Regular Joint Meeting

April 6, 2026
1:30-5:00 PM
Town Council Chambers
Chair: Arne Jorgensen

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 and County reserve 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 and to County Commissioners by emailing commissioners@tetoncountywy.gov.

To join, click link or copy it to your browser: https://us02web.zoom.us/j/82642674938?pwd=6ZRDrJxU0tVbI3GiONvIidhpVHONa8.1

Or join at zoom.com with Webinar ID: **826 4267 4938** and Password: **83001** or by phone: **+1 669 900 9128**

II. CALL TO ORDER, ROLL CALL, AND ANNOUNCEMENTS

III. PUBLIC COMMENT

This section is reserved for comments on items that are not otherwise included in this agenda. Public comment is limited to 3 minutes. As a general practice, the Electeds will not hold discussion or debate these comments. Nor will they make any decisions presented during this time, but rather refer to staff for follow-up. If you would like to communicate with the Electeds during the meeting, please address them during this open public comment, when public comment is called for on a specific agenda item or send an email to council@jacksonwy.gov and commisioners@tetoncountywy.gov.

IV. CONSENT CALENDAR

A. Meeting Minutes
1. January 26, 2026 Special Joint Meeting
2. February 2, 2026 Regular Joint Meeting
3. March 9, 2026 Special Joint Meeting
4. March 17, 2026 Special Joint Meeting

V. DISCUSSION/ACTION ITEMS

A. 90 Virginian Lane Affordable Workforce Housing Development (April Norton, 120 mins)

VI. MATTERS FROM COUNCIL, COMMISSIONERS AND STAFF

VII. PROPOSED ITEMS FOR FUTURE JOINT MEETINGS

Joint Powers Agreement Update | START/Transportation/Pathways
Joint Powers Agreement Update | Parks & Rec
Joint Powers Agreement Update | Housing & Long Range Planning
Joint Powers Agreement Update | Dispatch, Treatment Court, Animal Shelter & Victim Services

VIII. ADJOURN

Please note that at any point during the meeting, the Chair or Mayor may change the order of items listed on this agenda. In order to ensure that you are present at the time your item of interest is discussed, please join the meeting at the beginning to hear any changes to the schedule or agenda.

JOINT MEETING PROCEEDINGS
BOARD OF COUNTY COMMISSIONERS AND TOWN COUNCIL MEETING

January 26, 2026 **JACKSON, WYOMING**

The Teton County Board of County Commissioners and the Jackson Town Council met in a special joint meeting at 1:34 p.m. in the Commissioners Chambers located at 200 South Willow in Jackson. This meeting was held in-person. Upon roll call the following were found to be present:

COUNTY COMMISSIONERS: Mark Newcomb, Chair, Wes Gardner, Vice-Chair, Luther Propst, and Len Carlman. Natalia Macker was present via Zoom.

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Alyson Spery, and Kevin Regan. Devon Viehman was absent.

STAFF: Tyler Florence, Lea Colasuonno and Rose Robertson.

Volunteer Board Interviews – The following applicants were interviewed for positions on joint volunteer boards:

Affordable Housing Supply
- Sorina Juganaru (via Zoom)
- Rachel Ravitz (also applied for ECW)
- Katy Hollbacher
- Carrie Kruse (via Zoom)

Parks & Recreation
- Jill Baldauf
- David Scheurn
- Seth Fetters

Energy Conservation Works
- Eve Lynes
- Rachel Ravitz (also applied for Housing)
- Susan Larson
- Forrest Lewis (via Zoom)
- Jessica Kellett
- Nancy Leon

The meeting recessed at 3:22 p.m. and reconvened at 3:30 p.m.

START
- Steven Grossman
- Glenda Van De Graff (phone call via Zoom)
- Toma Klaus
- Ty Hoath (via Zoom)

Mark Memmer submitted an application but was not present for the interviews.

Jackson Hole Airport
- T.J. McCann (via Zoom)
- John Goettler (via Zoom)

Executive Session

On behalf of the County, a motion was made by Commissioner Carlman and seconded by Commissioner Gardner to enter executive session pursuant to Wyoming Statute §16-4-405(a)(ii) to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Regan and seconded by Councilmember Spery to recess into executive session pursuant to Wyoming Statute §16-4-405(a)(ii) to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

The meeting entered executive session at 4:18 p.m.

Commissioners present: Mark Newcomb, Wes Gardner, Luther Propst, and Len Carlman in person, and Natalia Macker via phone call.

Councilmembers present: Arne Jorgensen, Jonathan Schechter, Alyson Spery, and Kevin Regan.

Others: Lea Colasuonno, Town Attorney, and Rose Robertson, Deputy Clerk.

On behalf of the County, a motion was made by Commissioner Carlman and seconded by Commissioner Gardner to exit the executive session. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

The Town exited the executive session.

Both entities exited the executive session at 4:55 p.m.

