Special Joint Information Meeting

May 14, 2024
9:00am
Town Council Chambers
Chair: Hailey Morton Levinson

NOTICE: THE VIDEO AND AUDIO FOR THIS MEETING ARE STREAMED TO THE PUBLIC VIA THE INTERNET AND MOBILE DEVICES WITH VIEWS THAT ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS. PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING.

I. ZOOM LINK FOR PUBLIC PARTICIPATION

The Town reserves the right to close Public Comment via Zoom at any time. In-person comment will continue to be taken and written comments can always be submitted to Town Council by emailing electedofficials@jacksonwy.gov.

A. To join, click link or copy it to your browser: https://us02web.zoom.us/j/84412504550?pwd=UHRvcHhjRURoK0NYSGMvNXlXbDNMUT09

Or join at zoom.com with Webinar ID: **844 1250 4550** and Password: 83001 or by phone: +1 669 900 9128

II. CALL TO ORDER AND ROLL CALL

III. DISCUSSION/ACTION ITEMS

A. 90 Virginian Lane Developer Selection (April Norton)

B. FY25 Joint Department/Division Review (Tyler Sinclair and Maureen Murphy)

IV. ADJOURN

BOARD OF COUNTY COMMISSIONERS

TOWN COUNCIL

JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Joint Housing **PRESENTER**: April Norton, Housing Director

MEETING DATE: May 6, 2024

SUBJECT: **90 Virginian Lane Development Partner Selection**

STATEMENT/PURPOSE

The Jackson Town Council ("Council") and Teton County Board of Commissioners ("Board") will review responses to the 90 Virginian Lane Request for Proposals for a Multifamily Housing Development Partner ("RFP") and choose a partner for the development.

BACKGROUND/ALTERNATIVES

The Jackson/Teton County Comprehensive Plan directs the Town and County to maintain Town as the Heart of the Region; increase the variety of housing types; develop Transitional Subareas; house at least 65% of the workforce locally; focus housing subsidies on full-time, year-round workers; provide housing that is consistent with Character Districts; and create workforce housing to address shortages. The Housing Action Plan directs the Town and County to strategically provide land as public subsidy and use development partnerships to build more housing for our local community.

90 Virginian Lane is a 5.15-acre parcel of land located within the Town of Jackson. It is currently zoned Neighborhood High ("NH-1") and is one of the few large, mostly vacant parcels of land that is appropriately zoned for affordable workforce housing. The Jackson/Teton County Housing Authority ("JTCHA") purchased this property August 1, 2023 for future affordable workforce housing development.

On August 7, 2023; September 11, 2023; October 2, 2023; and November 6, 2023 Board and Council provided staff with direction related to the Request for Proposals for a development partner at 90 Virginian Lane. On November 8, 2023, the RFP was released with a response due date of February 2, 2024. 11 responses to the RFP were received. These are posted to the Housing Department website.

On February 14 & 15, 2024, the Housing Supply Board reviewed the responses and identified four firms to interview in person. On March 6, 2024, the Housing Supply Board interviewed Corum, Elmington, Pennrose, and Ulysses. A recording of the interviews is provided on the Housing Department's website. On March 20, 2024, the Housing Supply Board held a Special Meeting at which they identified Pennrose as their leading candidate to develop the property.

This staff report is broken into three sections:

1. Summary of each of the four finalist respondent teams and their best proposal.
2. Analysis of the four finalist proposals.
3. Recommendation for a future development partner. This includes the Housing Supply Board recommendation and staff recommendation.

Additionally, a summary of the remaining seven respondent teams and their proposals is provided as an attachment to this staff report.

Summary of the Four Finalist Respondent Teams & Their Proposals

- *This section summarizes each of the four finalist teams and their best proposal.*

The Housing Supply Board chose to interview four final teams – each offering a different approach to the site design and financing, giving the Board and Council diverse options from which to choose a partner.

Developer: Corum Real Estate Group

- Architect: Cushing Terrell Architects
- Civil Engineer: Jorgensen
- Energy Modeling: Group 14 Engineering
- Construction Services: Shaw Construction
- Transportation, Traffic, Mobility: Fehr Peers

Proposal summary: Fewer, larger units for middle-income households. Requires the Town / County / Housing Authority to issue almost $60 million in Essential Function Bonds and to invest an additional $30 million (via General Fund, Certificates of Participation, or other source). Rental improvements to be owned by Housing Authority after debt is satisfied.

150 Total Units **271 Total Bedrooms**	102 Rental (68%)	48 Ownership (32%)
Affordable 0-80% MFI	0	0
Affordable 80-120% MFI	55	0
Affordable 120-160% MFI	47	0
Workforce	0	48
Market	0	0
Public Investment / Unit	$381,265 (includes land)	
Public Investment / Bed	$211,032 (includes land)	
Total Cost to Construct	$163,590,338	
Total Residential SF	161,878	
Total Cost / Residential SF	$1,011	
Total Cost / Unit	$1,090,602	

Site Plan:

Rendering:

Developer: Elmington Affordables, LLC

- Architect: Dynia Architects
- Civil Engineer: Jorgensen
- Landscape Architect: Cairn Landscape Architects
- General Contractor: Shaw Construction
- Transportation, Traffic, Mobility: Kimley Horn

Proposal summary: More, smaller units for very low- and middle-income earners, including senior housing, centered around a large common green space. Includes an above-grade garage where most parking is located. Relies on 4% LIHTC + HOME funds and requires an additional public investment of $22.5 million.

