

Housing Jackson Hole

*Strategies to keep two-thirds of the
Teton County workforce living locally*

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The Blue Ribbon Panel on Workforce Housing

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Prologue

Housing Jackson Hole is not just a tag line, a political statement or platform. Housing Jackson Hole is a tangible, albeit idealist, statement of practical vision.

Our community is not a community without a vibrant, healthy and local workforce. Indeed, the term community does not apply unless it involves people from all socio-economic demographics, creeds, backgrounds, pedigrees. The community that this panel has endeavored to protect is also the place we call our home.

Such diversity means also a diversity of opinions as to how this home should be maintained and preserved. As a panel, we worked to find solutions that satisfied every opinion, or at least respected the different opinions. Most of us knew the impossibility of such a task; but the effort and sometimes frustration that resulted, yielded honest and dedicated work toward this end. Our task was to analyze the tools that had been employed in years past, in

The community that this panel has endeavored to protect is also the place we call our home

conjunction with the market forces that are unique to resort communities, to determine an effective path to maintain an accepted percentage of our workforce housed in Jackson Hole.

The committee embraced the idea of a variety of interests being represented from the first meeting. Conversation was respectful, if robust at times, and we are confident that we explored this issue from all conceivable perspectives. What we found, as many find when honest dialogue replaces rhetoric, is that we did not have nearly as many competing interests as we first had surmised. Instead, we all embraced and understood that the goal itself, of decent, affordable, housing for a large percentage of the people of this valley was an honorable one. And that the

rights of those who develop their property, as they believe necessary, were important too.

Despite the serious work set forth below, the analysis is not intended to, nor can it solve every problem we will face. This task must be revisited and reanalyzed as our community goals will inevitably evolve.

Finally, this committee is ever hopeful that this template of honest dialogue, apart from the difficult and sometimes challenging political and economic setting, employing concerned citizens committed to a core set of values, may be useful in years to come. Further, we encourage the policy makers to continue to prioritize a vibrant community, a balance of community interests, and an investment in workforce housing and working families.

Executive Summary

The Blue Ribbon Panel on Workforce Housing created a set of recommendations for housing two-thirds of Teton County’s workforce locally with the guiding principle that other community values — wildlife, open spaces, western heritage, and small town values — were as important and must also be considered. The recommendations reflect these values.

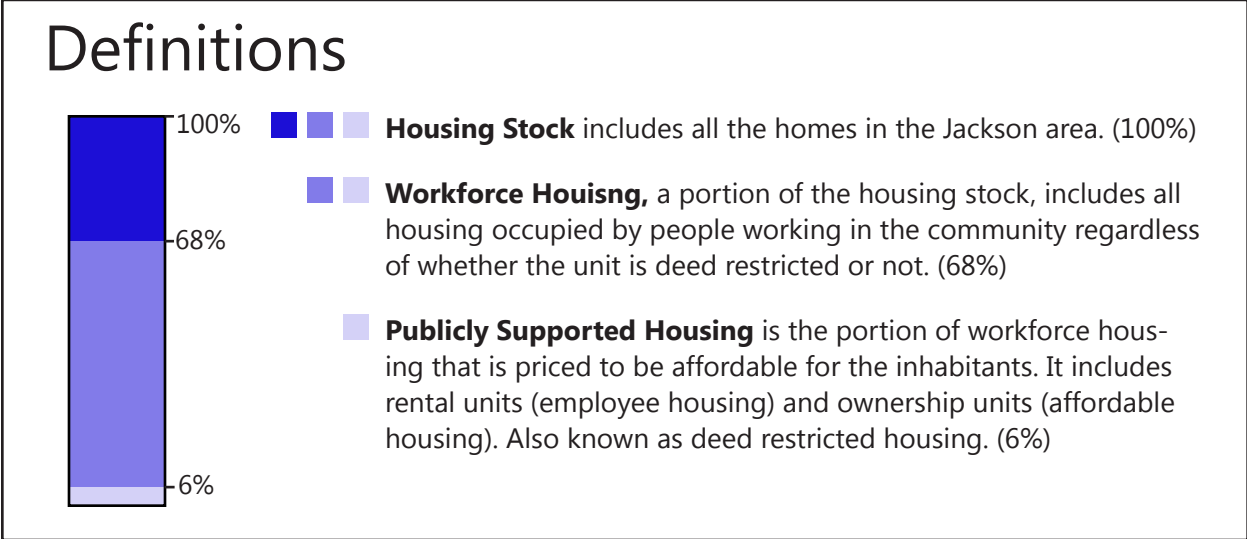
Approximately 68 percent of the homes in the valley house families who work locally. Those homes include both market and deed restricted affordable housing.

The availability of workforce housing is the result of a combination of market opportunities and many tools (zoning, commercial mitigation, federal housing programs, bonuses, incentives, private employer initiatives and the work of local housing organizations, to name a few). The Panel observed that the combination of these tools worked best when balanced with other community values.

Over the long run, the Panel felt that using existing tools and a methodical approach that balances other community priorities has and will continue to en-

able this community to house 65 percent of the workforce locally. However, the panel also noted that the community has dipped dangerously below 65 percent, especially during the peak of the recent housing bubble, and that more emphasis on mapping and zoning for workforce housing is important now. Maintaining a diverse and secure workforce should continue to be a community priority, and must be achieved with higher levels of predictability and transparency on a project by project basis.

The Panel noted that Cottonwood Park, because it includes a



mix of unit types and small lots, has avoided the problem of second home acquisition. It is a good example of how tools (in particular, zoning) can enable housing the workforce.

In summary, the Panel prioritized an approach that encourages the market to function at the highest level possible, and one that embraces zoning as the most effective tool for achieving workforce housing. The Panel identified market solutions as most effective for Categories 4 and higher for ownership product, and also as an effective option for rental product in Categories 2 and higher. The panel members believe that publicly supported housing programs are best suited to provide housing for Categories 1 – 3, where the market has difficulty functioning. This was also deemed true of rental in Category 1 and below.

In short, the Panel believes that “new tools” are not needed; rather, a commitment to use tools more effectively, specifically with regard to zoning for workforce housing, is most appropriate.

The panel advises:

- Support a successful free market approach as part of the array of tools.
- Zone for workforce housing that will not be desirable to the second home buyer.
- Take measured steps, promote community awareness.

Specific Recommendations:

1. Identify locations and zone for workforce housing to create predictability and transparency.
2. Use a balanced approach, and work to find solutions that consider other community values, like transportation, open space, and wildlife goals, too.
3. Prioritize a steady, predictable, and transparent process but insist on progress.
4. Continue to support the community’s publicly supported housing programs, recognizing that market conditions will unlikely meet Categories 1 – 3, and that support for housing as a community priority is critical.

Committee's Task

Ten-year plan to house 65 percent of the workforce locally

The Teton County Commissioners and the Town Council selected seven community leaders from a diverse group of applicants to work with the Teton County Housing Authority in creating recommendations for housing 65 percent of the workforce locally over a 10-year period. The Blue Ribbon Panel on Workforce Housing (See the Appendix for a list of panelists and biographies), as it was dubbed, was selected by representatives from the Town Council, the Board of County Commissioners, Habitat for Humanity of the Greater Teton Area, the Jackson Hole Community Housing Trust, and the Teton County Housing Authority. A broad net was cast to solicit interested members and the selection committee narrowed the field to the working group of seven, who met nearly every other week from September 2009 through June 2010.

