

Draft Report

Tahoe Donner Workforce Housing Needs Assessment and Action Plan

The Economics of Land Use



Prepared for:
Tahoe Donner Association

Prepared by:
Economic & Planning Systems, Inc.

*Economic & Planning Systems, Inc.
1330 Broadway
Suite 450
Oakland, CA 94612
510 841 9190 tel*

*Oakland
Sacramento
Denver
Los Angeles*

www.epsys.com

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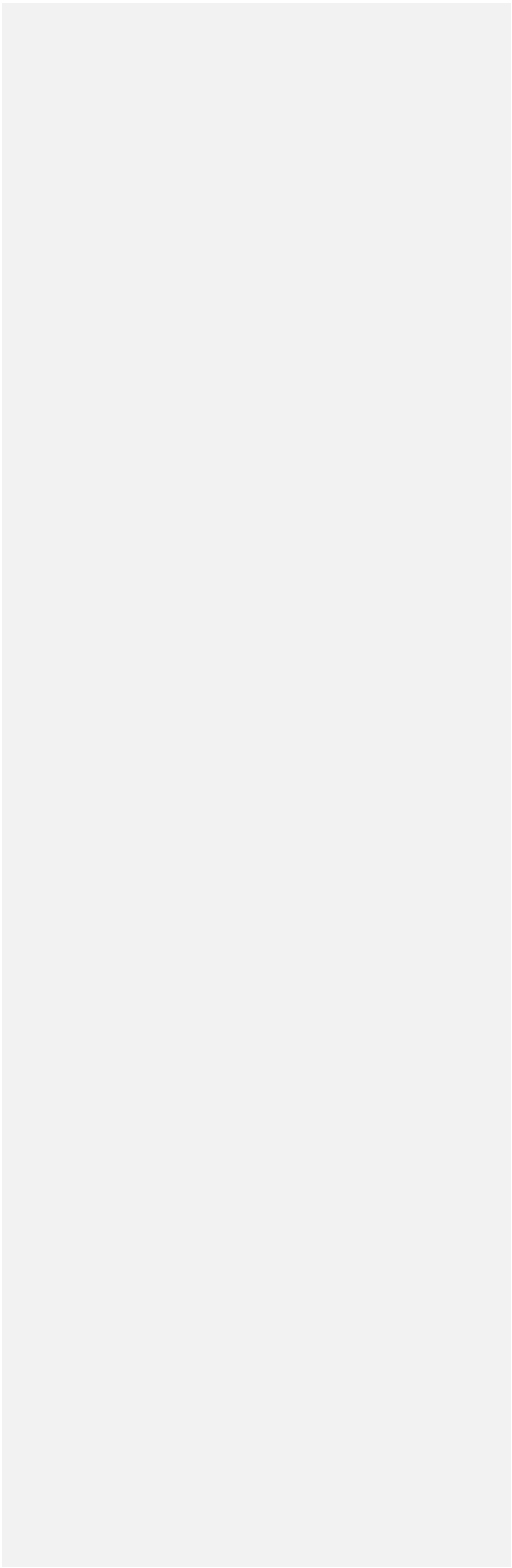
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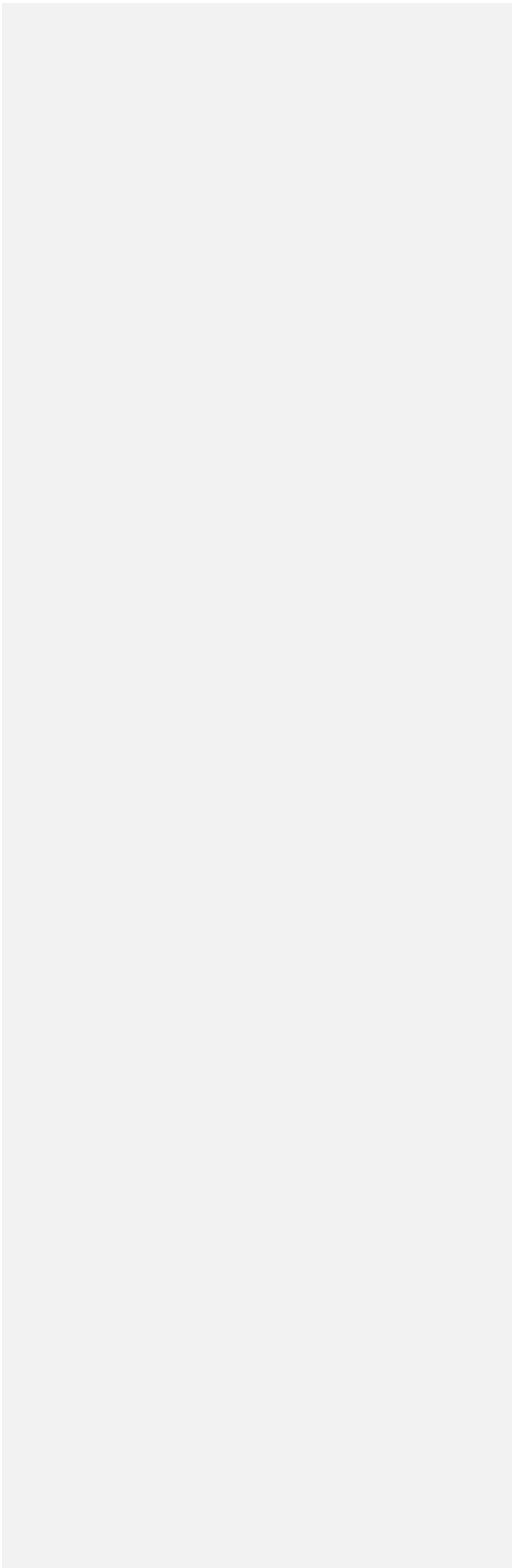
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1. Executive Summary