241 Total Units **373 Total Bedrooms**	196 Rental (81%)	45 Ownership (19%)
Affordable 0-80% MFI	196	0
Affordable 80-120% MFI	0	0
Affordable 120-160% MFI	0	15
Workforce	0	25
Market	0	5
Public Investment / Unit	$209,544 (includes land)	
Public Investment / Bed	$135,389 (includes land)	
Total Cost to Construct	$201,691,901	
Total Residential SF	204,937	
Total Cost / Residential SF	$984	
Total Cost / Unit	$836,896	

Site Plan:

Rendering:

Developer: Pennrose, LLC

- Architect: SAR+ Architects
- Civil Engineer: Jorgensen
- Landscape Architect: Herschberger
- Sustainability Consultant: Group 14
- General Contractor: Shaw Construction
- Construction Admin.: Innova Services Company

226 Total Units **340 Total Bedrooms**	156 Rental (69%)	70 Ownership (31%)
Affordable 0-80% MFI	21	9
Affordable 80-120% MFI	21	9
Affordable 120-160% MFI	93	43
Workforce	21	9
Market	0	0
Public Investment / Unit	$168,142 (includes land)	
Public Investment / Bed	$111,765 (includes land)	
Total Cost to Construct	$158,412,000	
Total Residential SF	158,010	
Total Cost / Residential SF	$1,003	
Total Cost / Unit	$700,941	

Proposal summary: More units serving very low to middle income earners and featuring a central large common green space. Offers an option for a community space for childcare or library extension uses. Relies on conventional debt + equity + $10 million in additional public funding.

Site Plan:

Rendering:

Developer: Ulysses Development Group

- Architect: Hoyt Architects
- Civil Engineer: Jorgensen
- Landscape Architect: Cairn
- Energy Consultant: Group 14
- General Contractor: Shaw Construction

Ulysses – More, smaller units for very low and middle to upper income earners, providing a central common courtyard for residents of the development and a corner courtyard designed for the entire midtown neighborhood to enjoy. Relies on 4% + 9% LIHTC and requires an additional public investment of $58,450,200.

240 Total Units **427 Total Bedrooms**	168 Rental 70%)	72 Ownership (30%)
Affordable 0-80% MFI	59	0
Affordable 80-120% MFI	40	0
Affordable 120-160% MFI	69	18
Workforce	0	30
Market	0	24
Public Investment / Unit	$360,209 (includes land)	
Public Investment / Bed	$202,459 (includes land)	
Total Cost to Construct	$205,217,327	
Total Residential SF	218,273	
Total Cost / Residential SF	$940	
Total Cost / Unit	$855,072	

Site Plan:

Rendering:

Analysis of the Four Finalists & Their Proposals

- *This section will go through each of the key scoring components in the draft scoring matrix provided as an appendix to the RFP. Color scale is relative to other respondents for each category. Green is best; red is worst.*

Adherence to RFP Instructions

	Corum	Elmington	Pennrose	Ulysses
Timeliness	A	A	A	A
Completeness	A	A	A	A
Overall Quality & Level of Professionalism	A	A	A	B
Overall Response	A	A	A	B Lower score due to length of proposal.

Respondent Team Information

	Corum	Elmington	Pennrose	Ulysses
Financial Viability	B	A	A	B
Org Structure	B	A	A	A
Relevant Experience	B	A	A	B
References	A	A	A	A
Partnerships	A	A	A	A

- Corum's experience was in the property management and construction management realms, less experience in the developer role.
- Ulysses is a young company that is growing quickly but lacks a long-term track record of success. Staff flagged this as a potential risk.

Density

	Corum	Elmington	Pennrose	Ulysses
Total Units	150	241	226	240
Public $ per unit*	$381,265	$258,091	$168,142	$360,209
Total Bedrooms	271	373	340	427
Public $ per bedroom*	$211,032	$166,756	$111,765	$202,459
Studio	None	20 Rental (8%)	None	None
One-Bedroom	52 total (35%) • 40 for Rent • 12 for Sale	114 total (47%) • 106 for Rent • 8 for Sale	137 total (61%) • 93 for Rent • 44 for Sale	83 total (35%) • 65 for Rent • 18 for Sale
Two-Bedroom	75 total (50%) • 50 for Rent • 25 for Sale	82 total (34%) • 50 for Rent • 32 for Sale	64 total (28%) • 42 for Rent • 22 for Sale	127 total (53%) • 81 for Rent • 46 for Sale
Three-Bedroom	23 total (15%) • 12 for Rent • 11 for Sale	25 total (11%) • 20 for Rent • 5 for Sale	25 total (11%) • 21 for Rent • 4 for Sale	30 total (12%) • 22 for Rent • 8 for Sale

*Includes land valued at $28,000,000

- Each team met the baseline standard of 150 units and indicated flexibility to change unit sizes if so desired by the Council and Board. Larger units are more cost dense (they cost more per unit to build) and will likely require some additional public investment or higher price point (less affordability). Changing unit mix may also affect required parking.
- Pennrose's three-bedroom units include only one bathroom per unit.

- For context, staff have provided a summary of existing deed restricted housing stock below. This includes units that are under construction and will be complete in 2024.

Existing Deed Restricted Housing Stock + Units Receiving C/O in 2024							
Total Units	**1,698**	**Studio**	**1-bed**	**2-bed**	**3-bed**	**4+bed**	**Other**
Rental Units	**1,082**	**139**	**253**	**259**	**51**	**21**	**359**
<50% MFI	66	0	31	20	15	0	
50-80% MFI	49	1	14	31	3	0	
80-120% MFI	253	60	99	66	22	3	3
Workforce	358	78	109	142	11	18	
LDR Restricted (non-res ARUs w/o deed rest.)	177						177
State/Federal Programs (USDA, LIHTC)	179						179
Ownership Units	**616**	**1**	**88**	**242**	**270**	**15**	
<50% MFI	2	0	2	0	0	0	
50-80% MFI	145	0	24	51	69	1	
80-120% MFI	360	1	44	144	163	8	
Workforce	109	0	18	47	38	6	
Total Dorm Beds	**257**						

Affordability				
	Corum	Elmington	Pennrose	Ulysses
For Rent	102 total (68%)	196 total (81%)	156 total (69%)	168 total (70%)
Affordable 0-80	0	196	21	59
Affordable 80-120	55	0	21	40
Affordable 120-160	47	0	93	69
Workforce	0	0	21	0
Market	0	0	0	0
For Sale	48 total (32%)	45 total (19%)	70 total (31%)	72 total (30%)
Affordable 0-80	0	0	9	0
Affordable 80-120	0	0	9	0
Affordable 120-160	0	15	43	18
Workforce	48	25	9	30
Market	0	5	0	24

Each team indicated they can accommodate changes to the proposed affordability mix. These changes may increase the public investment requested.

