



Jackson/Teton County Housing Department  
Housing Supply Plan 2017-2022  
Draft July 2017

“Stabilizing our community by providing healthy housing solutions”

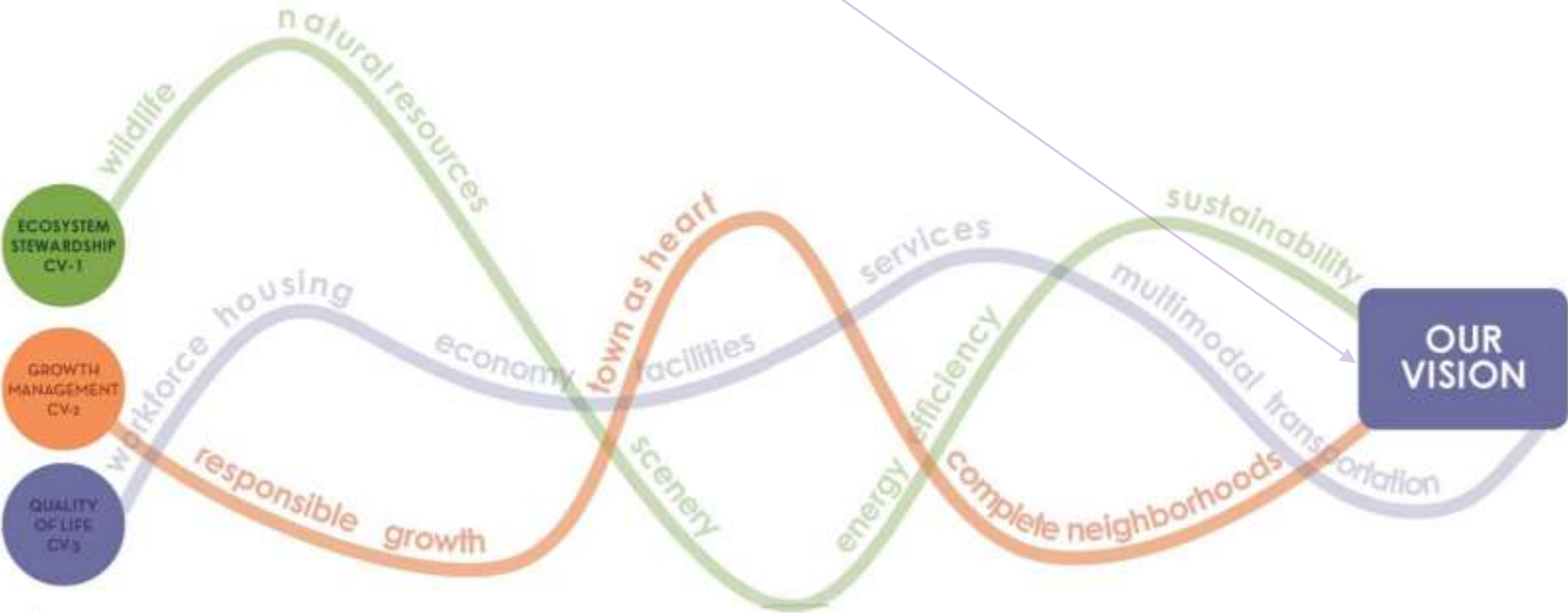
# Background

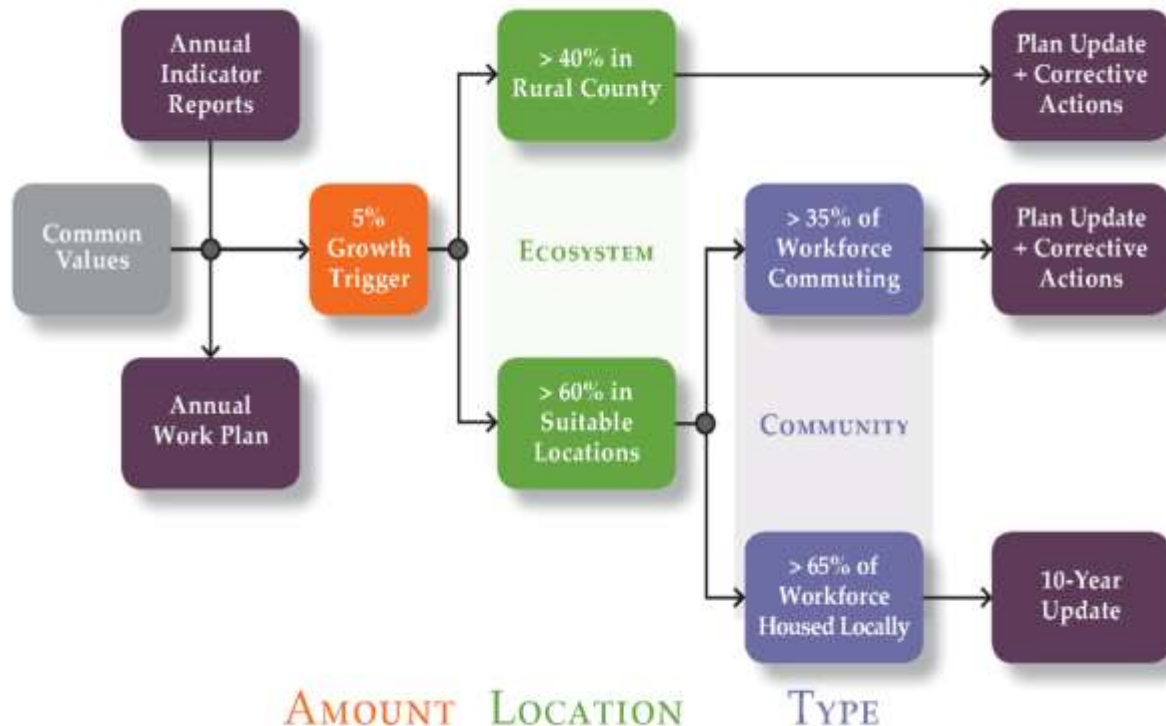
The 2012 Jackson Teton County Comprehensive Plan is predicated on three equally important **Common Values**:

- 1. Ecosystem Stewardship,
- 2. Growth Management, and
- 3. Quality of Life.

In order for our ecosystem protection to result in a healthy environment, community, and economy, the community has committed to achieving all three mutually supportive Common Values.

Just as the strength of a rope depends on the integrity of each intertwining thread, the strength of our community character is derived from a commitment to all three Common Values, each in support and reliant upon the others.





The Comprehensive Plan is designed to be a living plan, able to proactively adapt to changing conditions and community needs. As part of this process, the plan has indicators for each Common Value. One of the indicators for Quality of Life is Resident Workforce. The goal adopted in the Comprehensive Plan is to house 65% of the workforce locally. Once our resident workforce dips below that threshold a corrective action plan must be adopted.

In 2015, we fell below our resident workforce goal. In November 2015, the “Plan Update + Corrective Actions” resulted in the adoption of the [Workforce Housing Action Plan](#). This plan set in motion corrective actions to regain our resident workforce goal.

As part of this work, the Housing Director was charged with drafting an initial 5-year Housing Supply Plan that is updated annually. In October 2016 the first Housing Supply Plan was adopted. This document is the annual update of that plan.

