

## INTRODUCTION

### Background

In April of 1997, the Town of Jackson and Teton County adopted specific regulations to allow for the review and approval of Planned Resort districts within each jurisdiction. The regulations, included as Division 2500 of the Town's Land Development Regulations (LDRs), outline the Purpose and Intent, Applicability, Procedure, Standing, Amendments, Expiration, Extension and Reconsideration, Standards Applying to all Planned Resorts, and Findings of Approval applicable in the Planned Resort District. In the Town of Jackson, the only Planned Resort District is the Snow King Ski and Summer Resort. Division 2500 of the Town's LDRs specifically pertains to the review of the Snow King Ski and Summer Resort located within the Town of Jackson. Thus, this Snow King Resort Master Plan has been reviewed and approved according to the procedures outlined in Division 2500 and is not be subject to the other requirements of the Town's LDRs.

This Snow King Resort Master Plan has gone through a series of Joint Town and County Planning and Zoning Commission, Town Council and Board of County Commissioners meetings and workshops prior to the submission and approval of this final document. Final approval took place on December 18, 2000.

A Text Amendment to Section 2550.M.3.b. (2) of the Jackson Land Development Regulations (LDRs) was also approved by the Town Council, and amended this section to ensure consistency between the LDRs and this master plan. Furthermore, the amendment provides clarity in regards to what square footage is included when calculating the total allowable square footage allowed in the Snow King Master Plan. The enclosed copy of Division 2500 incorporates this Amendment.

The review process of this Snow King Resort Master Plan included a thorough review of each Chapter of the plan by the Town and County Planning and Zoning Commissions. Subsequent to the comments and suggestions raised by the Commissions, the document was revised to address the identified issues. Staff made all the required findings for approval and recommended approval with conditions that have been incorporated into this final document.

At the December 13, 2000 Joint Town and County Planning and Zoning Commission meeting both Commissions forwarded a positive recommendation to Town Council on the proposed Master Plan. At their December 18, 2000 meeting, the Town Council unanimously approved this Master Plan. All the conditions for Approval that were part of the motion have been incorporated into this final document.

This Master Plan applies to all properties located within the Snow King Planned Resort District. This approved Master Plan acts as a Sketch Plan as per Section 51200 Development Plan of the Town's LDRs. Prior to commencement of construction or operation of a new land use within the Planned Resort District, each individual application will be required to obtain a Final Development Plan and Building Permit from the Town. References to Final Development Plans within this document refer to Intermediate and/or Major Development Plans as defined in the Town of Jackson Land Development Regulations (LDR's) Article V Division Section 51200.C.4 - Thresholds for Development Plans. Therefore Minor Developments, as defined in the LDR's, are exempt from Final Development Plan Review. Also, any such Minor Development(s) will not trigger any of the requirements set forth within this Master Plan that are tied to a Final Development Plan application.

This Snow King Resort Master Plan addresses all the specific submittal components outlined in Section 2530.A.2 of the LDRs, which includes the following:

1. Statement of Purpose
2. Master Site Plan
3. Dimensional Limitation Plan
4. Design Guidelines
5. Transportation Demand Management Plan
6. Housing Mitigation Plan
7. Capital Improvements Plan
8. Land Use Plan
9. Phasing Plan

### **Chapter 1: Statement of Purpose and Existing Conditions**

The LDRs state that the intent of this Chapter is to describe the rationale for the proposed resort expansion and describe the design theme for the resort. In addition, the Chapter should also describe how the resort master plan fulfills the intent of this Division 2500, as specified in Section 2510, Purpose and Intent.

This document clearly articulates the overall intent of the resort master plan and the rationale for the expansion of the resort in statements such as the following:

“A primary purpose of this Master Plan is to create a vibrant mixed-use resort complex including a multi-faceted conference/convention center and community facility for Jackson, a facility that contributes to the economy of downtown and also serves as a permeable border between the town and the mountain.”

“As a community partner Snow King offers the community, through this Master Plan, limits of development predictability, preserved open space, access to forest lands, and many other positive attributes discussed in this document.”

The purpose and intent as described in Section 2510 of the LDRs is further defined and clarified by this plan on pages I.A.5 and 6 with an additional twenty four bullet points describing the purpose and intent to be achieved by the Master Plan in terms of the built environment, impacts on the community and the role the resort will play in the greater Jackson Hole area.