- Pennrose offers the broadest affordability across rental and ownership products.
- Elmington proposes utilizing 4% Low-Income Housing Tax Credits (“LIHTC”) to fund a portion of the rental product. As a result, they propose rental units serving households earning <80% MFI, with no rental units serving households earning over 80% MFI. (Some of these rental units are intended to serve senior households living on fixed incomes.) Should the Council and Board desire broader affordability, the Elmington team has indicated they can accommodate those changes, but with an additional cost of around $80,000 per unit. Elmington does not offer any ownership units serving households earning <120% MFI.
- Elmington and Ulysses propose market-rate units; Corum and Pennrose have no market-rate units.

Quality of Overall Project Timeline & Phasing

	Corum	Elmington	Pennrose –	Ulysses
Completion Date	Fully complete within 1460 days from project start date.	Fully complete within 2,000 days from project start date, assuming 4% + Home allocation in Jan. 2025.	Fully complete within 2,000 days from project start date.	Fully complete within 1415 days from project start date, assuming 4% + 9% + HOME allocation in Jan. 2025.
Proposed Phasing	Propose phasing: Rental units complete in Spring 2027. All residential buildings complete by Fall 2027.	Propose phasing: Rentals funded with 4% LIHTC and parking garage built simultaneously. 2027 will be first lease up.	Propose phasing: Overlapping phased construction of the 5 buildings completed by Spring 2028. All initial leases and sales phased Spring 2028 to January 2029.	Propose phasing: Start with underground garage. Then will pick a corner and work out from there. Can utilize area above the garage for staging.

All responses propose phasing construction and completing site-wide construction prior to any occupancy of the site. Proposed timelines range from 4 to 5 ½ years from the time the Ground Lease and Development Agreement are executed.

- Elmington and Ulysses will apply for LIHTC and HOME funds through the Wyoming Community Development Authority. These applications are due in September with awards being announced in January 2025. Should they not receive an award, the timeline will be pushed out an additional 12 months to accommodate reapplication. After speaking with WCDA, staff believe there is a high likelihood of 4% LIHTC + HOME awards and a low likelihood of 9% LIHTC awards.

Quality of Overall Transportation & Parking Plan

	Corum	Elmington	Pennrose –	Ulysses
Parking	235 required spaces 235 provided spaces – this does not include parking in townhome driveways (+19 spaces). Propose providing 1 space per rental unit and charging residents $25/month for access to an additional space. Every unit has access to a parking spot in an enclosed garage.	368 required spaces 360 provided spaces in parking garage. Every unit has access to a parking spot in an enclosed garage. Short-term drop-off/loading is located at the north entrance to the parking garage. 290 bike parking spots are provided on-site, including 90 indoor spaces and alternate sized bike racks for 73 spaces.	299 required spaces. 299 provided spaces. 255 bike parking spots are provided on-site, including 64 alternate sized spaces. 123 structured parking spots. 134 surface parking spots. 42 tuck-under parking spots.	360 required spaces. 320 provided spaces – this does not include parking in townhome driveways (+18 spaces). 182 spaces are in an underground structure, 135 are surface parking, and 18 are individual garage spaces for townhomes. 320 bike parking spaces are provided on-site.

Parking Access	Below grade parking, at-grade, and tuck-under parking accessed from Virginian Lane. Townhomes have 1-car garage.	Units wrapping the garage have interior access to parking garage.	Most parking is accessed from Karns Meadow Drive to limit the number of cars driving through the neighborhood.	All parking is accessed via two two-way drives off Virginian Lane. A single ramp provides entrance and exit from the underground garage.
Quality of Overall Transportation & Parking Plan	A Provides varied parking options. Exceeds parking requirements and monetize the extra parking.	A Provide varied parking options but rely on the parking garage for most parking. The parking garage makes walking, biking, and busing the default options.	A Provides varied parking options. Access from Karns Meadow Drive alleviates potential congestion along Virginian Lane and at the Snow King & Virginian Lane intersection.	B While parking options are varied, the distribution of surface spaces throughout the site interrupts the overall site design and prioritizes vehicles over other user groups.

Horizontal Infrastructure

	Corum	Elmington	Pennrose –	Ulysses
Stormwater Management	Propose onsite water reduction and reuse strategies + incorporate a lot of runoff capture and infiltration.	Propose onsite water retention, capture, and infiltration. Emphasis on treatment prior to runoff leaving the site (to protect Flat Creek).	Propose onsite water detention and infiltration.	Not specified for this Alternative proposal.
Landscaping	Propose heavy landscaping utilizing native species of grasses, wildflowers, and shrubs.	Propose protecting existing mature spruce trees and using low water, native landscaping. Provides a lot of landscaping space.	Propose landscaping utilizing native species.	Propose landscaping utilizing low-water native species, pollinator gardens, and raised community beds.
Streetscape	Porches, stoops, doors facing Virginian Ln. and Snow King Ave.	Active street frontage facing Virginian Ln.	Entry doors facing Virginian Ln. and Snow King Ave.	Entry doors facing Virginian Ln. and Snow King Ave. Entry plaza at SW street corner.
Functional Outdoor Space	5,000 SF Outdoor space is located primarily between center buildings and provides some opportunities for active and passive recreation.	59,000 SF Features a large, accessible central park with active and passive recreation opportunities, benches, gardens, and paths.	33,500 SF Features a large, central park with active and passive recreation opportunities, benches, gardens, and paths. Includes covered walkways.	56,064 SF Features an entry plaza on the SW corner, and active and passive recreation opportunities throughout, benches, gardens, and paths.