## Community Indicators

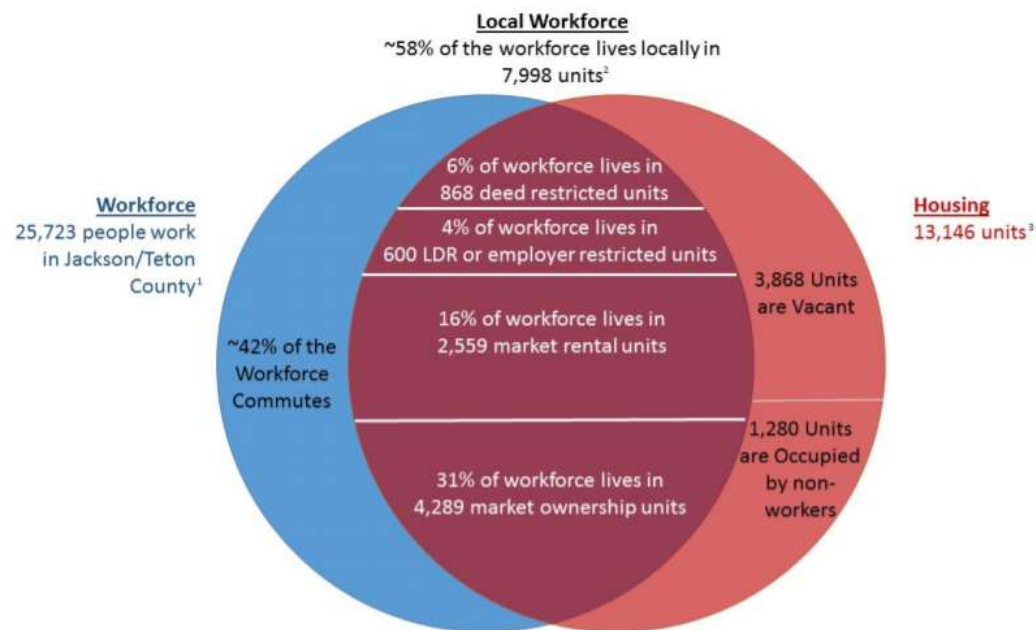
In November 2016 the Teton County electorate rejected a one-cent general sales tax that would have been used 50/50 for housing and transportation.

In May 2017 the Teton County electorate had the opportunity to vote on a slate of specific purpose excise tax measures. Only 1 of 3 housing projects passed.

The most recent Indicator Report for Teton County shows that job growth has increased at a rate that exceeds long-term trends and the percentage of the workforce living locally has decreased as the amount of new housing supply has not matched job growth.

Simultaneously, the community continues to reduce buildout, removing 2,400 potential units through the update to the County Rural LDRs.

These units should be allocated to Complete Neighborhoods throughout the community to provide opportunities to build a diversity of workforce housing options.



1: Source: Bureau of Economic Analysis, assuming 1.2 jobs per person

2: Source: 2015 5-Year American Community Survey, data adjusted to fit 2010 Decennial Census

3: Source: Bureau of Economic Analysis, Bureau of Labor Statistics, 2007 Housing Needs Assessment; 5-Year American Community Survey Selected Economic Characteristics

## Goals

The 2015 Workforce Housing Action Plan assessed the current condition of housing in the Town of Jackson and Teton County, established projected housing supply and need, and identified what will have to be done to close the gap. The numbers presented were estimates meant to inform policy decisions and to help the community understand what direction it needs to take to make progress on meeting the goal of housing 65% of the workforce locally.

The plan estimates that the community needs about 280 units annually. Of those 280 units, 30 result from catching-up from our current deficit, 200 are the result of employment growth (measured at 2.1% annual growth; in 2016 we saw 3.7% job growth), and 50 are the result of the pending retirement of the baby boomers.

Annual Workforce Housing Stock Need Based on 10-Year Projection w/Pipeline Assumptions										
	Rental		Ownership		Rental		Ownership		Ownership	
	60 units per year				50 units per year		80 units per year			
		Ownership 10 units per year	Rental 20 units per year	Ownership 20 units per year			Rental 15 units per year	Ownership 25 units per year	Rental 10 units per year	Ownership 30 units per year
	<50% AMI <\$42,900 for family of 4 Below Category 1		50-80% AMI <\$68,640 for family of 4 Category 1		80-120% AMI <\$102,960 for family of 4 Category 2 & 3		120-150% AMI <\$128,700 for family of 4 Category 4 & 5		>150% AMI >\$128,700 for family of 4 Category 5 and Above	
2016	0	0	0	0	16	17	0	22	0	82

In 2016, a total of 137 residential units were built. Of those units, 82 were affordable to households earning greater than 150% of area median income; 0 units were affordable to households earning less than 80% of area median income.