Background and Context

Tahoe Donner Association (TDA) is one of the nation's largest homeowner's associations, representing nearly 6,500 properties and 25,000 members in Truckee, California. Throughout the year, TDA operates recreational programs and amenities for both members, their guests and the public. The Association employs a year-round and seasonal workforce to maintain the Association's facilities and support operations. TDA has nearly 100 full-time year-round staff, and up to 425 seasonal and J-1 workers employed during each peak season.

In recent years, workforce housing (typically defined as housing affordable to households earning between 60 and 120 percent of Area Median Income, or AMI) in mountain resort communities such as Tahoe Donner's have become increasingly constrained. New in-migration, rapidly rising costs of living, and a housing market dominated by vacation homes and/or short-term rentals exacerbate the crisis. Like other major employers in high-cost and low-supply mountain resort communities, the lack of access to affordable housing is affecting the Association's ability to attract and retain employees. Such staffing issues severely affect TDA's ability to operate successfully in both the present and future.

Attracting and retaining an effective and dynamic workforce is a key goal in TDA's most recent 5-Year Strategic Plan, which coordinates the Association's efforts through 2026 to cultivate a vibrant mountain community with well-maintained facilities and recreational programming. Embedded in that goal is planning for affordable and available workforce housing. Furthermore, a survey conducted among TDA members shows that many property owners recognize the importance of workforce housing and consider it a critical issue for the Association to address.

Economic and Planning Systems (EPS) was retained by TDA to conduct a housing study and create an action plan that estimates the scale of need and establishes strategies that address both immediate and long-term workforce housing needs. This effort aligned with the Association's 2023 Work Plan Goal under Strategic Plan Initiative 3: High-Performing and Fiscally Responsible Organization.

Current Approach to Addressing Workforce Housing

Currently, TDA has developed several interim solutions to housing new staff. This includes their master leasing houses from TDA members to provide housing for seasonal J-1 visa workers, and use of the Chalet House, a house owned by TDA. Staff have also informally connected new employees with TDA members or Truckee-area property owners who have places to rent. However, such solutions

do not efficiently scale up to meet the level of housing need to serve their staff over time.

TDA's master leasing program has been in operation since 2010 and is predominantly a solution to ensure housing for international (J-1 visa) workers, for whom TDA is required to secure housing as conditions for their work service. Over the last year, TDA has also extended rental options to critical hire positions such as ski patrol and cooks filled by domestic employees. Currently, up to 80 workers in the peak season have housing across approximately twelve master-leased properties. In the master leasing program, TDA leases entire properties from TDA homeowners for a work season and then leases rooms in these houses individually to employees. To keep units affordable to workers, TDA charges no more than \$750 per bed unless whole rooms or units are rented, requiring a higher monthly charge.

TDA is also responsible for regular maintenance and upkeep costs, such as utilities, snow removal, or house cleaning. Depending on the seasonal need and the number of properties leased, TDA pays between \$12,000 and \$62,000 per month in rent and operating expenses. While TDA recoups some of these costs by collecting rent revenue, it is not enough to fully recover costs and historical data shows that the master leasing program costs TDA between \$145,000-230,000 per year. Some of these losses are incurred during the off-season, when master leased properties are not fully occupied, yet TDA must continue to pay for the full unit as part of any year-round master lease agreement. However, most of TDA's master lease units are for 5 or 6 months, not year-long. Furthermore, the master leasing program requires a significant level of staff time to manage the properties, coordinate move-in and move-out processes, and secure upcoming leases. There is also a risk in that TDA isn't always able to guarantee in advance the number of available beds for master leasing, which presents some uncertainty in financial planning.

Approach and Summary of Methodology

To assess workforce housing needs, EPS completed multiple tasks to gather data about the housing preferences and issues facing TDA employees and develop strategies to align with that need:

- **Employee Survey.** EPS worked with the TDA Administrative Services team to develop and distribute an online survey to current and former TDA employees. The survey aimed to understand how employees are meeting their housing needs and their satisfaction and concerns with their current housing situation in the Tahoe area.
- **TDA Staff Interviews.** EPS conducted several focus group interviews with mid-career management at TDA to understand how the housing crisis is affecting their employees' quality of life, their ability to hire and retain employees, and staffing/operational shortages.

- **External Organization Interviews.** EPS interviewed several external organizations to learn how other major employers in the region are addressing housing issues faced by their employees. This effort also helped identify resources for TDA employees or potential opportunities for partnership.
- **Opportunity Sites Analysis.** EPS reviewed several TDA-owned sites for the ability to accommodate new housing construction. These sites, selected by TDA, included portions of land by the golf course, the campground, and the existing Chalet House.

In combination, these tasks contributed to understanding the need and scale of housing issues among the TDA workforce, and which employee types are most urgently in need of housing solutions. These tasks also pointed to possible next steps and uncovered opportunities for partnerships across the Tahoe-Truckee region.