Vehicular Access	Vehicular access via two two-way drives off Virginian Lane with an option to connect via Karns Meadow Drive. Connection to Karns Meadow Drive can be accommodated for an additional $700,000.	Vehicular access via two two-way drives off Virginian Lane with an option to connect via Karns Meadow Drive.	Primary residential vehicular traffic proposed from Karns Meadow Drive (to access parking). Secondary residential and primary visitor vehicular traffic proposed from Virginian Lane (2 access drives).	Vehicular access via two two-way drives off Virginian Lane. Connection to Karns Meadow Drive can be accommodated for an additional $500,000.
Quality of Overall Site Design	B While site design provides activated streetscape, it provides limited outdoor space and is broken up by circulation and surface parking.	A Site design provides significant, central community space where residents and visitors can congregate safely, activates streetscape on Virginian, and provides a more residential treatment along Snow King (larger setback from the road).	A Site design provides access from Karns Meadow Drive, alleviating potential congestion along Virginian Lane and at the Snow King & Virginian Lane intersection. Incorporates a variety of functional common space.	B Site design activates streetscape, provides multi-modal connectivity and incorporates a variety of both indoor and outdoor functional space, but the U-shaped surface parking emphasizes vehicle priority throughout the site.

Building Design

	Corum	Elmington	Pennrose	Ulysses
Common Functional Indoor Space (does not include circulation)	5,300 SF Available for property residents and community at-large. Includes community room(s), co-workspace, pet washing station, gym/fitness, etc.	17,793 SF	8,165 SF Available for property residents and community partners (like the Library). Includes multi-purpose room, co-workspace, pet washing station, gear tuning room, gym/fitness, etc.	4,084 SF Shared gathering space central to first and second floor of apartment building.
Storage	20 SF per unit Condos have additional storage units on the first floor.	25 SF per studio 30 SF per 1-bed 40 SF per 2-bed 50 SF per 3-bed	30 SF per 1-bed 40 SF per 2-bed 50 SF per 3-bed	40 to 52 SF per 1-bed 51 to 63 SF per 2-bed 72 SF per 3-bed
Multigenerational Flexibility	Propose an option to include some units that meet Universal Design Housing standards.	All units are designed to meet Adaptable Type B standards. 56 units for seniors.	Does not mention Type A or B units.	Does not mention Type A or B units.
Accessibility	Elevators are located throughout the neighborhood,	Provides an open and accessible central park that will foster	All but two buildings have elevators, which increases accessibility	Only one building has an elevator, limiting accessibility for

	increasing disabled / senior residents' ability to visit friends throughout the development.	interaction amongst residents and provides senior-specific amenities.	for disabled and senior residents. Provides increased seating in common spaces.	disabled and senior residents.
Quality of Overall Building Design	A Building proposed for the corner of Snow King Ave and Virginian Lane is 4-stories, making the neighborhood feel denser at that corner than it actually is. All other buildings – apartments and townhomes – are three stories. Only proposal to mention "universal design / fully accessible". In an effort to be inclusive, we would likely push them to integrate these design elements throughout the neighborhood so that disabled and senior residents are not segregated to one building.	A Street-adjacent buildings facing Snow King are three-story maximums with varied rooflines. Larger buildings are placed farther north and east on the property to reduce the bulk and scale of the neighborhood. This is the only proposal to mention Type B units, which are great for accessibility and inclusion as they allow for diversity of need in the disability community, a capacity to accommodate more disabled residents, and accessible design greatly benefits an aging community / residents.	A Street-adjacent buildings facing Snow King are three-story maximums with varied rooflines. Larger buildings are placed farther north and east on the property to reduce the bulk and scale of the neighborhood.	B Street-adjacent condo and townhome buildings step down to three-story maximums with a variety of exterior materials and rooflines. The U-shape of the central 4-story building makes it appear more monolithic from the street than it is. Does not address accessibility of common spaces and only provides one elevator.

- The proposals all had great ideas around activating green space for residents. Opportunities to make these spaces more inclusive exist and can be easily incorporated (ie – sensory gardens, accessible gardening, seating, etc.).

Sustainable Design				
	Corum	**Elmington**	**Pennrose**	**Ulysses**
Energy Performance	Designed to achieve Enterprise Green Communities certification (similar to LEED Gold). Incorporates passive solar & solar ready roofs.	Designed to achieve LEED Silver certification. The roof of parking garage will be solar ready. A 300 kw solar array is included in this proposal.	Focused on embodied carbon and using recycled materials when possible. Passive solar design potential. Construction waste management goal of 50% diversion from landfill. Targeting National Green Building Standard Gold certification.	Propose geothermal.

Healthy Living	Proposed areas for community gardens, provided pedestrian walkways, included exterior balconies on many units. All of their units are considerably larger than the other three proposals.	Propose on-site food production, a large and open central courtyard, shade trees, exterior balconies, and multimodal connectivity. Mechanical system for senior units have humidification to help with asthma symptoms and reduce the spread of viruses. Also includes more temperature control for comfort.	Proposed Fitwell certification for healthy living. Many units have exterior balconies.	Many units have exterior balconies.
Quality of Overall Sustainable Design	A Proposed onsite water reduction and reuse strategies which went above and beyond other water conservation measures in other proposals. Providing one free parking space and charging for additional parking spaces encourages multimodality.	A Plans to protect the existing mature spruce trees, which is notable. They focused on embodied carbon and life cycle analysis. The parking garage allows for a lot of landscaping and makes walking, biking, and busing the default options.	A Included a detailed sustainability plan. They focused on embodied carbon and using recycled materials when possible. They have a 50% diversion from landfill construction waste management goal.	B Included geothermal in their proposal, which raised their score. However, they also stated they would achieve high sustainability certifications but provided little detail as to how. They include homes that abut the substation.