## Pipeline

As of January 1, 2017 over 450 residential units were in the pipeline. Of those units, we anticipate that at least 200 will serve as workforce housing.

Since January 1, 2017 an additional 162 units have been approved either in sketch plan or development plan. These include 17 units at the Snake River Sporting Club, 24 units at The Grove Phase 3, 90 units at 550 W. Broadway, 10 units at The Homesteads in Teton Village, and 21 units at 400 W. Snow King Ave (TCPR housing). We anticipate that most of these units will serve as workforce housing.

Pipeline as of 1/1/2017			
Project	# Units	Restriction	Rent/Own
<b>Sketch Plan Approvals as of 1/1/2017</b>			
Teton Science Schools	4	Employer	Rent
60 Rosencrans - Hidden Hollow	96	None	Own
60 Rosencrans - Hidden Hollow	45	Workforce	Both
60 Rosencrans - Hidden Hollow	27	<120%	Own
Webster Laplant - JHMR Dorms	24	Employer	Rent
<b>Development Plan Approvals as of 1/1/2017</b>			
1255 W Highway 22	4	None	Own
1255 W Highway 22	16	Master Lease	Rent
160 East Broadway Ave	3	<120%	Rent
680 & 700 S. Cache Street	4	<120%	Rent
265 E Broadway	1	<120%	Rent
Pine Glades PUD	18	None	Own
Pine Glades PUD	3	<120%	Own
Redmond Street Rentals	26	<150%	Rent
<b>Building Permits Issued as of 1/1/2017</b>			
115 E. Pearl Ave	2	None	Rent
115 E. Pearl Ave	1	<120%	Rent
135 W. Kelly Ave	11	Employer	Rent
135 W. Kelly Ave	1	<120%	Rent
Marriott Hotel	4	<120%	Rent
3275 W Village Drive	2	<120%	Rent
690 E Hall	2	None	Own
855 Wheatleigh Way	2	None	Own
Lot 16, Farmhouse Live Work	15	Live Work	Own
Detached Single Family Dwelling	156	None	Own
Attached Single Family Dwelling	5	None	Own
<b>Total Units</b>	<b>472</b>		
<b>Total Restricted Units</b>	<b>187</b>		

“Workforce Housing” includes all housing occupied by people working for a local business.

Anticipated total number of new units serving the workforce and available for occupants by the end of 2018: approximately 220.

## Pipeline + Goals

Overlaying the pipeline with the annual workforce housing stock need, including what was built in 2016, what we anticipate will be built in 2017 and 2018, and making assumptions about what might get built 2019-2021, we can begin to determine our greatest shortfall in terms of meeting demand.

Moving forward, staff will use this data to determine criteria for future projects, including types of housing prioritized in Requests for Proposals to develop publicly-owned land.

Annual Workforce Housing Stock Need Based on 10-Year Projection w/Pipeline Assumptions										
	Rental		Ownership		Rental		Ownership		Ownership	
	60 units per year	10 units per year	20 units per year	20 units per year	50 units per year	80 units per year	15 units per year	25 units per year	10 units per year	30 units per year
	<50% AMI <\$42,900 for family of 4 Below Category 1		50-80% AMI <\$68,640 for family of 4 Category 1		80-120% AMI <\$102,960 for family of 4 Category 2 & 3		120-150% AMI <\$128,700 for family of 4 Category 4 & 5		>150% AMI >\$128,700 for family of 4 Category 5 and Above	
2016	0	0	0	0	16	17	0	22	0	82
2017					14		5			15
2018				8	105	18	53	19		
2019					21					
2020				8		9	9	9		25
2021				8						
Total	0	0	0	24	156	44	67	50	0	122
6-yr demand	360	60	120	120	300	480	90	150	60	180

## Plan Structure

This document outlines the rolling 5-year Housing Supply Plan, which includes developing government-owned property for workforce housing, implementing capital programs that will preserve existing housing stock and catalyze new ideas for increasing new supply, educating the community to increase understanding, and developing and implementing technical assistance programs that support or result in increased workforce housing.

