



TETON COUNTY

WORKFORCE HOUSING ACTION PLAN SUMMIT PREPARATION WORKBOOK

APRIL 27, 2015

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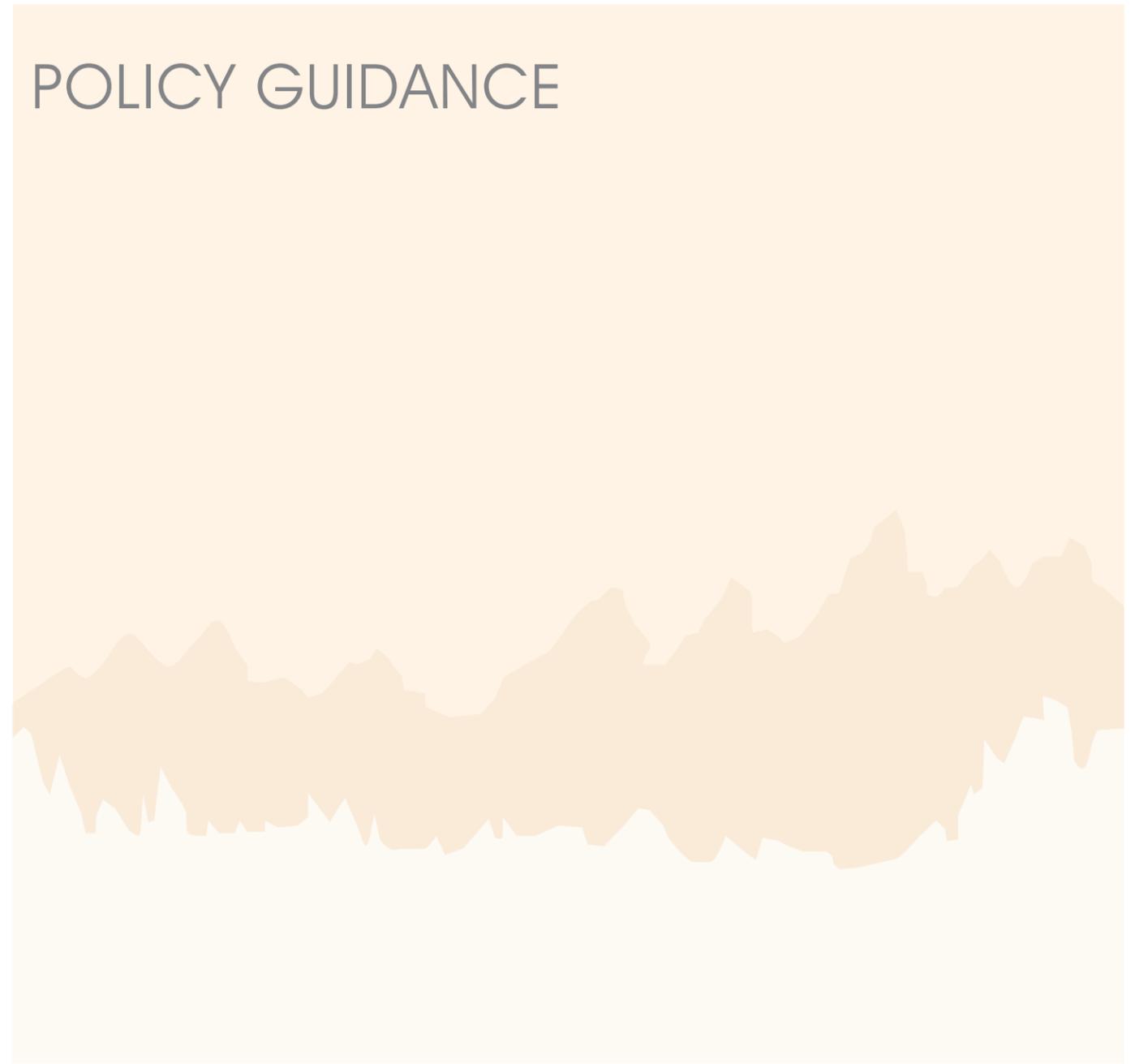
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CHAPTER 1

POLICY GUIDANCE

INTRODUCTION

Chapter 1 of this Action Plan summarizes policy directives from the Comprehensive Plan that have provided guidance in the development of the Housing Action Plan. Additionally, eight housing studies have been prepared to inform this process. Key recommendations from these studies are highlighted throughout the Action Plan. These recommendations provide a baseline and can serve as guidance for discussions at the Housing Summit, however they do not represent the conclusions of this Housing Action Plan.

Providing workforce housing in Jackson and Teton County, Wyoming is not a new challenge. Workforce housing has been a concern for the community for more than 30 years. Employers, the government, housing organizations, and the private sector have historically found creative ways to house our community's workforce locally. Currently, the community is housing only approximately 62% of the workforce locally, with approximately 1,500 restricted units and additional market rate housing options. To meet the community goal of 65%, we must meet the following challenges:

- Affordability of market housing and existing shortages of workforce housing
- Loss of market workforce housing stock (leakage) and an aging workforce
- Employees generated from new development



WHAT IS A WORKFORCE HOUSING PLAN?

The Jackson/Teton County Comprehensive Plan was adopted in 2012. The direction of the plan is to implement the principles developed through the comprehensive planning process. The first action item related to housing is the initiation of this Housing Action Plan as a critical component of meeting the Comprehensive Plan's Vision. Numerous studies have been completed over the years that can be used to inform this effort.

Pursuant to Policy 5.4.a of the Jackson/ Teton County Comprehensive Plan, the Workforce Housing Action Plan is a cooperative effort of the Town, County, local housing agencies, and other workforce housing stakeholders to coordinate efforts toward achieving the community's housing goal. The purpose of the Workforce Housing Action Plan is to evaluate the costs and benefits of various housing tools, establish a system for monitoring the success of those tools in meeting our housing goal, and establish the roles that various entities, including the free market, will play in meeting our housing goal.

HOW TO USE THIS PLAN

At this time only Chapters 1 - 4 of this report are available. The purpose of these chapters is to provide information that will help guide the decision making process during the Housing Summit. Based on the direction provided at the Summit, the remaining chapters of the plan will be developed. Chapters 1 - 4 provide a summary of the available information and recommendations on housing objectives, tools, providers, and organizational structure. The recommendations provided are options, they do not represent the consensus direction of the Housing Action Plan.

Chapter 1 – Policy Guidance

Chapter 2 – Objectives

Chapter 3 – Analysis of Tools

Chapter 4 – Providers & Organizational Structure

Chapter 5 – Production Preservation Plan (to be created after Summit)

Chapter 6 – Management Plan (to be created after Summit)

Chapter 7 – Education Plan (to be created after Summit)

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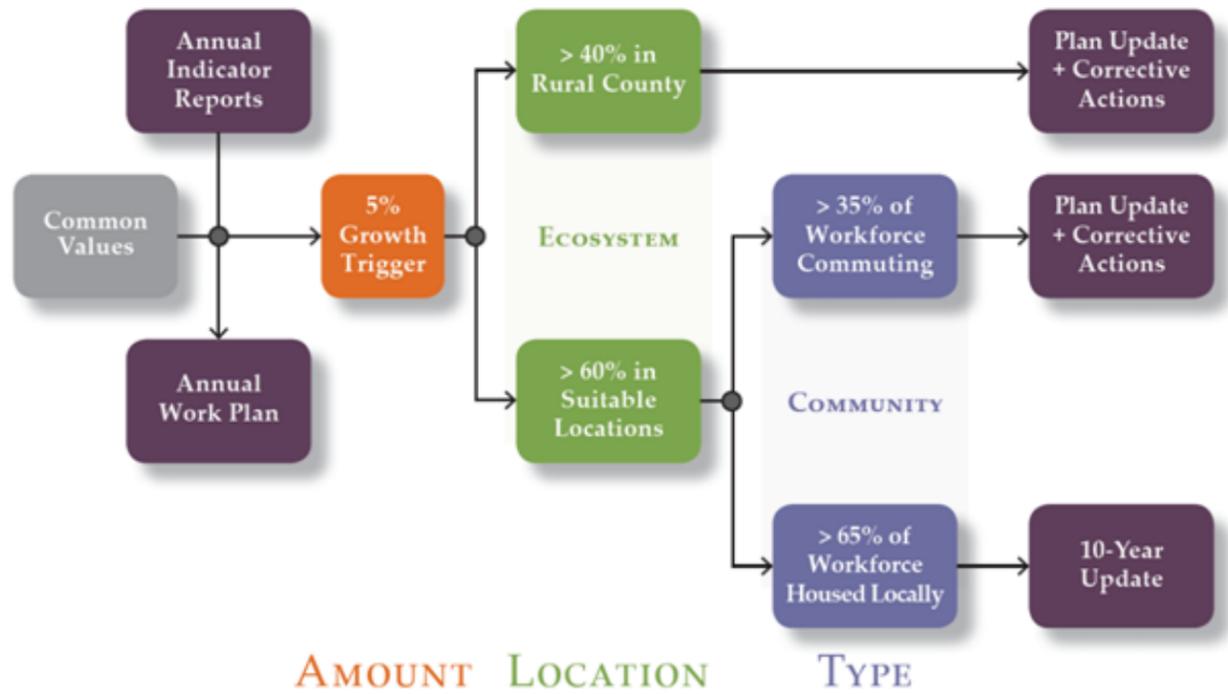
Chapter 9 – Action Items (to be created after Summit)

COMPREHENSIVE PLAN VISION

The vision of the Jackson/Teton County Comprehensive Plan is to “Preserve and protect the area’s ecosystem in order to ensure a healthy environment, community and economy for current and future generations.” In order for our ecosystem protection to result in a healthy environment, community, and economy, the community commits to achieving all three mutually supportive Common Values:

- Ecosystem Stewardship
- Growth Management
- Quality of Life

Based on a natural systems approach, the community commits to an honest and consistent analysis of the policies and strategies intended to achieve our Vision and desired community character. (Jackson/Teton County Comprehensive Plan)



COMPREHENSIVE PLAN HOUSING POLICY

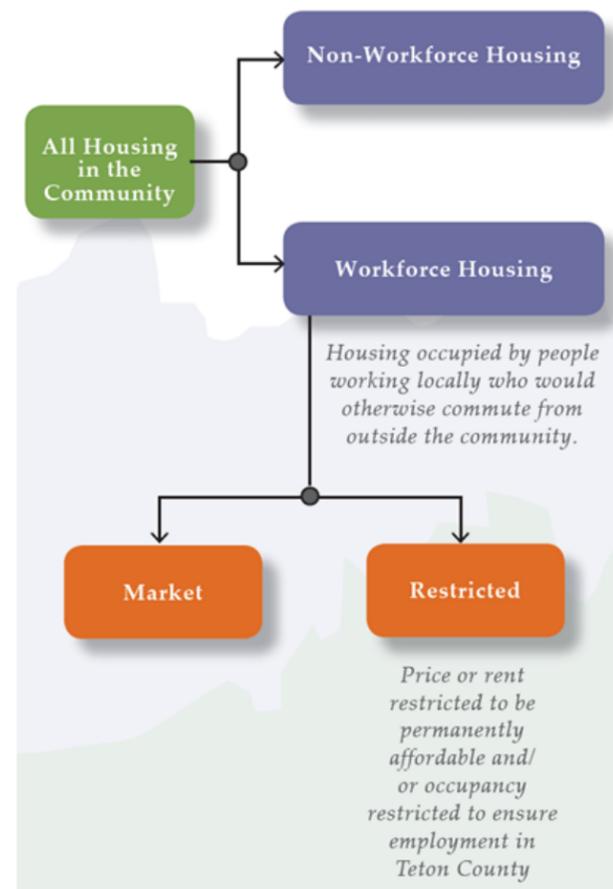
Jackson and Teton County have historically been characterized by a socially and economically diverse population, united by a community commitment to Ecosystem Stewardship, Growth Management, and Quality of Life. Daily interaction between year-round residents, second homeowners, seasonal workers, long-time families and new community members has become a defining characteristic that the community wants to preserve. In other mountain resorts, the loss of a local workforce and associated diversity has indicated the loss of a sense of community.

By ensuring that at least 65% of our local workforce lives locally, we can retain our valued community character. 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. Providing housing opportunities that support a resident workforce will help to maintain an economically and socially diverse population with generational continuity – characteristics of a healthy community with a high Quality of Life and visitor experience. Additionally, offering a variety of housing options allows residents to stay in the valley long-term. The stability and cultural memory brought by long-term residents aids in achievement of the community’s Common Values by integrating understanding and appreciation of where we have been with efforts for the future.



“Ensure a variety of workforce housing opportunities exist so that at least 65% of those employed locally also live locally.”