Property Management				
	Corum - B	**Elmington - B**	**Pennrose - A**	**Ulysses – A**
Rental Property Management Plan	Corum proposes to manage the property, including 1.5 FTE management staff + 1.5 FTE maintenance staff. Housing Authority will own the rental improvements at project completion.	Elmington Property Management will manage the site: 2 FTEs assigned to maintenance, 2 FTEs assigned to compliance (with LIHTC program).	Pennrose will manage the rental property long-term and assumes a 4% annual rent growth, 2% expense growth, and 4% vacancy rate. Potential for long-term profit sharing with Housing Authority.	Have already engaged with a property manager (New Earth). Plan to hold long-term.
HOA Budget & Management Plan	Did not provide HOA budget.	Did not provide HOA budget.	Propose $350 per month HOA fee. This includes repairs & maintenance, admin, common utilities, management, major repairs, reserves – maintenance and	$545,000 annual budget pro-rated by unit based on size. Ownership units will average $225 per month HOA fee.

			replacement, and contingency.	

Project Financing				
	Corum	Elmington	Pennrose	Ulysses
Total Public Funding	$57,189,716	$50,500,000	$38,000,000	$86,450,200
Land – this has already been invested	$28,000,000	$28,000,000	$28,000,000	$28,000,000
General Fund – additional public funding requested	$29,189,716 *Propose Cert. of Participation (defined below)*	$22,500,000 *Propose Cert. of Participation*	$10,000,000	$58,450,200
Total Partner Funding	$36,347,409	$92,282,875	$118,412,571	$163,502,074
Debt	$33,797,409 *Construction Loan*	$36,215,000 *Tax-exempt loan per 4% LIHTC*	$84,765,769	$114,012,554 *Construction Loans*
Equity	$2,550,000	$56,067,875 *4% LIHTC – tax credit investor*	$33,646,802 *Private Limited Partner + Pennrose General Partner*	$49,489,520 *4% + 9% LIHTC – tax credit investor*
Other Funding	$70,053,213	$58,933,678	$2,000,000	$53,985,249
	$58,736,247 *Essential Function Bonds (defined below)* $9,420,000 *52 Rights of First Refusal* $1,896,966 *Deferred Muni Fees*	$35,437,902 *Home sales* $5,150,000 *Cost Sharing (infra)* $8,790,000 *State Gap Funds (HOME or Other)* $9,555,776 *Deferred developer fee*	$2,000,000 *Deferred developer fee*	$49,212,929 *Home sales* $4,772,320 *Deferred developer fee*

Financing Key Terms:

- Certificate of Participation ("COP"). This is a non-debt instrument that is an alternative way to raise money (not the same as a revenue bond). Recourse to the issuer (in our example, the Town). These are typically priced off the tax-exempt index, which reduces the issuer's cost to access money (i.e. COP at 4% vs. conventional debt at 7%).

    - Example: The Town issues $10 million in COPs. The COPs are purchased by investors and are paid back by an annual appropriation from the Town. This could be paid for with future revenues from 90 Virginian Lane (as proposed by Corum and Elmington) or from the General Fund. The Town is required to post collateral, which would be an asset the Town owns like Town Hall or the sewer plant. In doing this, the Town would enter into a lease-purchase agreement where the collateral is deeded to a third-party intermediary who then leases the asset back to the Town. Once the COPs are paid back, the Town is deeded the collateral asset back.

- Essential Function Bond ("EFB"). This is a tax-exempt bond that is a way to raise money for governmental purposes / uses like constructing affordable housing. Recourse to the issuer (in our example, the Housing Authority) with the future improvements + land serving as collateral. These are priced off the tax-exempt index, which reduces the issuer's cost to access money (i.e. EFB at 4% vs. conventional debt at 7%).

- Example: The Housing Authority issues $10 million in EFBs. The EFBs are purchased by investors who are paid back over time. Payments are due twice per year and can be paid for with future revenues from 90 Virginian Lane (as proposed by Corum). Once the bonds are paid off, the Housing Authority owns the rental improvements. The Town or County will be required to provide a “moral obligation” to cover the debt payments should the Housing Authority not have funding to do so. This is not a legal obligation, but a promise that if broken will negatively impact the Town or County’s bond rating / ability to do similar deals in the future. Questions about the legality of a “moral obligation” in Wyoming exist and based on conversations with Kutak Rock, it is unclear whether or not the Town / County can legally provide one.

Financing Discussion:
Corum is the only respondent to propose that the Housing Authority own the rental improvements once the EFBs and COPs – if pursued – are paid. As proposed, this requires the Town/County/Housing Authority to issue almost $60 million in EFBs and to invest an additional $30 million (via General Fund, COPs, or other source). Corum is providing $2.55 million in equity in the form of deferred developer fees. They also propose selling 52 Rights of First Refusal to local businesses (35% of total units).