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Carlman to reappoint Carrie Kruse to the Housing Supply Board for a three-year term expiring December 31, 2028, and also appoint Katy Hollbacher to the Housing Supply Board for a three-year term expiring December 31, 2028. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Regan to reappoint Carrie Kruse to the Housing Supply Board for a three-year term expiring December 31, 2028, and also appoint Katy Hollbacher to the Housing Supply Board for a three-year term expiring December 31, 2028. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Carlman to reappoint Jill Baldauf to the Parks & Recreation Board for a three-year term expiring December 31, 2028, and appoint Seth Fetters to the Parks & Recreation Board for a three-year term expiring December 31, 2028. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Spery to reappoint Jill Baldauf to the Parks & Recreation Board for a three-year term expiring December 31, 2028, and appoint Seth Fetters to the Parks & Recreation Board for a three-year term expiring December 31, 2028. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

On behalf of the County, a motion was made by Commissioner Carlman and seconded Gardner by Commissioner Gardner to appoint Jessica Kellett and Bear Prairie to the Energy Conservation Works Board to serve partial terms expiring June 30, 2026 and June 30, 2027, respectively. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Spery to appoint Jessica Kellett and Bear Prairie to the Energy Conservation Works Board to serve partial terms expiring June 30, 2026 and June 30, 2027, respectively. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Carlman to reappoint Ty Hoath and to appoint Steven Grossman to the START Board for three-year terms expiring December 31, 2028. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Spery to reappoint Ty Hoath and to appoint Steven Grossman to the START

Board for three-year terms expiring December 31, 2028. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Carlman to appoint John P. Carey to the Jackson Hole Airport Board for a five-year term expiring February 1, 2031. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Spery to appoint John P. Carey to the Jackson Hole Airport Board for a five-year term expiring February 1, 2031. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

Adjourn. On behalf of the County, a motion was made by Commissioner Carlman and seconded by Commissioner Gardner to adjourn. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Schechter and seconded by Councilmember Regan to adjourn. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town 4-0.

The meeting adjourned at 5:02 p.m.

TETON COUNTY BOARD OF COUNTY COMMISSIONERS

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Mark Newcomb, Chair

ATTEST:

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Maureen E. Murphy, County Clerk

TOWN OF JACKSON

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Arne Jorgensen, Mayor

ATTEST:

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Riley Hovorka, Town Clerk

JOINT PROCEEDINGS
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

FEBRUARY 2, 2026 **JACKSON, WYOMING**

The Jackson Town Council and the Teton County Board of County Commissioners met in a regular joint meeting (JM) at 1:33 p.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Devon Viehman, Kevin Regan. *Via Zoom*: Alyson Spery.

COUNTY COMMISSIONERS: Vice-Chair Wes Gardner, Luther Propst, Natalia Macker, and Len Carlman. Chair Mark Newcomb was absent.

STAFF: Tyler Sinclair, David Garcia, Roxanne Robinson, Lea Colasuonno, Jodie Pond, Johnny Ziem, Michelle Weber, Tyler Florence, Mike Moyer, Cody Daigle, Wanna Johansson, Susan Scarlata, Rich Ochs, and Riley Hovorka.

Public Comment. Aaron Pruzan and Krista Nethercott made public comment.

Roles of Elected Officials in Emergency Response – Workshop and Tabletop Exercise. Rich Ochs made staff comment. Council and Commission held discussion with staff. There was no public comment. No motions were made.

Consent Calendar. There was no public comment on the consent calendar. On behalf of the Town, a motion was made by Devon Viehman and seconded by Kevin Regan to approve the consent calendar including item A as presented with the following motion. On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to approve the consent calendar including item A as presented with the following motion.

A. **Meeting Minutes.** To approve meeting minutes from the January 5, 2026 Regular Joint Meeting.

On behalf of the Town, Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, Vice Chair Gardner called for the vote. The vote showed all in favor. The motion carried for the County.

Council and Commission recessed at 2:50pm and reconvened at 2:57pm.

Parks and Recreation Joint Powers Agreement Review. Tyler Florence, Tyler Sinclair, Jodie Pond, and Andy Erskine made staff comment. Council and Commission held discussion with staff. Jessica Kellett made public comment. No motions were made.

Matters from Council, Commissioners and Staff. The Commission discussed scheduling joint board interviews and recent protests on Town Square.

Adjourn. On behalf of the Town, a motion was made by Devon Viehman and seconded by Kevin Regan to adjourn. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to adjourn. Vice Chair Gardner called for the vote. The vote showed all in favor. The motion carried for the County. The meeting adjourned at 3:55 p.m.

TOWN OF JACKSON

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ATTEST: Arne O. Jorgensen, Mayor

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Riley Hovorka, Town Clerk

TETON COUNTY

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Mark Newcomb, Chair

ATTEST:

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Maureen Murphy, County Clerk

Minutes: rh. Publish JH News & Guide: February 11, 2026

JOINT PROCEEDINGS
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

MARCH 9, 2026 **JACKSON, WYOMING**

The Jackson Town Council and the Teton County Board of County Commissioners met in a special joint meeting (JM) at 1:44 p.m. in the Town Council Chambers located at 150 East Pearl Avenue in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, and Kevin Regan. *Via Zoom*: Alyson Spery and Devon Viehman.

COUNTY COMMISSIONERS: Chair Mark Newcomb, Wes Gardner, Luther Propst, Natalia Macker, and Len Carlman.

STAFF: Tyler Sinclair, Roxanne Robinson, Lea Colasuonno, David Garcia, Paulk Anthony, Mike Toronto, Keith Gingery, Jodie Pond, April Norton Johnny Ziem, Michelle Weber, and Riley Hovorka. *Via Zoom*: Susan Scarlata, Kelly Thompson, Charlotte Frei, Tyler Valentine, Tyler Florence, Jess Chitwood, Andrew Bowen, Kristin Waters, Kristi Malone, and Lynsey Lenamond.