Strategy and Implementation

EPS consolidated all the ideas and strategies suggested and distilled them into four overarching objectives to meet TDA's workforce housing needs. Each objective has several actions that TDA could implement. EPS organized the actions into a matrix with details on existing and future resources and opportunities for implementation. This matrix was shared with the TDA Administrative Services team to receive feedback and identify near-term priorities.

The four objectives that would address workforce housing need in TDA are:

- **New Housing Construction:** TDA builds new and expanded housing on TDA-owned property or facilitates new construction on privately-owned property. Actions include constructing a dorm-style facility or a tiny house village.
- **Purchase or Lease Existing Housing:** TDA leases or master leases existing or newly acquired properties. Actions include purchasing condos, purchasing hotels, or master leasing TDA owner properties.
- **Homebuyer or Renter Financial Support:** TDA provides financial incentives or loans as demand-side affordability assistance. Potential actions for this objective include creating a downpayment assistance program or offering a housing stipend for employees in need.
- **Housing Education, Information, and Access:** TDA leverages existing programs or resources through the Town, the JPA, or TDA to help employees access housing resources, educate members about what they can do with their own properties, and support developers with building on TDA properties as appropriate. Some examples of actions include offering housing education and resources to employees or members and

streamlining regulatory burdens to ease development of workforce housing.

This is not an exhaustive list of solutions for addressing the housing needs of TDA staff but represents the main ideas that were reviewed by the TDA Administrative Services team for further research and consideration.

Working with TDA, EPS identified several locations at Tahoe Donner for new and/or expanded housing construction, and estimated the housing types and number of units or beds that would be viable at each site.

- **Golf course site:** This 4.25-acre portion of a large parcel that encompasses a portion of the golf course is adjacent to the golf course maintenance facility and centrally located at Northwoods Boulevard at Tahoe Donner. It could act as a potential site for construction of up to 120 beds in dorm-style housing.
- **Campground site:** The campground site, which is around 21 acres in total, could be suitable for approximately 15 to 20 units of tiny homes. Currently, the campground is partially used for employees who live in their van or RV and need a place to park.
- **Chalet House site:** This 0.5-acre parcel currently has a tiny home that has served as short-term interim housing for some employees. Adding units or expanding capacity would improve its usability as short-term housing for employees. Up to 5 units may be possible on this site.

Full buildout of housing units at these sites would provide up to 120 beds and 15 to 40 units of new housing supply to the TDA workforce. While TDA may not choose to pursue full buildout at each of these sites, TDA could incorporate other strategies to provide the remaining housing need or help employees move to their preferred housing situations.

New construction projects on TDA property are costly and will take time, yet the need for housing is immediate. As efforts to construct TDA-owned housing are occurring, TDA must simultaneously pursue other lower-cost solutions to help fill the gap of housing need. Such actions include continued master leasing from TDA members, sharing housing resources with new employees, and matching employees with available housing from TDA property owners.

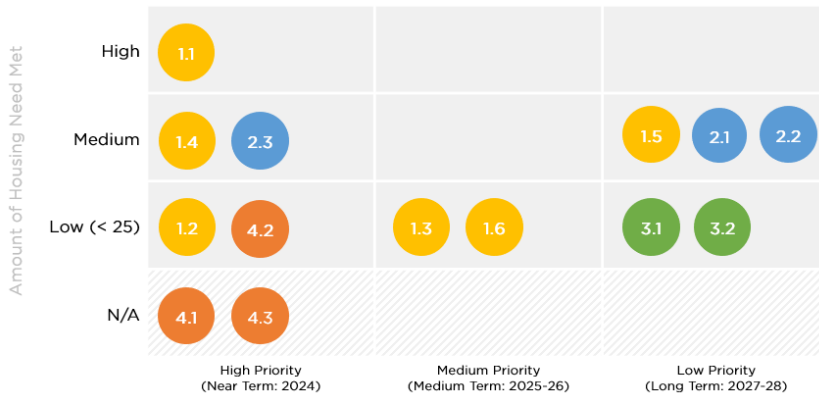
Implementation

In total, the Action Plan has four objectives and fourteen actions. EPS worked with TDA staff and Board of Directors to categorize the actions by relative cost and benefit, and level of financial and operating risk to TDA, with results demonstrating the priority of each action and which actions TDA can begin implementing in the near-term. The highest priority projects have some combination of high impact or benefit, low cost, and/or low risk. These actions would be critical to start planning for in the near-term, such as high-impact new

construction projects that are costly with long implementation timelines. It also designates actions that TDA is already implementing and should continue to do so.

EPS also completed a prioritization matrix, which shows which actions have highest priority benefit, as shown in **Figure 1**. Each action is represented by its corresponding number and placed in a cell based on its priority and the amount of housing need that may be met by completing the action. This gives TDA an idea of which strategies would be most effective and which ones to act upon in the near-term, in 2024.

Figure 1 Prioritization and Benefit of Action Plan Strategies



The analysis also prepares the team for actions that may be taken up as opportunities emerge. Some projects may not be ready for implementation under current circumstances or depend on external conditions or timing to occur. For example, Action 1.5, which is to identify and purchase commercial and/or multi-residential lots to build housing is dependent on whether lots befitting TDA’s criteria become available. However, there are steps that TDA can take to ensure that should conditions align, and lots become available, TDA is prepared with the resources to act quickly on this action.