Elmington proposes utilizing 4% LIHTC bonds + HOME funds and requires an additional public investment of $22.5 million. The additional public investment could include COPs to pay for a portion of the parking garage, of which the Town/County/Housing Authority would then own a portion, and General Fund contributions. If COPs are pursued, a portion of these would be paid back over 10 years by funds from the 4% tax credits. Timing for LIHTC and HOME allocations is as follows: August 2024 – apply to WCDA for 4% LIHTC and HOME, January 2025 – award notifications. WCDA staff indicated that they have 3-4 years of 4% bond cap funding built up and so as long as the proposal meets the minimum qualifications set forth in the state’s Affordable Housing Allocation Plan, it will receive the award. Similarly, the state has an excess of HOME funds and so the likelihood of receiving an award is high. Should the project not receive the HOME funds, the public investment necessary would increase to $32.2 million. If the 4% LIHTC is not awarded, the project would not move forward.

Pennrose proposes utilizing conventional debt + equity and requires an additional $10 million public investment. Pennrose commits to providing $3.33 million in equity which they will invest up front to keep the project moving forward. They also commit to raising $30 million for the project (one-off for this development, not in a comingled fund for multiple projects). They plan to target a socially motivated fund – likely a private family office investment fund (as opposed to a Wall Street fund). This is the least complicated financing proposal of the four and relies heavily on Pennrose’s ability to raise capital for the development.

Ulysses proposes utilizing 4% + 9% LIHTC bonds and requires an additional public investment of $58,450,200. As mentioned above, based on conversations with WCDA, staff believe 4% LIHTC allocation is likely so long as the project meets the minimum qualifications set forth in the state’s Affordable Housing Allocation Plan. However, staff are skeptical of Ulysses’ ability to secure 9% LIHTC, which are extremely competitive within the state. Without the 9% equity, the public investment necessary will be increased.

COMPREHENSIVE PLAN ALIGNMENT
Comprehensive Plan Policy:

- Emphasize a variety of housing types. 3.2.d
- Emphasize a variety of housing types, including deed-restricted housing. 4.1.b
- Create and develop Transitional Subareas. 4.3.b
- House at least 65% of the workforce locally. 5.1.a
- Focus housing subsidies on full-time, year-round workers. 5.1.b
- Provide a variety of housing options. 5.2.a
- Housing will be consistent with Character Districts. 5.2.b
- Create workforce housing to address remaining shortages. 5.3.c

Housing Action Plan Strategy:

- Provide land as a public subsidy and build development partnerships. 2B

STAKEHOLDER ANALYSIS
Teton County community members and visitors.

FISCAL IMPACT
Varies based on partner selected.

STAFF IMPACT
Housing staff have spent 70 hours to prepare this staff report, including interviews with respondents, Housing Supply Board meetings, reference checks, and collaboration with other Town and County colleagues. Town Planning, Ecosystem Stewardship, and Public Works staff have also spent time reviewing responses to the RFP. Town and County Legal have spent approximately XX hours reviewing this staff report. This development will continue to require significant time from all departments listed above as it moves through the planning and building phases.

LEGAL REVIEW
L. Colasuonno & K. Gingery

ATTACHMENTS
- Summary of respondent teams not chosen for an interview with the Housing Supply Board.

RECOMMENDATION

Aggregate Scoring				
	Corum	**Elmington**	**Pennrose**	Ulysses
Overall Response				
Team Info				
Density				
Affordability				
Timeline & Phasing				
Transportation & Parking Plan				
Site Design				
Building Design				
Sustainable Design				
Property Management				
Project Financing				

Housing Supply Board Recommendation: Pennrose
The Housing Supply Board unanimously voted to recommend Pennrose for this development. The combination of experience, amount of public investment requested, and responsiveness to the RFP were cited as primary reasons for moving forward with Pennrose. Board members also appreciated the opportunities for homeownership at all levels of affordability.

Housing Director Recommendation: Pennrose
Two responses rose to the top for staff: Elmington and Pennrose.

Staff appreciated Elmington's responsiveness to the RFP, specifically their inclusive design and the focus on creating spaces for people and community. If the Council and Board choose to move forward with Elmington, staff recommend working with them to broaden the incomes served by the rental units. Staff have some concerns with the reliance on 4% LIHTC, HOME, and COPs to fund the development. While WCDA has indicated an abundance of 4% LIHTC and HOME funds, there is still risk associated with the application and award of these resources. Staff did not believe the risk was necessary given the quality of the Pennrose response.

Staff recommend moving forward with Pennrose. Their proposal was the highest quality response and requested the lowest amount of additional public investment. If the Council and Board choose to move forward with Pennrose, staff recommend working with them to include more two and three-bedroom units.

SUGGESTED MOTION

I move to direct and authorize the Housing Authority to direct staff to draft a Ground Lease and Development Agreement with Pennrose Development for affordable workforce housing located at 90 Virginian Lane and to bring these documents back to the Council and Board for consideration at a future meeting.

Proposals not chosen to interview with Housing Supply Board

Of the eleven respondents, the Housing Supply Board chose to interview the four final teams analyzed in the staff report. The remaining seven proposals are summarized in this appendix.

Developer: The Annex Group

- Architect: BVH Architects
- Civil Engineer: TBD
- General Contractor: The Annex Group

Included an alternative proposal for 186 units in three separate buildings instead of the four buildings proposed in the site design for the base proposal.

This proposal was eliminated from further consideration because the base proposal does not meet minimum standards for unit type—all units are proposed to be rental product; the RFP required minimum 30% ownership for base bid.

183 Total Units 320 Total Bedrooms	183 Rental (100%)	0 Ownership (0%)
Affordable 0-80% MFI	0	0
Affordable 80-120% MFI	20	0
Affordable 120-160% MFI	97	0
Workforce	66	0
Market	0	0
Public Investment / Unit	$381,265 (includes land)	
Public Investment / Bed	$211,032 (includes land)	
Financial Proposal	partner with the city utilizing the public-private partnership structure to finance 100% of the permanent and construction debt with tax-exempt bonds	

Site Plan:

Rendering:

Developer: Bear Development

- Architect: Northworks Architects
- Civil Engineer: Jorgensen Associates
- General Contractor: Shaw Construction

Included an alternative proposal for 200 units including 45 additional market rate ownership units which would reduce the additional public funding requested to $23,360,000.