Situation Assessment: Why 65 Percent?

Jackson Hole, Wyoming, is characterized by its wildlife, open spaces, western heritage, and small town values. Since the 1970s, the community has adopted plans and regulations to preserve these qualities. One way the community's 1994 Comprehensive Plan seeks to preserve Jackson's local feel is ensuring there is affordable housing for local workforce in the community.

About every five years, the Teton County Housing Authority—a branch of local government that enables affordable housing opportunities for the workforce—conducts a study. The study measures where Teton County is in terms of housing, jobs, and the general economy. Economic & Planning

Systems, Inc., a firm that specializes in land economics, from Denver, Colorado, published the most recent study, *The Teton County Housing Needs Assessment*, in 2007.

The study reveals that the degree to which a community has character—or is vibrant—relates in no small part to the percentage of workforce living locally. Based on data from other resort communities, and even downtown districts in large cities, loss of local workforce is cited as a reason for lost customers for local businesses, a decrease in the level of service to guests, and as a result, the communities become less desirable places to visit and live.

Based on research done on other areas, the Housing Needs Assessment reports that there is a “tipping point” at 60 percent.¹ In other words, less than 60 percent of the workforce living locally results in the town losing its sense of community, identity and personality.

To compile the Housing Needs Assessment, research was conducted to understand the amount of commuters making up our workforce. Research included a survey of residents within Teton County and surrounding towns including Alpine, Bondurant, Victor and Driggs, a survey of Teton County businesses, a series of interviews with community stakeholders, feedback from presentations of preliminary findings, and a compilation of relevant data.

The report concluded that from 1990 through 2005, Teton County saw an increase in the workforce living outside of the valley with 67 percent of the workforce living locally in 2005

The goal of 65 percent is achievable through zoning for workforce housing and optimizing existing tools

1. *The Blue Ribbon Panel did not consult independent experts, but relied on information provided by the 2007 Teton County Housing Needs Assessment and the Teton County Housing Authority.*

or 33 percent of Teton County's workforce commuting, as Chart 1 (Workforce Living in Teton County) reports. The solid blue line shows the survey results plus historical data.

The dotted blue line shows an estimation of workers living locally. During the second half of 2008, the local economy changed, which resulted in businesses closing and the need for fewer workers. Because Teton County saw a sharp increase in commuters when job growth was strong (2000 – 2007) and its housing stock remained constant, it is assumed that the sudden job losses have resulted in fewer commuters. This economic change has shifted a higher percentage of our workforce living locally; however, it is believed that demand will return.

The question remains: how do we sustain our identity and personality into the future?

A framework for protecting our community economy and vibrancy was laid out in the 2007 Housing Needs Assessment, essentially proposing that we identify a goal for the percentage of the workforce desired to

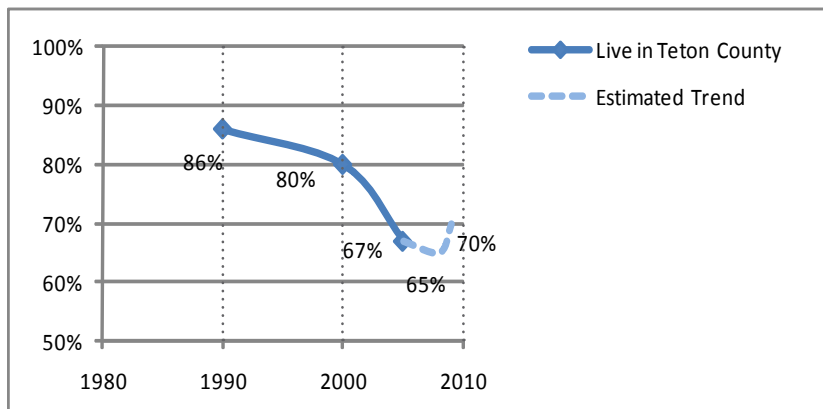
live locally and then set policies to meet that goal. Based on this advice, the Housing Authority's Board of Directors voted to set a goal of housing 65 percent of the workforce locally.

The Board chose 65 percent for two reasons. First, 65 percent is

achievable with adjustments to tools that existed within our current policy framework.

Having an explicit goal was important because it allows the policy makers to establish regulations that are consistent with community values, and

Chart 1: Workforce Living in Teton County



Source: 2007 Teton County Housing Needs Assessment and Teton County Housing Authority

a slightly higher target than the 60 percent where businesses and communities reported negative impacts, and measuring an exact percentage is challenging because the housing market is not static. They also believed that a higher standard for Jackson Hole was appropriate. Secondly, the Board felt that housing 65 percent — the estimate of local workforce living in Jackson in 2007 when they adopted the goal — was

also with their own expertise and leadership regarding the building blocks of a healthy, vibrant, functioning community. The Blue Ribbon Panel accepted the goal of housing 65 percent of our workforce locally as the basis for discussions, and considered the importance of workforce housing and other community values in its deliberations and resulting recommendations.

History of Affordable Housing

Providing workforce housing in Jackson Hole Valley has been an issue for more than fifty years. As the tourism economy grew through the late 1950's and 1960's, the predominant need for housing was for employee

housing facilities for the summer season to ensure that when the job seekers came to town looking for summer work they would have a place to house at least the core number of employees needed to survive

Lodge and Colter Bay.

In the late 1960's and early 1970's, the housing picture began to change. Jackson Hole Ski Corporation was formed to create, develop and operate a major ski resort with assistance from the State of Wyoming, which was designed to create more year-round employment and to develop at least a two-season economy. With the gradual development of a more year-round economy through the 1970's and early 1980's, the workforce changed to more of a year-round workforce than a "summer help" workforce. This shift began to put pressure on year-round housing availabilities. As the valley's year-round population continued to increase through the 1970's, first the Town of Jackson and then Teton County adopted zoning regulations which, to differing degrees, restricted the availability of building sites and overall density.

Still, throughout the 1970's and early 1980's, it was very difficult for local businesses to

Providing workforce housing in Jackson Hole has been a concern of local businesses for more than 50 years

housing for "summer help." During this period it was much easier for employment seekers to find a job than it was to find housing. Many local employers during that period required that anyone being considered for employment first had to show that they had a stable place to live because many employers experienced employee turnover that resulted from people taking jobs, working for a few days or weeks and then leaving because they couldn't find a place to live. Many employers secured housing for their employees by renting or leasing

the summer season. Most of the housing was in basement rooms, attic apartments, over the garage apartments, trailers parked in the back and side yards, and a few apartment houses.

At that time there was no zoning in neither the Town nor the County, and there was no winter economy to speak of, as most businesses closed for the winter. In the northern end of the valley, the summer employees were accommodated by Grand Teton Lodge Company in dormitories at Jackson Lake

find summer help because of a housing shortage. A few apartment projects were developed and mobile home parks were expanded to accommodate housing needs. However, it was still far more difficult to find a place to live than to find a job. For the most part, the people holding these jobs were still “summer help” only and there was not a significant shortage of workforce housing for people living and working in the valley on a year-round basis.

In December of 1980, jet service started in Jackson Hole. Thereafter, the Jackson Hole Ski Corporation undertook a program where the community subsidized non-stop jet service with American Airlines. This program contributed to fairly steady growth in the second home economy in the greater County area. Additionally, the County’s land development regulations that it adopted in 1978, provided for single-family detached housing as the predominant housing type, which also supported second home ownership.

