



PO Box 523 | 60 E. Simpson
Jackson, WY 83001
susan@SJplanningsolutions.com
307.413.2694

January 27, 2020

Chris Neubecker, Planning Director
Teton County Planning and Building Services
PO Box 1727
200 S. Willow Street
Jackson, WY 83001

HAND DELIVERED

RE: Tandem submissions for Required Preapplication Conferences with Staff and Optional Preapplication Conferences with the Board of County Commissioners

1. **Application Submittal for a Preapplication Conference for a Zoning Map Amendment on Properties Owned by JHHR Holdings I LLC**
2. **Application submittal for a Preapplication Conference for a Suburban Zone Sketch Plan on Properties Owned by JHHR Holdings I LLC**

Dear Mr. Neubecker,

On behalf of JHHR Holdings I LLC, I am submitting two applications for Preapplication Conferences to discuss rezoning 100 acres of land adjacent to High School Road and South Park Loop Road.

The first is a request to change the current zoning, which is a mix of Suburban (S) and Rural-1 (R1) zoned land, to Auto Urban Residential (AR-TC). JHHR Holdings I LLC understands that a Preapplication Conference with is *required*. However, JHHR Holdings I is requesting to have an *optional* Preapplication Conference meeting with the Board of County Commissioners, as permitted pursuant to LDR Section 8.2.1.C.

The second Preapplication Conference request is for consideration of a Sketch Plan for a housing development on 26 acres of land that is currently zoned Suburban. JHHR Holdings I LLC is requesting an *optional* Preapplication Conference meeting with the Board of County Commissioners, as permitted pursuant to LDR Section 8.2.1.C. for the Suburban Sketch Plan, as well. In the accompanying narrative for the rezone to AR-TC, we explain this enables a choice for the BOCC: the opportunity for the BOCC directly to choose between Option 1: housing that has significant community benefits for meeting severe housing needs with phased construction of square foot limited homes; or Option 2: by-right development for which the County requires only fee in-lieu payments at the time of Building Permit for workforce housing.

Pursuant to LDR Section 8.2.1.D, we expect that all Preapplication Conference Requests will be held within the required 60 days from the date of receipt of this request. The applicant respectfully requests that the BOCC Conferences be held expeditiously, within the next 30 days, given the opportunity for essential

workforce employers as well as Habitat for Humanity to secure housing sooner rather than later under Option 1 by locating residential housing for the local workforce in the High School Road area.

We submit with this package complete information to establish sufficiency. Attached for your consideration are the following:

1. Two Preapplication Conference Request forms: one for Sketch Plan and one for a Zoning Map Amendment
2. Deeds
3. Letter of Authorization from JHHR Holdings I LLC for SJ Planning Solutions to act as their agent for these applications
4. Evidence that Robert Gill can sign on behalf of JHHR Holdings I LLC
5. Attachments to the Preapplication Conference Requests that include a narrative description of both proposals

Please don't hesitate to contact me with any questions or if you need additional information. I look forward to hearing from you soon to schedule these Preapplication Conferences.

Best Regards,



Susan Johnson
SJ Planning Solutions

Narrative for Preapplication Conference Request for Auto Urban Residential Zone Change (Option 1)

Background

The Gill family, a rare sixth-generation ranching family, has a long history of exceptional stewardship of their land. While many Jackson area cattle ranches have been sold, the Gill family is running their cattle operation known as the Jackson Hole Hereford Ranch with continuity and sustainability into future generations. The family maintains the core area of its ranching lands in productive agriculture, which benefits wildlife with forage, habitat and safe sanctuary. In fact, the Gill family recently received statewide conservation recognition when the Wyoming Game and Fish Commission named Robert Gill as Landowner of the Year.