Lack of housing that is affordable is a primary reason many local employees choose to commute. Over the past 25 years land values in Jackson and Teton County have risen faster than local wages. The median home price has grown from 354% of the median income in 1986 to 1,400% in 2010. As a result, many people cannot afford to live in the community. Over the same period, the number of commuters has grown from less than 10% to 33% of the local workforce. The formal housing program established by the 1994 Comprehensive Plan has successfully used regulations, incentives, and additional funding to create restricted housing opportunities to date. The community must continue these efforts, but we must also broaden efforts to consider all available market, restricted, and cooperative solutions if we are to maintain our resident workforce and the community character it provides. (Jackson/Teton County Comprehensive Plan)



Principle 5.1 - Maintain a diverse population by providing workforce housing.

We will ensure that at least 65% of the local workforce lives locally to maintain a diverse local population, an important aspect of our community character. Providing quality housing opportunities for the local workforce sustains the socioeconomic diversity and generational continuity that preserve our heritage and sense of community.

Policy 5.1.a: House at least 65% of the workforce locally

Policy 5.1.b: Focus housing subsidies on full-time, year-round workers

Policy 5.1.c: Prioritize housing for critical service providers



Principle 5.2 - Strategically locate a variety of housing types.

Our diverse population will continue to require a variety of housing types throughout the community. Housing options should include both ownership and rental opportunities, as well as both restricted and market housing. The strategies employed to meet the community’s housing goal will be consistent with the Ecosystem Stewardship and Growth Management policies of the Comprehensive Plan.

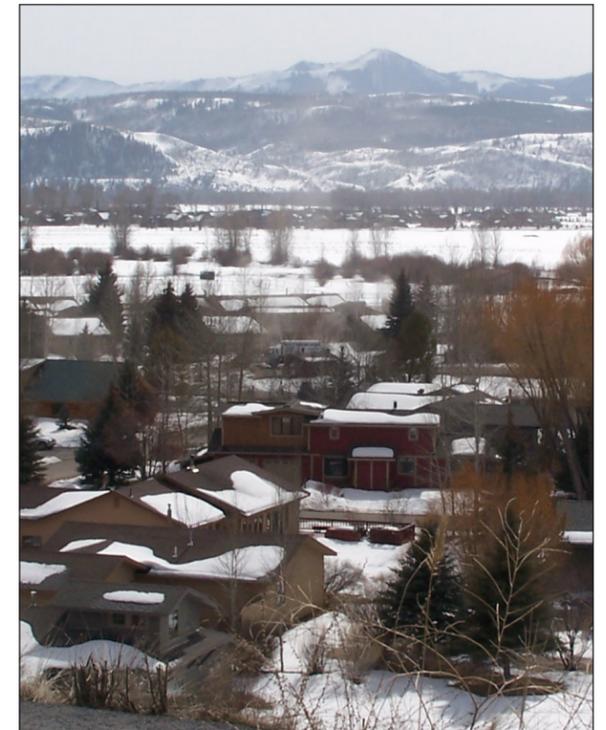
Policy 5.2.a: Provide a variety of housing options

Policy 5.2.b: Housing will be consistent with Character Districts

Policy 5.2.c: Provide workforce housing solutions locally

Policy 5.2.d: Encourage restricted rental units

Policy 5.2.e: Allow accessory residential units (ARUs) and County guesthouses



Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.

A shortage of housing that is affordable to the workforce is a result of many factors. In order to meet our primary housing goal, the community will regularly monitor the affordability and occupancy of our housing stock to understand and adapt to the forces contributing to such shortages. We will mitigate impacts from new development, preserve existing workforce housing, and create new restricted housing opportunities to avoid and reduce shortages of housing opportunities that are affordable to the local workforce.

Policy 5.3.a: Mitigate the impacts of growth on housing

Policy 5.3.b: Preserve existing workforce housing stock

Policy 5.3.c: Create workforce housing to address remaining shortages

One of the key policies under this principle is continuing and updating the Town and County's current mandatory mitigation requirements on new development to ensure the need it creates for affordable workforce housing is mitigated. The Residential Affordable Housing Standards, and the Employee Housing Standards of the Town and County's Land Development Regulations set out specific requirements for affordable workforce housing as part of new developments. (Clarion 2013)

Principle 5.4 - Use a balanced set of tools to meet our housing goal.

The community will create a balanced plan for monitoring and addressing workforce housing issues in order to achieve our housing goal. Both market and restriction based solutions will be incorporated in a balanced combination of regulations, incentives, funding, and cooperative efforts, with no one tool prioritized over any others.

Policy 5.4.a: Create a community housing implementation plan or key action plan

Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing

Policy 5.4.c: Promote cooperative efforts to provide workforce housing

Policy 5.4.d: Provide incentives for the provision of workforce housing

Policy 5.4.e: Establish a reliable funding source for workforce housing provision

In particular, Policy 5.4.a: directs the creation of this Housing Action Plan. This Action Plan is to be a coordinated effort of the Town, County, all local housing agencies and organizations, and other workforce housing stakeholders. It is to accomplish the following:

- Evaluate the costs and benefits of various housing tools
- Establish a system for monitoring the success of tools in meeting our housing goal
- Establish the roles of various entities, including the free market, in meeting the housing goal

STUDIES/WORK TO INFORM THE ACTION PLAN

Eight recent studies are available to inform the Housing Action Plan. These studies are summarized in the sections below. They provide recommendations for how to meet the goals of the Comprehensive Plan and provide a resource in answering the hard questions related to housing in Jackson and Teton County. The studies are available on the Town/ County long-range planning website: www.jacksontetonplan.com.

The studies highlighted in this plan are:

- 2013-2014 Housing Action Plan Stakeholder Group Work
- 2007 Housing Needs Assessment
- 2010 Housing Jackson Hole - Strategies to keep two-thirds of the Teton County workforce living locally
- 2013 Teton County & Town of Jackson Employee Generation by Land Use Study (Nexus Study)
- 2014 Western Greater Yellowstone Regional Housing Needs Assessment
- 2014 Western Greater Yellowstone Regional Analysis of Impediments
- 2014 Assessment of Workforce Housing Provision and Management – Jackson/ Teton County Wyoming
- 2015 Affordable Housing Review Draft (Opatrny Study- private)



Housing Action Plan Stakeholder Group

Resource information is available from the Housing Resources Action Plan Stakeholder Group. In March of 2013, the first meeting of a Housing Action Plan Stakeholder Group was held to inform this Workforce Housing Action Plan. A group of almost 20 community members including representatives from the Town, the County, local housing organizations, employers, and other diverse community interests volunteered their time to help shape this Workforce Housing Action Plan.

The role of the Housing Action Plan Stakeholder Group:

- Assist in evaluating the costs and benefits of specific workforce housing programs and initiatives
- Help understand implementation challenges and identify solutions
- Assist in establishing the roles and responsibilities of the various entities
- Act as a representative of their entity
- Involve, update and seek advice from other members of their organization to ensure their group is adequately represented and that their members support the outcome

Stakeholder packets and notes highlight some of our areas best housing experts' effort to create the base information for the Housing Action Plan. Information generated through the stakeholder process includes the foundation for the housing plan, key objectives that should be attained, a list of tools that can be used to meet those objectives, and testing of those tools.

The tools were tested by the stakeholder group using hypothetical scenarios that addressed meeting workforce housing needs of key families and employers. Using small groups and computer models, the stakeholders ran through alternative scenarios to meet the housing needs of each situation. A community breakfast was held the next day where each group presented their housing solutions for each scenario to test

the housing tools. In all cases a variety of tools-including free market, developer, and public implemented tools, was needed to meet the housing demand.

Based on the results of the tool testing exercises, overall housing strategies were developed to address overall housing needs, funding, cooperation, and education. Housing providers also began developing presentations to give to small groups on the results.

Members of the Stakeholder Group 2013

Ed Cheramy – Property Rights, Market Solutions

Anne Cresswell – Jackson Hole Housing Trust

Jeff Daugherty – County Planning Department

Scott Horn – Large Employer

Adam Janak – Town Planning Commission

Kelly Lockhart – Conservationist, Land Owner

Hailey Morton – Town Council

Glenn Myers – Pioneer Homestead

Brendan Schulte – Habitat for Humanity

Brian Siegfried – Housing Authority

Tyler Sinclair – Town Planning Department

Smokey Rhea – Social Services

Patricia Russell – County Planning Commission, Teton County School District

Stephanie Thomas – Social Service, Small Employer

Melissa Turley – County Commission

Amanda Witte – Medium Employer

Melissa Wittstruck - Additional Resource

OTHER STUDIES

2007 Housing Needs Assessment

The 2007 Housing Needs Assessment (HNA) was commissioned by Teton County with three primary goals:

- Enable the community to recognize the extent of need and endorse a collective effort to address it.
- Clarify priorities and provide actions for the Housing Authority.
- Increase resources for affordable housing.

The assessment found the ability for local households to find affordable housing to be increasingly difficult in Teton County. The region has tremendous appeal given the scenic, recreational and environmental context; and the resulting imbalance between housing supply and demand impacts local wage earners disproportionately.

Housing Jackson Hole Strategies to keep two-thirds of the Teton County workforce living locally

The Housing Jackson Hole study was prepared in 2010 by The Blue Ribbon Panel on Workforce Housing, staffed by the Teton County Housing Authority. The goal of the study was to create a set of recommendations for housing two-thirds of Teton County's workforce locally with the guiding principle that other community values – wildlife, open spaces, western heritage, and small town values – were as important and must also be considered. The recommendations in the study focus on tool implementation.

Teton County & Town of Jackson Employee Generation by Land Use Study

The Employee Generation by Land Use Study was commissioned by Teton County in 2013 to establish the necessary technical support (nexus) for an update to the current mandatory affordable residential and employee housing standards. This study implements Policy 5.3.a of the Comprehensive Plan to mitigate the impacts of growth on housing. Initially, the study identifies the workforce housing problem in Teton County. It then provides the technical documentation and analysis needed to establish the extent to which new development (both residential and non-residential) creates a need for affordable workforce housing.

Western Greater Yellowstone Regional Housing Needs Assessment

The 2007 Housing Needs Assessment was sponsored by the Western Greater Yellowstone Consortium in 2014 as part of a regional planning effort to integrate housing, land-use, economic and workforce development, transportation, and infrastructure in a manner that empowers the development of sustainable economies. This study provides an understanding of current conditions and needs to support the establishment of regional priorities, objectives, and strategies that will be part of the four-county Regional Plan for Sustainable Development. This effort was funded by a Sustainable Communities Regional Planning Grant awarded by the US Department of Housing and Urban Development and administered by Fremont County on behalf of the Greater Yellowstone Consortium.

Western Greater Yellowstone Regional Analysis of Impediments

The Western Greater Yellowstone Regional Analysis of Impediments (RAI) was commissioned in 2014 as part of the same HUD grant process. The 2014 Needs Assessment grantees are required by HUD to undertake Fair Housing Planning as a condition of receiving the grant and sign a certification that they are affirmatively furthering fair housing. The grantee must:

1. Conduct an analysis to identify impediments to fair housing choice;
2. Take appropriate actions to overcome the effects of any identified impediments; and
3. Maintain records reflecting the analysis and actions taken.

This RAI fulfills step one and identifies actions that may be taken regionally and locally to address identified impediments in step two.

Assessment of Workforce Housing Provision and Management – Jackson/Teton County Wyoming

This assessment was commissioned by Teton County and the Town of Jackson in 2014 as part of the larger effort to create the Workforce Housing Action Plan. It provides an assessment of the efficiency and effectiveness of various housing providers in preserving and producing housing in Jackson and Teton County. The assessment also includes a study of the structure of housing programs in peer communities as well as the primary tools they use to produce, preserve, and manage workforce housing. In addition, the assessment provides technical recommendations on the workforce housing production, preservation, management, education, and monitoring that will allow the community to meet its housing objectives. Also available online is a response from the TCHA to the findings and recommendations of the Assessment.

2015 Affordable Housing Review

The Affordable Housing Review is an independent white paper on the affordable housing situation in Jackson Hole, Wyoming, presented as recommendations for action. The independent team that prepared this study set out to analyze the activities aimed at ensuring 65% of the people who work in Teton County live in Teton County. The study focuses on identifying inefficiencies, frictions and inconsistencies within the broad process which, if addressed, might improve the community's ability to achieve its stated objectives. The study identifies key issues by identifying and interviewing a range of individuals active in affordable housing, from administrators and lawyers to developers, bankers and elected officials.



