



BOARD OF COUNTY COMMISSIONERS



TOWN COUNCIL

JOINT MEETING AGENDA DOCUMENTATION

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

MEETING DATE: March 9, 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, phasing, and oversight to ensure both phases of the 90 Virginian Lane project are built and public objectives are protected.

Key questions to be considered:

1. Which phase of the overall Project – rental or for sale – should be built first?
2. How to ensure Rental Project and For Sale Project both get built?
3. When should the previously committed \$10 million of Town and County funding be contributed to the Project?
4. Will the Town and County commit to providing an additional \$10 million to the Project?
5. Should the Housing Authority secure a Special Limited Partner (or equivalent) interest in the entity that will own the Rental Project?
6. Should the Housing Authority participate as a Sub-Developer in the construction of the Rental Project and shared infrastructure improvements?
7. Should the affordability bands be changed to narrow each income range?

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.

The Jackson/Teton County Housing Authority (“JTCHA”) purchased this property August 1, 2023 for future affordable workforce housing development.

The 2022 Housing Needs Assessment tells us that we need 2,000 below-market homes over the next several years to keep up with the loss of resident workforce due to retirements, people moving away, and job growth. For context, we currently have 228 deed restricted homes in the pipeline. This does not include 90 Virginian or Northern South Park.

	studio	1-bed	2-bed	3+ bed
Deed Restricted Housing Supply	205	428	632	360
Existing restricted	145	373	538	341
<i>Rental</i>	144	275	282	57
<i>Ownership</i>	1	98	256	284
Restricted pipeline (in construction)	60	55	94	19

Rental	60	55	83	17
Ownership	0	0	11	2

On [August 7, 2023](#); [September 11, 2023](#); [October 2, 2023](#); and [November 6, 2023](#) Board and Council provided staff with direction related to the Request for Proposals for a development partner at 90 Virginian Lane.

The majority of Council and Board approved the goals for the project, which were included in the RFP:

The goals for this new neighborhood include a focus on creating as many homes for local workers and their families as possible; creating a neighborhood rooted in sustainable design principles that minimizes energy costs borne by residents and environmental impacts and maximizes healthy interior spaces; leaning into multimodal transportation by enhancing connectivity and encouraging alternative modes of transit; building a mixed-income neighborhood that provides both rental and ownership opportunities and creates community by providing spaces for people to come together; and leveraging professional development and financing expertise through a public-private partnership model.

Eleven (11) firms from across the nation responded to the RFP. In August 2024, Council and Board directed staff to work with Penrose LLC to develop the site with at least 200 homes. Council and Board also agreed to provide up to \$10 million in additional funding for the project. The split between the Town and County (how much each will contribute and from which sources) has not yet been determined.

In February 2025, Council and Board provided staff with direction on 47 key terms in the development agreement. Town and County funding commitments were not part of this discussion.

Most recently, in December 2025, Board and Council directed the Housing Authority Board to hire professional services for additional capacity to assist in negotiating the development agreement and financing commitment. Since that time, staff have been working closely with our consultant team to prepare the development agreement and financing commitment for final approval by Board and Council.

The Project is currently contemplated as delivering two phases: a rental phase (the “Rental Project”) and a for sale phase (the “For Sale Project”). These phases will include different legal and financing packages, will be built on different schedules under separate construction contracts, but will be designed as a single, seamless campus with some shared horizontal and vertical infrastructure.

Once built, the 90 Virginian Lane affordable workforce housing neighborhood will advance goals in the Jackson/Teton County Comprehensive Plan and Housing Action Plan:

- Maintain Town as heart
- Increase housing variety and mixed-income integration
- House at least 65% of the workforce locally
- Focus subsidies on full-time, year-round workers
- Leverage public land through public-private partnerships



Current Design & Current Funding Commitment:

221 permanently deed restricted homes created
+
\$40 million public funding (land + \$10 million)

\$180,995 / public funding per deed restricted home - [see chart in Fiscal Impact section](#)

Today, staff are presenting the outstanding key questions requiring resolution prior to finalization of the development agreement. Once these are answered, staff will work with Pennrose to finalize the suite of documents necessary to move the project forward.