EPS created a strategy matrix to organize each action and its implementation details. The matrix offers examples, resources, potential partnerships, and next steps for each action, presenting a brief list of tasks to begin implementing. It also identifies topics for further research or organizations for potential partnerships to contact. Staff will be able to take this Action Plan to develop more detailed work plans for the upcoming years.

Finally, it is important to note that the combination of strategies will adjust as various actions are implemented and not every action needs to be implemented to meet the current housing needs. If housing need does not dramatically intensify over the next few years, completing some of the high benefit projects that fulfill a

large volume of need could preclude the need to implement other actions that address the same need. For example, construction of dorm-style housing for J-1 staff means that over time, TDA could reduce its need to master lease from members. Therefore, it is important for TDA to reevaluate and evolve the overall housing strategy over time. As a best practice, engaging feedback and input from staff or members is key, and partnerships with other agencies or employers can also help TDA meet its housing needs.

2. Methodology and Workforce Housing Needs Data and Inputs

EPS followed a four-phase approach to complete the workforce housing study, consisting of:

1. Workforce Needs Assessment
2. Potential Concepts, Programs, Regional Partners, and Tools
3. Preliminary Opportunity Sites Analysis
4. Housing Action Plan

To collect data and determine workforce housing needs, EPS created a survey to receive input from current and past employees at TDA about their main housing concerns and scale of need. EPS also conducted three group interviews with TDA management staff across several departments for more in-depth qualitative information and to brainstorm potential solutions.

To understand how regional partnerships may benefit TDA's workforce, EPS and TDA staff organized several interviews with representatives from organizations focused on providing housing or housing programs in the Truckee-area community.

Results from these research tasks helped to understand and quantify the TDA's workforce housing need, develop initial ideas on how to develop selected TDA-sites, and supported strategies in the housing action plan.

Employee Survey

Early in the study, EPS distributed an online survey to current and former employees at TDA to gather their input. The survey was created in SurveyMonkey and distributed online in March 2023. Current and former TDA employees were invited to take the survey, which stayed open for 28 days. The survey was also translated into Spanish to make it accessible for Spanish-speaking employees. The survey contained 29 questions that asked about respondents' current housing

situation, their challenges in securing housing in the region, and preferred housing types.

Results

In total, the survey received 158 responses from a mix of full-time, seasonal, and J-1visa/international staff. Around 41 percent of respondents work year-round, while the rest are seasonal workers who work on a seasonal basis. Seasonal workers may describe employees who work during peak seasons, shoulder seasons, or a mixture of both. Around half of workers work at TDA as their primary job; for others, their TDA job supplements other work, or they are primarily students or retirees.

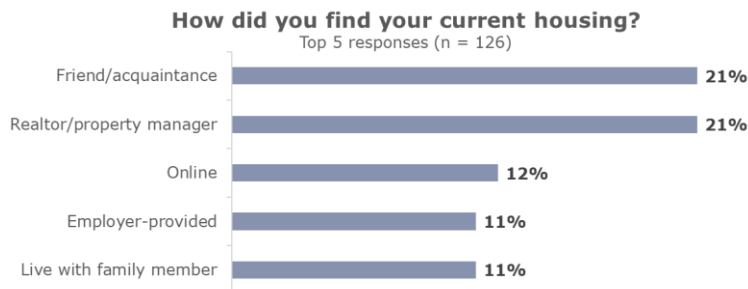
Workers were asked questions about their current housing situation, their satisfaction with their housing situation, and their preferences on housing. The survey also collected basic demographic information from each respondent. All results were recorded anonymously, and results are reported in aggregate.

Current Housing Situation

The survey found that around 49 percent of respondents own their home, and 45 percent are renters. Other responses include employees who live with family members, live in an RV, or have other less common housing situations.

Figure 2 shows that around 21 percent of employees found housing through a friend or acquaintance, 21 percent found housing through a realtor or property manager, and other common sources include online, family members, or employer. This underscores the value of a personal connection in the housing search process. For newly hired employees who may be new to the region, this may present a challenge.

Figure 2 Survey Results of Current Housing Search of TDA Workforce



When asked whether respondents experienced any problems finding their current housing situation, 45 percent of respondents noted the limited availability or options in the area. 40 percent also reported that it was difficult to find options that they could afford. However, 36 percent of respondents did not experience

any difficulties finding housing. It is possible that those may be staff who have been living in their housing situation for some time already, prior to housing becoming less available or affordable.