CHAPTER 2

OBJECTIVES:
HOUSING SUPPLY AND NEEDS



INTRODUCTION

Chapter 2 presents objectives for the workforce housing program classified by rental and ownership housing units and broken into income categories relative to Area Median Income (AMI). The discussion planned for the Housing Summit will focus on understanding what the objectives are for workforce housing in the community now and in the future. To inform this discussion, approximate numbers and recommendations are presented in this Chapter from the different housing studies for consideration. The tables provide a visual representation of where we are in the process and how to move forward to achieve the housing objectives.

The objectives of the Housing Action Plan are focused on assessing the current condition of housing in the Town of Jackson and Teton County, establishing projected housing supply and need, and identifying what will have to be done to close the gap.

In comparing Jackson/Teton County with other resort communities where workforce housing has been a challenge, there are examples where a strong and broad-based program is in place, and others that have not been as successful but have still produced significant results. Aspen and Whistler show the largest percentage of housing units that are restricted to the workforce, however there is variation in the percentage of workforce housed: Aspen at 47%, and Whistler at 81%. Meanwhile, Summit County, Colorado houses 97% of its workforce locally with a lower percentage of restricted units and fewer tools. Jackson/Teton County is in the middle at approximately 62% of the workforce being housed locally.



All numbers presented in the tables below are rounded so as not to give the impression of precision, projections are estimates meant to inform policy decisions. The purpose of providing these projections is for the community to understand what direction it needs to take in order to make progress on the meeting the target of housing 65% of the workforce locally.

DEMAND

Strategy 5.4.S.1 of the Comprehensive Plan is to adopt a 10-year coordinated workforce housing action plan. In the next 10 years we will need to generally double the amount of production of workforce housing that we have provided in the recent past.

PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2014-2015

	Total	<50%	50-80%	80-120%	120-150%	>150%
Annual Demand	280	30	40	130	40	40
Ownership	165	10	20	80	25	30
Rental	115	20	20	50	15	10

The distribution of ownership and rental units by income group presented in the table above reflects the current distribution. Recommendations from the eight housing studies infer that the community's housing objectives should move more toward provision of rental product in the future.

Of those 280 units, 30 result from catching-up from our current deficit. Two hundred (200) are the result of employment growth, and the remaining 50 are the result of the pending retirement of the baby-boomers. Providing catch-up units and anticipating retirement are new demands on workforce housing provision.

SOURCE OF PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2014-2015

	Total
Annual Demand	280
Catch-Up	30
Employment Growth	200
Retirement	50

CATCH-UP

SOURCE OF PROJECTED ANNUAL WORKFORCE HOUSING DEMAND 2014-2015

	Total	<50%	50-80%	80-120%	120-150%	>150%
Annual Demand	30	8	0	20	0	2

The 30 units per year of catch-up demand are the result of a current deficit of approximately 340 units needed to house 65% of the workforce locally. The 2014 Regional Housing Needs Assessment indicates that only about 62% of the workforce lives locally. This number is consistent with recent US Census Bureau estimates, as well as indications by the trends in job growth compared to employee growth. It is also consistent with the deficit we would expect given that job growth out of the recession has outpaced housing growth. This catch-up number does not address overcrowding, condition of home, cost-burden, or other existing housing deficiencies identified in the 2014 Regional Housing Needs Assessment. Nor does the catch-up number include a projection of units that will leak out of the workforce housing pool as second homes.

Employment Growth

The 200 units from employment growth are based on a 2.1% annual employment growth rate that is consistent with our average annual growth rate over the past 10 years. Short-term growth will likely outpace this projection, but should stabilize over the course of the Action Plan implementation. When we include the peaks and valleys of the past ten years, housing growth, job growth, and nonresidential floor area growth are remarkably consistent.

Retirement

The 2014 Regional Housing Needs Assessment indicates that approximately 600 resident workers will retire in the next 5 years and that another 440 (total 1,040) will retire by 2025. Those jobs will be filled, however in order to maintain a resident workforce, they must be filled by residents. The 1,040 workers that move into the vacated jobs will demand 574 units. Some of those units may already exist and may become available as they are vacated by the retirees. Other retirees will retire in place, removing their housing stock from the workforce housing pool. Other housing stock currently occupied by retirees will no longer be affordable to the workers moving into the vacated positions.

SUPPLY

Teton County has approximately 8,400 resident workforce households based on the 2014 Regional Needs Assessment and Census data. The 2014 Regional Needs Assessment tallied the current stock of “restricted” (not necessarily deed restricted – for example: employer units restricted by the nature of their ownership, and ARUs restricted by the LDRs are included) workforce housing at about 1,400 units. This means that about 17% of the workforce housing stock is restricted and the other 83% is provided by the free market.

2014 SUPPLY OF WORKFORCE HOUSING

	Total	<50%	50-80%	80-120%	120-150%	>150%
Workforce Households	8,390	860	1,390	3,440	1,340	1,360
Number Restricted	1,410	200	270	840	100	0
Percentage Restricted	17%	23%	19%	24%	7%	0%
Owned Workforce Households	4,750	390	610	1,730	840	1,180
Number Restricted	520	20	130	270	100	0
Percentage Restricted	11%	5%	21%	16%	12%	0%
Rented Workforce Households	3,640	470	780	1,700	500	180
Number Restricted	970	260	140	570	0	0
Percentage Restricted	27%	55%	18%	34%	0%	0%

From 2007 to 2014, an average of 108 units of restricted workforce housing were provided each year. Of those 108 units provided annually, approximately 38% (or 41 units per year) were provided by major employers. While some of these units were new, many if not most, were the restriction of existing units. Over the same time period we only added an average of 130 total units per year. Even after discounting for restriction of existing units to assume that only about 70 (108-41=67) new restricted units were produced annually, these numbers indicate that about half of units constructed in the past seven years have been restricted.

JACKSON/ TETON COUNTY WORKFORCE HOUSING UNIT PRODUCTION

	2007-2014	Percent of 2007-2014 Total	Per Year
TCHA Developed	14	2%	2
Habitat	18	2%	3
JHCHT	20	3%	3
Live/ Work	21	3%	3
ARU's	42*	6%	6
TCHA Regulatory	63	8%	9
Regulatory	114	15%	16
Tax Credits	178	23%	25
Major Employers	286	38%	41
2007-2014 Total	756	100%	108

**The inventory of ARU's in the 2007 Needs Assessment was 141, but the 2014 TCHA inventory is only 96, and 42 have been registered since the beginning of 2007, so 87 ARU's are "missing" from the TCHA inventory.*

Production of restricted rental units has outpaced production of restricted ownership units over the past seven years, due in large part to the number of units provided by employers.

JACKSON/ TETON COUNTY WORKFORCE HOUSING PRODUCTION BY TENURE

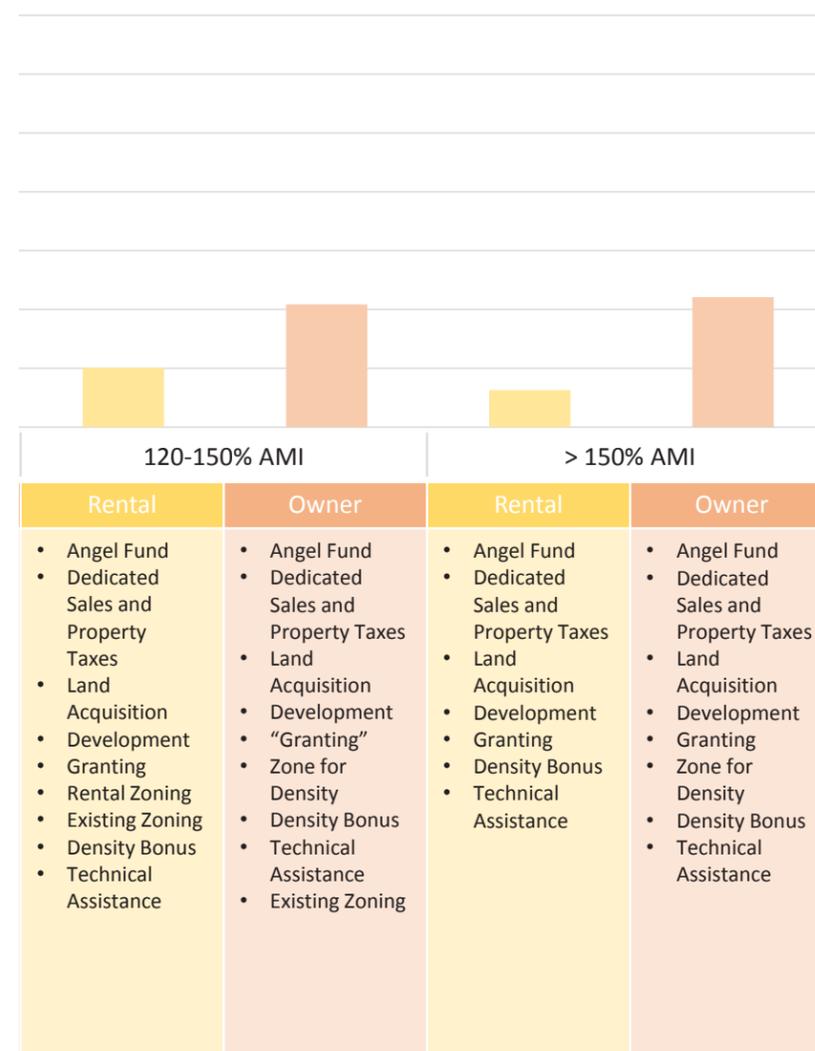
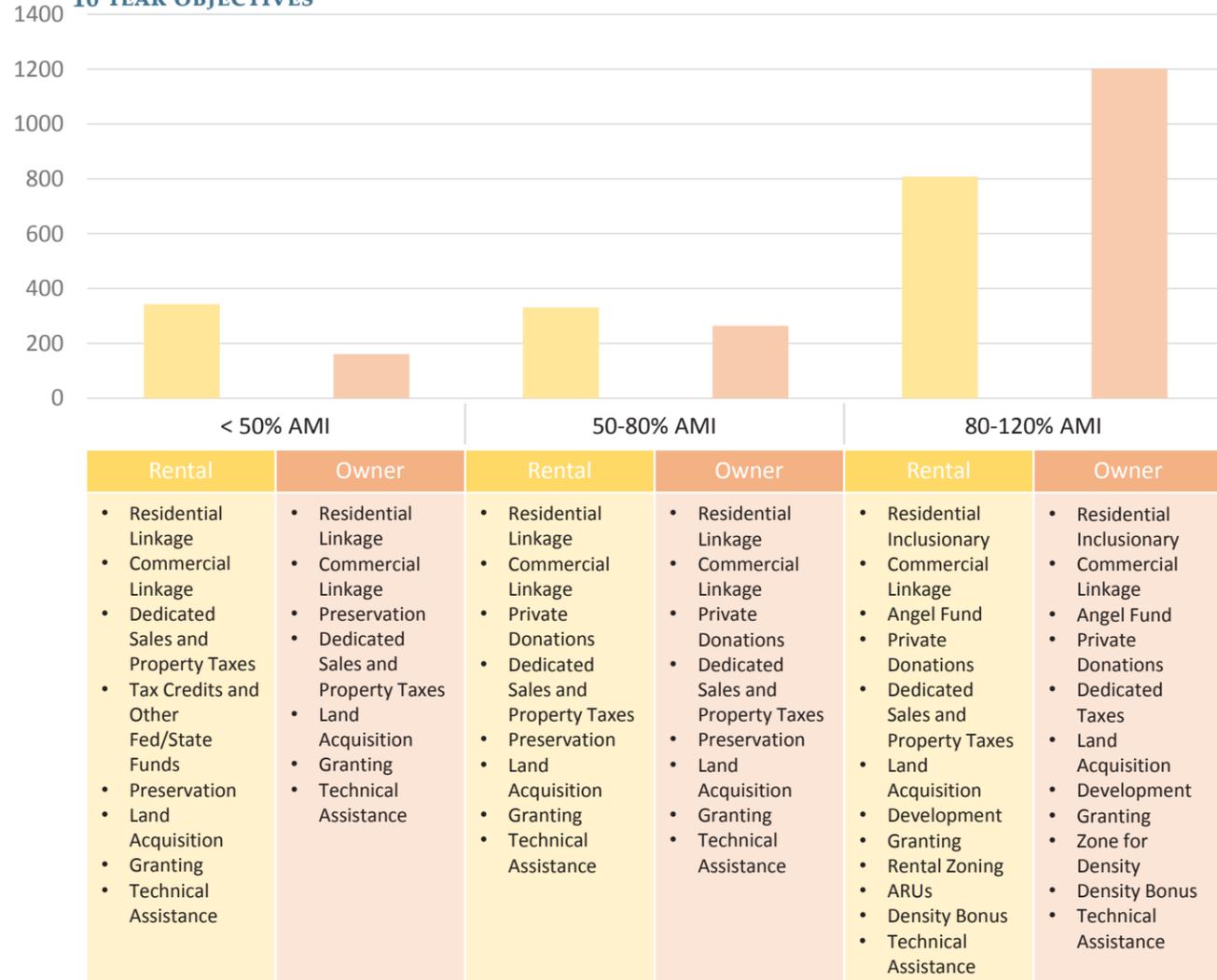
	2007-2014		2014 Total	
	Units	%	Units	%
Rental	578	76%	950	64%
Ownership	178	24%	538	36%
2007-2014 Total	756	100%	1488	100%

SUPPLY VERSUS DEMAND (INTRO TO EXERCISE)

Based on projected demand, status quo housing provision would lead to an annual decrease of about one percentage point in the percentage of the workforce living locally. It should be acknowledged that 2007-2014 was largely defined by a time of recession and recovery, but all indicators point to the need for an increase in workforce housing provision.