Public Comment. There was no public comment.

Consent Calendar. There was no public comment on the consent calendar. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Kevin Regan to approve the consent calendar including items A-B as presented with the following motions. On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to approve the consent calendar including items A-B as presented with the following motions.

A. **Facility Lease Agreement for START Bus Storage in Driggs.** To approve the Driggs Bus Storage Facility Tenant Agreement Between the Town of Jackson Wyoming and City of Driggs, Idaho, subject to minor changes by staff.

B. **Amended and Restated Affordable and Workforce Housing Restriction Templates.** To approve the proposed updates to the Jackson/Teton County Housing Department Amended and Restated Affordable and Workforce housing restriction templates.

On behalf of the Town, Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Agreement with Jackson Hole Mountain Resort for START Service. Lea Colasuonno and Mike Toronto made staff comment. Council and Commission held discussion with staff. Jared Smith made public comment. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Kevin Regan to approve the Transit Funding Agreement Between the Town of Jackson, Teton County and Jackson Hole Mountain Resort as presented. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried.

On behalf of the County, a motion was made by Wes Gardener and seconded by Les Carlman to approve the Transit Funding Agreement Between the Town of Jackson, Teton County and Jackson Hole Mountain Resort as presented. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried.

90 Virginian Lane Affordable Workforce Housing Development. April Norton made staff comment. Council and Commission held discussion with staff. Shannon Cox Baker commented on behalf of Pennrose, the developer. Bob Weiss, Ariel Kazunas, Blanca Moia, Jean Day, Brandon Dimcheff, Mark Macedonio, Clare Stumpf, Julien Hass, Larry Thal, and Kelsey Wotzka made public comment.

Council recessed at 2:58pm and reconvened at 3:05pm.

On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Kevin Regan to direct and authorize the Jackson Teton County Housing authority to extend the Development Agreement timeline in the Ground Lease Option Agreement to May 4, 2026, and I direct staff to prepare the suite of documents for the 90 Virginian Lane Affordable Workforce Housing Development for review and consideration at the May Monthly Joint Meeting. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Natalia Macker and seconded by Len Carlman to direct and authorize the Jackson Teton County Housing authority to extend the Development Agreement timeline in the Ground Lease Option Agreement to May 4, 2026, and I direct staff to prepare the suite of documents for the 90 Virginian Lane Affordable Workforce Housing Development for review and consideration at the May Monthly Joint Meeting. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County.

Council discussed plans to operate the Virginian RV Park during the 2026 summer season. Kieth Gingery made staff comment. John Graham from Geittmann Larson Swift (GLS) commented on behalf of the Virginian RV Park.

Adjourn. On behalf of the Town, a motion was made by Jonathan Schechter and seconded by Kevin Regan to adjourn. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried for the Town.

On behalf of the County, a motion was made by Luther Propst and seconded by Wed Gardner to adjourn. Chair Newcomb called for the vote. The vote showed all in favor. The motion carried for the County. The meeting adjourned at 5:03 p.m.

TOWN OF JACKSON

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Arne O. Jorgensen, Mayor

ATTEST:

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Riley Hovorka, Town Clerk

TETON COUNTY

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Mark Newcomb, Chair

ATTEST:

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Maureen Murphy, County Clerk

Minutes: rh. Publish JH News & Guide: March 18, 2026

TOWN MEETING PROCEEDINGS – UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

MARCH 17, 2026 **JACKSON, WYOMING**

The Teton County Board of County Commissioners and the Jackson Town Council met in a special joint meeting at 1:30 p.m. in the Commissioners Chambers located at 200 South Willow in Jackson. This meeting was held in-person and through the Zoom platform. Upon roll call the following were found to be present:

COUNTY COMMISSIONERS: Mark Newcomb, Chair, Wes Gardner, Vice-Chair, Natalia Macker, Luther Propst, and Len Carlman.

TOWN COUNCIL: Mayor Arne Jorgensen, Jonathan Schechter, Devon Viehman, Alyson Spery, and Kevin Regan.

STAFF: Lea Colasuonno, Riley Hovorka, and Rose Robertson.

Joint Volunteer Board Interviews. Jackson Hole Travel & Tourism Board. The following applicants were interviewed for a position on a joint volunteer board:

- Pam Gumport
- Adamo Vullo
- Bob Frodeman
- Joshua Preston (via Zoom)
- John Beye
- Lee Bauknight
- Bryan Dunn
- Sidney Roubin
- Malyna Si

Crista Valentino, Executive Director of the Travel and Tourism Board, answered questions from the Board and Council.

Executive Session. On behalf of the County, a motion was made by Commissioner Gardner and seconded by Commissioner Macker to enter executive session pursuant to Wyoming Statute §16-4-405(a)(ii) to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilmember Viehman and seconded by Councilmember Regan to recess into executive session pursuant to Wyoming Statute §16-4-405(a)(ii) to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town.

The meeting entered executive session at 2:56 p.m.

Commissioners present: Mark Newcomb, Wes Gardner, Natalia Macker, Luther Propst, and Len Carlman.

Councilmembers present: Arne Jorgensen, Jonathan Schechter, Devon Viehman, Alyson Spery, and Kevin Regan.

Others: Lea Colasuonno, Town Attorney, and Rose Robertson, Deputy County Clerk.

The meeting recessed at 2:56 p.m. and reconvened at 3:02 p.m.