This proposal was eliminated from further consideration because the base proposal does not meet minimum standards for affordability—15 units are proposed to be market rate; the RFP required no market rate units in the base bid.

150 Total Units **218 Total Bedrooms**	45 Rental (30%)	105 Ownership (70%)
Affordable 0-80% MFI	45	0
Affordable 80-120% MFI	0	30
Affordable 120-160% MFI	0	30
Workforce	0	30
Market	0	15
Public Investment / Unit	$408,500 (includes land)	
Public Investment / Bed	$281,078 (includes land)	
Financial Proposal	Rentals financed via LIHTC, tax-exempt bonds, a taxable construction loan, and bond reinvestment income; ownership units financed via construction loan and $19,425,000 equity contribution. Additional public funding request of $33,275,000 (plus land).	

Site Plan: None Provided

Rendering: None Provided

Developer: Nat Capital Group & Two Ocean Builders

- Architect: Northworks Architects
- Civil Engineer: Nelson Engineering
- Landscape Architect: HDLA
- Planning Consultant: Cirque Consulting
- General Contractor: ArcoMurray

Included two alternative proposals: Alt 1 retains same unit number and type as base proposal but all condo units are market-rate to cover development costs; Alt 2 reduces total units to 170 and all are rental.

204 Total Units **408 Total Bedrooms**	45 Rental (30%)	105 Ownership (70%)
Affordable 0-80% MFI	21	9
Affordable 80-120% MFI	32	8
Affordable 120-160% MFI	69	35
Workforce	14	16
Market	0	0
Public Investment / Unit	$578,448 (includes land)	
Public Investment / Bed	$289,224 (includes land)	
Financial Proposal	Public investment requested + Developer Fee of $112,467 per month through stabilization.	

This proposal was eliminated after much consideration due to very high subsidy request, monolithic building design, lack of unit variety, and limited street activation.

Site Plan:

Renderings:

Developer: SLS Equity Partners

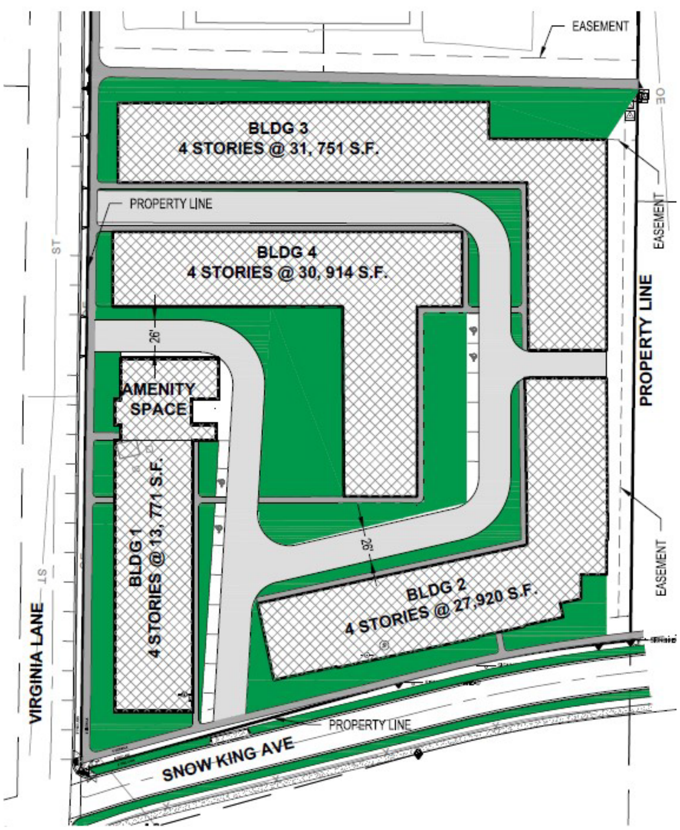
- Architect: EV Studio
- Civil Engineer: TBD
- Modular Construction: Guerdon Buildings & ProSet Construction
- General Contractor: TBD

250 Total Units **425 Total Bedrooms**	175 Rental (70%)	75 Ownership (30%)
Affordable 0-80% MFI	16	14
Affordable 80-120% MFI	17	13
Affordable 120-160% MFI	47	13
Workforce	95	35
Market	0	0
Public Investment / Unit	$168,443 (includes land)	
Public Investment / Bed	$99,084 (includes land)	
Financial Proposal	Rentals financed via HUD 221(d)4 loan; ownership units financed via conventional construction loan; modular manufacturing financed via US Modular Capital short-term financing.	

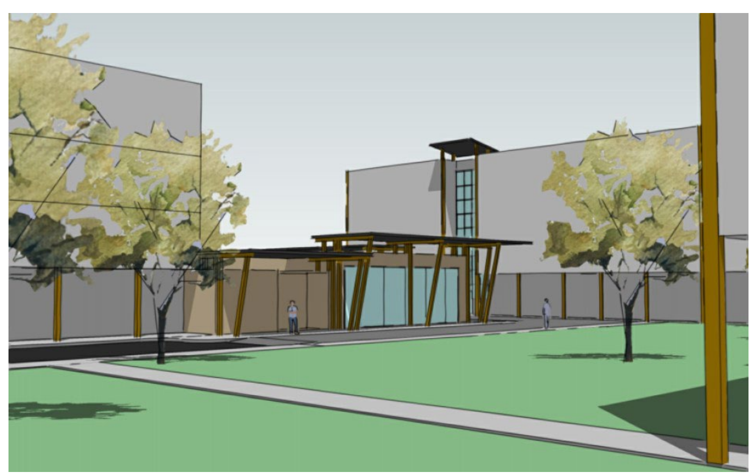
Included an alternative proposal retaining same unit number but converting 25 rental units to market rate and adjusting some affordable rentals to <50% MFI to access LIHTC funding = eliminates need for any additional public subsidy.

