal for a zone change for the **Hitching Post Lodge Property**, and to invite you to a neighborhood information meeting where you can learn about the proposed zone change and ask questions of the applicant.

The Teton County Hospital District and St. Johns Health, as owner of the Hitching Post Lodge Property, plans to apply for a Zoning Map Amendment for the property, located at 460 E Broadway Avenue. The property is currently zoned Neighborhood Medium Density 2 (NM-2) and is 1.65 acres in size. The property presently contains the Hitching Post Lodge that currently contains housing and short-term rental uses.

The proposed project would change the zoning designation of the property from NM-2 to Public/Semi Public (P/SP). The purpose of this zone change is to provide St. Johns Health with needed flexibility to design and construct employee housing that serves their employee recruitment and retention needs so they can continue to provide high quality health care to the community.

We welcome and encourage your participation, as your input is an important part of the application review process. Please join us for a neighborhood meeting to discuss the proposal on January 27, 2022, from 5:00 PM to 7:00 PM. Due to St. Johns Health policies and concerns over transmission of the Covid 19 virus, the meeting will be hosted using Zoom. You can log onto the Zoom meeting at the following address: <https://zoom.us/j/93594504840?pwd=NTZKTlQ1SWNvNHNJOVVRVVHFnanN5dz09>

The meeting is an opportunity for you to provide input on the project and to have your questions answered directly by the applicant. Planning Department Staff may attend to provide advice about the applicable provisions of the Land Development Regulations, but staff will not facilitate or become involved in discussions about the advantages or disadvantages of the proposal.

If you are unable to attend the meeting, but would like to provide input or ask questions, please contact Hal Hutchinson at 307-699-0265 or hal@hhlandstrategies.com. We look forward to seeing you at the meeting.

Sincerely,



Hal Hutchinson, Land Planning Consultant

MEETING TIME AND LOCATION

January 27, 2022
5:00 PM – 7:00 PM
Viz Zoom at:
935 9450 4840
Password:
SJH428!@

PROPOSAL NAME AND LOCATION

Hitching Post Lodge
Property Zoning Map
Amendment
460 E Broadway Avenue

ZONING INFORMATION

1.65 Acres
Neighborhood Medium
Density 2

PROPOSAL DESCRIPTION

Zoning Map Amendment to
change zoning from NM2 to
P/SP.

HELPFUL RESOURCES

See Attached "Helpful
Resources List"

Vicinity Map

Location: 460 E Broadway Avenue
Legal
Description: Map T-74A
PIDN: 22-41-16-34-2-00-001
Zoning: NM-2
Overlay: None



Helpful Resources List:

Jackson/Teton County Comprehensive Plan

<https://jacksontetonplan.com/270/Comprehensive-Plan>

Town of Jackson Land Development Regulations

<http://www.jacksontetonplan.com/DocumentCenter/View/1636/Town-of-Jackson-Land-Development-Regulations-effective-February-1-2021?bidId=>

Town of Jackson Administrative Manual

<http://jacksontetonplan.com/DocumentCenter/View/430/Jackson-Teton-County-Administrative-Manual-PDF?bidId=>