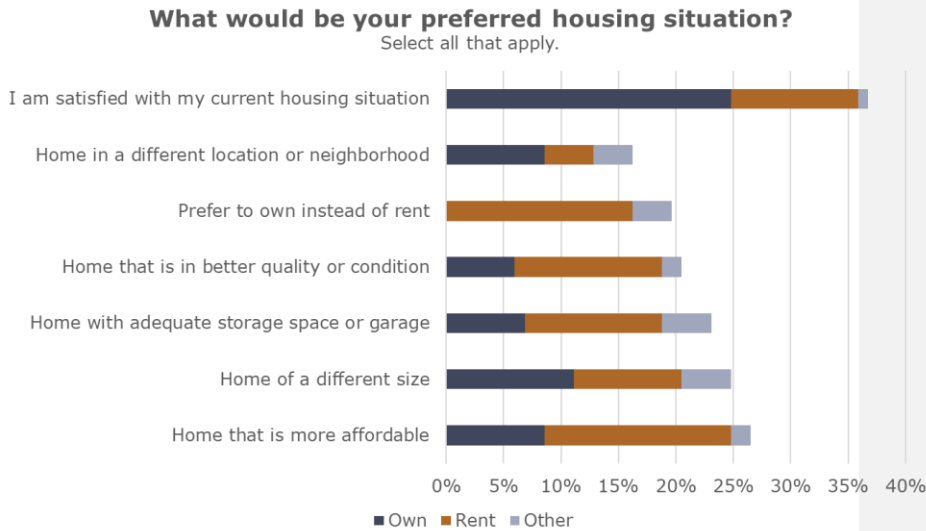
In total, 38 percent of respondents report being generally satisfied with their current housing situation. On a scale of 1 to 5, respondents rated their satisfaction with their current housing an average of 3.88. When breaking down these results by tenure, satisfaction is higher among homeowners (4.24) than it is for renters (3.74)

Preferred Housing Situation

One question in the survey asked employees what their preferred housing situation was and presented a list from which respondents could select multiple options.

As mentioned, 36 percent of employees are satisfied with their current housing situation. But among the remaining respondents, around 26 percent would prefer to live somewhere more affordable. When broken down by tenure, as shown in **Figure 3**, renters are especially concerned with affordability, and some are also interested in homeownership. As for homeowners, 11 percent prefer a home of a different size.

Figure 3 Survey Results of Preferred Housing Situation



Survey results were analyzed and shared with TDA staff, including during a presentation with the Association’s Board in May.

Impact and Implications

The survey helped identify some of the main issues around workforce housing and helped EPS understand what type of housing employees are seeking, thus driving potential solutions.

Housing is a current and urgent concern among many staff members and a large portion of employees have dealt with difficulty finding housing that is suitable for them in the Tahoe-Truckee region. Even those who are in a stable or satisfactory housing situation acknowledge the severity of the crisis, saying that if it were not for the housing that they already secured, they would not be able to work their job at TDA.

First, the survey showed that employees vary greatly by age level and career trajectory. As a result, their housing needs and preferences vary as well:

- Younger respondents, who are more likely to be seasonal and short-term employees, prefer to rent, since affordability is their greatest priority. They also do not mind having roommates or living in shared units. This group includes both domestic student and international student (J-1 visa) workers.
- TDA's mid-career employees are more likely to live with family members, partners, or children, and would therefore want a space for their own household unit. As these employees move further into their careers and get more settled into the area, they may aspire towards homeownership. While affordability is still a priority, they also value having private space and a home of sufficient size.
- Finally, older employees at TDA are more likely to have lived in the area longer, having secured their housing situation when it was more affordable. As a result, they are generally more satisfied with their current housing situation than the other age cohorts. In this group, some seasonal workers are retirees who work part-time as a lifestyle choice, rather than out of financial necessity.

The housing concerns expressed in the survey show that the issue has both demand (affordability) and supply (availability) pressures. Housing costs are of greatest concern to year-round workers and renters, likely due to escalating rents over time. Housing availability affects all employee types, but especially renters and year-round staff. The lack of housing availability constrains options for these employee cohorts, who may end up in housing they are less satisfied with.

While seasonal employees may also face unique housing issues, this cohort is more likely to include international workers who pay for housing that TDA provides for them (i.e., no housing search issues) or people who most likely would not have sought out a job at TDA if they didn't already secure housing in the area.

Employee Staff Interviews

EPS facilitated three staff discussions with Managers and Directors at TDA to talk in-depth about housing challenges faced by staff and potential solutions to address needs. Compared to the employee survey, interviews allowed more qualitative information and anecdotes to be collected.

In total, EPS spoke with four Managers and four Directors. The interviewed staff members represent departments with varying staffing and employment types, including Land Management, Food and Beverage, Operations, Recreation, and others.

EPS developed a short list of questions to guide the discussion (**Appendix B**), but overall allowed the conversations to be open and less structured, to get honest opinions from participants. Participants were very eager to talk about the issue and had valuable insight into how the housing situation is affecting their staff and what solutions would work.

Results

The interviews provided important qualitative and anecdotal information that revealed several major themes of housing need:

Many diverse groups of employee types need housing. Employees at TDA are not a homogeneous cohort and the composition of employee types at the Association change both seasonally and year after year. They include temporary (international, seasonal) employees, year-round part-timers, and full-time workers. While seasonal and international employees face the largest immediate housing need, full-time employees who are interested in more long-term housing solutions have difficulty finding any as well.

Housing needs are especially urgent in peak seasons. TDA faces uneven demand for its services over the course of the year. Housing needs are most urgent in the summer and winter peak seasons, with the winter season seeing more out-of-town seasonal workers coming in. In peak seasons, TDA may hire up to 350 seasonal staff. While some of these employees may already have housing because they already live in the region or they have a connection to secure housing, many new seasonal workers face difficulty finding housing for the duration of their employment season. This is further complicated by the fact that most leases for rentals may not be offered on a short-term basis.