The suite of documents is expected to include (among others):

- Development Agreement, with exhibits for the Concept Plan, Development Timetable, Form of Progress Report, Form of Declaration of Covenant and Restrictions, Form of Funding Commitments, Project Budget, Authority Project Funding Plan, and an outline of key terms affecting the Housing Authority's participation and control for subsequent inclusion in the operating/partnership agreement for the Rental Project
- Ground Lease Option Agreement, including Ground Leases for the Rental Project and the For Sale Project

Project Scope & Phasing

Key Question #1: Which phase of the overall Project – rental or for sale – should be built first?

Staff recommend beginning construction of the Rental Project first (along with certain horizontal improvements) once the design and entitlement for all phases of the overall Project are complete.

The Rental Project consists of three buildings (Buildings 1, 2, 3) and delivers 161 rental homes to market. The largest of the three, "Building 1", is in the interior of the site and includes shared amenity space that will serve all other homes built on the site.

Pros:

- Delivers 161 homes quickly (greatest immediate workforce impact)
- Building 1 contains shared amenities that benefit the entire campus.
- Interior location of Building 1 supports efficient staging and infrastructure sequencing.

Cons:

- The For Sale Project could be delayed, not completed, or materially changed due to market forces impacting financing, political or policy changes, or other unforeseen conditions.



Key Question #2: How to ensure Rental Project and For Sale Project both get built?

Staff originally recommended requiring Pennrose start construction of the For Sale Project (Buildings 4 and 5) after or concurrent with the construction of Building 1 but before beginning construction of Buildings 2 and 3 (Rental Project). Pennrose rejected this recommendation (after rejecting concurrent construction of the Rental Project and For Sale Project), stating that their lenders and investors will not allow the phases to be interdependent. Additionally, they stated that completing the Rental Project in its entirety will generate the cash flow necessary to support operations (common area maintenance, staffing, insurance, etc.) and will ensure that the Management Plan for the entire campus is in place prior to the sale of the condos, which will have a beneficial impact on condo sales and the sizing of the HOA fees.

In an effort to provide reassurance of their commitment to constructing both the For Rent and the For Sale Projects, Pennrose has committed to the following:

- Developer fee not to exceed 4% of total development costs (not including developer fee itself and capitalized reserve accounts) for each phase of the Project is paid incrementally (performance-based milestones) at specified milestones for each Project.
- Prior to beginning construction of the Rental Project, Pennrose has agreed to:
 - Design and entitle the entire site – putting their pre-development spending and developer fee at risk if the For Rental Project is not completed or the For Sale Project is not built or completed; and
 - Show they have financing commitments in place for the Rental Project and the For Sale Project.

The For Sale Project will benefit the Rental Project by reducing shared HOA fees (i.e. common area maintenance, staffing, insurance, compliance monitoring, etc.) once it's built and a paying member of the HOA for the site.

In a worst-case scenario, if Pennrose fails to complete the Rental Project or, if the Rental Project is completed and then it chooses not to build the For Sale Project, the Housing Authority will:

- Own the land and maintain its status as ground lessor for both phases of the Project;
- Own the entitlements and designs of the Rental Project and For Sale Project;
- Own an interest in the Rental Project with rights and remedies under the operating/partnership agreement;
- Potentially have additional rights and remedies if the Housing Authority is serving as Sub-Developer;
- Have invested \$40 million for 161 rental homes = \$248,447 per deed restricted rental home. [See chart in Fiscal Impact section for more information on public investments in past projects.](#)

Financing, Ownership, & Development

Key Question #3: When should the previously committed \$10 million (“the First 10”) of Town and County funding be contributed to the project?

Staff recommend investing up to \$10 million to fund horizontal infrastructure on a reimbursement basis (for hard costs only) after the LLC has closed on financing necessary to build the Rental Project and has received all entitlements (approvals) necessary for all phases of the project.

Horizontal infrastructure includes shared infrastructure (parking, sidewalks, water, sewer, electric, etc.) for all phases of the development. Shaw Construction (general contractor) estimates that this work will cost \$8.5 million to complete.

The balance of the First 10 (estimated \$1.5 million) will be loaned to the project at 50% completion.

The proposed loan terms, which are subject to negotiation, are as follows:

- Amount: \$1.5 million
- Secured by subordinated leasehold deed of trust
- Rate: 2%
- Payment: Waterfall payment from receipts and balance paid out at refinance or sale.
- Subject to true debt test to determine if the loan is debt (confirming repayment) or grant.