At the Housing Summit, participants will be asked to discuss the objectives for workforce housing in the community now and in the future. Objectives will be discussed in relation to rental and ownership uses and in terms of what tools can be implemented to achieve the designated objectives. Summit participants will be asked to choose from the menu of tools below each objective to fill in the demand projection. The tools are discussed in more detail in the next Chapter.

10 YEAR OBJECTIVES



KEY RECOMMENDATIONS

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendations.

Stakeholder Supply and Need Considerations

At their first meeting in March 2013 the Housing Action Plan Stakeholder Group developed the following considerations related to housing:

Number of Units (Pace of Development)

Keep pace with new job generation from residential and commercial production plus projected loss of workforce housing stock to retirees, non-local residents, lodging, demolition, redevelopment, etc. Track pace of workforce housing development annually in monitoring plan.

Income Targets

Create opportunities for workforce housing market solutions to the largest extent possible. Historically, the market has been unproductive at providing ownership opportunities below 120% AMI and rental product below 80% AMI. Publicly subsidized housing programs should target these underserved markets with attention focused on the lower income ranges.

Workforce Priorities

Continue to prioritize critical service providers in the publicly subsidized housing programs. Additionally, the selection process for the publicly subsidized housing programs should be objective, equitable, and prioritize years working in valley, time looking for a home, and bedroom size. Employers should be encouraged through technical assistance and other incentives to provide housing in accordance with their priorities.

++Owner/Renter Mix

Strive for a recommended equal mix of ownership and rental product to meet employer priority for rental housing and entry-level for-sale housing for year-round employees. A higher percentage of rental units for seasonal workers and a higher percentage of ownership units for year-round workers will better suit their respective needs and be more cost effective to construct.

Bedroom Mix

Encourage a mix of bedrooms to serve different segments of the workforce across the spectrum. In other words, an equal mix of bedrooms in the lower income ranges as well as the higher levels. Publicly subsidized units should include larger units (2+ bedrooms) as the emphasis with this product is year-round employees and allows greater movement within workforce housing programs.

Type/ Quality Design

Consider providing a variety of housing types that fit within the existing character of the neighborhood. Address inadequate market workforce housing stock.

Location

Consider locating workforce housing within complete neighborhoods according to the Character Districts.

KEY RECOMMENDATIONS FROM OTHER STUDIES

- Understand the demographic spectrum of needs (by profession, income, status): Maintain versatility in the type of products developed and specifically target housing for priority groups, recognizing that housing requirements differ considerably among socio-economic and demographic groups.
- Enable all housing providers to create workforce housing opportunities at adequacy, suitability and affordability standards.
- Preserve existing workforce housing stock and ensure that it meets provides a variety of unity types integrated within Complete Neighborhoods.
- Be Creative with Seasonal Rental Housing Solutions. Provide options for summer workers, such as onsite seasonal housing, lofts/apartments in refurbished industrial areas, or other high density, summer workforce housing.
- Incentivize development of rental opportunities in the free market through zoning, fee waivers, funding and technical advice and offer opportunities for entry level ownership housing.
- Recognize market trends and adapt policies and regulations to tap into the market. Encourage residential development that most effectively generates affordable housing such as developments of 120 or more acres. Continue to implement important mitigation tools as they shift from the County to the Town.
- Adopt a no net loss policy that includes the replacement of existing dwelling units (for example if they have been razed for redevelopment), as well as mitigation requirements imposed on new development.
- Address the housing issue and strive to house 65% of the workforce locally by being methodical, respecting neighbors, and slowly putting units on the ground.
- Increase Production of Restricted Units. Additional units, both rental and ownership, are now needed. Demand for workforce housing is out pacing the development of workforce housing. The rental market is the most out of balance at this time, meaning initial efforts should be focused on rentals; however, within a few years, ownership demand should equal or exceed rental demand.
- Improve resident education about the availability of ADA accessible and adaptable units and support programs that help households with disabilities afford needed renovations. Explore partnerships and opportunities to leverage resources with Habitat for Humanity.
- Evaluate improving transportation options available to residents to provide access to services and options to commuters.
- Works towards a provision of workforce housing that keeps up with the increase in demand.
- Encourage the use of “% of AMI” categories in the delivery of low income subsidized housing (typically rental housing). This approach, also called “rent geared to income”, recognizes the importance of keeping monthly rent in the order of 30% of household income. A monthly subsidy may still be required to achieve this. Deed-restricted ownership housing is intended to take the place market homes that are no longer affordable to the workforce. These households can afford to pay to own their housing, just not at the prices the market is charging.



CHAPTER 3

ANALYSIS OF TOOLS



INTRODUCTION

Chapter 3 presents existing and potential tools that will be evaluated at the Housing Summit based on costs and benefits of efficiency and effectiveness in preserving and producing housing across the housing spectrums. Tools can be further characterized by cost, complexity, and provision of housing. Each tool is described in the following pages as well as a set of recommendations. Recommendations are assembled from the referenced reports and do not represent the conclusions of this study. At the Summit, participants will be asked to determine the appropriate location for each tool on the tools analysis chart as illustrated to the right. The remainder of this Chapter contains descriptions of each tool and varied recommendations on tool implementation from the eight housing studies.

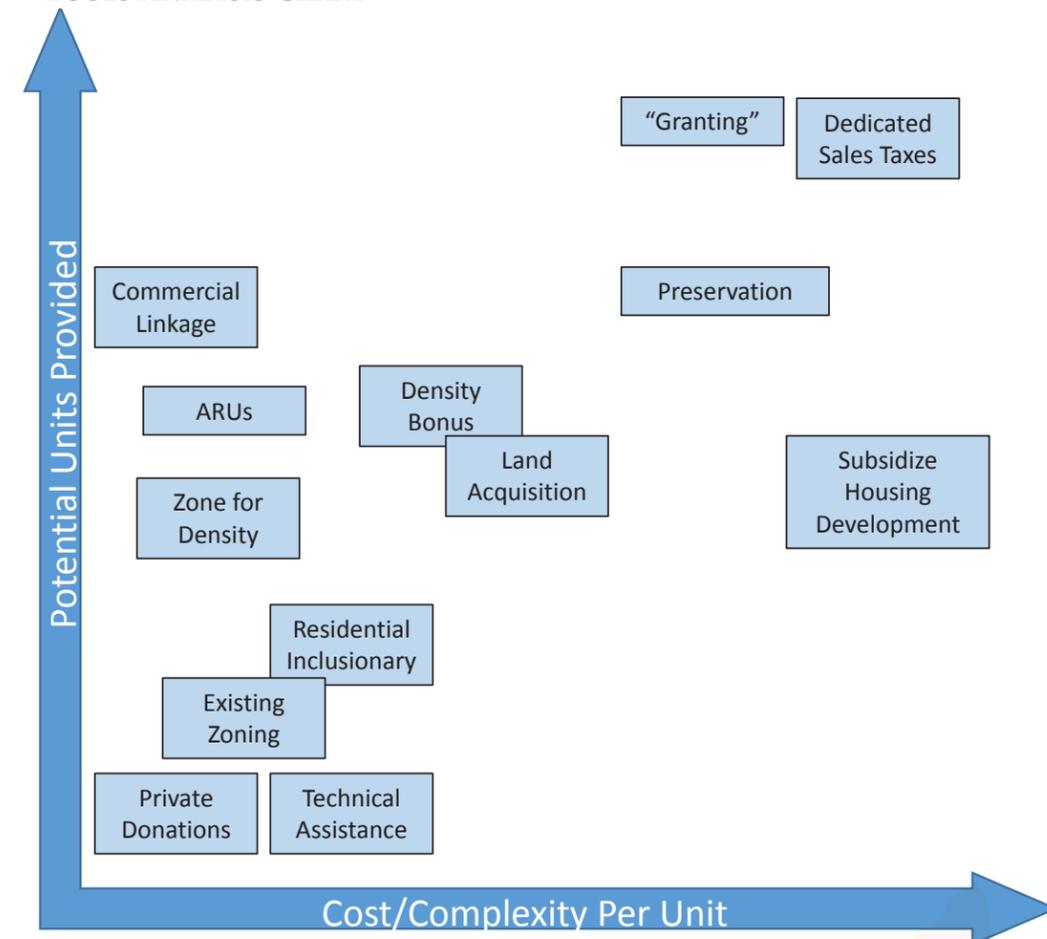


The Tools Analysis chart presents the tools for implementing the workforce housing program organized by the following categories:

- Mitigation
- Funding Sources
- Uses of Public/Non-Profit Funds
- Zoning
- Incentives

Each tool represents a vehicle to implement the recommendations of the Housing Action Plan, and provides benefits to the community. Potential benefits provided by each tool, as well as the costs associated with that tool, are presented in this chart. Evaluating the tools in this manner allows us to weight the benefits against the cost and complexity of implementation.

TOOLS ANALYSIS CHART



Analysis of Restricted Workforce Housing Production Tools

According to the 2014 Teton County Housing Needs Assessment, prior to 2007 52% of restricted workforce housing production came from commercial and residential mitigation requirements, 33% through incentives (ARU's, units built by employers, density bonus, planned unit developments) in Land Development Regulations (LDR's) and 16% through unrequired or voluntary efforts by housing providers. Mitigation requirements and incentives work very well during periods of strong development and Jackson/Teton County should be commended for harnessing that development strength to produce workforce units. As development slowed after 2007, the situation began to change.

JACKSON/ TETON COUNTY WORKFORCE HOUSING PRODUCTION TOOLS (2007-2014)

	2007-2014	%	Pre-2007
Residential Mitigation	81	11%	52%
Commercial Mitigation	79	10%	52%
Incentive	80	11%	32%
Tax Credits	178	24%	-
Habitat/ JHCHT/ TCHA	52	7%	-
Other Voluntary	286	38%	16%
2007-2014 Total	756	100%	100%

In the last seven years, production through mitigation requirements and incentives has dropped from 84% (prior to 2007) to 32%. Voluntary production has dramatically increased largely due to rental units being used by large employers. Only 7% of the units created in recent years that did not relate to mitigation have come from the efforts of the three housing providers: Habitat/JHCHT/TCHA. Thirty-eight percent (286 units) is presumed to have been voluntary from employers. However, there is no central registry or inventory of those units, and it appears no formal restriction on their occupancy nor use other than those imposed by the employer.

To achieve a goal of 65%, a variety of tools must be utilized. The availability of workforce housing is the result of a combination of market opportunities and many tools (zoning, commercial mitigation, federal housing programs, bonuses, incentives, private employer initiatives, and the work of local housing organizations, to name a few). The combination of these tools works best when balanced with other community values.

This community has been fortunate to have a variety of tools available to address housing our workforce. Some strategies have been more successful during strong economic times, and others in weaker economies. Housing tools include market solutions, regulations, and funding sources that have led to a variety of housing options. Tools are often combined when they can leverage each other's strengths.

A variety of tools is necessary as not all tools work for all situations. For example, several large workforce housing developments were proposed but not approved because of the perceived cost to the community in terms of traffic, wildlife habitat or other values which outweighed the benefits of proposed housing.

General Recommendations on Tools

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendations.

- Utilize the following array of tools to help the community achieve its housing goals: commercial mitigation, residential mitigation, ARUs (County, AR Zone, and Town), land development regulations, and lodging overlay.
- Conduct thoughtful and strategic development of housing through the continued use of a balance of all the existing tools to be effective during both up and down markets. Respect neighborhood conservation by including neighbor input from the beginning of any workforce housing development.

MITIGATION

Mitigation tools are zoning provisions in LDRs that require workforce housing to offset impacts. Requirements have produced 23% of restricted housing since 2007. (Wake Assessment)

Residential Inclusionary

In a residential inclusionary requirement a percentage of new residential units are required to be workforce housing. The requirement is typically construction units. Currently 25% of new residential units are required to be deed restricted to be affordable at 80%-120% AMI and occupied by a member of the local workforce. Residential inclusionary housing can be applied to require either ownership or rental units, although ownership is more common. Requirements can be complex and determining compliance is staff intensive. Residential inclusionary housing is only effective if density is increased, however the benefit is that the developer builds the units instead of the public having to turn a fee into a unit.