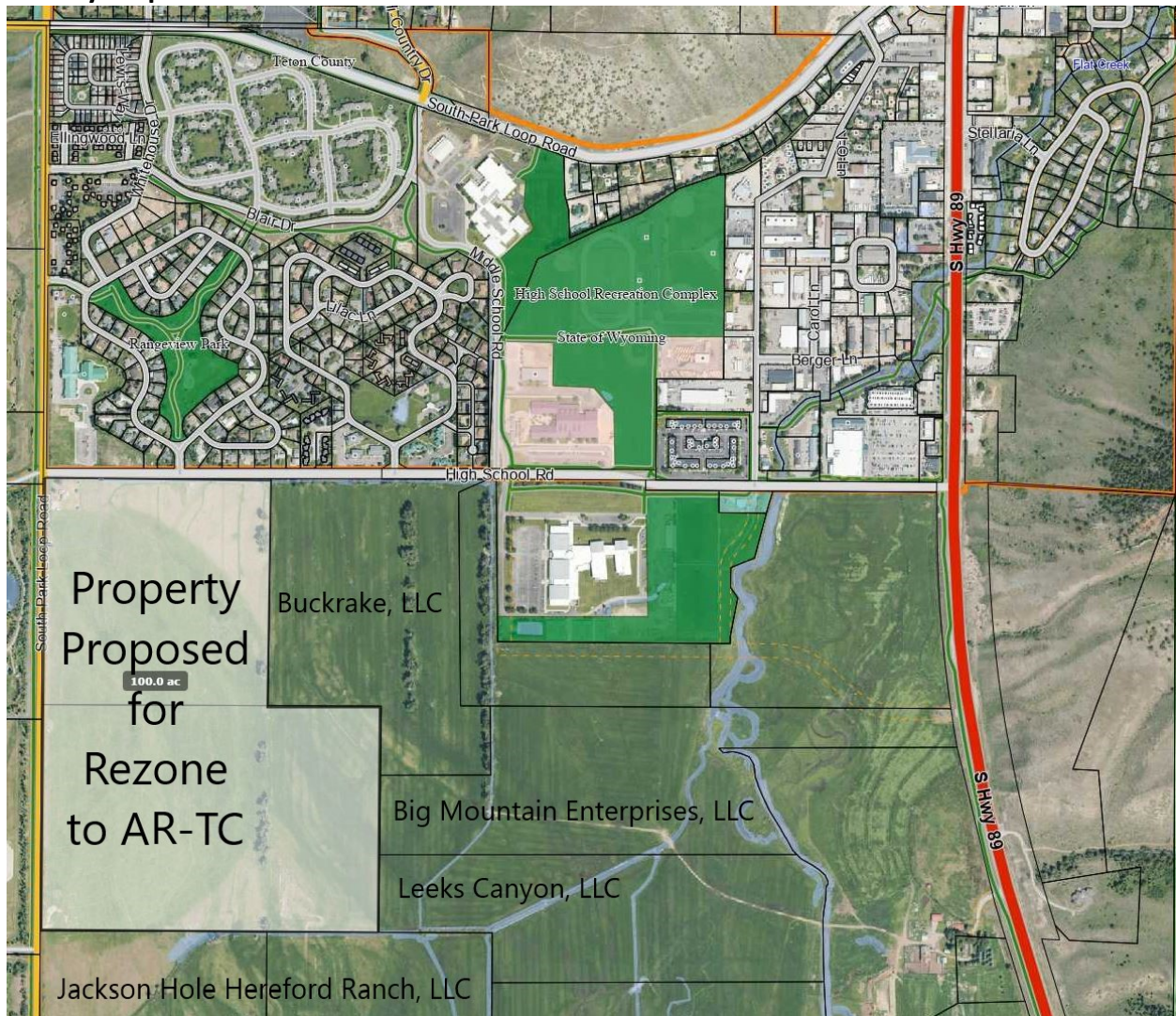
Location

Outside of the core area of the Jackson Hole Hereford Ranch is the northernmost section of the Gill family's lands. The northern section is not central to, and the least productive land of, the Gill's cattle operations. The northern section is rocky and produces little grass-feed as compared to the ranchlands to the south. This section of land is located along High School Road and South Park Loop and across the street from existing high-density development in Cottonwood Park. The Comprehensive Plan recognizes this area's proximity to many Complete Neighborhood amenities, including six schools (soon to be seven with the upcoming Central Wyoming College campus), several local parks, playgrounds, playfields, churches, daycare facilities, grocery store, bank, dentist, urgent care medical facility, and many other local convenience amenities.