The funding split between the Town and County for the First 10 will be determined by Council and Board. This must be determined before the development agreement is executed.

Key Question #4: Will the Town and County commit to providing an additional \$10 million (“the second 10”) to the project?

A \$10 million gap for the project remains. Pennrose seeks a funding commitment to fill the gap from the Housing Authority (either directly or through the Town and County) at the time the development agreement is executed. Staff have provided three (3) options for filling the gap, below.

1. Rights of First Rental – Town and/or County

- All affordability levels
 - 1, 2, and 3-bedroom homes
 - \$275,000 / each
 - \$5 million = 18 First Rights
 - Structured as a loan if not using SPET (cannot be a loan if using SPET)
2. Workforce Condo Pre-Purchase – Town and/or County purchase
 - \$550,000-\$950,000 per home, depending on size
 - \$5 million = 5-9 units
 - Direct purchase (not a loan)
 - Reduces ownership % below the RFP target by converting condos from Workforce Ownership to Workforce Rental.
 3. Housing Authority raises funds through the sale of subordinate bonds payable solely from revenues of the Rental Project with bond sales targeting impact investors and local non-profit and for-profit employers. Purchasers receive First Rights of Rental, plus repayment (with a nominal interest rate). The sale of bonds is anticipated to be used to offset the additional \$10 million contribution, whether made directly or through the Town and County.

First Rights of Rental –

- Pros: more units secured, if not using SPET funding – structured as a loan
- Cons: no asset ownership, less control over timing of leases, etc.

Workforce Condo Pre-Purchase –

- Pros: asset ownership; long-term control
- Cons: fewer units; reduces the ownership ratio below RFP requirement because the condos will be rented to municipal employees

Staff recommend: 1) Town and County commit to investing in employee housing opportunities at the site and 2) Housing Authority pursue the sale of subordinate bonds to impact investors and local non-profit and for-profit employers.

Key Question #5: Should the Housing Authority secure a Special Limited Partner (or equivalent) interest in the entity that will own the rental improvements?

Staff recommend that the Housing Authority secure an interest in the Rental Project ownership entity as a Special Limited Partner (or equivalent, “SLP”) for a nominal capital contribution. An outline of the SLP’s rights and obligations will be attached to the Development Agreement as an exhibit.

The SLP’s percentage ownership is expected to be nominal and will be used to establish:

- Consent rights on major decisions and material changes
- Removal rights for cause
- Eligibility for an ad valorem property tax exemption for the Rental Project, with any such tax savings to be used to help lower rent levels.

The Housing Authority through the SLP would also have:

- Purchase options
- Right of first refusal
- Right to receive 1% transfer and refinance fees
- Right to implement resident services programs and establish compliance monitoring fees

Pros:

- Major risk mitigation tool

- Strengthens public oversight and without additional financial or risk exposure
- Secures payment at transfer or refinance to cover some or all staff time required for the transaction and to acknowledge previous financial commitments
- Secures purchase options right of first refusal to purchase the improvements

Cons:

- None

Key Question #6: Should the Housing Authority participate as a Sub-Developer in the construction of the Rental Project and the shared infrastructure improvements?

Staff recommend that the Housing Authority serve as Sub-Developer for the Rental Project even though Pennrose has advised of their opposition to such a role and concerns over potential adverse reactions from funders for the Rental Project. Any Sub-Developer role would be subject to continued negotiation with Pennrose and such funders.

This will require the Housing Authority to:

- Obtain available sales tax exemptions, if any;
- Perform community outreach; and
- Identify sale and leasing interest among local public, non-profit, and for-profit employers.

This will give the Housing Authority:

- Up to 5% share of developer fee (cash + deferred)
- Consent rights without recourse liability
- Reimbursement of predevelopment expenses

Pros:

- Gives Housing Authority active participation to ensure public objectives remain central to the Project
- Financial benefit – up to 5% share of developer fee plus reimbursement of predevelopment expenses – recognizes the work staff has been doing on a predevelopment basis and will likely be doing in this role, and a return of predevelopment funding
- Potentially gives the Housing Authority an additional position of interest in the event of default or failure to perform by Pennrose

Cons:

- Staff capacity demands
- Administrative responsibility
- Potential friction point with funders that may slow the development process

Housing Program

Key Question #7: Should the affordability bands be changed to narrow each income range?