On behalf of the County, a motion was made by Commissioner Macker and seconded by Commissioner Carlman to exit executive session. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County.

The Town exited the executive session.

Both entities exited the executive session at 3:18 p.m.

On behalf of the County, a motion was made by Commissioner Carlman and seconded by Commissioner Macker to appoint Sidney Roubin to the Travel & Tourism Board for a partial term ending June 30th, 2026, and further move to appoint Sidney Roubin to the Travel & Tourism Board for a 3-year term expiring June 30th, 2029. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County

On behalf of the Town, a motion was made by Councilmember Viehman and seconded by Councilmember Spery to appoint Sidney Roubin to the Travel & Tourism Board for a partial term ending June 30th, 2026, and further move to appoint Sidney Roubin to the Travel & Tourism Board for a 3-year term expiring June 30th, 2029. Mayor Jorgensen called for a vote. The vote showed all in favor and the motion carried for the Town.

Adjourn – County Only. On behalf of the County, a motion was made by Commissioner Carlman and seconded by Commissioner Macker to adjourn. Chair Newcomb called for a vote. The vote showed all in favor and the motion carried for the County. The meeting adjourned at 3:20 p.m.

Mayor Jorgensen stated the Town Council is in recess and will reconvene over at the Town. Council recessed at 3:20pm. Council reconvened at 3:30pm in the Town Council Chambers located at 150 E. Pearl Ave.

Town Volunteer Board Interviews. Public Art Task Force. Council held interviews with Shari Brownfield, Scott Kirkpatrick, Louise Shiverick, and Emerson Jessup.

Executive Session. A motion was made by Devon Viehman and seconded by Kevin Regan to consider appointments to volunteer boards, specifically the appointment of a board member as a public officer, pursuant to Wyoming Statute 16-4-405(a)(ii). Mayor Jorgensen called for the vote. The vote showed all in favor. Th motion carried.

Council recessed to executive session at 4:12pm and reconvened at 4:19pm.

A motion was made by Devon Viehman and seconded by Jonathan Schechter to appoint Scott Kirkpatrick and Louise Shiverick to the Public Art Task Force for three-year terms, which shall expire April 30, 2029. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried.

Adjourn – Town Only. A motion was made by Jonathan and seconded by Regan to adjourn. Mayor Jorgensen called for the vote. The vote showed all in favor. The motion carried. The workshop adjourned at 4:20 p.m.

TOWN OF JACKSON

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ATTEST: Arne O. Jorgensen, Mayor

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Riley Hovorka, Town Clerk

Minutes: rh. Publish JH News & Guide: March 25, 2026

TETON COUNTY WYOMING
BOARD OF COUNTY COMMISSIONERS

TOWN COUNCIL

JOINT MEETING
AGENDA DOCUMENTATION

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

MEETING DATE: April 6, 2026

SUBJECT: **90 Virginian Lane Affordable Workforce Housing Development**

STATEMENT/PURPOSE

Today, the Teton County Board of Commissioners ("Board") and Jackson Town Council ("Council") will provide direction on how the Town, County, and Housing Authority should structure funding for the 90 Virginian Lane affordable workforce housing development. Board and Council will also consider other key questions raised by members of each elected body and provide staff with direction prior to finalization of the suite of documents necessary for this development to move forward.

BACKGROUND/ALTERNATIVES

90 Virginian Lane affordable workforce housing development represents one of the last large infill workforce housing opportunities in Town and is a generational decision affecting housing supply and community character for decades. To date there have been over 20 meetings on this item, which are summarized in an attachment to this staff report.

In today's meeting, staff seek direction on several key items:

1. How will Town and County fund the "first $10 million"?
2. How do Town and County want to fund the $5 million gap in the Rental Project?
3. Does the Town want to pre-purchase condos?
4. Should certain employees and volunteers receive a preference to rent or own homes at 90 Virginian Lane?
5. Other options for funding the gap
6. Potential changes to the unit mix

Setting the Table: How have we funded this project thus far?

<u>Land acquisition</u>: $28 million (with debt interest = $30,090,997 unless prepayments are made)

- Mitigation Funds: $5,766,619 (19%)
  - Town: $266,619
  - County: $5.5 million
- General Funds: $1,733,381 (6%)
  - Town: $1,733,381
  - County: $0
- SPET: $22,590,997 (75%)
  - 2022 SPET: $20 million via $18 million in revenue bonds
  - 2019 SPET: $2,590,997
  - [2019 SPET: $2.158 million used as collateral that will be paid back over time as the debt is paid - $415,432 has been collected thus far. These funds are being placed back in the Housing Supply account at the Housing Authority for use in the Housing Preservation Program unless the boards direct staff to use for some other purpose.]

Pre-development design: $250,000

- Ground Lease fees for the RV Park were used to pay for this.

Taxes & Insurance: $149,079

- Ground Lease fees for the RV Park have been used to pay for this thus far.

Setting the Table: How does our investment in 90 Virginian Lane compare to other projects?

- Public funding for this development is in line with other mixed income developments the Town, County, and Housing Authority have partnered on in the past.