This proposal was eliminated after much consideration due to less than half of units designated as affordable, monolithic building design with 4-story structures on street fronts, lack of unit variety, and limited street activation.

Site Plan:



Renderings:



<u>Developer: SMR Development</u>

- Architect: GGLO
- Civil Engineer: Jorgensen Associates
- Sustainability: Beyond Efficiency
- Transportation: Kittleson & Assoc.
- General Contractor: Big D Construction

Included an alternative proposal for 182 units, the majority of which (132 units) are affordable rentals. Ownership units are increased to 50 total and parking is minimized.

This proposal was eliminated from further consideration after initial review because of the extensive surface parking throughout the site, small units, and monolithic building design.

150 Total Units **229 Total Bedrooms**	105 Rental (70%)	45 Ownership (30%)
Affordable 0-80% MFI	30	0
Affordable 80-120% MFI	30	0
Affordable 120-160% MFI	45	15
Workforce	0	30
Market	0	0
Public Investment / Unit	$246,667 (includes land)	
Public Investment / Bed	$161,572 (includes land)	
Financial Proposal	Tax-exempt bonds supplemented by $9 million local gap funding. An alternative traditional financing option for rentals increases that public subsidy.	

Site Plan:

Renderings:

Developer: Trailbreak Partners

- Architect: Van Meter Williams Pollack & A43 Architecture
- Civil Engineer: Jorgensen Associates
- Landscape Architect: Oxbow Design
- General Contractor: Shaw Construction

Included an alternative proposal with same number of units but none <80% MFI and 16 market-rate ownership homes=reduces public subsidy request to $28.5 million.

This proposal was eliminated from further consideration after initial review because of the high additional public funding request for a unit count just over the 150 minimum.

155 Total Units **293 Total Bedrooms**	103 Rental (66%)	52 Ownership (34%)
Affordable 0-80% MFI	20	10
Affordable 80-120% MFI	35	15
Affordable 120-160% MFI	32	18
Workforce	16	9
Market	0	0
Public Investment / Unit	$542,580 (includes land)	
Public Investment / Bed	$287,030 (includes land)	
Financial Proposal	Traditional construction loan with matching gap funding request of $56.1 million from public subsidy.	

Site Plan:

Renderings:

VIEW LOOKING NORTHEAST

VIEW LOOKING FOR SALE ROWHOUSE

<u>Developer: TWG Development</u>

- Architect: Studio Architecture
- Civil Engineer: Nelson Engineering
- General Contractor: Shaw Construction

Proposed that 45 units (30%) are employer-owned and rented to their employees.

This proposal was eliminated from further consideration because the base proposal does not meet minimum standards for affordability—30 units are proposed to be market rate; the RFP required no market rate units in the base bid.

154 Total Units **293 Total Bedrooms**	111 Rental (72%)	43 Ownership (28%)
Affordable 0-80% MFI	66	5
Affordable 80-120% MFI	0	8
Affordable 120-160% MFI	0	0
Workforce	45	0
Market	0	30
Public Investment / Unit	$202,683 (includes land)	
Public Investment / Bed	$106,530 (includes land)	
Financial Proposal	Traditional financing for townhome ownership sales; LIHTC, permanent financing, $3,213,279 public subsidy and deferred developer fee for rental apartments; permanent loan, soft debt and equity partners for employer-owned rental apartments.	

Site Plan:

Renderings:

JOINT INFORMATION MEETING
AGENDA DOCUMENTATION

TETON COUNTY WYOMING BOARD OF COUNTY COMMISSIONERS

TOWN OF JACKSON WYOMING TOWN COUNCIL

SUBMITTING DEPARTMENT: Town & County Administration **PRESENTERS**: Tyler Sinclair and Maureen Murphy

MEETING DATE: May 14, 2024

SUBJECT: Fiscal Year 2025 Joint Department/Division Review

STATEMENT/PURPOSE

The purpose of this meeting is for the Town Council and the Board of County Commissioners to ask questions, discuss and propose amendments to the Fiscal Year 2025 Joint Department/Division recommended budgets.

BACKGROUND/ALTERNATIVES

Each year the Town and County meet to discuss and determine the appropriate Joint Department/Division and Board budgets for the next Fiscal Year. On April 23, and May 6, 2024, staff presented, and the Boards discussed Joint Departments/Divisions and Joint Budgets. The Boards have approved the Joint Budgets for Jackson Hole Airport Board, Jackson Hole Travel and Tourism Board and Energy Conservation Works. Joint Department/Division items identified for further discussion at this meeting are as follows:

- START Budget
  - Airport Shuttle
  - Town and County contributions
  - Cost Recovery
    - START On-Demand
    - Other
- Joint Department Fund Balance Policy
- Piston Bully Grant
- Other

Upon discussion and direction provided by the Boards on these items, Boards will be asked to identify further items for consideration and any proposed amendments.

COMPREHENSIVE PLAN ALIGNMENT

To successfully implement the Comprehensive Plan, the Town Council and County Commission must set priorities, be strategic, and be disciplined. Chapter 8 - Quality Community Service Provision calls for "Timely, efficient and safe delivery of quality services and facilities in a fiscally responsible and coordinated manner."

STAKEHOLDER ANALYSIS

All residents of Teton County.

FISCAL IMPACT

Fiscal impact varies based on direction received today.

STAFF IMPACT

To be determined.

LEGAL REVIEW

ATTACHMENTS

None

RECOMMENDATION
Provided in the proposed Fiscal Year 2025 Budget documents.
SUGGESTED MOTION
None at this time.