In 1980 the Town of Jackson changed its zoning regulations to increase available den-

Throughout the 1970’s and early 1980’s, it was still far more difficult to find a place to live than to find a job

sity significantly and to make substantial portions of the town available for duplex and four-plex development. Most of these types of units were rental housing although throughout the 1980’s, condominiumization of these multi-family dwelling structures was becoming increasingly popular as property values continued to increase. As housing opportunities became less abundant in the County and the Town, bedroom communities in the Driggs and Victor area of Idaho, and in Alpine, Wyoming, began to develop to serve the housing needs of the “local” employees.

Throughout the 1980’s, there was concern expressed in the community by the Chamber of Commerce and others as to the future character of the community. The consensus among the Chamber members and the community as a whole was that Jackson Hole should be a community first and a resort second rather than primarily

a resort community such as Vail and Aspen. The Town and County governments addressed this concern by permitting developers to build planned unit development projects with density bonuses that provided and continue to provide a substantial portion of the deed restricted affordable housing units in the valley.

At the same time, the Jackson Hole Community Housing Trust formed, and the Town and the County established the Teton County Housing Authority. These two organizations had different approaches to the same problem of providing deed restricted affordable workforce housing. The Trust relied on philanthropic support and was a private, donor-supported and driven nonprofit. The Housing Authority, was envisioned as an exaction-based, regulation-driven approach, putting the onus on resort developments to provide employee housing, and residential

developments to provide a percentage of housing at affordable pricing. These organizations have been successful in providing additional units of affordable and employee housing that would not have otherwise been provided. In 1994, with the adoption of the “new” Comprehensive Plan and Land Development Regulations, a regulatory housing exaction program was adopted and this effort went hand in hand with a down zoning, reducing future housing opportunities and site availability throughout the Town and County. This continued the supply/demand/pricing curve issues that have bedeviled the community since the late 1970’s.

During the early part of the 2000’s the housing market flourished, sustaining double-digit appreciation. Many factors played into this growth, including improved access to Jackson through increased direct air service, enhanced amenities in the community, historically low interest rates, and laid-back



Mountain View Meadows home. First deed restricted affordable housing neighborhood. Photo courtesy of Jackson Hole Community Housing Trust.

lending practices. This strong housing market made it increasingly difficult for working families to find housing opportunities in the free market and also placed more demand on finding solutions to housing the workforce locally.

This valley saw a dramatic change in the housing market in the 2000’s with the severe economic downturn. Local job losses were significant with approximately 1,800 jobs lost in just a few years. Additionally, housing prices saw 30 – 40 percent decreases and lending practices tightened. There will be up and down economies in this valley, but it is unlikely that

the housing bubble will return to the scale that we experienced in the past decade.

If we are successful as a community, there will always be a strong demand for people to make this beautiful valley home. Keeping up with this demand will require increased diligence, the continuation of existing programs and an examination of additional programs. Attempting to assure housing opportunities for a substantial portion of the community workforce will ensure the viability of the community of Jackson Hole.

Current Inventory

Using market data, stakeholder and employer interviews, and input from Town and County Planning staffs, the Teton County Housing Authority estimates that 68 percent of the homes in the valley house families who work locally. Those homes include both market and deed restricted affordable housing.

The following information shows how staff arrived at this estimate. It's important to note that the 68 percent figure is different from the goal of housing 65 percent of the workforce locally. Although the two numbers are close in value, it's merely a coincidence that 68 percent of the homes in Teton County serve as housing for approximately 65 percent of the workforce.

The Landscape

There are 11,017 homes that exist within our workforce region. The region spans Teton County's jurisdiction, including the Town of Jackson, plus some units in Grand Teton National

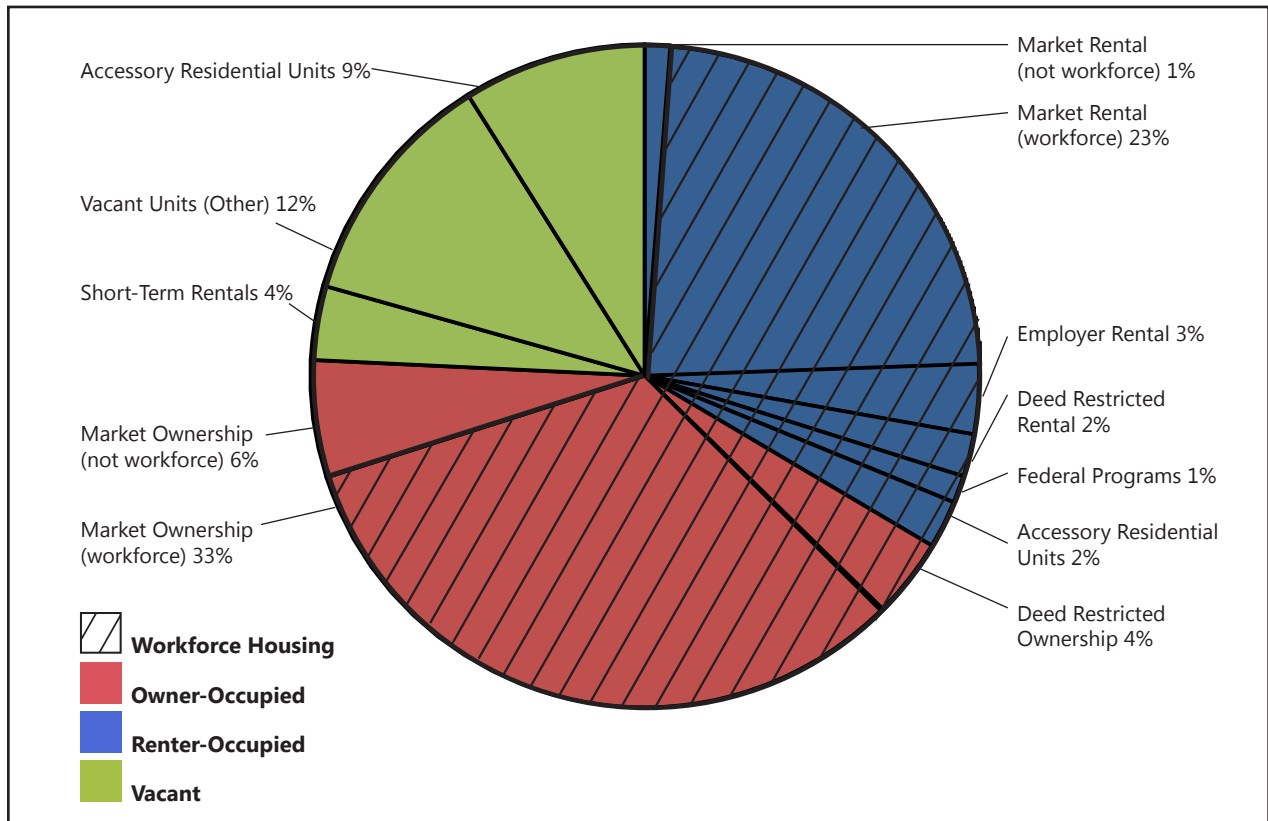
Park and the Bridger-Teton National Forest.

The US Census classifies housing units as either rental, ownership, or vacant. Using the most recent census data, the Housing Authority estimates that there are 4,648 owner-occupied homes, comprising 42 percent of the total. There are 3,699 renter-occupied homes representing 34 percent, and 2,670 vacant homes — mostly second homes — representing 24 percent of our housing stock. See Chart 2 (Teton County Housing Stock Estimate) on the following page where owner-occupied units are highlighted in red, renter-occupied units are blue and vacant units are green.