The plan consists of five distinct parts:

1. [Capital Projects](#);
2. [Capital Programs](#), which include both production and preservation;
3. [Zoning and Planning](#);
4. [Education and Communication](#); and
5. [Technical Assistance](#).

Capital Revenue Projections: FY17/18		
Source	Description	\$
Teton County	General Fund	1,000,000
Teton County	Mitigation Fees (existing + projected)	4,361,000
Town of Jackson	General Fund	1,000,000
Town of Jackson	Mitigation Fees (existing + projected)	700,000
	Total	7,061,000

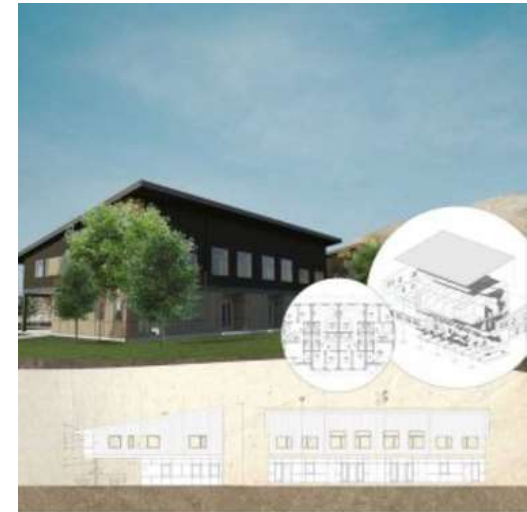


## Capital Projects

Current Projects, 2017/2018

Three capital projects are currently underway: Redmond Street Rentals, the Grove Phase 3, and Housing at the Teton County Parks and Recreation Facility. With the addition of the Redmond Street Rentals and the TCPR Rentals, **an additional 49 rental units will be available by the third quarter of 2019**. The Grove Phase 3 units will be rolled out in three phases, the first 8 ownership units becoming available in September 2018.

Current Projects	# Units	C/O
Redmond Street Rentals	28 (26 new)	Q2 2018
TCPR Rentals	21	Q2 2019
Grove Phase 3 Ownership	8	Q3 2018
Grove Phase 3 Ownership	8	Q1 2020
Grove Phase 3 Ownership	8	Q1 2021



Proposed Projects, 2017/2018

**174 N. King Street.** This Town of Jackson-owned property is zoned Downtown Commercial and may get up to a 2.1FAR resulting in over 35,000-square feet for development. Opportunities to partner with the Town on permitted parking for this development exist, as it sits near both the Deloney Street Parking Lot and the Home Ranch Parking Lot. The Jackson Hole Children’s Museum currently rents the existing unit on an annual basis.



Next steps: Work with adjacent landowners to find economies of scale with regard to access, parking, etc. RFP development, which includes approval by the Town Council.

Timeline	
Develop RFP	2017 Q3
Approve RFP	2017 Q4
Award Project	2018 Q1
Project Complete	2019 Q3



Proposed Projects, 2017/2018



**255 & 257 West Kelly Avenue, 360 & 380 South Jackson Street.**

This Teton County-owned property is zoned AR. Opportunities to partner with an adjacent landowner exist and conversations to extend the development north are ongoing. Partnering on the project may result in over 100,000-square feet for residential development.

Next steps: MOU with development partner, which includes approval by the BCC.

Timeline

Develop MOU	2017 Q3
Approve MOU	2017 Q4
Project Complete	2019 Q4

**Land Acquisition.** Following the model set forth in the Workforce Housing Action Plan, the Town Council and BCC will direct and authorize the Housing Authority to purchase land for the purposes of partnering with a private developer to construct workforce housing. The Housing Director will bring properties to the elected officials for their consideration. Once a property is purchased, the Housing Director and Housing Supply Board will develop a RFP that once approved by the Town Council and BCC, will be released to the public.