Total Sources		
Project	Public Funding	% of Total Project
Redmond St. Rentals	$5,700,000	48.00%
Grove III	$1,900,000	25.00%
174 N. King	$4,670,000	28.00%
Mercill Condos	$2,235,000	11.00%
Kelly Place	$1,703,416	19.00%
Jackson St Apts	$14,000,000	27.00%
Flat Creek Apts	$6,000,000	21.00%
90 Virginian	**$45,000,000**	**26.00%**

Public Funding = $45 million

- $30 million (land)
- $10 million (infra + loan)
- $5 million (Rental Project gap)

Pre-purchasing condos is asset acquisition and should not be placed in the same category as the other investments.

Setting the Table: What other funding sources are being pursued? How will these contribute to the project?

- Impact investors – Pennrose is actively pursuing impact investment opportunities as a strategy for reducing project costs. This will address the $15 million gap for which Pennrose is responsible.
- Sale of subordinate bonds by the Housing Authority. This is a new idea that is being evaluated as part of the overall deal structure. These funds could be used to replace other public funds contributed to the project as part of the "first $10 million" or the $5 million for the Rental Project.
- Grants – local, state, national grants for infrastructure and green building are being pursued. The Housing Department and Pennrose have active grant funding applications underway.
- Pennrose is also continuing to explore opportunities to reduce the overall cost of construction, which will address the $15 million gap for which Pennrose is responsible.

Setting the Table: Current + FY 2027 funding sources

Current + FY 27 Funding Sources Summary		
Housing Mitigation Fess	**Current = $4,462,713**	**FY 2027 Budgeted = $1,250,000**
Town	$1,723,565	$250,000 (estimate)
County	$2,739,148	$1,000,000 (estimate)
General Funds	**Current = $3,672,908**	**FY 2027 Budgeted = unknown**
Town assigned to housing	$3,672,908	unknown
County assigned to housing	$0	unknown
Employee Housing SPET	**Current = $0**	**FY 2027 Budgeted = $5,026,689**
Town	$0	$4,601,689
County	$0	$425,000
Community Housing SPET	**Current = $415,432**	**FY 2027 Budgeted = $300,000**
2019 SPET	$415,432	$300,000
Total	**$8,551,053**	**$6,576,689**

Key Question #1: How will the Town and County fund the "first $10 million"?

- This funding will be used for horizontal infrastructure ($8.5 million – estimate) + loan to the Rental Project ($1.5 million – estimate)

Staff recommend splitting the $10 million, contributing mitigation fees first, then general funds. Any general funds used can receive employee rights of rental ($250,000 per first right to rent).

Exactly how to split the $10 million is a Board policy decision. Options for splitting include:

1. Town preference: Split evenly so that the Town and County are each responsible for $5 million.
2. County preference: County contributes $4.25 million and Town contributes $5.75 million.
3. Alternate proposal: Use all mitigation fees first. Current mitigation fees = $4,462,713 (Town - $1,723,565; County - $2,739,148). Then split the balance so that the Town and County are each responsible for $2,768,643.50.

Funding consideration:

- If mitigation fees are used, the consideration is community housing.
- If general funds are used, the consideration can be rights of first rental OR community housing.
- If employee SPET funds are used, the consideration MUST be rental housing.

<u>Key question from Commissioner Gardner: How are the revenue bonds being serviced? Can we use mitigation fees to pay off the bonds and replace the upcoming Community Housing SPET payments with Town and County Employee SPET? Can we use Town and County Employee SPET to pay our portion of the "first $10 million" and receive employee rights of rental?</u>

- The revenue bonds are being paid in twice annual payments for a total of ~ $3 million per year.
- Community Housing SPET will receive $3 million per year ($250k per month) 2026-2029 and $904,070 in 2030.
- All Community Housing SPET dollars are being transferred to Bank of Oklahoma per our Custodial Agreement and the Bond Agreement, which required Treasurer Smits to ensure the Community Housing SPET payment schedule.
- Should the Town and County agree to use mitigation fees (currently $4,462,713) to service upcoming debt payments, staff would need to work with Bank of Oklahoma and Kutak Rock (our bond counsel) to amend our agreement.
- If mitigation fees are used to service the debt and Community Housing SPET is deferred, then Town and County Employee SPET could receive payments of $250k per month for 17 months (exact amount will vary based on the amount of mitigation fees used).
- If Employee SPET is used for the "first $10 million", employee rights of first rental could be secured at $250k per right.
- If we assume $4.25 million is deferred from the Community Housing SPET and placed in the Town and County's respective Employee Housing SPET accounts, then:
    - 17 rights of rental split between Town & County
    - Town will have $3.825 million remaining in its $10 million Employee Housing SPET (Nelson Drive $4.05 million for 6 rights to rent, 90 Virginian $2.125 million for 8 or 9 rights to rent)
    - County will have approximately $8.5 million remaining of its $10 million Employee Housing SPET (condo purchase $5 million, 90 Virginian $2.125 million for 8 or 9 rights to rent)
    - $5,750,000 balance due to cover the "first $10 million" – this would be split between Town and County with each finding a funding source to pay ($2,875,000 each)
        - Town can use general funds assigned to housing: current balance is $3,672,908
        - County will need to allocate funding.

Key Question #2: How do Town and County want to fund the $5 million gap for the Rental Project?

- Pennrose seeks a funding commitment for $5 million for the Rental Project.
- 2019 SPET funds could be used for a portion of this $5 million should the joint boards direct the Housing Authority to reallocate these from the Housing Preservation Program to 90 Virginian Lane. Currently, $415,432 exists in this account. $300,000 is budgeted to be received in FY 2027.