Owner-Occupied Homes

There are 3,580 owner-occupied homes in Teton County. This category includes market homes and deed restricted ownership homes. After interviewing local stakeholders, Town and County planning staffs and elected boards,

Chart 2: Teton County Housing Stock Estimate



Source: Teton County Housing Authority

Housing Authority staff determined that the majority of the market homes in this category serve as workforce housing. Why? Most of the second homes fall under the vacant homes category, so that means that most of the owner-occupied homes do not belong to second homeowners.

To leave a little room for error, and to account for retirees that live in Jackson full-time, Hous-

ing Authority staff calculates that 85 percent of the market ownership units (or 3,580 units) serve as workforce housing. See Table 1 (Teton County Housing Stock Estimate) for a tabulation of the types of owner-occupied homes and which types of units serve as workforce housing.

Rental Homes

Historically, market rental units have mostly served as workforce housing. Because short-

term rental, where a renter stays in a unit for fewer than 30 consecutive nights, is allowed only in particular zones in the Town and County, such as in the Lodging Overlay in Town, it means that rental units must be rented long-term. Housing Authority staff tabulates that 95 percent of market rentals serve as workforce housing. The other five percent likely accounts for homes that are illegally in a short-term rental pool, or homes where none of the renters are working locally.

In addition to market rental units that house the workforce, there are also accessory residential unit rentals (smaller units, like garage apartments), deed restricted units, federal rental program units, and employer rentals that are workforce housing. See Table 1 for a list of these these different types of units.

Vacant Units

Vacant units mostly include second homes, but also include short-term rentals in the Aspens, Teton Village, Jackson Hole Golf and Tennis, and at Spring Creek. Table 1 shows a tabulation of these units.

Summary

To summarize, 68 percent of the units in Teton County are serving as workforce housing, including both deed restricted and free market units. Chart 2 shows these units in a pie chart. The red, blue, and green colors depict the ownership, rental, and vacant units respectively, and the black diagonals show the amount of units that exist today in Teton County that house our workforce. Please

keep in mind that this number is different from the goal to house 65 percent of the workforce locally.

Table 1: Teton County Housing Stock Estimate

	Workforce	Not Workforce
Deed Restricted Rental	229	
Federal Programs Rental	147	
Accessory Residential Units	257	
Employer Rental	376	
Market Rental	2,556	135
Market Ownership	3,580	632
Deed Restricted Ownership	424	
Short-Term Rental		401
Accessory Residential Units		976
Other Vacant Units		1,293
Total	7,581	3,437
Percent Split	68%	32%

List of Tools

This community has been fortunate that there have been a myriad of tools proposed and often implemented to address housing our workforce. Upon analysis by the Blue Ribbon Panel, it became evident that the tools have resulted in housing a vibrant workforce and maintaining a healthy resort community.

Some strategies have been more successful during strong economic times, and others in weaker economies. The Panel observed that oftentimes conflicts have resulted in instances where planning issues such as predictability and transparency have not been considered. For example, several large workforce housing developments have been proposed and have

not been successful as their proposed location was inconsistent with exiting development patterns. The perceived cost to the community in terms of traffic, wildlife habitat or other values outweighed the proposed benefits.

This section of the report lists the 12 tools that the Blue Ribbon Panel discussed. They include market solutions, regulations, and funding that have led to a variety of housing options.

1. Zoning

The Panel noted the earlier examples of workforce housing success such as Cottonwood Park. The “success” was measured by the development’s use of mixed housing types that ranged from single family units to apartments, duplexes and townhomes or small lot offerings. While some deed restricted housing is also offered, the overall neighborhood offerings are targeted at working families and have typically offered free-market ownership opportunities for working families of Teton County.

In addition to the product mix and its attainability to local workforce, the Panel felt that Cottonwood Park, by way of example, was also well received because it was a logical expansion of the Town of Jackson and was zoned as a “complete neighborhood” which provided predictability to neighbors. The panel noted that all existing workforce housing neighborhoods were zoned prior to 1994.



Cottonwood Park in the Town of Jackson is targeted for working families and is adjacent to schools, a grocery store and jobs.

- | | |
|------------------|--|
| Use | Rental/Ownership |
| Target | All income ranges |
| Positives | <ul style="list-style-type: none">• No taxpayer subsidy per unit• Promotes market-based solutions• Provides predictability to neighbors• Creates a mix of housing types• Compatible with transportation and resource goals |
| Hurdles | <ul style="list-style-type: none">• Limited zoning districts• Intensity of use can conflict with neighborhood character goals• Neighborhood compatibility concerns |
| Example | <ul style="list-style-type: none">• Cottonwood Park• Rafter J• Melody Ranch |

2. Commercial Mitigation

Commercial mitigation is a land-use regulation, which requires a commercial development to provide housing for a certain amount of the employees that it generates.

Currently, it targets 25 percent of the “peak seasonal” employees that a business generates who earn less than 120 percent of area median income. Both Teton County and the Town of Jackson raised the rate from 15 percent to 25 percent in 2006 (Town of Jackson) and 2007 (Teton County).

Commercial mitigation is an effective tool at mitigating the impacts of housing employees generated from new commercial development. However, the methodology for determining the requirement does not seem to align with the true generation of new jobs. Also, the requirement can result in overwhelming hardship for restaurants or other small, locally owned businesses the community would like to see created.



The Field Building in the Town of Jackson, located at 690 West Highway 89, includes two employee housing units that were a commercial mitigation requirement.

Use Rental

Target <120% of Area Median Income

Positives

- Low taxpayer subsidy per unit
- Integrated with the commercial element
- Directly related to impact
- Compatible with transportation and resource goals

Hurdles

- Viewed as inequitable burden on developers
- Difficult to determine true impact
- Potential conflict with non-compatible uses
- Hard to dictate unit design for livability
- Cost of long-term stewardship
- Certain business types have greater burden
- Can conflict with encouraging types of businesses

Examples

- Teton Mountain Lodge
- Four Timbers
- Four Seasons
- Field Building

3. Accessory Residential Units in the County

Guest houses are the common name for Accessory Residential Units in the County. They are attached or detached units that are less than 1000 square feet and are accessory in nature to the primary residence. They are not allowed to be subdivided from the property's main residence.

Traditionally, accessory residential units served as housing for family members or guests. The County expanded the scope in 2000 to allow property owners to rent accessory residential units to local workers. In 2009, there were 976 accessory residential units in the County. It's likely that approximately 25 percent of the accessory residential units serve as workforce housing.



This property in Wilson includes an accessory residential unit over the garage that can serve as rental opportunity for a local worker.

- Use** Rental
- Target** <120% of Area Median Income
- Positives**
 - No taxpayer subsidy per unit
 - Integrated with the community
 - Flexibility for owner
 - Market-based solution
 - Limited size helps with affordability
- Hurdles**
 - Actual use is unclear
 - Total number allowed is unclear
 - Location can conflict with transportation goals
 - Location can conflict with resources protection goals
 - Enforcement/Verificataion
- Example**
 - Caretakers

4. Accessory Residential Units in the Town

The Town of Jackson permits accessory residential units in many zoning districts. They are attached and detached units that are less than 800 square feet and are accessory in nature to the primary residence or commercial use. These units serve as rentals or guest houses and cannot be subdivided from the property's main residence. They are not required to be rented to local workers as in the County; however, they tend to serve as long-term rentals for local employees.