Next steps: Purchase land zoned UR, AR, CR1, CR2 or located in Complete Neighborhoods in the County. Develop and approve a RFP.

Timeline

Acquire Land	Q4 2017
Develop & Approve RFP	Q1 2018
Award Project	Q2 2018
Project Complete	Q4 2019

Future Projects, 2018-2021



**3590 North Kennel Lane (“Raines”).** This 5-acre Housing Authority-owned property is currently zoned NC and is surrounded by BC, AC, NC (Aspens Complete Neighborhood). A zoning update is scheduled for FY19/20. If zoned Suburban, approximately 20 lots could be created.

Next steps: Re-zone property so that it allows for more density for workforce housing.

Timeline

Rezone	2019 Q2
Develop RFP	2019 Q3
Approve RFP	2019 Q3
Award Project	2019 Q4
Project Complete	2021 Q2



**3590 North Kennel Lane (“Raines”) – Alternative.** In this scenario, the Town Council and Board of County Commissioners direct and authorize the Housing Authority to sell or trade this 5-acre property. It is currently zoned Neighborhood Conservation and recent comparable sales indicate a selling price under \$2 million.

Next steps: List for sale or use in a trade for land with current zoning that allows for dense residential development.

Timeline

List for sale/trade	TBD
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Future Projects, 2018-2021

**Karns Meadow Tract 4.** The Town of Jackson owns this property, which is part of the larger Karns Meadow project. Currently, a comprehensive planning process for the resource is underway, which will include housing as part of the overall programming.

Next Steps: Complete planning effort, plat property.

Timeline

Planning w/ Partners	Q3 2017-Q2 2018
Develop & Approve RFP	Q3 2018
Award Project	Q4 2018
Project Complete	Q3 2020



**455 Vine Street.** This Town of Jackson-owned property is currently home to 4 employee units. Once Town zoning is complete, a potential partnership with the northern neighbor will be fully explored.

Next steps: Re-zone Town district #3.

Timeline

Re-zone Town District #3	Q2 2018
MOU to Develop	Q3 2018
Project Complete	Q3 2020

Future Projects, 2018-2021

**105 Mercill Ave.** Teton County owns this property, which already provides a home to the Children’s Learning Center. The current tenant on the east side of the property, the Jackson Hole Historical Society, has a signed two-year lease that expires March 31, 2019.



**625 W. Broadway Ave.** Potential partnership with a long-time landowner who is interested in partnering to develop workforce housing along West Broadway. Once Town zoning is complete, a potential partnership with the landowner will be fully explored.

Capital Projects 2017-2021																		
	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Q4 2018	Q1 2019	Q2 2019	Q3 2019	Q4 2019	Q1 2020	Q2 2020	Q3 2020	Q4 2020	Q1 2021	Q2 2021	Q3 2021	Q4 2021
Redmond Hall				28 units														
Grove Phase 3					8 units						8 units				8 units			
Housing at Parks & Rec Shop								21 units										
Jackson/Kelly (TC)	MOU									100k sqft								
Karns Meadow Tract 4 (ToJ)	Planning w/ partners				RFP								TBD					
174 N. King Street (ToJ)	RFP	Award							35k sq ft									
Land (UR, CR2, CR1, AR) (HA)		Acquire	RFP	Award						TBD								
Vine Street Partnership (ToJ)					MOU								TBD					
625 W. Broadway Partnership					MOU								TBD					
Raines (HA)								Rezone	RFP	Award							TBD	
Raines (alternative) (HA)	Sell/Trade																	
265 W. Broadway (HA)	Sell/Trade																	
Land (UR, CR2, CR1, AR) (HA)					Acquire	RFP	Award						TBD					
105 Mercill Avenue							RFP	Award									TBD	

## Capital Programs

Proposed Programs, 2017/2018

Two capital programs are identified for implementation this year. Staff will work with the Housing Supply Board and legal to develop each of these programs.