Residential Linkage

Residential linkage is a requirement to provide workforce housing based on employee generation from new residential construction. Requirements are typically in the form of a fee and increase with house size. This tool is not widely used in Jackson and Teton County. Residential linkage fees can yield either ownership or rental units, however rental is most common with this tool. The income category for residential linkage is typically less than or equal to 80% because it is typically designed to mitigate the impact of employees generated to maintain property, who often have lower incomes. This housing type is used to house low wage workers, but could be used in any spectrum. Costs are broadly spread among all new homes, with housing additions and construction paying for units.

The process is simple to administer; if collecting a fee but turning the fee into units requires administration. Yet residential linkage provides several benefits. For example, there is flexibility in how funds can be spent, construction is more stable than a density increase, and there is the potential for more funding than inclusionary housing. In addition, fees can be used to leverage other funding opportunities.

Commercial Linkage

Commercial linkage is the requirement to provide workforce housing based on employee generation from new commercial development. In the Town/ County's current program, mitigation rates, which vary by industry, are set to house seasonal workers who cannot afford market rent (based on 1994 Needs Assessment). Mitigation units are required to be deed restricted to be affordable at less than or equal to 120% AMI and occupied by a member of the local workforce. However, commercial linkage does not have to be intended for seasonal employees only, in fact most programs focus on all employees or year-round employees. Commercial linkage housing can be applied either through ownership or rental units. Like residential linkage rental is most common with most programs targeting lower income categories than our current programs. This tool can be simple, employers pay when they expand, but current regulations and guidelines need substantial modification as they are overly complex and confusing. If collecting a fee, turning the fee into units requires administration. Benefits are currently significantly lower than they could be, but potential benefits are high if the focus is on year round workers. Fees can be used to leverage other funding.

Mitigation Recommendations

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendations.

- Apply updated residential mitigation fees to County building permits issued on lots platted prior to 1997, lots formed through the family subdivision exemption, and homes permitted on 35-acre tracts. Include lots created outside the subdivision process in a comprehensive residential mitigation program.
- Apply commercial mitigation throughout the County and require standards from all commercial development throughout the County to provide consistency at the community level.
- Modify the residential mitigation fees to base requirements on floor area rather than bedrooms. Ensure residential mitigation requirements are commensurate with the size of home. Mitigation requirements should be assessed at time of plat for new development and should be based on the maximum FAR allowed per the subdivision plat.
- Update commercial mitigation to reflect current year-round employment levels. The standards should be updated to reflect current employment ratios and should be aggregated to simplify the administration, such as accounting for changes in use over time.
- Update commercial mitigation regulations to allow ownership units to meet mitigation requirements. Allow commercial developers to choose to build ownership or rental housing, depending on the needs of their commercial operations and their resources for property management.
- Simplify commercial mitigation requirements to eliminate review of changes in use. Consolidate the different categories of uses to simplify the program while maintaining its effectiveness.
- Revise the commercial mitigation requirements to be consistent between the Town and County, ultimately providing a square footage based requirement that can be easily quantified and enforced that is an accurate reflection of the employees to be housed.
- Lower the AMI cap for rental mitigation from 120% to 80% of AMI.
- Increase the residential and commercial mitigation standards above the current 15 % level to 40%.
- Update residential and commercial affordable housing fees to reflect current market conditions.
- Update commercial mitigation regulations to allow ownership units to meet mitigation requirements. Allow commercial developers to choose to build ownership or rental housing, depending on the needs of their commercial operations and their resources for property management.
- Formalize the selection of mitigation methods, requiring developers to construct the required housing onsite. Update mitigation fees, restrict mitigation payments and require more on-site development.
- Develop rental, ownership, and seasonal housing developments that business owners and small-scale developers can buy into to fulfill their mitigation requirements.

FUNDING SOURCES

All projects built by the Housing Authority have included some subsidy by the community taxpayer. Teton County and Jackson are blessed with significant financial resources - the question is how best to harness them in a fair and equitable way to address housing solutions. Teton County has a Specific Purpose Excise Tax approved by voters through which various community projects and programs are funded. Revenues from this tax have twice been allocated to TCHA for workforce housing, in 2001 for \$9.3 million and in 2006 for \$5 million. Options to fund the organizations that deliver housing include the following:

- A 1% sales tax (only 6 of 7% available is being used currently)
- A 1% Local Option Tax (SPET)
- A portion of the Lodging Tax (housing has a direct impact on Tourism)
- A 0.5% Real Estate Transfer Tax (would require amendment of state statute)
- A 1 mill levy on property tax in the Town

Angel Fund

The Angel Fund (AKA LCCC) is a for-profit social enterprise with the goal of performing a socially beneficial purpose. The Angel Fund is not currently being used to provide housing in Teton County, and we are unaware of comparable communities using this type of resource. Angel Fund can be used for both ownership or rental units. While ownership provides a quick return, rental is a long term investment. The income category (AMI) for Angel Funds would be greater than 100% because projects must generate a return on investment for the tool to work. Start-up time and expenses are required, as well as administration. This is not a public cost but there is limited applicability because of the need

to generate a return. This tool may have greater potential when financing is more expensive.

Private Donations and Grants

Private donations and grants are tax deductible contributions to a non-profit organization. Currently JHCHT and Habitat raise funds to augment other funding sources and construct housing. JHCHT is unique among peer resort communities, where non-government housing organizations are rare. Private donations and grants can be applied to ownership or rental units, although ownership seems to have more appeal to donors. The income category (AMI) for private donations and grants is 50% -150%. Fundraising can be time consuming but the system is established. This is not a public cost rather it is a private decision. There is flexibility in how funds can be spent and the tool builds goodwill within the community regarding housing provision, however it is unlikely to become a major funding source.

Dedicated Sales Taxes

Dedicated sales taxes include optional sales tax, SPET, lodging, and real estate transfer. Currently only SPET has been used as a funding source directed specifically for housing. Dedicated sales taxes can be applied both to ownership or rental units and can respond to changing needs in income category and unit type. The community and visitors are paying for units however the public vote is time consuming, and long term administrative costs are low. Real Estate Transfer Tax is not currently permissible by statute, so costs to enable Real Estate Transfer Tax at the State level are high. Similarly, requirements on the use of a lodging tax limits effectiveness. A dedicated revenue stream is very beneficial and flexible and can be used to leverage other funding sources. A SPET type funding stream is less beneficial because it is unsteady. The yield is about \$11M per penny sales tax.

Dedicated Property Taxes

Dedicated property taxes are property taxes earmarked for housing provision, however they are not currently used by the Town and County. Dedicated property taxes can be applied both to ownership or rental units and can respond to changing needs in income category and unit type. The public is paying for units, but the funding is a good source of leverage for other funding mechanisms. Long-term administrative costs are low and the tool provides a dedicated revenue stream that is very beneficial and flexible, yet can be used to leverage other funding sources. Yield is about \$1.1M per County mil of property tax.

Tax Credits and Other Fed/State Funds

Tax Credits and Other Fed/State Funds are programs that directly fund low income housing or authorize credits that can be sold to raise funds. Tax credits have been used by the Town and County in the past. Tax Credits are widely used for rental housing. The income category (AMI) for this tool is less than or equal to 60%. These programs are often done through public/private partnerships and there are some local administration costs. Application for credits requires resources and some are competitive although the market for tax credits is currently quite high. Multifamily zoning is needed. Although infrequently used, Tax Credits and Other Fed/State Funds have provided a number of units when used.

Funding Source Recommendations

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendations.

- Establish a dedicated revenue source for housing such as a tax or fee specifically for housing.
- Establish a secure funding source after an analysis of viable options. Create a housing fund to manage funds and allocate to all housing providers based on criteria which accomplish the housing objectives and on fee for services such as stewardship of restricted units.
- Pursue additional dedicated revenue sources to diversify revenue sources, and help to stabilize revenue fluctuations due to market upturns and downturns. Local officials should lobby state representatives to change the legislation to allow a Real Estate Transfer Tax (RETT).
- Apply updated residential mitigation fees to County building permits issued on lots platted prior to 1997, lots formed through the family subdivision exemption, and homes permitted on 35-acre tracts. Include lots created outside the subdivision process in a comprehensive residential mitigation program.
- In order to better meet workforce housing demand these funds must be more consistent annually, come from more than one source (SPET) and flow to all housing providers rather than being funneled to one (TCHA).

USES OF PUBLIC/ NON-PROFIT FUNDS

Funds from public and non-profit groups play an important role in supporting workforce housing programs. In order to better meet workforce housing demand these funds need to be more consistent annually, come from more than one source, and flow to all housing providers rather than being funneled to one. Public/non-profit funds can be used for preservation of existing housing, land acquisition, subsidizing of housing development, and granting.

Preservation

Preservation programs are dedicated to preserving existing housing stock as workforce housing through buy downs, rehab, reverse mortgages, etc. Currently employers are buying existing housing stock to keep it available for their employees and preserving the units as workforce housing. Preservation can be applied to both ownership and rental units. Buy downs and reverse mortgages are oriented toward ownership; while employer rehab is suited for rental units. Preservation programs typically target income categories (AMI) less than or equal to 80%. Buy down and reverse mortgage type programs are staff intensive and start-up and funding have a steep learning curve. This is a unit-by-unit effort. Preservation is arguably more important than production given then limit on the overall amount of growth. Efforts to preserve units that would otherwise leak out of the workforce housing pool are more impactful than the preservation of rental units

Land Acquisition

Land acquisition consists of funding used to purchase land for future development of housing, prior to and separate from actual design of the development. TCHA has used this approach in the past to leverage current

funds against future projects, when funds for a full project are unavailable. Land acquisition can be applied to an eventual project is either ownership or rental. Similarly, the income category (AMI) can be determined when an eventual project is designed. Some design process efficiencies may be lost by acquiring land separate from project development. However, land acquisition can be leveraged into partnerships and stabilize rising land cost. The benefit can be high if land acquisition is the major project barrier and can catalyze development.

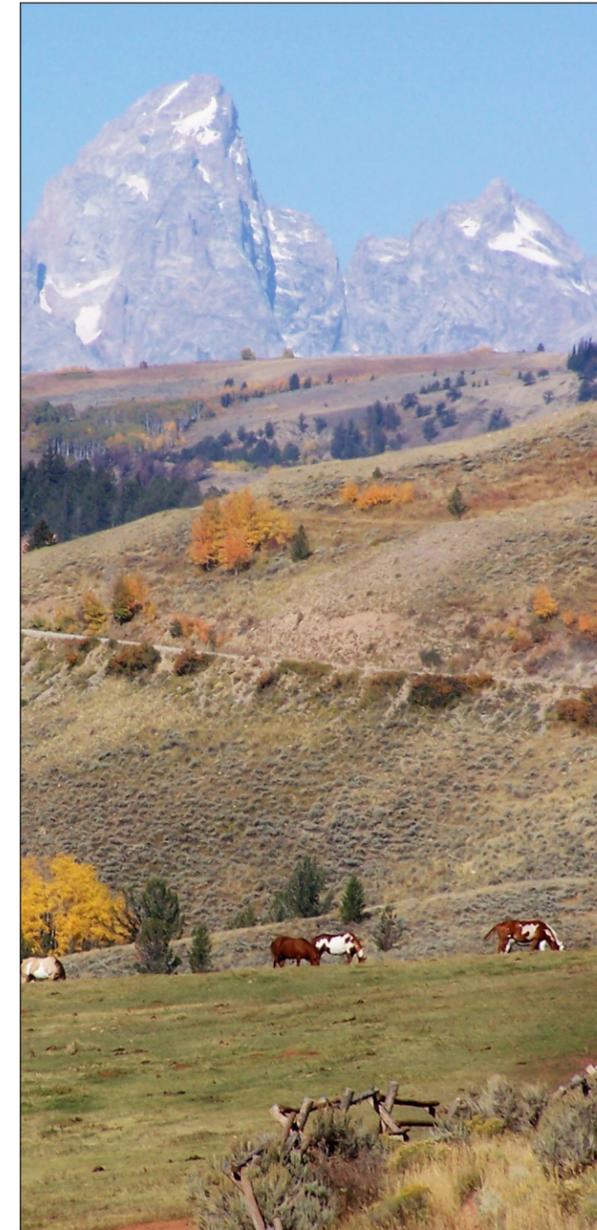
Subsidize Housing Development

Subsidized Housing Development involves the design, permitting, and construction of a workforce housing project where the project costs are subsidized so that the sales or rental price is affordable to the target occupant. Non-profits and local government have utilized funding for this purpose in the past. Subsidized Housing Development can be applied to either ownership or rental units, however previous efforts have largely focused on ownership. The income category (AMI) is greater than or equal to 80%. Development of new product is often in partnership with non-profits or private developers. This tool has provided a number of units when used, but would be more effective in the future with consistent funding.