This northern section of land is an ideal location to address critical housing needs in our community. Locating housing in this area has the potential to positively influence many policies and goals of the Comprehensive Plan, including transportation goals, greenhouse gas emission reduction, and reduction of wildlife-vehicle collisions. The area is served by the START Bus and is connected to the above-listed amenities, downtown Jackson, and areas to the south by a robust pathway system. This section of the Ranch lies in Northern South Park, which the Comprehensive Plan identifies as a Complete Neighborhood with a Village Form, and is already partially zoned for suburban style development. The Comprehensive plan requires no amendment to rezone this area for housing density similar to the adjacent Cottonwood development. Located in Subarea 5.6: Northern South Park, the area is considered a transitional Subarea identified in the 2012 Comprehensive Plan as a "location for future residential development at a similar density to the adjacent West Jackson Residential neighborhoods" (Cottonwood Park).

This northern section is the right place and it is the right time for meaningful community housing.

Vicinity Map



Existing Conditions

The majority of the site is in agricultural use, with the land categorized as irrigated pasture. There are no protected resources on the site. There is an historic homestead of log construction on the site that was built in 1902 according to Assessor records. There are irrigation ditches (both conveyance ditches and laterals) on the property, as well as a center pivot used for irrigating the hay pasture. Several cottonwood trees and willows are found on the perimeter of the site.

Request

The enclosed Preapplication Conference request for a re-zone to Auto Urban Residential – Teton County (AR-TC) zoning (Option 1) is being submitted in tandem with a Preapplication Conference to develop a portion of this northern section under the existing Suburban zone (Option 2). The applicant is requesting that both Preapplication Conferences be held with the Board of County Commissioners to present Teton County with a distinct choice:

- **Option 1** – AR-TC zoning, which requires limited square foot homes; allows creation of housing options well suited for local working families and individuals; a neighborhood consistent with Cottonwood Park across the street; and a gift of 30 to 40 lots to Habitat for Humanity Greater Teton Area; or
- **Option 2** – By-right development under the Suburban Teton County zoning, which allows significantly larger houses similar to what you see at H-H-R Ranch subdivision in Wilson; and no workforce housing units except as required as a fee in-lieu at the time of Building Permit.

Although both options are viable for the Gill family, they prefer Option 1 due to the significant positive impact Option 1 would have to create needed workforce housing in the community.

The Community's Extreme Need

The Gill family strongly believes in the axiom: if you want a local community you need locals.

The critical lack of affordable housing has been identified as a “major problem” and called a “crisis” by regulators and news outlets over the past few years. The 2018 Community Health Needs Assessment, compiled by Healthy Teton County, prioritized “Severe Housing” as the number one Social Determinant of Health. Severe Housing is defined in the report as “a household that has one or more of the following: housing unit lacks complete kitchen facilities; lacks complete plumbing; severely overcrowded (1.5 persons or more per room); severely cost burdened (monthly costs including utilities exceeding 50% of monthly income).” Teton County’s rate of 19.0% is significantly higher than that of the state of Wyoming. When asked about the most important factors for a healthy community in the Community Health Survey, respondents chose Affordable Housing as their primary issue.