### Infrastructure Fund

The Infrastructure Fund provides capital to developers to build infrastructure required to develop a property. In return for the public investment, restricted workforce units are built.

Next Steps: Determine structure of the fund. Develop criteria.

Timeline

Develop Program	Q3-Q4 2017
ToJ/TCG Budget Request	Q1-Q2 2018
Implement	Q3 2018
Evaluate	Q3 2019

### Preservation Fund

Create a Preservation Fund that is either a sinking or revolving loan fund. The money is used by the Housing Authority to purchase a market unit. The Housing Department records an employment restriction on the unit and then sells the unit. Proceeds from the sale are reinvested back into the Preservation Fund.

Next Steps: Determine structure of the fund. Develop criteria.

Timeline

Develop Program	Q3-Q4 2017
ToJ/TCG Budget Request	Q1-Q2 2018
Implement	Q3 2018
Evaluate	Q3 2019



## Future Programs, 2018-2021

Two programs focused on accessory residential dwelling units (“ARU”s) are identified for implementation in future years. Per the LDRs, ARUs may be occupied by three types of occupants: 1) a member of the local workforce; 2) a family member of the landowner; or 3) an intermittent non-paying guest of the landowner. Staff will work with partners, the Housing Supply Board, and legal to develop these programs.

### Historic ARU Program

The Jackson Hole Historic Preservation Board receives requests to move or demolish historic cabins regularly. This collaboration between the JH Historic Preservation Board and Housing Department will create opportunities to save these historic structures by partnering with local landowners to place cabins as accessory dwelling units on properly zoned properties within the Town of Jackson. The ARUs will then be used for workforce housing.

Next Steps: JHHPB will submit a text amendment to the Town of Jackson to make an allowance for a slight increase in the size of an ARU so long as it meets certain criteria set forth by JHHPB.

#### Timeline

Text Amendment	Q3 2017-Q2 2018
Develop Program	Q1-Q2 2018
Apply for Grants	Q2-Q3 2018
Implement	Q4 2018
Evaluate	Q4 2019

### Standard ARU Program

The program is a collaboration between the Housing and Planning Departments and will result in a streamlined process for developing accessory dwelling units on properly zoned land.

Next Steps: Develop program working with planning department to identify possible process efficiencies and standard ARU design guidelines and/or plans. Research similar approaches used in other communities.

#### Timeline

Develop Program	Q4 2018
ToJ/TCG Budget Request	Q1-Q2 2019
Release RFP/Award	Q3-Q4 2019
Implement	Q1 2020
Evaluate	Q4 2021

## Zoning & Planning

Land Development Regulation Updates taking place over the next 12 months will significantly impact our ability to build workforce housing.

### Zoning Updates to Town Districts 3-6

The current zoning in Character Districts 3-6 is almost 25-years old and is being updated over the next 12 months to achieve the vision set forth in the 2012 Comprehensive Plan. Comprehensive Plan goals that are not currently being met include: promoting workforce housing opportunities by adding more residential housing in areas near downtown and the commercial corridors; reinvesting in aging neighborhoods to both provide new workforce housing opportunities and also improve existing housing options; protecting the character of existing neighborhoods as new development and redevelopment occurs; improving pedestrian access to commercial areas that are currently designed for access by vehicles; and improving the function and appearance of the highway commercial corridor.

#### Timeline

Issue Identification	Q2 2017
Alternatives Analysis	Q3 2017
Public Review	Q4 2017
Adoption	Q2 2018

### Joint Housing Mitigation Updates

Housing requirements on new developments have been in place since 1995. 25% of all new residential units must be affordable, and new businesses must house about 33% of their seasonal employees. However, a lot has changed since 1995 and the purpose of this update is to ensure new development is providing housing that is in line with current trends and community goals.