Granting

“Granting” is subsidized housing development by contracting for the entire development process rather than managing development with staff. In the past the Town and County have partnered with non-profits and private developers contributing land and/or mitigation fees for development, but have not contracted out of all phases of development. “Granting” could be used to produce either ownership or rental units, however past efforts have focused on ownership. The income category (AMI) is flexible and projects could be designed to

address the highest need at the time of the grant. “Granting” still requires considerable administration but less development management, yet contract fees can cost more than staff resources. The idea behind “Granting” is to optimize development cost through grant application competition.



Recommendations of Use of Public/ Non-Profit Funds

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendations.

- Create a housing preservation program and consider methods to improve the condition and livability of existing homes and to preserve affordability through rehabilitation/weatherization that entail placement of restrictions, buy down assistance and subdivision of lots in some areas within town.
- Create a housing fund by pooling revenues from commercial mitigation, in lieu payments, residential linkage fees, other new taxes or fees that might be created, donations, and the Special Purpose Excise Tax if additional allocations are awarded to housing.
- Develop a program to create units for small employers
- Develop an inventory of potential affordable housing sites and prioritize acquisitions.
- Monitor the rental market and rental housing needs. Look for opportunities to purchase existing rental and lodging properties for affordable housing.
- Develop an inventory of existing multifamily developments including free market and affordable units and identify opportunities for potential acquisition.
- Increasing density from single family and duplex to townhome and condominium can reduce the amount of that per unit funding, but that extra funding should not be further increased by lowering the sale price to a household in a lower AMI category.

ZONING

Workforce housing successes such as Cottonwood Park have been measured by the developments' use of mixed housing types that ranged from single family units to apartments, duplexes and townhomes or small lot offerings. While some deed restricted housing is also offered, the overall neighborhood offerings are targeted at working families and have typically offered free-market ownership opportunities for working families of Teton County.

Existing zoning refers to the market provision and preservation of workforce housing that is going on today. The share of workforce housing provided by the market is diminishing as housing stock turns over, but not all workforce housing has to be restricted. Employers are buying existing stock for use as workforce housing. Existing zoning can be applied to either ownership or rental units, although it is increasingly focused on rentals. The income category (AMI) is greater than 100%. The cost to the public is as low as the market or employer, and provides housing for profit. However, employer preservation of units more often preserves units that would be affordable on the free market than units that would leak out of the workforce housing pool.

Rental Zoning

Rental zoning is zoning that allows multi-unit development but prohibits separate sale of those units. This tool is not currently used by the Town and County. Rental zoning would provide rental units in the income category (AMI) greater than 100% although new units would tend toward higher incomes. The public cost would be to allow zoning to be implemented, and the developer builds units. Market rental product is difficult to pencil but it facilitates the use of other tools.

Zone for Density

Zoning for density seeks to increase by-right density to promote housing that is more affordable. This tool has been used in the past but infrequently, as most density has come in the form of incentivized density bonuses. Zoning for density can be applied to ownership units, or in combination with rental zoning. The income category (AMI) is likely to be greater than 100%. The public allows zoning to be implemented, and the developer builds units. The community character may be compromised if the zoning is not in the right area. The benefit depends on how many unrestricted units are occupied by the workforce.

Accessory Residential Units (ARUs)

Accessory Residential Units (ARUs) are secondary rental units allowed as additional density. ARUs are currently allowed in most Town and County zones. Only some units have deed restrictions, but regulations require units be occupied by the local workforce if rented. The income category (AMI) is 80-120%. Enforcement could grow to be more staff intensive without deed restrictions. Use of the ARU tool has resulted in a number of units in the past, however some owners do not want to manage rentals.

Zoning Recommendations

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendation.

- Zone for workforce housing that will not be desirable to the second home buyer.
- Modify group home provisions. The Town and County both permit group homes within their development codes as an "institutional residential" use, but have slightly different definitions. To reduce confusion among developers, the town and county should explore using a common definition.
- Identify locations for multi-family rental units (four-plex or more) and workforce housing neighborhoods to create predictability and transparency.
- Create an overlay district for affordable housing and establish minimum density standards within the Affordable Housing Overlay.
- Review and modify zoned densities to ensure they have the needed diversity in type and affordability of housing product in alignment with town goal of housing 65% of the workforce and the immediate need for more affordable rental units.
- Increase site coverage and building height to enable the development of workforce housing units by reducing per unit land cost.
- Continue supporting the development of ARUs as another way of providing affordable rental housing for the local workforce and providing local families space for aging relatives. Keep the size at or below 1,000 square feet to maintain affordability and use as long-term rentals.

- Adjust accessory unit regulations. In town, require that the units be rented long term or sold to employee households and enforce prohibitions against renting in the short term (nightly and weekly).
- Consider revisions to the affordable housing sections of Land Development Regulations.
- Work with the Town and County to adopt a uniform set of affordable housing regulations.
- Continue to create subdivisions in the County outside the Town of Jackson will compound the problem
- Land constraints dictate that population growth can only be accommodated by increases in residential density
- Create plenty of opportunity for creative mixed-use and residential solutions

INCENTIVES

In addition to requirements for housing, the Town and County land development regulations also include some incentives to encourage the development of workforce housing. These incentives allow more square footage or units on a property in exchange for permanent restricted workforce housing.

Density Bonus

Density bonus is the granting of additional floor area or density if the bonus allowance is for workforce housing. The Town currently allows a 25% FAR bonus for price and occupancy restricted housing, however the County's PUD for Affordable Housing has been repealed. Density bonuses can be applied to either ownership or rental units and the income category (AMI) is typically greater than 100%. A developer is unlikely to use a bonus if it does not pencil. Much of the public cost is political in contentious review of individual projects although when utilized, it can yield a lot of units, especially when used in combination with other tools.

Technical Assistance

Technical assistance is the provision of assistance in project design, grant application, partnership building, etc. TCHA and JHCHT currently provide some of these services informally. Technical assistance can be a variety of ownership or rental units categories (AMI). Technical assistance requires staff time and resources, but most of the work is done by the developer. Technical assistance does not provide for units itself, but is helpful in conjunction with other tools.

Incentives Highlights

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendations.

- Explore more incentives to build affordable housing, maintain no net loss of units, provide resident relocation assistance, expand the first-right of refusal purchase regulations for tenants residing in converted apartments, modify ADU standards for affordable housing, and offer renovation programs/assistance.
- Be creative with seasonal rental housing solutions. Provide options for summer workers, such as onsite seasonal housing, lofts/apartments in refurbished industrial areas, or other high density, summer workforce housing.
- Incentivize development of rental opportunities in the free market through zoning, fee waivers, funding and technical advice and offer opportunities for entry level ownership housing.
- Implement responsible development across municipal borders for a comprehensive community strategy for sustaining workforce housing. Embrace density, unite open space and affordable housing, and encourage development through incentives such as density bonuses.
- Revise the Affordable Housing Planned Unit Development (PUD) standards.
- Adjust Accessory Unit Regulations. In town, require that the units be rented long term or sold to employee households and enforce prohibitions against renting in the short term (nightly and weekly).



CHAPTER 4

PROVIDERS AND ORGANIZATIONAL STRUCTURE



INTRODUCTION

Chapter 4 presents an overview of the providers of workforce housing and discusses the organizational structure of the public workforce housing program. Discussion at the Summit on this topic will be broken into two exercises. The first will focus on the Town and County role in enabling provision of workforce housing by the existing market, private developers, employers, non-profits, and the public. The second exercise will focus on the organizational structure of the public housing entity and the administrative functions related to workforce housing. This chapter is similarly divided. As with the other Chapters, any recommendations are considerations from other plans only and do not represent the conclusion of the Housing Action Plan.

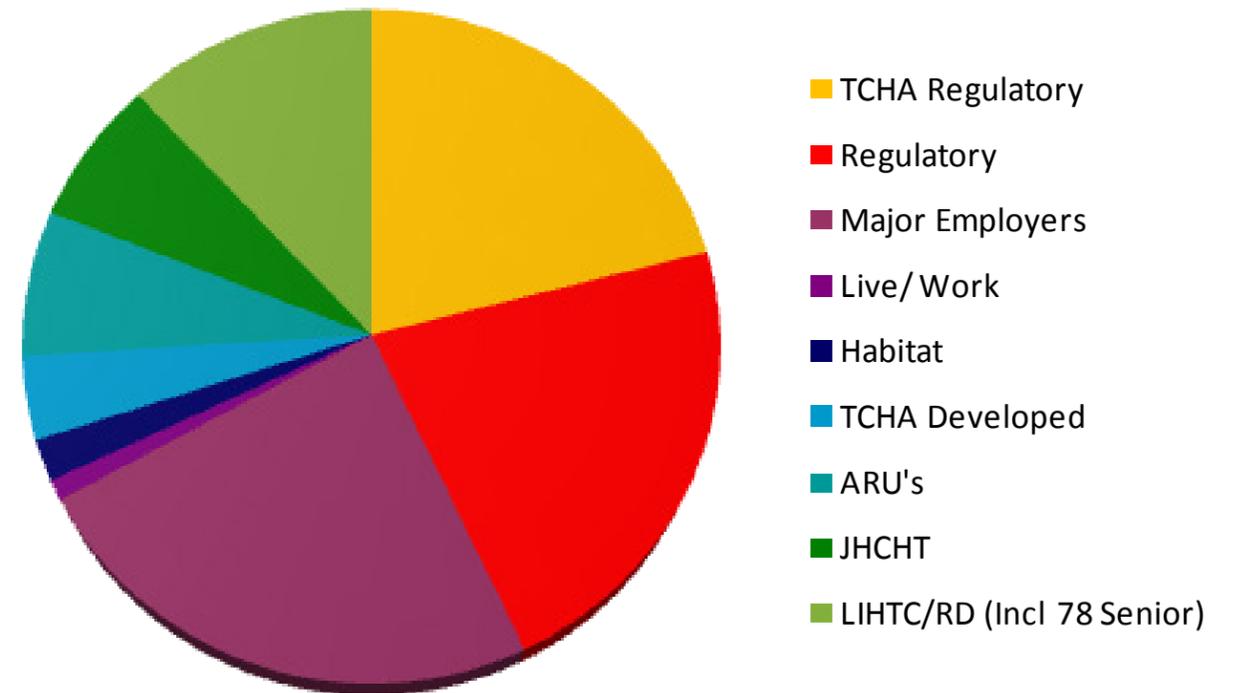
The Assessment of Workforce Housing Provision and Management study prepared by Tim Wake in 2014 provides an assessment of the efficiency and effectiveness of various housing providers in preserving and producing housing across the all housing categories. Ensuring an adequate supply of workforce housing has been a challenge in Teton County for decades. The Town of Jackson, the Teton County Commissioners, Housing Authority, JHCHT, Habitat and employers and developers have worked effectively in the past to address this challenge and maintain a vibrant, diverse local workforce. Major employers including the local governments, the ski area, the hospital, grocery stores and the school board have also worked to produce workforce housing, mostly rental, and private sector developers have produced market and deed-restricted units. (Wake)

The chart to the right shows the total inventory of restricted workforce housing units in Jackson and Teton County in 2014, as quantified by Time Wake. The total of 1488 housing units represents all housing units (restricted formally or informally) that are dedicated to the local workforce including 178 Low Income Housing Tax Credit and Seniors units (presumably housing predominantly employees and retirees).



PROVIDERS

For the purposes of Workforce Housing Action Plan, providers of workforce housing as classified as the existing market, private developers, employers, non-profit organizations and the public. Each of these providers contributes to opportunities for housing and each has its own strengths. There are currently three main providers of restricted workforce housing in Jackson and Teton County, the Teton County Housing Authority, Jackson Hole Community Housing Trust, and Habitat for Humanity. These providers have overlapping and disparate roles. (Wake) The Housing Summit will allow an opportunity for discussion regarding how all providers can contribute to workforce housing, and what role the Town and County can play in supporting these providers.



Existing Market

The workforce housing being provided by the existing market is identified in the 2014 Regional Housing Needs Assessment. That study shows that only 2% of ownership units listed are affordable under 120% of Area Median Income. Rental occupancy in 2014 was extremely high indicating that the market provision of rental product is maximized. As might be expected this means that households of less than 50% AMI are burdened by the price of their rents.