The second purpose of this chapter is to provide a background for the master plan by describing the existing conditions, extend of the master plan winter and summer use maps and land ownership within the subject area. This purpose has been additionally addressed through the inclusion of both written and visual descriptions of the subject property and explanation of both existing and planned resort development. This section also clarifies how the existing development already in place within the Planned Resort District is dealt with after this Master Plan was adopted.

### **Chapter 2: Consistent with the Comprehensive Plan**

The purpose of this chapter is to ensure that the resort master plan is consistent with the goals and objectives of the Jackson/Teton County Comprehensive Plan. This document provides a clear documentation as to how the proposed plan meets the goals and objectives of the Comprehensive

Plan. Staff concurred with this document's statement that a balance between what the resort brings to the community in terms of jobs, tax revenue, meeting space and recreational opportunities must be balanced with the associated impacts of these benefits on public infrastructure (roads, sewer and water systems, transit, etc.), and demand for employee housing. It is important to recognize that the Comprehensive Plan anticipated the growth and expansion of all resort areas in Teton County while at the same time maintaining the community character of Jackson Hole as shown in the following statements from the Comprehensive Plan:

"To support a balance of growth among residential, commercial and resort development to preserve and enhance community character."

"To manage the rate of growth in the residential, resort and commercial sectors in a way that allows the community to change while preserving community character."

"Teton County's three ski resorts all have significant growth potential (described in Chapter 2). The resorts are obviously important to the community; they make Teton County a two-season resort area and add to the quality of life for local residents".

Staff found that the proposed plan is consistent with the Comprehensive Plan by providing a well designed and thought out plan that will be a benefit to local residents and visitors while at the same time addressing the associated impacts of the proposed expansion on the local community.

### **Chapter 3: Compliance with the Land Development Regulations**

The LDRs in Division 2500 Planned Resort District state that an applicant for a Planned Resort master plan may propose, and the Town Council may approve, alternative standards for development that are consistent with the purpose and intent of Division 2500. In addition Division 2500 states that it is fully consistent with the Division that Planned Resorts may have dimensional, design, and other development standards different from those described in other sections of these LDRs due to the unique circumstances of, and community objective for, resort development. Staff determined that this master plan meets the requirements for a sufficient application per Division 2500 LDRs and is thus in compliance with the LDRs. Furthermore, as described in Chapter 1: Statement of Purpose and further described in this chapter the proposed master plan is consistent with Section 2510 Purpose and Intent and Section 2150 which defines a Planned Resort District. Finally, the chapter addresses the required findings as per Section 2560 of the LDRs.

### **Chapter 4: Master Site Plans**

The master site plans depicted in this Chapter clearly illustrate the proposed development and the site characteristics. This Chapter stresses that the backbone of the master plan is the pedestrian circulation routes that run through the resort connecting the various outdoor and indoor facilities and activities. These routes are clearly shown by the Snow King Resort Circulation, Pathways and Sidewalks Map and the Snow King Resort Vicinity Trail Network Map included in this Chapter. It is appropriate to provide two master site plans one for summer and one for winter, due to the differences in site circulation and activities at the resort depending on the season. Both the summer and winter master site plans clearly illustrate the location of development, vehicular and pedestrian circulation and interaction between the built and natural environment making up the resort. The inclusion of a sub-area plan on page IV.D is critical to show the resort in more focused and centralized areas for more detailed discussion throughout the remainder of the master plan.

## **Chapter 5: Land Use Plan**

The intent of the land use plan is twofold. First, to identify the allowable land uses within a proposed Planned Resort. Second to describe the amount and type of development that is to be expected as a result of the proposed master plan.

The land use designations are consistent with both the masterplan's design theme and the character objectives for the resort, as specified in Chapter VI Design Guidelines of this master plan.

Various conditions for approval have been incorporated into the body of this Chapter.