#### Timeline

Issue Identification	Q2 2017
Alternatives Analysis	Q3 2017
Public Review	Q4 2017
Adoption	Q2 2018

### Town Parking Study

The Town Parking Study will create a complete parking strategy that balances the community's goals for land use, transportation, and Town operations. This project, focused on the residential and commercial areas outside of Downtown, will help to: 1) identify how many on-street and off-street parking spaces exist and how they are being used; 2) evaluate how well requirements to provide parking match actual parking supply and demand; and 3) decide whether regulations and public policies need to be revised to better accommodate existing development and future growth.

#### Timeline

Issue Identification	Q2 2017
Alternatives Analysis	Q3 2017
Public Review	Q4 2017
Adoption	Q2 2018

## Education & Outreach

Education and outreach programming is an essential element for the success of the housing supply program.

The Housing Department will continue a [general awareness campaign](#) that will consist of ongoing public presentations, an upgraded website, increased social media presence, and increased communication with our homeowners and tenants.

In addition to the awareness campaign, the department will also implement three other efforts:

### Tenant and Landlord Education Program

The Housing Department is developing materials for a tenant/landlord education program. The program will be available online and in English and Spanish.

#### Timeline

Develop Program	Q3 2017
Launch Program	Q4 2017

### Data Collection – Online Intake Form

The Housing Department is currently developing a new online intake form. Once complete, the department will require that the form be completed annually by prospective homeowners and tenants. The form will provide the department with updated demographic data, helping us to better serve those in need.

#### Timeline

Develop Form	Q3 2016-Q3 2017
Implement	Q4 2017

### Home Finance Education Resources

The Housing Department is working to update our homeowner and home finance education resources to better serve our clients. Feedback received via the 2017 community survey is being used to refine these resources.

#### Timeline

Develop Resources	Q2 2017-Q3 2017
Print and Provide	Q4 2017

## Technical Assistance

Housing Department staff regularly assists developers with their housing mitigation plans, including working to [create opportunities to maximize workforce housing development](#). In addition to this regular, ongoing work, staff will develop two technical assistance programs:

### Housing Marketplace

Create a rental and ownership marketplace for businesses and individuals. This may include programming to facilitate long-term rental agreements between private sector landowners and businesses.

#### Timeline

Develop marketplace	Q3-Q4 2017
Implement	Q1 2018

### Affordable Housing Easement

Modeled after a traditional conservation easement, the affordable housing easement would provide a tax incentive for landowners to restrict their property for the purposes of providing restricted residential development.

#### Timeline

Research, Develop	Ongoing
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Capital Projects, Capital Programs, Education & Outreach, Technical Assistance																		
	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Q4 2018	Q1 2019	Q2 2019	Q3 2019	Q4 2019	Q1 2020	Q2 2020	Q3 2020	Q4 2020	Q1 2021	Q2 2021	Q3 2021	Q4 2021
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Vine Street Partnership (ToJ)					MOU								TBD					
625 W. Broadway Partnership					MOU								TBD					
Raines (HA)								Rezone	RFP	Award						TBD		
Raines (alternative) (HA)	Sell/Trade																	
265 W. Broadway (HA)	Sell/Trade																	
Land (UR, CR2, CR1, AR) (HA)					Acquire	RFP	Award						TBD					
105 Mercill Avenue							RFP	Award								TBD		
Preservation Fund	Develop		(ToJ/TCG Budget)		Implement				Evaluate				Evaluate				Evaluate	
Infrastructure Fund	Develop		(ToJ/TCG Budget)		Implement				Evaluate				Evaluate				Evaluate	
Historic ARU Program	Text amendment process			Develop & Grant Apps			Implement				Evaluate				Evaluate			
Standard ARU Program						Develop	(ToJ/TCG Budget)		RFP		Implement							Evaluate
Awareness Campaign																		
Tenant/Landlord	Develop	Launch																
Intake Form	Develop	Launch																
Education Resources	Develop					Evaluate				Evaluate			Evaluate					Evaluate
Housing Marketplace	Develop		Implement															
Affordable Housing Easement	Research, Development																	