Habitat for Humanity of the Greater Teton Area builds safe and secure housing for those who fall between 30-80% of the annual area median income and comprise more than 47% of our local workforce. Its leaders report that with little existing inventory, many community members, including professionals, service workers and single parent households, are forced to live in overcrowded, unsafe, and substandard housing situations. Teton Habitat has a long history of building safe, affordable homes for working families in the community, selling them with a zero-interest mortgage and monthly payments not to exceed 30% of their gross income. Considering that before Habitat ownership, these workforce families had lived in properties that required the majority of their income be allocated for housing, they often sacrificed food, clothing or other needs because most of their take home pay went to high rents. Teton Habitat is aware that many households in our community live in substandard structures that are without adequate plumbing, contaminated with harmful mold, infested with rodents, with leaking roofs and rotten floors, or without insulation and working kitchen appliances. Their organization wants to continue to be a part of the solution to the valley's housing problem. Finding suitable land to build upon is their biggest single roadblock.

At the same time, important public servants who work for agencies like the Wyoming Game and Fish and critical service providers working at the local hospital are leaving the valley, priced out of the community with limited affordable inventory available to them. It is clear that there are some residents who prefer fewer people living in the community overall. However, the Gill family feels

strongly that it is important to have local people holding key jobs living locally. The housing crisis impacts the entire community, from teachers, plow drivers, day care providers, emergency responders, servers, grocery clerks, health care providers and public service employees, to those who rely on the services these community members provide. The fabric of community unravels when it loses the people who hold it together. The Gill family continues to see their fellow community members forced to leave the valley due to rising housing costs and limited land availability. It has become increasingly difficult for people who grew up in this valley, as well as newer members of our workforce, to find affordable housing to live here. When roadway access closes in severe weather, we see the conditions we must change are these, among many, many stories: law enforcement or emergency service employees sleeping under their office desks, families separated from their infants or children in distant daycare in another state or county, stressed service providers risking lives to drive 2 hour commutes. We can't change severe weather, but we can change severe shortages in housing for locals.

One of the policies stated in the Comprehensive Plan is housing 65% of the workforce; however, the community is not meeting that goal. According to the 2018 Teton County Indicator Report only 59% of our workforce is being housed locally. One of the reasons identified in the Land Development Regulations (LDRs) is a local housing supply that has not increased at the same rate as local jobs. The 2018 Teton County Indicator Report highlights the fact that our effective population (the total number of people in our community on a day-to-day basis, which includes visitors, seasonal workers, commuters, seasonal residents, and residents) grows when jobs are added. In addition, workers who purchased homes here in the 1980s, before housing prices skyrocketed, are retiring and selling their homes for prices that are out of reach for the average local worker.