Multiple housing solutions are needed to address different lifestyles and family types. No single housing type or strategy will address the many needs and issues identified in this study. Thus, TDA needs to develop strategies to bring a diversity of housing solutions to their workforce. Some distinguishing factors to consider in housing types include the term or duration of housing, and preference for a shared versus a private space. For example, a dorm-style unit may allow

seasonal workers to mingle in a shared space, but private units are preferred or suitable for staff who move to the area with families, partners, or other household members.

The housing shortage affects TDA’s existing operations, future business outlook, and competitive advantage. Housing shortages create staff shortages, and this is already affecting operations at TDA. Management staff have reported having to cut back on some services due to insufficient staffing. For example, they have had to reduce hours, limited the menu at restaurants, or reduced program capacities. Furthermore, housing is an important consideration for candidates in the hiring process, and housing availability is affecting hiring decisions at TDA in terms of both abilities to attract top candidates and willingness of management to offer positions to applicants who do not already have housing secured yet. Multiple staff members in interviews are concerned about how this may affect TDA’s operations in the long run and stated that they believe that attractive housing solutions would put them at a competitive advantage over other resorts or large employers in the Tahoe-Truckee area.

Impact and Implications

Hearing from staff on how current operations and future planning are being affected by housing shortages and hiring difficulties further adds to a compelling argument of why it is critical for TDA to address workforce housing.

These interviews further illustrated the different types of employees and their housing needs, which are featured in the Housing Action Plan. It especially stressed the urgency of developing solutions for TDA’s seasonal and international staff. Finally, the group interview format allowed for participants to discuss and brainstorm possible solutions that could be implemented, generating the initial ideas for projects that formed the Housing Action Plan.

Interviews with Potential Partners

To understand how other major employees in the Tahoe-Truckee region are addressing housing needs and planning for the future, EPS conducted interviews with several other organizations in the Tahoe-Truckee region (i.e., external to TDA). The aim was to understand what role the organization plays in either housing their own employees or helping others in the community get housing, and whether they could also potentially partner with TDA on workforce housing solutions. In total, EPS completed four interviews with a mix of public agencies, non-profits, and private employers. The interviewed organizations are described in **Table 1**.

The interviews were conversational to allow the interviewee and TDA staff to freely exchange ideas and brainstorm possible solutions. In addition to EPS, a staff member from TDA also joined these interviews. In advance of these

interviews, EPS prepared a short list of questions to help interviewees understand the nature of the conversation.

Table 1 External Organization Interviewee List

Organization	Description
Incline Village General Improvement District	IVGID is a quasi-public agency that provides basic infrastructure and recreational amenities to residents in the community of Incline Village, located at north Lake Tahoe in Nevada.
Paradigm 8	Paradigm 8 has served as developer, project manager, or investor for several real estate projects in the Tahoe area, including the Tahoe Mountain Club and Village Walk Skyline resort community.
Town of Truckee	The Town of Truckee implements several programs to address housing need from both demand side and supply side.
Tahoe Truckee Workforce Housing Agency	The TTWHA was formed as a Joint Powers Authority by seven public agencies to offer housing resources and solutions in the Tahoe-Truckee region.

Results

These interviews uncovered various financing mechanisms, projects, and programs that partner organizations have pursued to increase availability of workforce housing in the Tahoe-Truckee area. As a result, several major themes emerged from these conversations.

First, major employers are turning to new construction to meet urgent housing needs. Some organizations or resorts have built or are building dorm-style housing to meet their worker needs. This helps employers who rely significantly on international and domestic seasonal workers who do not establish a permanent residence in Tahoe. Flexible-format dorm housing could adjust its capacity or number of beds based on the demands of the season. While financing varies from project to project, there have been partnerships between developers and employers where the developer constructs the project on the employer’s land and the units are master leased to employees. Other housing products that have been considered include accessory dwelling units (ADUs), tiny homes, or multi-family residences. Such projects may also be financially feasible or find funding through various local or state resources.

Another strategy is acquiring or accessing existing housing, either through purchase or partnership. Organizations like the Truckee Tahoe Workforce Housing Agency (JPA) and the Town of Truckee are focused on accessing existing housing

for master leasing or deed restriction. The JPA has set a goal to acquire 24 multi-family units to preserve them for long-term workforce housing for their partners. Through the Truckee Home Access Program, the Town is also offering incentives to purchase housing and deed restrict them for income-qualified local workers.

Employers and local agencies are also using financial assistance programs to help employees with the affordability of housing in the area. This may include incentive offers, downpayment assistance, or rental stipends. For example, the Town of Truckee offers several types of incentives to encourage homeowners to rent to local workers or convert short-term rentals into workforce housing. The JPA has partnered with the Tahoe Forest Hospital and Foundation to create a downpayment assistance program, as part of an effort to attract and retain top-talent physicians.

Some successful projects emerged out of partnerships with other local agencies or institutions. Such partnerships can take shape in several ways, contributing housing, funding, or other resources. As an example, the Incline Village General Improvement District (IVGID) previously partnered with the University of Nevada, Reno at Lake Tahoe to use their dorms in the summer for seasonal employee housing. This not only helped provide housing to workers, but workers were also eligible to enroll in classes at the college. IVGID also worked with the college to offer an internship program for UNR students.