In the Town's AR (Auto-Urban Residential) Zone, property



The AR Zone in the Town of Jackson, highlighted in the yellow areas, is one of several zoning districts in Town that allows accessory residential units. It is the only residential zone that allows them without requiring a conditional use permit. Map courtesy of the Town of Jackson.

- Use** Rental
- Target** <100% of Area Median Income
- Positives**
 - No taxpayer subsidy per unit
 - Integrated with the community
 - Limited size helps affordability
 - Flexibility for owner
 - Market-based solution
- Hurdles**
 - Concentration of rentals can disrupt traditional neighborhoods
 - Occupancy limit enforcement is difficult
 - Maintenance incentive may be less with rental product
 - Perceived that incentive to redevelop is limited
 - Enforcement/Verificataion
- Example**
 - East Jackson

owners may build one main residence plus two accessory residential units. This tool has provided a significant supply of rental housing for the

local workers; however, some feel that the character of the neighborhoods has been compromised as there has been a transition away from owner occupancy to rental. Additionally, some believed that reinvestment in the area could provide a higher quality of housing for the workforce.

Rentals in Town outside of the Town's lodging overlay cannot be rented short-term or less than 30 days. Since the AR Zone is not in the lodging overlay, it provides some assurance that the accessory residential units will serve as long-term rentals and will likely serve as workforce housing if rented.

5. Commercial Accessory Residential Units

In some commercial zoning districts in the Town and County, land owners may receive extra buildable square footage if this space is used to house Teton County employees. These units must be accessory to the commercial use and associated with that use. Sometimes this is referred to as live/work space, where both the living and working spaces are adjacent or attached.

This tool has been very popular with developers, particularly in the South Park Business Park.



The Elk Avenue Condos, located in the South Park Business Park, include six accessory residential units on the second floor of the building.

- Use** Rental
- Target** <120% of Area Median Income
- Positives**
 - Low taxpayer subsidy per unit
 - Integrated with the community
 - Mix of uses and sizes helps with affordability
 - Flexibility for owner
 - Market-based solution
- Hurdles**
 - Potential conflict with non-compatible uses
 - Hard to dictate unit design for livability
 - Location can conflict with transportation goals
 - Limited zoning districts
- Example**
 - Elk Avenue Condos
 - Osprey Landing

6. Federal Programs

There are several rental complexes in Jackson that have come out of federal programs designed to encourage public/private partnerships to build rental housing for low-income working families. Currently, the most utilized program is called the low-income housing tax credit (LIHTC) incentive established by the Department of Housing and Urban Development. This tool inspires a public/private partnership to build rental units designed to house families earning less than 80 percent of the area median income. Typically, the public sector provides the land and a private entity develops and manages the units.

The private sector developer receives a tax credit if they rent the units at a regulated rate to the target households for a minimum of 20 years. After the negotiated timeframe, the owner of the property is free from any further restrictions.

As there is a great need at this income level for affordable rental housing, most entities using this tool to negotiate a longer term. Either way, this



The Snow King Apartments in the Town of Jackson are an example of a private developer utilizing low-income housing tax credits. These apartments serve families that make up to 80 percent of area median income.

Use Rental

Target <80% of Area Median Income

Positives

- Local taxpayer subsidy per unit minimized
- Targets families most in need
- Most difficult niche to fill

Hurdles

- Requires specialized developer
- Competitive funding process
- Limited federal funding in Wyoming
- Design can be unimpressive
- Limited zoning districts
- Neighborhood compatibility concerns
- Restricted for a limited time
- Management oversight necessary to ensure maintenance

Examples

- Snow King Apartments
- Brandy Chase Apartments

tool serves as an incentive that creates apartment development in a community that tends to serve as workforce housing long-term.



The Hitching Post Lodge serves as an employee and patient/family housing complex for St. John's Medical Center in the Town of Jackson.

7. Employers

Historically in our valley, business owners have played an important role in providing housing for our workforce. Survey data from the 2007 Housing Needs Assessment indicated that 30 percent of all businesses provide some form of housing assistance to their employees. This takes many forms from a housing allowance, rental property, down payment assistance, or shared appreciation mortgages.

The type of direct housing businesses provide is typically rental product. However, there are some ownership opportunities presented. Of the larger businesses contacted, employer provided rental housing makes up 3 percent of the rental housing stock in the valley. This does not take into account the smaller businesses.

Use Rental/Ownership

Target All income ranges

- Positives**
- No taxpayer subsidy per unit
 - Integrated with community
 - Controlled by business
 - Helps maintain stable employees
 - Market-based solution
 - Business tends to keep affordable

- Hurdles**
- Can be high cost to business
 - Expertise required outside of running business
 - May not be long-term
 - Requires strong commitment of business

- Examples**
- Hospital
 - Town of Jackson
 - Teton County
 - Forest Service
 - National Park
 - Teton Science Schools

8. Apartment Development

Apartment buildings are the quintessential workforce housing tool and are used across the country to provide rental opportunities for the workforce. Unlike ownership sales prices, rental rates tend to track with local wages. In Jackson, the Lodging Overlay and resulting restriction on short-term rentals (a rental term less than 30 days) outside of this overlay helps to keep rental rates in line with local wages. A similar requirement exists in the County that limits short-term rentals to Resort Districts and the Aspens.

This tool is a great private sector solution to providing workforce housing. And, because of the intensity of development associated with apartment complexes, there is the ability to minimize the impact to natural resources.

- Use** Rental
- Target** >100% of Area Median Income
- Positives**
 - No taxpayer subsidy per unit
 - Market-based Solution
 - Compatible with transportation and resource goals
- Hurdles**
 - Limited zoning districts
 - Neighborhood compatibility concerns
 - Difficult financial model
 - Design can be unimpressive
 - Maintenance incentive may be less with rental product
- Example**
 - Blair Place Apartments
 - The Timbers
 - Virginian Apartments



The Blair Place Apartments in the Town of Jackson are an example of multi-family zoning.

9. Residential Mitigation

Also known as “inclusionary zoning,” residential mitigation requires a percentage of new residential development to be affordable to local workers. Residential mitigation targets families who earn incomes less than 120 percent of the Area Median Income.

Similar to commercial mitigation (Tool #2 on Page 15), residential mitigation is also a land-use regulation, except that it relates to residential development rather than commercial development.

Residential mitigation requires 25 percent of new residences to be deed restricted affordable housing. Both Teton County and the Town of Jackson raised the rate from 15 percent to 25 in 2007 (Teton County) and 2009 (Town of Jackson).



Affordable housing at Jackson Hole Golf and Tennis is an example of residential mitigation in Teton County. The affordable neighborhood includes 22 homes.

- Use** ownership
- Target** <120% of Area Median Income
- Positives**
 - Low taxpayer subsidy per unit
 - Integrated within neighborhoods
 - Directly related to impact
 - Compatible with transportation and resources goals
- Hurdles**
 - Too high of a mitigation rate could hinder development, which would prevent new free-market housing opportunities
 - Hard to dictate unit design for livability
 - Cost of long-term stewardship
- Example**
 - Jackson Hole Golf and Tennis
 - Eagle Village
 - Ellingwood
 - Pearl at Jackson

10. Housing Organizations

There are three primary housing groups that serve the Jackson community: Habitat for Humanity of the Greater Teton Area, Jackson Hole Community Housing Trust and Teton County Housing Authority. They all provide long-term affordable housing opportunities to families working in our community; however, they all target different segments of our workforce. For example, Habitat serves families earning less than 60 percent of the median income; currently the Housing Trust tends to target families earning up to 120 percent of the median income; and the Housing Authority focuses between 80 – 120 percent of the median income.