Funding consideration:

- If mitigation fees are used, the consideration is community housing.
- If general funds are used, the consideration can be rights of first rental OR community housing.
- If employee SPET funds are used, the consideration MUST be rental housing.
- If 2019 SPET funds are used, the consideration is community housing.

Staff recommend splitting this amount evenly between Town and County.

Key Question #3: Does the Town want to pre-purchase condos?

- Pennrose sought a commitment to purchase $5 million in condos, which the County has agreed to do.
- The Town can also agree to pre-purchase condos. Partial payment will be due at commencement of the For Sale Project with the balance due at Certificate of Occupancy.

Key Question #4: Should certain employees and volunteers receive a first preference to rent or own at 90 Virginian Lane?

- The current program provides an extra entry into each drawing for each "Critical Service Provider" in the household. This includes nonprofit employees or volunteers who are on call 24/7 for emergency services. This does not include other institutional employees or volunteers (i.e. Teton County School District, National Park Service, St. John's Health, etc.)
- Board and Council have indicated an interest in providing a preference for all Critical Services Providers; Teton County School District staff; Senior Center staff; childcare workers; medical workers; and all local, state, and federal government employees.
- This is a programmatic consideration that can be accommodated if directed.

Other options requested for consideration:

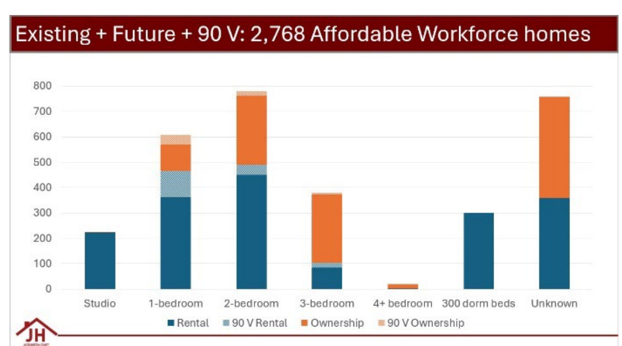
Funding the gap:

- Redistribute all <80% MFI condos to 100-120% MFI ranges.
  - This reduces the funding gap for the For Sale Project by $1,041,832.
- Redistribute all <80% MFI apartments to Workforce.
  - This reduces the funding gap for the Rental Project by $2 million.

Unit mix:

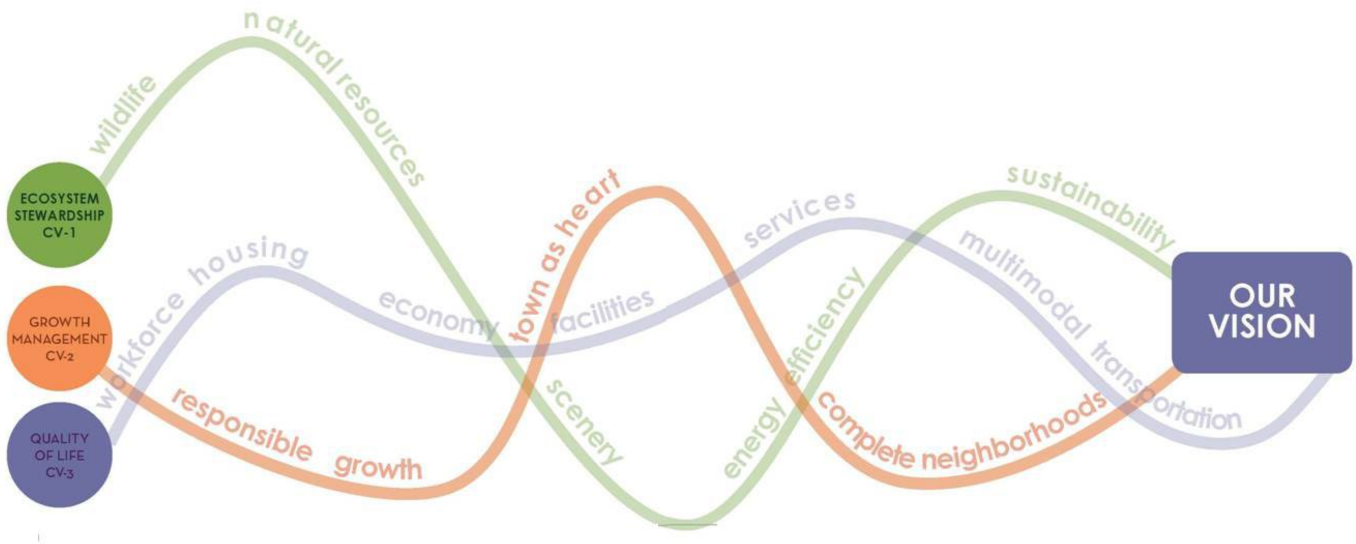
Redistribute some number of one-bedroom homes to two-bedroom homes.

- Provision of one-bedroom homes is supported by the market study.
- Pennrose does not recommend this as it will require a redesign, increasing predevelopment costs and delaying the schedule.
- Options include: changing the unit mix for the condos only – replacing some one-bedroom condos with two-bedroom condos – and/or prioritizing two and three-bedroom homes in future RFPs for development.



COMPREHENSIVE PLAN ALIGNMENT

The Jackson/Teton County Comprehensive Plan is predicated on three equally important Common Values for us to live within our shared community Vision: Ecosystem Stewardship, Growth Management, and Quality of Life. 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 of and reliant upon the others.