This Chapter also includes a chart depicting the amount and type of development proposed in the master plan in an Example Development Chart. This proposed development example is only to be used as an example of what may be developed on site. The example development scenario is necessary in order to determine the possible impacts and required facilities and services as a result of the proposal. The proposed development example is consistent with the need for resort expansion as well as with the primary purpose of the master plan to: *"create a vibrant mixed-use resort complex including a multi-faceted conference/convention center and community facility for Jackson, a facility that contributes to the economy of downtown and also serves as a permeable border between the town and the mountain."*

## **Chapter 6: Design Guidelines**

The intent of this Chapter is to provide design guidelines to establish standards for buildings, spaces, signs and lighting within the resort district along with a mechanism for their implementation. The LDRs state that the design theme of the resort shall be defined by the applicant and be consistent with the standards of Division 2500.

Section 2540. G of the LDRs establishes seven individual criteria upon which the proposed Design Standards are to be evaluated.

The first criteria described as General in the LDRs establishes whether the proposed Guidelines will create a sense of place. The master site plan satisfies this requirement with three defined primary outdoor spaces. Each one of these locations (Entry Court, Pedestrian Plaza, Pool Courtyard) is designed for a specific function, provide connectivity between the various elements of the resort and take advantage of the natural features found in the area.

The second criteria: Architecture, is satisfied by the proposed Guidelines including sections on Building Form, Massing and Character, Roofs, Exterior Materials, Windows, Commercial Frontage-Entryway, Decks and Balconies, color and Sub-Area 2 Specific Guidelines. The description and criteria provided in these sections will provide base standards upon which individual Final Development Plans can be evaluated for consistency with the master plan.

The third criteria: Bulk and Scale, has been addressed in the Building Form, Massing and Character section of this Chapter. In addition, the Chapter VII Dimensional Limitations, graphically shows the three dimensional building envelope dimensions, Circulation Overlay Zone and Building Envelope Sections designed to control the bulk and scale of the proposed development.

The fourth and fifth criteria: signage and lighting, although addressed in the master plan, shall be further researched and approved as separate sections prior to the submission of the first Final Development Plan for the resort.

The sixth criteria: Site Planning, has been adequately addressed in the master plan in various chapters including Chapter II Master Site Plans, Chapter VI Design Guidelines, Chapter VII Dimensional Limitations Plan and Chapter IX Transportation Elements.

The seventh criteria: Character element, as per Section 2550 .M, has been incorporated successfully into the proposed Design Guidelines. The resort will have a definable architectural character and site design that meets the standards identified in Section 2550. M of the LDRs for the Snow King Resort.

### **Chapter 7: Dimensional Limitation Plan**

The intent of the proposed Dimensional Limitation Plan is to specify dimensional limitations necessary to achieve the design theme identified for the master plan. The plan includes floor areas and floor area ratios, densities, landscape ratios, height, setbacks, building envelopes, etcetera, or other lines delineating areas on which restrictions of development are to be imposed and areas in square feet for each lot or building. Any dimensional limitations unspecified by the Planned Resort master plan shall be established by the standards set forth in Section 2530.C, Other Development Options

This Masterplan accomplishes this through a method of three-dimensional building envelopes presented primarily in graphic format. The proposed three dimensional building envelopes provides the ability to review proposed Final Development Plans against the proposed envelopes for consistency with the master plan. The building envelopes provide both height and setback requirements for the plan. In addition, standards for setbacks, open space, landscape surface area, landscape surface ratio, building floor area, lodging capacity and floor area ratio are also included as part of the master plan. The various dimensional limitation standards provided in this Chapter ensure that the proposed resort character is maintained.

### **Chapter 8: Housing Element**

The intent of the housing element is to ensure a supply of affordable and employee housing that is commensurate to the demand for housing created by development within the Planned Resort.

The Housing Element adequately addresses the estimated demand and proposed location of employee housing required as a result of the proposed master plan.

### **Chapter 9: Transportation Element**

The intent of the proposed transportation element is to ensure that the resort development does not produce an amount of vehicular traffic that undermines the community's character, and endangers the public health, safety and welfare (i.e. noise, air quality and traffic impacts). The Snow King Planned Resort master plan provides an optimum mix of automobile, transit and pathway facilities within the resort, encourage coordination of all resort transportation facilities with the County-wide transportation system, promote design and management which encourages shifts from single-occupancy vehicle trips to multi-occupancy trips, or other transportation modes, and provide equitable cost sharing for facilities and services.