Additionally, there are differences in the application process, mechanism to secure long-term affordability, and

Use	Ownership/Rental
Target	<120% of Area Median Income
Positives	<ul style="list-style-type: none"> • Provide opportunities where market is unable • Primarily entry-level ownership • Leverage public and private funds • Great neighborhoods
Hurdles	<ul style="list-style-type: none"> • High subsidy for ownership units • Limited zoning districts • Neighborhood compatibility concerns • Cost of long-term stewardship • Raising funds
Example	<ul style="list-style-type: none"> • Wilson Park • Arbor Place • Millward • Flat Iron • Mountain View Meadows

selection of the buyer. These differences create a variety of housing opportunities that cater to a healthy and diverse workforce.

These three organizations have been instrumental in providing homeownership opportunities

in the valley where the market has been unsuccessful, primarily at 120 percent and below of the area median income. They are most successful when working in collaboration and leveraging public and private donations.



Three housing organizations in Teton County, Habitat for Humanity of the Greater Teton Area, The Jackson Hole Community Housing Trust, and The Teton County Housing Authority have provided workforce housing.

11. Incentives/Density Bonus

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

Prior to 1994, the County approved two large developments; Melody Ranch and Wilson Meadows, using the Planned Unit Development (PUD) density bonus tool. These developments were successful due to a combination of available land and density bonuses in return for open space and affordable housing. This concept was converted to “inclusionary zoning.”

The Planned Mixed-Use Development (PMUD) tool in the Town of Jackson allows increased density in some cases if the applicant demonstrates additional public benefit in at least two of the four categories.



The Millward Neighborhood is an example of a neighborhood that used a density bonus tool.

One category relates to housing, where the applicant must exceed the deed restricted affordable and/or employee housing requirement by at least 20 percent. (The other three categories include designating at least half of the development as lodging or residential, build-

ing subgrade parking to satisfy the majority of the parking requirement, and designing the development to support the Town's transportation goals.) The Town placed the PMUD under a one-year moratorium in 2010.

Another density bonus in the Town of Jackson allows buildings to be 25 percent larger if the extra square footage is deed restricted affordable or employee housing. This floor area ratio, or FAR, increase pertains only to certain zoning districts.

In Teton County, the Affordable Housing Planned Unit Development, or AH-PUD allows a density bonus for deed restricted affordable housing. A minimum of 50 percent of units in a development must be deed restricted affordable. In exchange, it offers a significant density bonus. The County repealed the AH-PUD in 2010.

- Use** Rental/Ownership
- Target** <120% of Area Median Income
- Positives**
 - Low taxpayer subsidy per unit
 - Promotes market-based solutions
 - Allows developers flexibility
- Hurdles**
 - Limited zoning districts
 - Hard to dictate unit design for livability
 - Potential conflict with non-compatible uses
 - Location can conflict with transportation goals
 - Location can conflict with resource protection goals
 - Bulk and scale can conflict with neighborhood character goals
- Example**
 - Millward (County AH-PUD)
 - Glory View (County AH-PUD)
 - Pearl at Jackson (Town PMUD)
 - Shervin's (Town 25 percent bonus)
 - Melody Ranch (PUD)
 - Wilson Meadows (PUD)

12. Funding for Publicly Supported Housing

All the activities of the Housing Authority are in some part an investment of the community taxpayer. Current activities include both oversight of existing inventory of deed restricted homes and facilitation of building new rental and ownership opportunities at the Category 1 – 3 range. Both sides of its business are funded by County general funds or development fees-in-lieu, permit fee waivers, private donations, or federal, state and local grants.

This valley has supported two Special Purpose Excise Tax initiatives, one in 2001 for \$9,300,000 and another in 2006 for \$5,000,000. These two tax opportunities have invested in over 50 low-income rental units, more than 70 Category 1 – 3 ownership units, helped all three housing organizations build housing, and secured over 18 acres of land to build approximately 170 units of Category 1 – 3 deed restricted affordable housing over the next 15 years (72 net new).

The Panel did express unease at some of the location choices of

the land purchased for deed restricted affordable housing, and several felt it important that any land purchased or “banked” for future housing should expect to use the current zoning of the property. Predictability in the entitlement process for the affordable housing organizations is deemed as important as for neighboring land owners.



Four adjacent properties on Hall Street in the Town of Jackson will serve as deed restricted affordable housing in the future. Funding from the 2001 Special Purpose Excise Tax (SPET) allowed housing organizations to purchase these properties.

Questions for the Blue Ribbon Panel

After much deliberation, the Panel concluded that the most challenging obstacles to housing local workforce were fundamentally related to land-use planning challenges. Ultimately, the most common questions were some form of the following list. While broad in scope, the Panel's very specific and deep discussions around these questions served as the basis for the guiding principles and recommendations sections of this report.

1. How do we ensure people know what they are getting going into the planning process?
2. How do we plan for what we want to avoid getting what we don't want?

How do we plan for what we want?

3. How do we encourage performance based, prescriptive approaches to zoning rather than less predictable tools?
4. How do we avoid controversy associated with identifying locations for workforce housing (density and neighborhood compatibility concerns)?
5. How do we communicate effectively and transparently especially regarding misperceptions about the tools and programs, and their general effectiveness?

Panel Recommendations for Guiding Principles (Areas of Agreement)

The Panel observes several fundamental areas of agreement. First, housing local workforce locally is important to a vibrant business and recreation community, and to be successful it must be considered in context with other community values such as wildlife, open space,

A combination of tools have impacted the current level that is, indeed, about 65 percent of the workforce being housed locally. Over the last few decades, that percentage has been as high as 86 percent and has also — during the peak of the recent housing bubble — most likely dipped below the 65 percent goal. Those involved in the housing industry believe that the dip is an indication that affordability is an even more pronounced issue during highly robust economic times, and while the tools likely prevented a drop to a much lower number, a holistic approach like the one this report suggests is necessary to protect the 65 percent goal over time.



The Wilson Park neighborhood, located in Teton County is an example of incremental development.

transportation, and neighborhood character. Secondly, the Panel recognizes that the challenges related to housing are no longer about a lack of knowledge regarding tools, approaches and programs that get housing built.

The questions that challenge us, then, are more sophisticated and complex, and nuanced. We know how to get to the number of units. We also know that we must respect the concerns, desires, and opinions of community members, neighbors, homeowners, and leaders representing other community interests.

The following general recommendations represent areas of agreement regarding a community approach to housing local workforce and respecting other community values, too.

1. Support a successful free market approach as part of the array of tools.

The Panel agrees that rental opportunities represent a significant and important workforce

housing opportunity, and that incentivizing their development in the free market through zoning, fee waivers, funding and technical advice is desirable. Further, the panel feels that offering opportunities for entry level ownership housing is important. The Panel discussed the need to create neighborhoods with a mix of product type — including small lots or duplexes, for example — in close proximity to the Town or

local services. More than once the committee observed the need to explore “zoning for another Cottonwood Park.” This approach could be applied on a smaller scale and in multiple locations

The panel recognizes that the free market is not effective at providing ownership opportunities for Categories 1–3, or rental opportunities up to Category 1. These housing areas will need to be subsidized in order to create opportunities in these situations.