Common Value: Quality of Life

The Comprehensive Plan sets a minimum goal of achieving a 65% resident workforce. Building on this goal, the Workforce Housing Action Plan set forth strategies for increasing our resident workforce that include location for growth, a focus on public-private partnerships, and updating land development regulations to incentivize affordable workforce housing development by the private sector.

The future neighborhood at 90 Virginian Lane is an example of a public-private partnership, leveraging private sector expertise, while mitigating public risk; and utilizes LDR incentives for affordable workforce housing development.

Common Value: Ecosystem Stewardship

The Comprehensive Plan also sets a goal to direct at least 60% of all new residential development into Complete Neighborhoods to preserve habitat, scenery, and open space and provide workforce housing opportunities. Since Housing Action Plan implementation and including changes to the Land Development Regulations that incentivize affordable workforce housing production in the Town of Jackson, the percentage of new development built in Complete Neighborhoods has exceeded the 60% minimum threshold. By placing development in the center of Town, the 90 Virginian Lane development accomplishes our goal of concentrating new development in Complete Neighborhoods.

The Comprehensive Plan sets a goal to emit less greenhouse gases (“GHG”) than we did in 2012. Surface travel accounts for most of the GHG Emissions created locally. **By placing households close to their jobs, local convenience, recreational amenities, and providing them with opportunities to use alternative modes of transportation like the bus or biking, the 90 Virginian Lane development will positively impact GHG Emissions.**

Common Value: Growth Management
The Comprehensive Plan sets a cap on new residential units that can be built. We currently have about 550 pooled residential bonus units remaining to be assigned to future developments. **The 90 Virginian Lane Neighborhood accomplishes our Comprehensive Plan goals related to growth management by effectively using the remaining pooled units for 100% permanently deed restricted affordable workforce housing in a high-density residential zone located in a Transitional Subarea** (as opposed to using the units for unrestricted, free market homes located outside a Complete Neighborhood).

Achieving our Vision
Ultimately, by providing housing opportunities like 90 Virginian Lane that support a resident workforce, **we are protecting local working families; providing for a stable tax base; creating neighborhood accountability; increasing civic, social, and economic investment; limiting commuters on our roads; and protecting our open spaces and scenic vistas.** We are achieving the vision laid forth in our Comprehensive Plan.

Comprehensive Plan Policy:

- Reduce greenhouse gas emissions through land use. 2.2.
- Reduce greenhouse gas emissions through transportation. 2.3.
- 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
- Direct at least 60% of all new residential development into Complete Neighborhoods. Common Value 3.

Housing Action Plan Strategy:

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

STAKEHOLDER ANALYSIS
Teton County community members, businesses, and visitors.

FISCAL IMPACT
Since Housing Action Plan implementation began, the Housing Department has partnered with private sector developers to build 241 homes for local workers and their families. Adjusted for inflation, the public investment per home has ranged from $81,996 (Mercill Condos) to $273,202 (Redmond Street Rentals). See the chart below for more information about these developments.

Public Private Partnership Developments Since Housing Action Plan Implementation								
	Redmond St. Rentals	**Grove III Condos**	**174 N. King Condos**	**Mercill Condos**	**Kelly Place Condos**	**Jackson St. Apts.**	**Flat Creek Apts.**	**Parkside Townhomes**
Private Partner	JH Community Housing Trust	Teton Habitat	JH Community Housing Trust	Mercill Partners	Roller Development & Post Company	Cumming Foundation & Community Foundation of JH	Blueline Development & Stealth FCA LLC	Teton Habitat
Year Complete	2018	2018-2021	2022	2023	2023	2024	2024	2024-2026
Homes Built	28	24	24	30	12	57	48	18
Affordability	<150% MFI	50-80% MFI	<150% MFI	120-200% MFI	120-200% MFI	30-200% MFI	30-60% MFI	50-80% MFI

Rent/Own	Rent	Own	Own	Own	Own	Rent	Rent	Own
Homes/Acre	22	13	63	52	38	39	48	17
Public $	$5.7mm	$1.9mm	$4.67mm	$2.235MM	$1.703,416	$14mm	$6mm	$3,475,383
2025 Value	***$7,649,645***	***$2,496,695***	***$5,551,201***	***$2,459,872***	***$1,874,804***	***$14,799,400***	***$6,342,600***	***$3,475,383***
Public $ per Home	$203,202	$79,167	$194,583	$74,500	$141,951	$245,614	$125,000	$193,077
2025 Value	***$273,202***	***$104,029***	***$231,300***	***$81,996***	***$156,234***	***$259,639***	***$132,138***	***$193,077***

In 2023, the Housing Authority purchased the land for $28 million. This purchase was funded utilizing $18 million in tax-exempt bond financing (to be paid by with 2022 SPET funds) + $2.59 million 2019 SPET funding + $5.5 million County mitigation funding + $2 million Town housing funding (blend of mitigation fees and housing supply funds).

In 2024, the Housing Authority entered into an agreement with the Virginian RV Park LLC to operate the RV park for 2025 for a flat fee of $500,000 that is payable to the Housing Authority. These funds were placed in the Housing Authority's Housing Supply Fund and utilized to pay for the Schematic Design (not to exceed $250,000) and property taxes.

The Housing Authority is responsible for paying property taxes on the property. For 2024 these were $55,854.63 and in 2025 they were $93,224.00.