Finally, the JPA provides information and education to serve all populations of workers in the Tahoe-Truckee area. Their resources assist with renting, homebuying, leasing, and others.

Impact and Implications

These interviews helped determine the objectives of the Housing Action Plan, especially by showing which ideas are viable and have demonstrated feasibility in the Tahoe-Truckee region.

The conversations identified potential opportunities for TDA to partner with these external organizations and others to collaborate on housing solutions. The JPA and Town of Truckee, who serve employers and employees in Truckee, would be important to coordinate with as TDA works to implement its plan.

3. Housing Need and Scale

With the research collected from the survey and interviews, EPS was able to quantify TDA’s workforce housing need. Employee housing need describes the types of employees in need of housing, types of housing solution, and how many beds or units would be needed.

Defining Employee Housing Need and Aligning with TDA Objectives

Figure 4 shows the categories that were developed to articulate employee housing need and the four objectives that define the solutions. Based on the results from the survey and interviews, EPS identified four types of TDA employees with distinct work patterns and housing needs (“Employee Type”). Four housing categories (“Housing Type”) were created so that each employee type could be matched with the housing types that were most suitable, as well as where each housing type could be appropriately located (“Location”). This helped create the four overall housing solutions (“Objective”) that form the basis of the Housing Action Plan.

Figure 4 Employee Type, Housing Type, Location, and Objective

Employee Type	International (J-1)	Seasonal (New)	Year-Round (New)	Seasonal/Year-Round (Established)
Housing Type	Dorm-style Housing	Short-term Shared	Short-term Private	Long-term Private
Location	TDA-owned property	Member-owned property	Truckee	Tahoe-Truckee Region
Objective	New Housing Construction	Purchase or Lease Existing Housing	Homebuyer or Renter Financial Support	Housing Information, Education, and Access

The quantification of housing need began with an assessment of the different types of employees at TDA and housing types that they could potentially occupy. Housing need was then quantified based on estimates from TDA on current hiring counts and responses to the survey to approximate how many of that need TDA could supply through various projects and policies.

Employee Type

TDA employs several types of employees, who differ by their career trajectory, lifestyle preferences. The survey and staff interviews revealed the different housing needs among these employee types:

- **International (J-1) student workers** are employed seasonally at TDA and are primarily college-aged workers from many nationalities on a J-1 (exchange visitor) visa. The number of J-1 workers hired in peak seasons varies but can be up to 80 workers in the winter season. TDA must guarantee housing to J-1s as a condition of being able to hire them. Dorm-style or shared housing is most suitable for this cohort due to the large numbers of hired J-1s who move to TDA on a temporary basis, do not move with other household or family members, and are interested in socializing and bonding with other employees in a shared space. TDA also organizes events or programs to help J-1s socialize with one another and introduce them to American culture. Currently, the J-1 workers are offered housing through TDA's master leasing program, which rents houses from TDA member properties and leases out rooms/beds. TDA partially subsidizes the rent to make it affordable. While this offering has worked out so far, it is not a permanent solution and challenging to scale should the J-1 program continue and grow.
- **Seasonal workers** work at TDA and live in the area for a single season but may not continue to do so after the season ends. Examples include high school or college students who work summer jobs over school breaks or vanlifers who live nomadic lifestyles. While some temporary workers can stay with family or acquaintances during their work term, others must seek out housing as they move to Tahoe. Approximately 350 temporary seasonal workers are hired winter and summer and an estimated 50 to 60 percent of them move to the Tahoe region to work at TDA. Because most seasonal workers leave the region after the end of the season (and because of lack of long-term affordable housing availability), they need short-term housing for the duration of their work contract.
- **New year-round workers** are moving to the Tahoe area for their new job at TDA and looking for long-term housing, but could benefit from a short-term housing situation as they get settled in. Currently, TDA estimates that approximately 5 percent of new full-time hires are moving from elsewhere.
- **Established workers** consider the Tahoe area their permanent place of residence. This could include full-time, part-time, or seasonal workers. Established seasonal workers may also be employed at TDA for more than one season during the year. Examples of this include retirees working part-time or employees whose work at TDA supplements another job. TDA estimates that approximately 10 percent of seasonal workers work multiple seasons. Established full-time year-round workers already live in the Reno-Tahoe area but may not be in a less than satisfactory living

situation. Space constraints, long commutes, or high housing costs are some of the concerns that established workers may face. Currently, TDA has approximately 100 full-time year-round workers. Because these workers have already been in the region for some time, they are interested in long-term housing opportunities.

Housing Type

There are many ways to categorize housing: by housing product (single-family home, multifamily unit), by tenure (ownership, rental), or by size (small versus large unit). However, from the survey and interviews, two distinguishing factors stand out for housing needs and preferences – (1) the term of housing and (2) whether the space is shared with other TDA workers or not. As a result, EPS distilled the housing options available for employees into four categories:

- **Dorm-style housing** is defined in terms of beds, typically organized in shared rooms or suites. Like a standard college dorm, the bathrooms and any other communal spaces are shared between all occupants of the building.
- **Short-term shared housing** is housing that is shared with another short-term TDA worker. This could take place in a house, tiny home, or apartment unit. In this definition, “short-term” refers to a lease term of a few months, or less than a year overall. “Shared housing” refers to units that are shared or occupied by other TDA employees, either in a dorm-style format or in a larger house or apartment where multiple employees could live and share common spaces. This would be best for seasonal staff who do not have other household members living with them. An example of this housing type is TDA operating master leases with houses from Association members for international workers.
- **Short-term private housing** refers to space that is occupied on a short-term lease and private to the resident’s household (i.e., not shared with other TDA employees). It may also be occupied by other household members of the employee, such as partners or children.
- **Long-term private housing** is either rented or owned on a long-term basis; this points to a traditional rental lease or home purchase. Constructing and managing such housing would likely be beyond TDA’s purview, although TDA may still employ strategies to help staff locate long-term housing in the broader Tahoe-Truckee housing market.