2. Zone for workforce housing that will not be desirable to the second home buyer.

The Panel agrees that predictable zoning that encourages development that serves the local workforce and business community should be a priority over zoning that encourages second home development. It is of note that our current zoning and land development regulations — whether intentional or not — have discouraged developing workforce housing.



The yellow border highlights the Town of Jackson's Lodging Overlay. Short-term rental is only allowed within this overlay, which means that rentals that sit outside of it likely serve as workforce housing. It is one tool in an array of successful tools in a free-market approach.

Specifically, the Panel discussed things like zoning for small lots, as large lots are typically out of reach of the workforce. In particular, locations were discussed as an important factor for second home buyers. The Panel felt that it's important to encourage development that would appeal to the workforce rather than second home buyers.

Ideas for zoning for a working neighborhood include close proximity to schools, daycare, services, and jobs. It was also noted that mixes and sizes of product type mean more options — market and deed restricted options — for working families. The Panel recognizes that there would be some “leakage” to second homeownership, which is viewed as an unavoidable cost of market solutions.

Additionally, the panel expressed concern about creating sprawl and community centers. As a valley we will be successful if we can identify areas for appropriate zoning for workforce housing to stay within the com-

munity's desired development potential.

3. Take Measured Steps.

The panel agrees that maintaining the right amount of housing is critical to the health of the community and to its hous-

ing programs. Having too many deed restricted units is as negative for the program as having a dearth of units. Thoughtful and strategic development of housing, as opposed to committing to large neighborhoods of 100 percent deed restricted housing, is more prudent.



Cottonwood Park, with its mix of unit types and small lots, is a good example of how zoning can provide for workforce housing.

Taking measured steps involves continuing to use a balance of all the existing tools to be effective during both up and down markets. This approach methodically supplies the community with workforce housing opportunities and is responsive to a slowly expanding economy.

Additionally, the Panel believes that it is important to respect neighborhood conservation by including neighbor input from the beginning of any workforce housing development. The Panel agrees that existing neighbors should have an understanding of what is being planned in proximity to their homes, and that they should have the ability to influence the look and feel of their neighborhoods.

4. Invest in Community Awareness.

While the goal of housing 65 percent of the workforce is achievable, we need a renewed emphasis on the need for work-

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When we asked the question, "What keeps you here?" we were a little surprised. Friends, family, neighbors...
the people...
overshadowed even the mountains.

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The advertisement to the left is part of the "Housing Jackson Hole" campaign, which is a community-wide interview designed to understand what makes Jackson special and keeps it real.

force housing to accomplish that goal.

When the panel first met, there was concern that housing 65 percent of the workforce locally was too lofty of a goal. However, as each member expanded his or her understanding of the work that the community had accomplished over the decades, each panel member felt

comfortable that housing 65 percent of the workforce locally is achievable.

It is important to raise the level of understanding within the community about ways to achieve our workforce housing goals while preserving other community values such as wildlife, open spaces, and transportation.

Specific Recommendations for Electeds

Publicly supported housing programs have been in effect for just over 20 years. During that time they have grown and evolved, giving the community the opportunity to learn how to be more successful. At this point, there are some tweaks that we can make to have stronger and more predictable programs overall.

The following recommendations are designed to steer the housing programs to continue the ways in which they have been effective and to make adjustments in areas where they have the potential to be more productive. Table 2

Identify locations and housing types for predictability and transparency

(Specific Recommendations for Elected Officials) on Page 35 outlines specific recommendations, assigning them a tiered priority ranking. Tier 1 items are high priority items that should be addressed in the very near term. Tier 2 items are also im-

portant, but some will require additional study and analysis, or modifying complex regulations and administrative procedures. Tier 3 items are currently lower priority, but should be kept in mind to be addressed in the next three to five years.

1. Identify locations for the following types of workforce housing to create predictability and transparency.

a. Multi-family rental units (Four-plex or more). The free-market can continue to be successful in providing mid-range rental opportunities if appropriate locations are zoned for multi-family rentals. Specific zoning of several locations for multi-family rental units will help bring land pricing in line with a predictable maximum use. Speculation on possible uses, which leads to unrealistic pricing, would lessen by removing discretionary density tools. Zoning several locations for multi-family rentals will also better enable the rental model to be more viable by

bringing competition into the market. Zoning for multi-family is imperative as it is a critical market-based solution, and the community recognizes the long-term value of providing rental product as a method to house the local workforce.

b. Workforce housing neighborhoods. Allow the private sector to be successful in providing ownership opportunities for workers ideally at all income levels, but specifically at the Category 4 level and above by zoning for a mix of small single family lots, duplexes, town-homes, and condominiums in several locations.

c. 100 percent affordable housing. The free market has not been effective in providing Category 1 – 3 ownership choices. Zoning appropriate locations for higher intensity development will help housing organizations to be more successful in providing housing for this target market. The zoning could and should include sensitivities to shared commitment to neighborhood character and other community values.

d. Overall development potential. Work within the overall development potential of the

A balanced approach utilizing the array of tools available can help this community achieve its housing goals

Town and County that the community determines.

2. Take a balanced approach.

A balanced approach utilizing the array of tools available can help this community achieve its housing goals. The panel recommends a combination of market workforce housing and utilizing the existing tools with adjustments to help make the tools more effective and balanced with other community goals.

a. Commercial Mitigation. Maintain commercial mitigation rates in the Town and County, but amend the rates to account for employee housing impacts more accurately. Develop reasonable standards to take community values into consideration.

b. Residential Mitigation. Maintain residential mitigation rates in the Town and County. Amend residential mitigation to reflect square footage of development. Continue to target Categories 1 – 3 to meet the residential mitigation requirement, maintaining the equal split among those three Categories.

c. Accessory Residential Units (County). Maintain this tool in the County.

d. Accessory Residential Units (AR Zone, Town). Most of the panel members thought the AR zone tool should stay the same, as it provides a significant amount of workforce housing. They feared that splitting the lots would result in those homes not being available to the workforce in the long run. However, some felt that split-

ting AR lots would lead to some entry-level ownership opportunities for the workforce.

e. Land Development Regulations. Amend the land development regulations in the Town and County to simplify and unify deed restricted affordable and employee housing regulations and to eliminate discretionary tools. Update the land development regulations to minimize very large home development in the Town of Jackson.

f. Lodging Overlay. Maintain current Lodging Overlay which limits short-term rental opportunities in the valley and helps to maintain long-term rental opportunities for the local workforce.

3. Be Slow/Steady/Predictable.

Workforce housing has been an issue for decades, and there is not one solution or a way to

“solve” the problem without potentially creating others. The community is best served to address the issue and strive to house 65 percent of the workforce locally by being methodical, respecting neighbors, and slowly putting units on the ground. The measure of success should not be based on the number of deed restricted units built, but on whether 65 percent of the workforce is living locally — on all levels.

a. Stop searching for a “silver bullet” to solve the workforce housing issue.

b. Recognize there will be up and down markets, but plan for a steady and sustainable approach to maintain the 65 percent goal.

c. Respect community voices by listening to neighbors and responding to concerns. The housing programs have matured from a mentality of developing as much as pos-

sible. We must be more sophisticated with the way we provide workforce housing to remain effective (or in business).

4. Continue to support the community’s publicly supported workforce housing programs.

a. Establish a higher level of understanding about the community’s publicly supported workforce housing programs.

b. Create a clear and effective message, and encourage all housing organizations to participate in this approach.

c. Reward leadership in the business community for implementing employee housing programs, and provide technical advice to businesses to help them provide workforce housing opportunities.

d. Jointly supervise and fund the Housing Authority to continue to manage units created through the land-use regulations.

e. Do not purchase lands that are not properly entitled.