In addition to leasing the land, the Town and County have agreed to provide an additional $10 million (the "First 10") to fund the development. The Town and County need to determine how to split this obligation.

Pennrose is asking for an additional $5 million commitment for the Rental Project.

Teton County has agreed to pre-purchase $5 million in condos at 90 Virginian Lane.

The timing of any additional contributions to the 90 Virginian Lane development can be phased over time to allow for additional mitigation fee collections, SPET collections, grant funding, philanthropy, impact investments, etc.

STAFF IMPACT

Housing, Legal, Administrative staff have spent hundreds of hours on this project.

LEGAL REVIEW

L. Colasuonno

ATTACHMENTS

- A summary of all previous meetings is provided as an attachment to this staff report.

RECOMMENDATION

Staff recommend extending the development agreement timeline and directing staff to prepare the suite of documents for the development based on the staff recommendations found in this staff report.

SUGGESTED MOTION

Both boards:

I move to direct staff to prepare the suite of documents for the 90 Virginian Lane development project based on the staff recommendations in the staff report dated April 6, 2026 [or as discussed at the April 6, 2026 Monthly Joint Meeting].

Summary of Previous Joint Meetings Re: 90 Virginian Lane

90 Virginian Lane is a 5.15-acre parcel of land located within the largest Complete Neighborhood: 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. During four Joint Meetings (May 15, 2023; June 14, 2023; July 10, 2023; and July 17, 2023) the Board and Council directed and authorized the Jackson/Teton County Housing Authority ("JTCHA") to buy the property for future affordable workforce housing development. The transaction closed August 1, 2023.

On August 7, 2023; September 11, 2023; October 2, 2023; and November 6, 2023 Board and Council provided staff with direction preparing the Request for Proposals for a development partner at 90 Virginian Lane. This included specific direction on the scoring criteria, desired project densities and affordability, sustainable design program, and financing. The Council voted 5-0 and the Board voted 4-0 to approve the RFP and directed staff to release it. (Commissioner Macker was absent from the meeting and did not vote.)

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.

On May 6, 2024, Board and Council considered potential partners for the development of the site; the Board continued the item, and the Council approved the following motion:

> *To direct and authorize the Housing Authority to direct staff to negotiate a Ground Lease and Development Agreement including the agreed upon internal procedures and negotiation topics with both Pennrose Development and Elmington Affordables, LLC for affordable workforce housing located at 90 Virginian Lane and to bring these documents and the results of the negotiations back to the Council and Board for consideration at a future meeting.*

On May 21, 2024, the Board approved the following motion:

> *To recommend to the Housing Department to negotiate a Ground Lease with Pennrose Development recognizing the 16 points that were made earlier at the Joint Information Meeting with the Town as well as points made during the BCC discussion today.*

On June 3, 2024, Council approved the following motion:

> *To direct and authorize staff to negotiate a Ground Lease and Development Agreement including the agreed upon internal procedures and negotiation topics with Pennrose Development for affordable workforce housing located at 90 Virginian Lane and to bring these documents and the results of the negotiations back to the Council and Board for consideration at a future meeting.*

On August 5, 2024, Staff provided an update on the development, including the 15 negotiation topics identified by the Council and Board. The Council and Board then asked staff to bring back additional information related to the development.
On October 7, 2024, Staff provided responses to additional questions posted by the Council and Board and draft terms for the Ground Lease with Pennrose for 90 Virginian Lane. The Council and Board approved the terms laid forth during that meeting and directed staff to draft a Ground Lease for consideration for 90 Virginian Lane.

On December 2, 2024, the Board and Council directed and authorized the Housing Authority to enter into a Ground Lease Option Agreement that outlined necessary criteria for Pennrose to meet prior to the execution of the Ground Leases for the property. These criteria are as follows: 1) a Development Agreement for 90 Virginian Lane must be executed by the developer and Housing Authority; 2) Pennrose will have completed the Subdivision, dividing the parcel into at least two parcels – one for rental homes and one for ownership homes; and 3) Pennrose will have commitments for financing that are sufficient for the construction of the development consistent with the Development Agreement.

On December 10, 2024, the Board and Council directed and authorized the Housing Authority to execute the 2025 Season Ground Lease for RV Park Operations with the Virginian RV Park LLC so that the RV park may stay open this summer and the Housing Authority can earn revenue from its operations.

On February 3, 2025, the Board and Council directed staff to draft a development agreement for 90 Virginian Lane and to bring the development agreement back to the joint board for consideration at a future meeting.

On April 17, 2025, the Board and Council heard an update on the development from the Pennrose team. Since February 2024, construction costs + market uncertainty have increased, and the market study findings result in reduced revenues from the Affordable 120-160% MFI and Workforce homes. To address these two issues, Pennrose provided the Council and Board with recommendations for reducing and refining construction costs and increasing revenues.

On May 8, 2025, the Board and Council directed staff to 1) enter into a cost-sharing agreement with Pennrose for schematic design not to exceed $250,000, and 2) extend the deadline for a Development Agreement to September 30, 2025.

On September 29, 2025, Board and Council directed and authorized the Jackson Teton County Housing Authority to extend the development agreement timeline in the Ground Lease Option Agreement to December 31, 2025.

On March 9, 2026, Board and Council provided staff with direction on seven (7) key questions and directed and authorized the Housing Authority to extend the development agreement timeline in the Ground Lease Option Agreement.