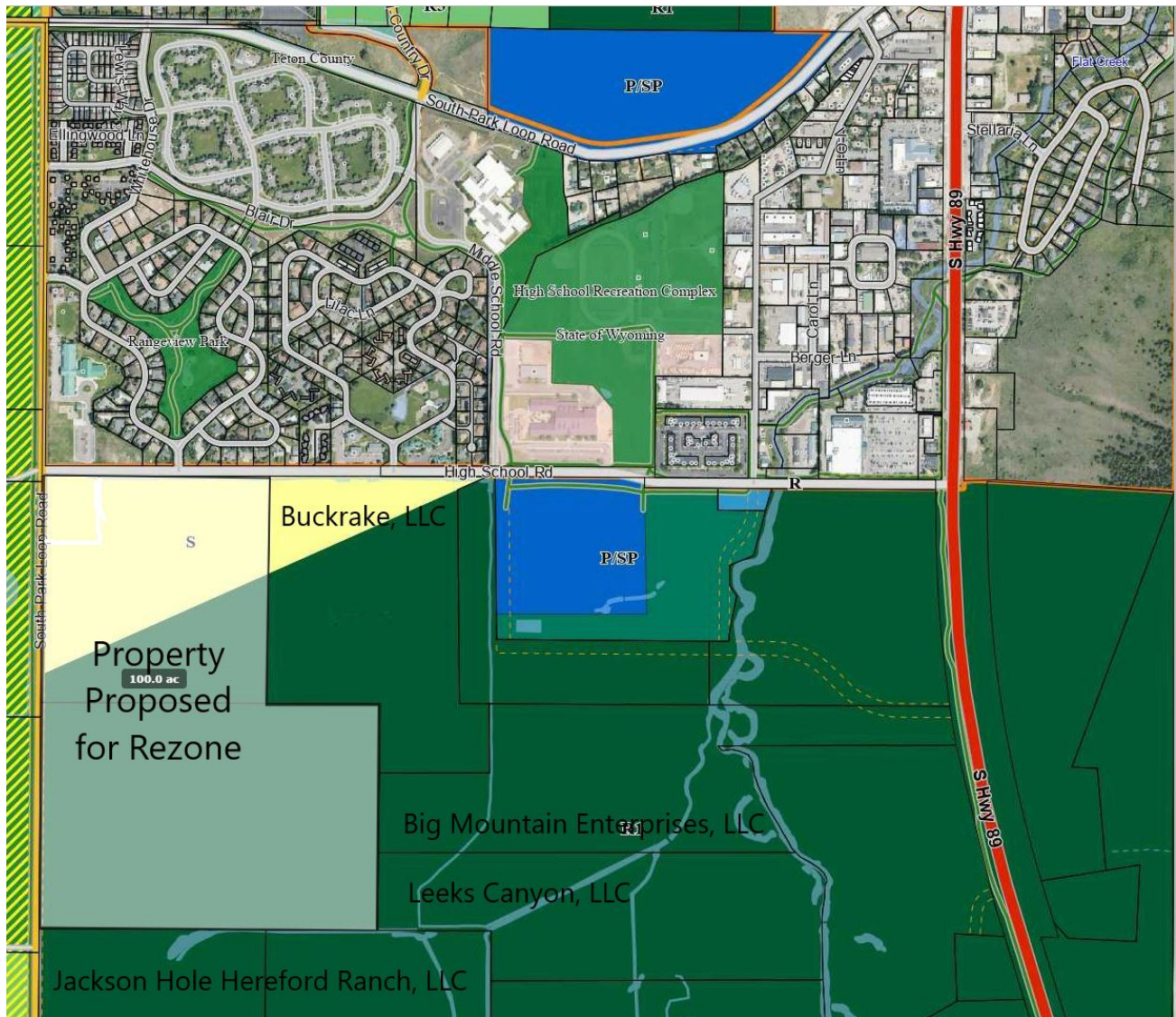
As stated in the 2018 Teton County Indicator Report, "Not building workforce housing does not stop the workers from coming to the community every day. If those workers are here day and night they have time and motivation to volunteer and invest in the community. If there are housing opportunities available, the children of the community may be able to fill those new jobs and stay in the community. If the workforce leaves every night, they have a greater daily impact on the ecosystem, contribute less to the community's quality of life, and do not actually reduce the amount of growth we feel."

The Options

With Option 1, the Gill family is proposing a market solution that will make a significant, meaningful, and positive impact to the community housing problem. Option 1 is aligned with the Comprehensive Plan and requires zero taxpayer dollars in housing subsidies. The proposed area to be rezoned under Option 1 includes 26 acres of land that is currently zoned Suburban and 74 acres of land currently zoned Rural 1. The property is entirely outside of the Natural Resources Overlay and is entirely within the Scenic Resources Overlay.

Under Option 2, the current Suburban zoning on the 26 acres of land owned by the Gill family on the north-west corner of South Park Loop Road and High School Road already allows the family to develop 83 units with 12,000 square foot lots. A Suburban-zoned lot of this size would allow a 4,200 square foot house, which is similar in character to the houses in Indian Trails and H-H-R Ranches. This

option is permitted by right with no request for additional density and would produce a housing product that is out of reach for much of the local workforce. Under County regulations, no deed-restricted workforce housing units would be provided on site as part of Option 2; rather a fee in-lieu would be collected at the time of each individual Building Permit application. Although the by-right development on existing Suburban zoning would be the most expedient option, the Gill family understands that it would not make an appreciable dent in our community housing problem and would not provide the housing product needed now and into the future.