Private Developers

Chapter 2 provides some insight into the workforce housing being provided by private developers, as does the 2014 Regional Needs Assessment. The market is providing a limited number of housing units (60-70 annually over the past 7 years). A portion of these are being occupied by the workforce, and are likely being built by the workers themselves, because listing data would indicate that developed and sold units are only affordable to households making more than 120% of Area Median Income. Private developers are not building rental units.

Employers

Chapter 2 also identifies the significant contributions of workforce housing by employers over the past 7 years. Many of these units are existing units bought by employers to rent to employees. Others are units built as ARUs or standalone employee housing projects.

Non-Profits

The Jackson Hole Community Housing Trust (JHCHT)

JHCHT generates considerable funding for housing through private donations and combines this with public funding and other grants to produce workforce housing units, but does not have a clearly defined role that would allow it to collaborate with TCHA. Instead, these two organizations essentially compete with one another to deliver similar products. While competition is beneficial in the delivery of market housing, it is not helpful in the non-profit sector which shares the same resources. (Wake)

Habitat for Humanity

Habitat for Humanity has a distinct and proven program that has delivered 27 homes to date and plans to build 4 homes per year moving forward. It does seem to have a clear and separate role in housing delivery and works well within the larger system, but would benefit from being part of a more collaborative and integrated delivery system across all forms of workforce housing. (Wake)

Public

Teton County Housing Authority

The Teton County Housing Authority (TCHA) plays a lead role in the delivery of deed-restricted and some long term rental housing. TCHA reviews plans for the Town and the County, purchases land for its own projects and collaborates, at times, with the Trust and Habitat on land purchases. In some cases it may actually compete with other stakeholders on land purchase. TCHA oversees the restrictions on workforce housing rental units produced by small employers, while large employers tend to create their workforce units voluntarily and operate them independently. TCHA also develops its own projects and administers rentals, sales, resales and restrictions on that inventory. Current activities include both oversight of existing inventory of deed restricted homes and facilitation of building new rental and ownership opportunities at the Category 1 – 3 range. (Wake)



The following figure presents an overview of workforce housing providers and the Town / County's role in supporting each.

Existing Market						Private Developer					Employer				
	<50	50-80	80-120	120-150	>150	<50	50-80	80-120	120-150	>150	<50	50-80	80-120	120-150	>150
Rent		█				Rent		█			Rent	█			
Own				█		Own		█	█	█	Own				

Town/County Role by Tool (existing role recommended role)		
Preservation <ul style="list-style-type: none"> • none • support and/or implement Housing Preservation Program ARUs <ul style="list-style-type: none"> • provide zoning • support development of ARUs Technical Assistance <ul style="list-style-type: none"> • provide assistance • provide assistance/technical advice and outreach Existing Zoning <ul style="list-style-type: none"> • provide zoning • monitor and update zoning 	Residential Inclusionary <ul style="list-style-type: none"> • 25% requirement • monitor and adjust requirement Residential Linkage <ul style="list-style-type: none"> • none • work with developers Tax Credits and Other Fed/State Funds <ul style="list-style-type: none"> • none • Promote credits Land Acquisition <ul style="list-style-type: none"> • none • work with TCHA and developers Subsidize Housing Development <ul style="list-style-type: none"> • zoning tools • contribute to housing projects Rental Zoning <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Zone for Density <ul style="list-style-type: none"> • provide zoning • monitor and update zoning ARUs <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Density Bonus <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Technical Assistance <ul style="list-style-type: none"> • provide assistance • provide assistance/technical advice and outreach 	Commercial Linkage <ul style="list-style-type: none"> • 25% requirement • monitor and adjust requirement Tax Credits and Other Fed/State Funds <ul style="list-style-type: none"> • none • support tax credits Preservation <ul style="list-style-type: none"> • none • support and/or implement Housing preservation program Subsidize Housing Development <ul style="list-style-type: none"> • zoning tools • monitor and adjust tools Rental Zoning <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Zone for Density <ul style="list-style-type: none"> • provide zoning • monitor and update zoning ARUs <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Density Bonus <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Technical Assistance <ul style="list-style-type: none"> • provide assistance/technical advice and outreach

Non-Profit						Public				
	<50	50-80	80-120	120-150	>150	<50	50-80	80-120	120-150	>150
Rent			█			Rent		█		
Own	█					Own	█			

Town/County Role by Tool (existing role recommended role)		
Angel Fund <ul style="list-style-type: none"> • none • partnership Private Donations/Grants <ul style="list-style-type: none"> • none • partnerships Tax Credits and Other Fed/State Funds <ul style="list-style-type: none"> • has partnered • continue and explore new partnerships Preservation <ul style="list-style-type: none"> • none • participate in housing preservation program Land Acquisition <ul style="list-style-type: none"> • none • create an overlay district for affordable housing Subsidize Housing Development <ul style="list-style-type: none"> • zoning tools • partnerships • monitor and adjust tools, maintain and explore new partnerships Rental Zoning <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Zone for Density <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Density Bonus <ul style="list-style-type: none"> • provide zoning • monitor and update zoning Technical Assistance <ul style="list-style-type: none"> • provide assistance/technical advice and outreach 	Dedicated Sales Taxes <ul style="list-style-type: none"> • SPET projects • explore other projects Dedicated Property Taxes <ul style="list-style-type: none"> • none • explore options for taxes Tax Credits and Other Fed/State Funds <ul style="list-style-type: none"> • has applied • support tax credits Preservation <ul style="list-style-type: none"> • none • support and/or implement Housing Preservation Program Land Acquisition <ul style="list-style-type: none"> • TCHA has done some • create an overlay district for affordable housing Subsidize Housing Development <ul style="list-style-type: none"> • TCHA develops projects • monitor and adjust tools, maintain and explore new partnershi "Granting" <ul style="list-style-type: none"> • none • partnerships 	

TCHA STRUCTURE AND ADMINISTRATIVE DUTIES

Structural change in the provision of workforce housing is needed. Small adjustments within the delivery system as currently constructed are unlikely to increase the production and protection of workforce housing that is clearly needed. (Wake) In order to implement a successful workforce housing program and action plan, we should implement a directed management team, create a structure for enforcement, monitor the progress of the program, and educate community members on how they can participate and contribute to its success. The figure below presents options for the structure of workforce housing management and the what responsibilities a jurisdiction, organization or board would hold. At the Summit, participants will review the options and discuss specifics of how to implement. Discussion from the eight housing studies on each topic follows and can be used to inform this discussion at the Summit.

Structure	Additional Duties
Jurisdiction <ul style="list-style-type: none"> County funds TCHA Town utilizes TCHA and has own programs Single, joint department or entity Organization <ul style="list-style-type: none"> TCHA is a separate authority Housing could be a department Housing could be a part of an existing department Create Jackson/Teton County Housing Authority Board (if applicable) <ul style="list-style-type: none"> TCHA has an appointed board Entity could have a board of positions (e.g. Mayor, BCC Chair, Chamber ED, etc.) Develop a Housing Coordinator position to work with the board 	Monitor Indicators <ul style="list-style-type: none"> TCHA does some Planning does some Contract indicator monitoring Provide oversight of monitoring Management of Restricted Units <ul style="list-style-type: none"> Applications, selections, process varies by restriction Consolidate management of units Identify entity to manage units Enforcement of Restrictions <ul style="list-style-type: none"> Done by individual entities Consolidate enforcement for consistency Coordinate enforcement Education <ul style="list-style-type: none"> Done by individual entities Coordinate education and outreach efforts Diversify education and outreach efforts

■ Current Practice
 ■ Option from Studies

TCHA Organization

The work of the Housing Authority is driven largely at the staff level and a Board of Directors governs the Housing Authority. Restructuring the housing provider delivery system could be an important change that is needed to more efficiently and effectively deliver all forms of workforce housing. Under the Wyoming Public Housing Act, a housing authority is a separate legal entity, meaning that they make all of their own decisions separate and distinct from the governing body that created them (such as the County). The exception is the approval of a housing project to proceed. The powers are vested in a board of housing commissioners that are appointed by the creating government body. The Teton County Board of County Commissioners appoints the housing authority commissioners.

Options for the management structure of the Teton County Housing Authority, as detailed by the Teton County Attorney, include:

- The Town of Jackson could jointly with Teton County create the Jackson/Teton County Housing Authority.
- Teton County could dissolve the current Teton County Housing Authority and reconstitute it as a joint department with the Town of Jackson.
- The Town of Jackson could create their own housing department.
- The Town of Jackson could create their own housing authority. (County Attorney)

TCHA Organizational Recommendations

The following, varied recommendations are pulled from the eight housing studies that inform this plan. They represent a list of options not a consensus set of coordinated recommendations.

- Reduce the TCHA mandate to focus on either project development or administering all restrictions protecting workforce housing inventory.
- Broaden the Board to include broader stakeholder participation and expertise on the reduced mandate.
- Expand the focus of TCHA to that of a master developer that acquires and entitles land and conveys sites for affordable housing to builders.
- Consider moving plan review back to the Town and County Joint Planning Department
- Identify and appoint a Workforce Housing Coordinator on a cost neutral basis to begin the harmonization of the delivery and administration of the inventory of workforce housing units to reduce duplication and confusion.
- Unify Town and County regulation and activity while enhancing consistency in the approval process.
- Recognize TCHA for its stewardship of funds and programs on behalf of the community.

ADMINISTRATIVE DUTIES

Centralized Town and County Workforce Housing Coordinator reporting to a skills-based Board with representation from all sectors could reduce duplication, confusion and competition. Existing housing providers would “work with” rather than “report to” the Coordinator. Current operational funding (TCHA, JHCHT, Habitat) could be reduced by more than the cost of the Coordinator function. (Wake)

Enforcement

In order for any restrictions to be in place in perpetuity or long term (99 years) they need to be registered and administered, especially during the changeover of a property. While this is happening at Habitat, JHCHT and TCHA, each organization has its own system. There are a multitude of different covenants, ground leases and processes creating confusion for our local employees who are renting, buying and selling. This administration process could be done in a more comprehensive and consistent manner. It could be located under one roof and include some administration to ensure the employer units without restriction remain workforce housing.

Management

Management of the workforce housing program requires coordination of applications, processes, and restrictions. Currently there are too many portals to access and administrators of workforce housing. Each administrator of workforce housing has its own qualification requirements and process. If you purchase housing through them, there is a multitude of different ground leases, covenants and processes you need to wade through and understand. This is confusing to the user. Harmonizing and centralizing these functions will take a little time and effort but will certainly reduce confusion and increase efficiency with precious resources. (Wake)

Monitoring

An annual monitoring survey should be implemented to measure the progress of the workforce housing program. This monitoring survey could be administered by the Workforce Housing Partnership. Whistler uses an Annual Employer Survey that costs \$10,000 and is conducted by a third party. Aspen and Blaine County (Sun Valley) have utilized similar approaches to avoid costly housing needs assessments. An annual monitoring survey in Teton County would allow ongoing (annual) monitoring of progress towards the 65% target. (Wake)

Education

Education is fundamental in implementing the workforce housing program and keeping the community informed as the process move forward. The introduction of an educational baseline that would provide a knowledge base to newly elected and appointed individuals would be a first step. Give newly elected/ appointed leaders a shared baseline of knowledge by offering a high-quality, day-long seminar covering land use regulations and procedures. Pertinent topics could include: basic building regulations; approval processes; role of planning bodies; case study of a developer (costs, risks); sources of financing; barriers to consistency; role of managing risks in projects; and a detailed description of the current housing program. This intensive session could become a regular occurrence at the onset of new terms.

Educating the community about the role of publicly supported housing programs would generate support and interest in those programs. In addition, increasing opportunities for Fair Housing education of residents and real estate professionals in jurisdictions is an important component of workforce housing, as is improving resident education about the availability of ADA accessible and adaptable units and support programs that help households with disabilities afford needed renovations (2014 RAI).