Staff recommend changing the affordability bands as follows:

EXISTING INCOME RANGE	PROPOSED INCOME RANGE
<80% MFI	<80% MFI
80-120% MFI	80-100% MFI
	100-120% MFI
120-160% MFI	120-140% MFI
	140-160% MFI
WORKFORCE	WORKFORCE

Rent pricing is set at the low end of the income range. So, for a home in the 80-120% MFI range, the rent rate is based on 80% MFI (low end of the range). If that income range is split, then 80-100% MFI pricing will be based on 80% (no change) and 100-120% MFI pricing will be set based on 100% MFI (increase of 20%).

- Making this change will keep rent rates the same for <80%, 80-100%, and 120-140%.
- Rent rates will increase for 100-120% and 140-160% MFI ranges.
- Rents will remain affordable to every household in the income range because they are set based on the low-end of the range.

Sales pricing is set based on the middle of the income range. So for a home in the 80-120% MFI range, the sales price is set based on 100% MFI (middle of the income range). If that income range is split, then 80-100% MFI pricing will be based on 90% MFI (10% decrease in price) and 100-120% MFI pricing will be based on 110% MFI (10% increase).

- Sales prices will decrease by 10% for 80-100% and 120-140% MFI households.
- Sales prices will increase by 10% for 100-120% and 140-160% MFI households.

Pros:

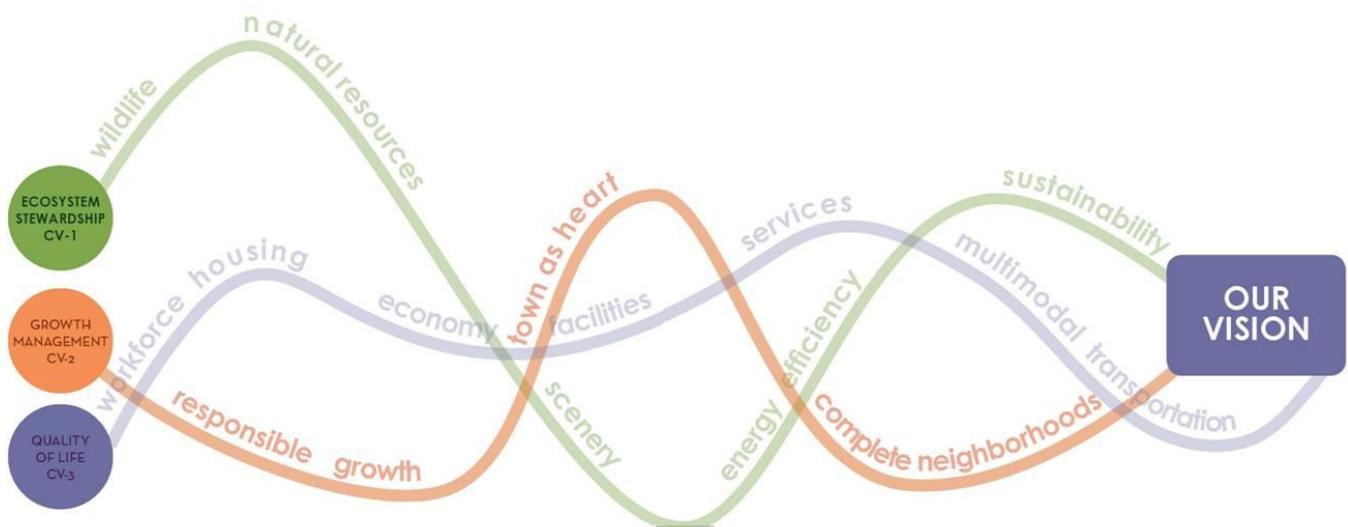
- More precise underwriting, reduces the funding gap
- Better rent and sales targeting
- Aligns with a recommended change to the Housing Rules and Regulations that Housing staff are bringing to Council and Board later this year.

Cons:

- Deviates from the current program structure.

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 \$10 million commitment (the "Second 10"). This funding could come from Town and/or County Employee Housing SPET funding (each received \$10 million) or General Funds.

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

K. Gingery, 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 to April 13, 2026, 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 and authorize the Jackson Teton County Housing Authority to extend the Development Agreement timeline in the Ground Lease Option Agreement to April 13, 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 April 13, 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.