Rather, under Option 1, the Gill family is proposing to rezone 100 acres to Auto Urban Residential—Teton County zoning (AR-TC). The AR-TC zone best fits the vision outlined in Subarea 5.6, which allows development at a similar density to that of the neighboring Cottonwood Park development. The purpose of the AR-TC zone is to maintain the character and cohesiveness of residential neighborhoods while allowing for a range of housing types, including workforce housing. The entirety

of the project would be smaller single-family lots that are 7,500 square feet — the same size as a town lot (50' x 150'). The proposal supports the “Illustration of Our Vision” set forth on page ES-11 of the Comprehensive Plan as Northern South Park transitions from the multi-family townhomes and apartments mixed with single family homes found in Cottonwood Park, to single family homes as you move farther from the town core toward more rural areas. The maximum number of lots allowed under the AR-TC zone is calculated in the following table.

Gross Site Acreage	100.00
Less Excluded Acreage ⁽¹⁾	(1.17)
<u>Base Site Acreage</u>	98.83
Less Exaction Acreage (0.03 acres per unit)	(14.64)
Less Unusable Acreage ⁽²⁾	TBD
<u>Net Acreage</u>	84.19
Lot Size SQF ⁽³⁾	7,500
Maximum Total Number of Lots	
	488

Footnotes:

- (1) The Base Site Area excludes road easements
- (2) Undevelopable space due to such items as infrastructure and site constraints
- (3) Minimum Lot size set forth in LDRs

Under the AR-TC zoning, the maximum allowed Floor Area Ratio for a detached single-family unit on a 7,500 square foot lot is 2,850 square feet. The smaller lot size and low square footage maximums provide a much-needed housing product for local workers not currently served by the workforce housing program — people who make just over 120% of median income. It also aligns with the Comprehensive Plan’s policy to encourage smaller buildings.

Moreover, the Gill family has partnered with Habitat for Humanity to gift land for between 30 and 40 Category I homes, which offer housing to our community members who have the most need. This project would create one of the largest gifts for workforce housing developments by a private landowner in Teton County and represents the largest single private development of Category 1 housing units in the County’s history. The development would be unique, creating significant workforce housing at an ideal location without taxpayer subsidies. The units constructed would be phased over time. In addition, the community would benefit not just from the provision of housing for the local workforce, but also from new public pathways, playgrounds and pocket parks.

Option 1 is in alignment with the Comprehensive Plan, including all four Principles of Section 5, *Workforce Housing*:

- 5.1: Maintain a diverse population by providing workforce housing
- 5.2: Strategically locate a variety of housing types

- 5.3: Reduce the shortage of housing that is affordable to the workforce
- 5.4: Use a balanced set of tools to meet our housing goal

Option 1 is part of a real housing solution. Option 1 matches existing density across High School Road from the site. Option 1 is something the community needs and something the workforce is pleading the BOCC to create now. Option 1 requires zero taxpayer dollars to get actual housing on the ground. It is the right place. It is the right time.

Narrative for Suburban Zone Sketch Plan Preapplication Conference (Option 2)