KEY RECOMMENDATIONS

Key Recommendations from Housing Studies

Summary – Key Highlight	Housing Study	Jackson/Teton County Comprehensive Plan Principle	Jackson/Teton County Comprehensive Plan Policy
Streamline the entitlement process for affordable housing development.	2007 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.c: Provide workforce housing solutions locally
Lower the AMI cap for rental mitigation from 120 percent to 80 percent of AMI.	2007 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.d: Encourage restricted rental units
Adjust Accessory Unit Regulations - In town, require that the units be rented long term or sold to employee households. Enforce prohibitions against renting in the short term (nightly and weekly).	2014 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.e: Allow ARUs and County guesthouses
Apply updated residential mitigation fees to building permits issued on lots platted prior to 1997, lots formed through the family subdivision exemption, and homes permitted on 35-acre tracts. Include lots created outside the subdivision process in a comprehensive residential mitigation program.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Apply commercial mitigation throughout the County and require standards from all commercial development throughout the County to provide consistency at the community level.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Increase the residential mitigation standards above the current 15 percent level to 40 percent.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Increase the commercial mitigation standards above the current 15 percent level to 40 percent.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Modify the residential mitigation fees to base requirements on floor area rather than bedrooms. Ensure residential mitigation requirements are commensurate with the size of home. Mitigation requirements should be assessed at time of plat for new development and should be based on the maximum FAR allowed per the subdivision plat.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Update commercial mitigation to reflect current year-round employment levels. The standards should be updated to reflect current employment ratios and should be aggregated to simplify the administration, such as accounting for changes in use over time.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing

Formalize the selection of mitigation methods, requiring developers to construct the required housing onsite. Update mitigation fees, restrict mitigation payments and require more on-site development.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Update commercial mitigation regulations to allow ownership units to meet mitigation requirements. Allow commercial developers to choose to build ownership or rental housing, depending on the needs of their commercial operations and their resources for property management.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Simplify commercial mitigation requirements to eliminate review of changes in use. Consolidate the different categories of uses to simplify the program while maintaining its effectiveness.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Revise the commercial mitigation requirements to be consistent between the Town and County, ultimately providing a square footage based requirement that can be easily quantified and enforced that is an accurate reflection of the employees to be housed.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.a: Mitigate the impacts of growth on housing
Adopt a growth management policy that links the creation of affordable housing with the growth of free market units.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.c: Create workforce housing to address remaining shortages
Update the Needs Assessment every five years with a survey of residents and businesses in the region.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.a: Create a community housing implementation plan or key action plan
Adopt a Fair Housing policy that specifies protections for at least the same classes as federal law.	RAI	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.a: Create a community housing implementation plan or key action plan
Restructure the TCHA and reduce the TCHA mandate to focus on either project development or administering all restrictions protecting workforce housing inventory. Include broader stakeholder participation, move plan review back to the Town and County Joint Planning Department, transfer some operational funding to the Workforce Housing Coordinator, and seek Town of Jackson proportional funding for that role.	Assessment of Workforce Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.a: Create a community housing implementation plan or key action plan
Identify and appoint a Workforce Housing Coordinator on a cost neutral basis to begin the harmonization of the delivery and administration of the inventory of workforce housing units to reduce duplication and confusion.	Assessment of Workforce Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.a: Create a community housing implementation plan or key action plan
Consider Revisions to the Affordable Housing sections of Land Development Regulations.	2014 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing

Work with the Town and County to adopt a uniform set of affordable housing regulations.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing
Recognize market trends and adapt policies and regulations to tap into the market. Encourage residential development that most effectively generates affordable housing - developments of 120 or more acres. Continue to implement important mitigation tools as they shift from the County to the Town.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing
Forge a unified approach to affordable housing: Unify Town and County regulation and activity while enhancing consistency in the approval process.	2015 Affordable Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Rethink the fundamental components of a housing program: A community-wide housing initiative needs to acknowledge how functions have evolved, and reorganize to meet current needs.	2015 Affordable Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Update residential affordable housing fees to reflect current market conditions.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Update commercial affordable housing fees to reflect current market conditions.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Establish a goal for the community to house a certain percentage of the local workforce. [This goal was completed as of the 2012 Jackson/Teton County Comprehensive Plan]	2007 HNA	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.a: House at least 65% of the workforce locally
Explore more incentives to build affordable housing, maintain no net loss of units, provide resident relocation assistance, expand the first-right of refusal purchase regulations for tenants residing in converted apartments, modify ADU standards for affordable housing, and offer renovation programs/assistance.	RAI	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.a: House at least 65% of the workforce locally
Collaboratively create a long-term plan to educate the community about the importance of workforce housing. Focus on the relationship to economic development and incorporate key audiences such as employers and developers.	Housing Action Plan Stakeholder Group	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.a: House at least 65% of the workforce locally
Be Creative with Seasonal Rental Housing Solutions – provide options for summer workers, such as onsite seasonal housing, lofts/apartments in refurbished industrial areas, or other high density, summer workforce housing.	Assessment of Workforce Housing	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.b: Focus housing subsidies on full-time, year-round workers
Match skills and resources with needs through identification of resources to provide efficient services in support of workforce housing.	Housing Action Plan Stakeholder Group	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.b: Focus housing subsidies on full-time, year-round workers

Incentivize development of rental opportunities in the free market through zoning, fee waivers, funding and technical advice and offer opportunities for entry level ownership housing.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.a: Provide a variety of housing options
Improve resident education about the availability of ADA accessible and adaptable units and support programs that help households with disabilities afford needed renovations. Explore partnerships and opportunities to leverage resources with Habitat for Humanity.	RAI	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.a: Provide a variety of housing options
Understand the demographic spectrum of needs (by profession, income, status): Maintain versatility in the type of products developed and specifically target housing for priority groups, recognizing that housing requirements differ considerably among socio-economic and demographic groups.	Housing Action Plan Stakeholder Group 2015 Affordable Housing	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.a: Provide a variety of housing options
Evaluate improving transportation options available to residents to provide access to services and options to commuters.	RAI	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.b: Housing will be consistent with Character Districts
Enable all housing providers to create workforce housing opportunities at every level of the spectrum and with a variety of unit types integrated within Complete Neighborhoods.	Housing Action Plan Stakeholder Group	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.b: Housing will be consistent with Character Districts
Implement responsible development across municipal borders for a comprehensive community strategy for sustaining workforce housing. Embrace density, unite open space and affordable housing, and encourage development through incentives such as density bonuses.	2015 Affordable Housing	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.c: Provide workforce housing solutions locally
Ensure that the restricted inventory is properly maintained for use by many generations and utilized as intended. Make certain that the management of restricted units is efficient and properly funded.	Housing Action Plan Stakeholder Group	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.d: Encourage restricted rental units
Adopt a no net loss policy to ensure that existing dwelling units are replaced (e.g. if razed for redevelopment) in addition to the mitigation requirements imposed on new development.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.b: Preserve existing workforce housing stock
Create a Housing Preservation Program - Consider methods to improve the condition and livability of existing homes and to preserve affordability through rehabilitation/weatherization that entail placement of restrictions, buy down assistance and subdivision of lots in some areas within town.	2014 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.b: Preserve existing workforce housing stock
Electeds should continue to support the community's publicly supported workforce housing programs through understanding of public supported workforce housing programs, clear and effective messaging about workforce housing, rewarding leadership for implementing employee housing programs, and jointly supervising and funding the Housing Authority.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.b: Preserve existing workforce housing stock

Preserve existing workforce housing stock and ensure that it meets adequacy, suitability and affordability standards.	Housing Action Plan Stakeholder Group	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.b: Preserve existing workforce housing stock
Take Measured Steps. Conduct thoughtful and strategic development of housing through the continued use of a balance of all the existing tools to be effective during both up and down markets. Respect neighborhood conservation by including neighbor input from the beginning of any workforce housing development.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.c: Create workforce housing to address remaining shortages
Implement an Annual Monitoring Survey to measure progress and allow ongoing (annual) monitoring of progress towards 65% target. This could be administered by the Workforce Housing Partnership.	Assessment of Workforce Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.a: Create a community housing implementation plan or key action plan
Recognize TCHA for its stewardship of funds and programs on behalf of the community.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Work with private developers and community organizations to use consistent standards for tenant and buyer qualification and long-term affordability controls.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Increase opportunities for Fair Housing education of residents and real estate professionals in jurisdictions. Coordinate trainings to reach residents and real estate professionals regarding fair Housing issues.	RAI	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Review options to increase, preserve, and rehabilitate affordable and resident-occupied housing for protected classes in each jurisdiction.	RAI	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Electeds should utilize the following array of tools to help the community achieve its housing goals: commercial mitigation, residential mitigation, ARUs (County, AR Zone, and Town), land development regulations, lodging overlay.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Accurately and cost effectively track and monitor the workforce and its associated housing units annually.	Housing Action Plan Stakeholder Group	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing
Provide a coordinated resource for renters to locate information about rental properties and options - including low income and market rate rentals - that reach all community members.	RAI	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.d: Provide incentives for the provision of workforce housing
Remove barriers to development: Incentivize development of affordable housing, rather than wield exactions and fees.	2015 Affordable Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.d: Provide incentives for the provision of workforce housing

Invest in community awareness with a renewed emphasis on the need for workforce housing. Raise the level of understanding within the community about ways to achieve workforce housing goals while preserving other community values such as wildlife, open spaces, and transportation.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.d: Provide incentives for the provision of workforce housing
Pursue additional dedicated revenue sources to diversify revenue sources, and help to stabilize revenue fluctuations due to market upturns and downturns. Local officials should lobby state representatives to change the legislation to allow a Real Estate Transfer Tax (RETT).	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Work with lenders to mitigate loan denial disparities and educate residents about financial repair.	RAI	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Establish a dedicated revenue source for housing such as a tax or fee specifically for housing.	2014 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Create a housing fund – pool revenues from commercial mitigation, in lieu payments, residential linkage fees, other new taxes or fees that might be created, donations and the Special Purpose Excise Tax should additional allocations be awarded to housing.	2014 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Implement a Dedicated Funding Stream for Workforce Housing.	Assessment of Workforce Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Establish a secure funding source after analysis of viable options. Create a housing fund to manage funds and allocate to all housing providers based on criteria which accomplish the housing objectives and on fee for services such as stewardship of restricted units.	Housing Action Plan Stakeholder Group	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.e: Establish a reliable funding source for workforce housing provision
Zone for workforce housing that will not be desirable to the second home buyer.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.b: Focus housing subsidies on full-time, year-round workers
Modify group home provisions. The Town and County both permit group homes within their development codes as an “institutional residential” use, but have slightly different definitions. To reduce confusion among developers, the town and county should explore using a common definition.	RAI	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.a: Provide a variety of housing options
Create an overlay district for affordable housing.	2007 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.b: Housing will be consistent with Character Districts

Establish minimum density standards within the Affordable Housing Overlay.	2007 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.b: Housing will be consistent with Character Districts
Review and modify zoned densities to ensure needed diversity in type and affordability of housing product in alignment with town goal of housing 65% of the workforce and the immediate need for more affordable rental units.	RAI	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing
Systematically Increase Allowable Densities. Increase site coverage and building height to enable the development of workforce housing units by reducing per unit land cost.	Assessment of Workforce Housing	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing
Revise the Affordable Housing Planned Unit Development (PUD) standards.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.b: Avoid regulatory barriers to the provision of workforce housing
Electeds should be slow/steady/predictable. Address the issue and strive to house 65 percent of the workforce locally by being methodical, respecting neighbors, and slowly putting units on the ground.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.c: Prioritize housing for critical service providers
Develop a Program to Create Units for Small Employers	Assessment of Workforce Housing	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.c: Prioritize housing for critical service providers
Develop an inventory of potential affordable housing sites and prioritize acquisitions.	2007 HNA	Principle 5.1 - Maintain a diverse population by providing workforce housing.	Policy 5.1.c: Prioritize housing for critical service providers
Electeds should identify locations for the following types of workforce housing to create predictability and transparency. a. Multi-family rental units (Four-plex or more). b. Workforce housing neighborhoods. c. 100 percent affordable housing. d. Overall development potential.	Housing Jackson Hole (Blue Ribbon Panel)	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.a: Provide a variety of housing options
Develop rental, ownership, and seasonal housing developments that business owners and small-scale developers can buy into to fulfill their mitigation requirements.	2007 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.c: Provide workforce housing solutions locally
Monitor the rental market and rental housing needs. Look for opportunities to purchase existing rental and lodging properties for affordable housing.	2007 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.d: Encourage restricted rental units
Increase Production of Restricted Units - Additional units, both rental and ownership, are now needed. Demand for workforce housing is out pacing the development of workforce housing. The rental market is the most out of balance at this time, meaning initial efforts should be focused on rentals; however, within a few years, ownership demand should equal or exceed rental demand.	2014 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.d: Encourage restricted rental units

Continue supporting the development of ARUs as another way of providing affordable rental housing for the local workforce and providing local families space for aging relatives. Keep the size at or below 1000 square feet to maintain affordability and use as long-term rentals.	2007 HNA	Principle 5.2 - Strategically locate a variety of housing types.	Policy 5.2.e: Allow ARUs and County guesthouses
Develop an inventory of existing multifamily developments including free market and affordable units and identify opportunities for potential acquisition.	2007 HNA	Principle 5.3 - Reduce the shortage of housing that is affordable to the workforce.	Policy 5.3.b: Preserve existing workforce housing stock
Expand the focus of TCHA to that of a master developer that acquires and entitles land and conveys sites for affordable housing to builders.	2007 HNA	Principle 5.4 - Use a balanced set of tools to meet our housing goal.	Policy 5.4.c: Promote cooperative efforts to provide workforce housing