The best way to address housing is to be methodical, respect neighbors, and slowly put units on the ground

Table 2: Specific Recommendations for Elected Officials

	Description	Tier 1	Tier 2	Tier 3	Ongoing
1	Identify areas and zone for workforce housing that matches the community's desired development potential	✓			
2	Identify locations and zone for multi-family rental units	✓			
3	Maintain commercial mitigation rates in the Town and County	✓			
4	Maintain residential mitigation rates in the Town and County	✓			
5	Maintain the equal split of Cat 1 – 3 homes for residential requirements	✓			
6	Maintain ARUs in the County	✓			
7	Maintain the current Lodging Overlay	✓			
8	Provide funding to conduct a legal support study to update regulations	✓			
9	Create a clear and effective message	✓			
10	Track availability of units for workforce housing	✓			
11	Town and County jointly supervise the Teton County Housing Authority		✓		
12	Town and County jointly fund the Teton County Housing Authority		✓		
13	Provide incentives for housing organizations to provide Category 1 – 3 ownership; ensure transparency on use of public funds		✓		
14	Shift priorities for public financial incentives from ownership to rental product		✓		
15	Require more than 20 years in rental program for any public/private partnership		✓		
16	Amend the LDRs to simplify codes and eliminate discretionary tools		✓		
17	Adopt a uniform set of housing regulations in the Town and County			✓	
18	Amend commercial regulations to be easier to implement and more reflective of true impact			✓	
19	Provide technical advice to the business community			✓	
20	Modify residential mitigation to base requirements on square footage rather than bedrooms			✓	
21	Update the LDRs to encourage workforce housing development in the Town of Jackson			✓	
22	Land acquired by publicly supported housing programs should be limited to land properly zoned for its intended use			✓	
23	Educate community about role of publicly supported housing programs				✓

In Summary

The community can identify the tools and the leadership necessary to achieve success with workforce housing

The Blue Ribbon Panel on Workforce Housing believes that the community can identify the tools and the leadership necessary to achieve success with workforce housing, taking into consideration the other important community values with the approach. We recognize that balancing the interests into policies that achieve the desired outcomes — for housing, for wildlife, for transportation, for the many community interests that when combined define our community identity — is incredibly taxing. We also recognize that it requires extraordinary local leadership.

It has been our privilege to serve and to work to support the laudable goal of maintaining this community's vitality, character and hospitality. We encourage our elected officials to consider the recommendations with earnest care, and we stand ready to support your implementation.

Appendix: Panel Member Biographies

Rich Bloom

Rich received his BS in Ecology, MA in Environmental Education and is also a Certified Financial Planner (CFP). He worked many of the 30 years he has lived in Teton County as Associate Executive Director/CFO for Teton Science Schools, where he was responsible for managing approximately \$40M in land and capital projects. During his tenure he directed the creation of over 30 units of affordable employee rentals at various TSS campuses. Rich currently runs a small business, serves on the board of the Melody Ranch HOA and is a passionate advocate and neighborhood organizer for land-use planning that complements our natural resource base. He has consistently worked to identify workforce housing solutions that also respect our wildlife, scenic corridors and existing neighborhood character. In 2008 the Jackson Hole Conservation Alliance awarded him their "Hats Off Award" for his work in "getting citizens involved in keeping Jackson Hole wild and beautiful."

Peggy Gilday

Peggy Gilday, Principal of Gilday Architects, received her professional degree from The Cooper Union School of Architecture in 1984. Before moving her family to Jackson, Wyoming in 1995 to form Tobler Duncker Architects, which transitioned to Gilday Architects in 2008, she worked for several distinguished architects in New York City. Her award-winning collaborative studio of professionals strives to provide design excellence in conjunction with a seamless execution process. Her creative works include neighborhood master planning and design of over 150 affordable homes with organizations including Teton County Housing Authority, Jackson Hole Community Housing Trust, Habitat for Humanity, Community Safety Network and Northern Arapaho Tribal Housing; the design of over ten notable Jackson restaurants; numerous custom residences and remodels; varied commercial and institutional projects. Peggy is actively involved in

the community and is the past president of the Jackson Hole Land Trust board.

G. Bland Hoke, Jr.

Bland's professional career has focused on the real estate business in Teton County. During the past 38 years in Teton County, he has been both a residential and commercial developer working on projects as diverse as business parks to resort condominium projects. In addition to the work as a developer, he was also one of the founding members and responsible broker for 20 years of the largest brokerage firm in this corner of Wyoming. Bland also served two terms on the Teton County Board of County Commissioners; was a director of First Wyoming bank and a long time board member of the Jackson Hole Land Trust.

Dave Larson

Dave moved to Jackson with his family in 1950. He graduated from Jackson-Wilson High School and has earned B.S. and

J.D. degrees. He entered the Army in 1968 and served as an Infantry Officer with the 101st Airborne Division in Vietnam. He opened his law office in Jackson in the fall of 1973 and in 1984 joined the firm of Mullikin, Larson & Swift LLC. His career has focused on business, government and land use. He has served as Town Attorney, School District Attorney, Hospital District Attorney and Teton Community Mental Health District Attorney. He was a founding director of the Jackson Hole Land Trust. He served on the Board of Directors of the Jackson Hole Chamber of Commerce for 10 years and as its President in 1984. He served on the Board of Directors of the Jackson State Bank for 24 years until its recent sale. Dave's legal practice, in addition to his service to local government agencies, focuses on land use and development. Dave and his wife Judy enjoy hiking, boating, fishing, and travelling.

Jennifer Mayfield

Founder of The Oxbow Group, Jennifer Mayfield has vast experience in strategic and crisis communications, public relations and government affairs.

Jennifer has primarily focused on developing and executing strategies that integrate community relations, business development and problem solving at the local, regional and national level. Before moving to Wyoming, Jennifer worked in the White House for over five years as a spokesperson to the Vice President. Jennifer, an active member of the community, serves as a Director at Rocky Mountain Bank; a board member for Habitat for Humanity of the Greater Teton Area and the Jackson Hole Center for Global Affairs; and advisory council member for the Grand Teton National Park Foundation.

Mel Orchard

Mel Orchard received his undergraduate finance degree from Washington State University in 1988 and his J.D. from the University of Wyoming, College of Law in 1992, where he also served as student body president. Mel has been a partner in The Spence Law Firm since 2005. Mel also volunteers his time to several non-profit boards, and not for profit organizations, including Lawyers and Advocates for Wyoming (LAW), Habitat for Humanity,

Community Learning Center and he either coaches or has coached various sports teams in Teton County (Varsity Basketball and Football) including programs that involve his two children, Owen and Oliver. Mel and his wife Brandie are active in their church and as a family devote time to both enjoying and preserving the outdoor environment of the mountain west.

Jim Waldrop

The General Manager at The Wort Hotel since 2004, Jim is an active volunteer and community member. He currently serves on the Jackson Hole Airport Board, Jackson Hole Resort Association Officer, the Chamber of Commerce Board of Directors and the Executive Board of the Wyoming Lodging and Restaurant Association. In 2007 Jim received the Distinguished Citizen Service Award from Jackson Hole Chamber of Commerce. Jim is a member of the Lunch Rotary group, and he and his wife Charlotte Reynolds have one beautiful young daughter, Lucy.