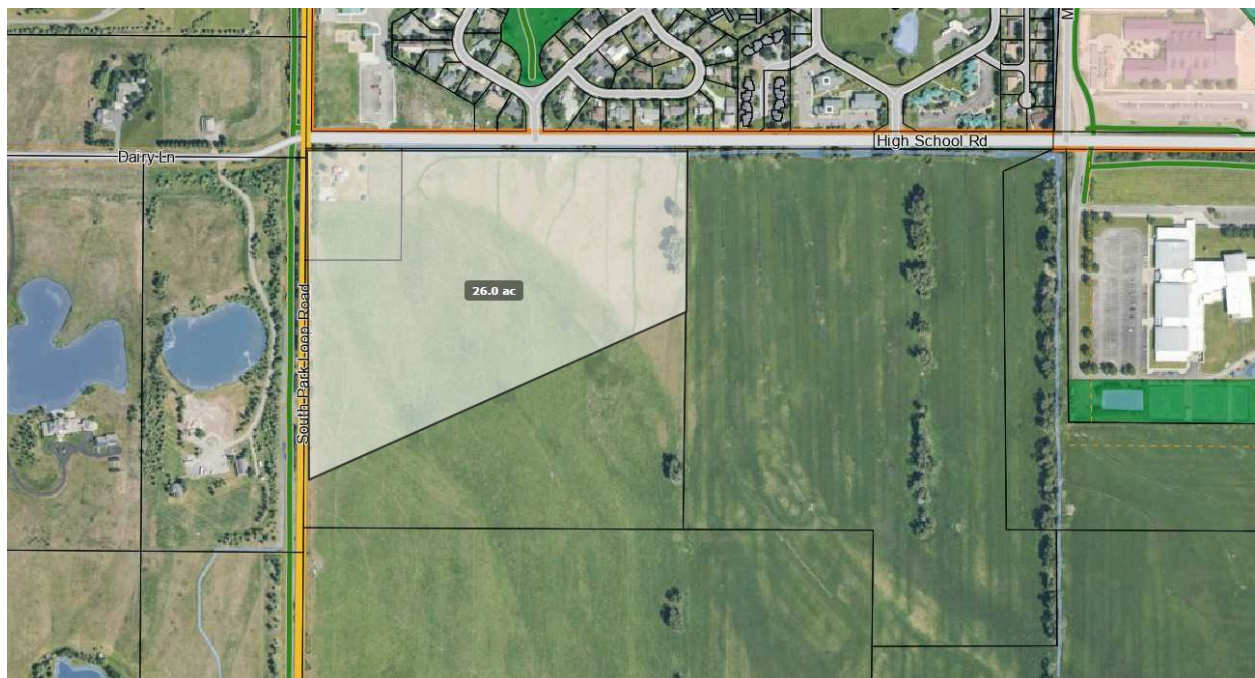
Request

The Gill family is submitting a Preapplication Conference request for a by-right development proposal on 26 acres of land zoned Suburban.

Location

The site is located on the corner of High School Road and South Park Loop Road.

Vicinity Map



Existing Conditions

The majority of the site is in agricultural use, with the land categorized as irrigated pasture. There are no protected resources on the site. There is an historic homestead of log construction on the site that was built in 1902 according to Assessor records. The entire site is in Scenic Resources Overlay (SRO). There are irrigation ditches (both conveyance ditches and laterals) on the property, as well as a center pivot used for irrigating the hay pasture. Several cottonwood trees and willows are found on the perimeter of the site.

Proposal

The applicant is proposing a Sketch Plan application, which would be followed by a Development Plan application and a Final Plat to develop a residential subdivision on 26-acres of land zoned

Suburban. With a minimum lot size of 12,000 square feet (0.275 acres), the density that could be achieved by this proposal would allow 83 total units.

With a maximum floor area ratio of 0.35 for any residential use, each 12,000 square foot market lot would be permitted up to 4,200 square feet of floor area.

This proposal is for a development allowance permitted by-right and does not contemplate any Development options outlined in Division 7.1.

Development Program Summary

Gross Site Acreage	26.00
Less Excluded Acreage ⁽¹⁾	(0.52)
<u>Base Site Acreage</u>	25.48
Less Exaction Acreage (0.03 acres per unit)	(2.49)
<u>Net Acreage</u>	22.99
Lot Size Square Footage ⁽²⁾	12,000

Total Number of Lots	83
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Footnotes:

(1) Base site area excludes road easements

(2) Minimum lot size set forth in LDRs

Pursuant to LDR Division 6.3, *Affordable Workforce Housing Standards*, a fee in-lieu of providing workforce housing will occur at the time of Building Permit for any habitable square footage that exceeds 2,500 square feet.

A conceptual site plan is attached.

Conceptual Site Plan