The Traffic impact analysis adequately addresses the requirements described in Section 2540. H.1 of the LDRs. The proposed plan demonstrates how the travel behavior of resort visitors and employees will be managed to minimize the number of vehicle trips on the roadway network resulting from the resort development. Thirteen strategies are proposed that may be used to influence mode choice and reduce automobile trips as required by the plan.

The proposed shared parking analysis in combination with the proposed onsite parking will more than adequately meet the anticipated supply and demand for parking at the resort based on the example development plan. In addition, the proposed Entry Plaza planned as the vehicular hub for the resort will adequately handle the volume and wide range of vehicle types that will be utilizing the facility.

### **Chapter 10: Capital Improvement Plan**

The intent of the capital improvements element is to ensure that infrastructure and essential services will be provided in an efficient and timely manner to accommodate projected resort demands. The capital improvements element identifies service providers, analyzes impacts and proposes a capital improvements plan for facilities and services needed by the resort.

This Masterplan accurately identified and acknowledged the necessary service providers required for the development of the proposed master plan. The impact analysis adequately meets the requirements outlined in Section 2540. I.2 .

The provided capital improvements program is consistent with the required impact analysis and clearly specifies how the deficiencies in infrastructure will be remedied or mitigated, including descriptions of the infrastructure improvements, the responsibility and sources of funding for the improvements, and the timing for completion of improvements. Concept plans for required improvements are also provided.

### **Chapter 11: Phasing and the Snow King Resort Master Association**

The intent of the phasing element is to ensure that development within the resort occurs in a logical sequence, including amenities and necessary public service expansions. The resort is required to not only provide the necessary improvements and services as a result of the resort expansion, they are also responsible for the monitoring and long term maintenance and replacement of all facilities, both on and off site.

The proposal to have all responsibilities for the phasing plan and implementation of the master plan be controlled by the Snow King Master Association (SKRMA) meets this requirement. This Association will be able to implement, control and monitor the required improvements and services required as part of this master plan. Detailed descriptions of the duties of this Association are described in this chapter.

### **Chapter 12: Community Services Element**

The Snow King Resort has long played an important role in the community, providing facilities and recreational opportunities to both out of town visitors and the local community. Snow King is utilized as the primary conference/meeting room facility in the Town of Jackson. The Snow King

area provides an abundant array of recreational opportunities both summer and winter from hiking, mountain biking, and the alpine slide ride to skiing, tubing and ice skating.

### **Conditions of Approval**

When this Master Plan was approved by the Jackson Town Council certain conditions were incorporated into the approval. Most of them are incorporated into the body of the various Chapters of this Master Plan. Other conditions that were part of the approval are:

- All Final Development Plans shall include a detailed Landscape Plan for the review and approval by the Town.
- A detailed signage program for the entire resort will be prepared by the resort and reviewed and approved by the Planning Director prior to the first Final Development Plan application.
- A detailed exterior lighting program for the resort will be prepared by the applicant and reviewed and approved by the Planning Director prior to the first Final Development Plan application.
- The applicant shall provide an employee housing requirement for Indoor/Outdoor Recreational Facilities to be reviewed and approved by the Planning Director prior to the first Final Development Plan Application.
- The applicant shall be required to implement a minimum of two and a maximum of all thirteen proposed Transportation Demand Management strategies in order to meet the goals as described in the Transportation Element of this Master Plan.
- The applicant shall be required to implement the Travel Demand Management Monitoring System as described in the Transportation Element of this Master Plan.
- The applicant shall be required to update the proposed shared parking analysis provided as part of the Transportation Element upon substantial completion of this Master Plan to ensure that the Example Development scenario used to develop the original analysis is working.
- The Capital Improvements Plan and other Chapters of this Master Plan include conditions of approval that were part of the approval of this Master Plan.
- The horizontal and vertical Building envelopes fronting Snow King Avenue have been revised in this final version of this Master Plan to comply with condition #28 of the Master Plan approval concerning the human scale aspect of Sub-Area 2 adjacent to the public thoroughfare.
- This Final Version of this Master Plan incorporates all the conditions that were part of the Town Council's approval and is the complete Final Version of the Snow King Master Development Plan as approved by the Jackson Town Council on December 18, 2000.