An important distinction between the shared and private housing is that the shared units are filled or assigned by TDA. Workers in TDA shared housing have roommates who are also employees at TDA. A living situation with roommates outside of TDA may be shared housing but is classified as private housing because the shared units are not provided by TDA.

Location

Location plays an important role in considering the types of housing solutions that are available. Some types of housing could be constructed, owned, or managed by TDA (e.g., dorm-style housing or short-term housing) while others would require TDA to connect new employees with the right opportunities in Truckee or the Tahoe-Truckee region. TDA could also play a role in supporting interested homeowners or developers who want to build and lease to TDA's workforce.

EPS identified four locations where ideal housing solutions may occur:

- **TDA-owned property:** Property within Tahoe Donner that TDA owns and manages.
- **Member-owned property:** Private property within Tahoe Donner, owned by a member of the Association.
- **Town of Truckee**
- **Tahoe-Truckee region**

The ability of employees to live at each location would depend on several factors, including available transportation, length of employment, and personal preferences.

Housing Objective

Drawing from survey and interview responses, EPS developed the following Housing Objectives, or overall themes that summarize the major actions that TDA should implement to meet its housing need.

- **New Housing Construction:** TDA initiates the construction of new and/or expanded housing on TDA-owned property or facilitates/encourages new construction on privately-owned property.
- **Purchase or Lease Existing Housing:** TDA leases or master leases existing or newly acquired properties.
- **Homebuyer or Renter Financial Support:** TDA provides financial incentives or loans as demand-side affordability assistance.
- **Housing Education, Information, and Access:** TDA leverages existing programs and resources through community partners to help employees access housing resources, educate members, and support developers interested in building on TDA properties.

In the Housing Action Plan (Chapter 4), each objective has subsequent actions that describe specific projects, programs, or activities that TDA can pursue as part of that objective.

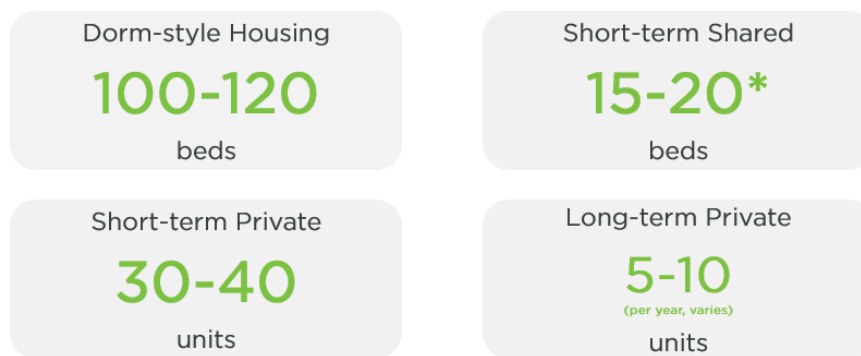
Quantifying Housing Need by Type of Housing

Housing need is quantified by the following estimates for each housing type:

- Total employed at TDA by employee type and season (provided by TDA)
- Number of staff who are new and relocating to the area (provided by TDA)
- Number of staff who have difficulty finding housing (employee survey)
- Household size or composition (employee survey)

From this information, EPS was able to calculate housing need based on the four types of housing, as shown in **Figure 5**.

Figure 5 Quantified Housing Need



* Could be accommodated in dorm-style housing

Dorm-style housing is suitable for international workers, who work at TDA on a seasonal basis and who TDA must guarantee housing for as a condition of their hiring. Interviews with TDA staff and data from previous hiring seasons suggest that a dorm with 80 beds could house the number of international workers who are at TD during peak seasons today. EPS recommends building up dorm housing capacity to around **100-120 beds** to meet future need and accommodate non-J-1 seasonal occupancy as needed.

As with dorm-style housing, need for short-term shared housing is perhaps more appropriately defined in terms of beds. This housing type works best for new seasonal workers who are in Tahoe for just a few months, or for newly hired full-time staff who have just moved to Tahoe and are searching for a more permanent place to live. The need is estimated using employee survey data, taking the number of non-international seasonal workers with a household size of 1 who are hired each season. This is assuming the worker does not have dependents or other family members living with them, and therefore could be more open to a

more communal living space during their time at TDA. The survey also asked its respondents whether people had difficulties searching for housing, and this proportion was applied to the number of seasonal employees to get an estimate of **15 to 20 beds**. It should be noted that this housing type has some overlap with dorm-style housing in terms of the employee types served, and it may be possible to use dorm-style units to fulfill some of the short-term shared housing need, especially during shoulder seasons where TDA hires less seasonal workers.

Short-term private housing would be offered to a similar group of employees, but the key difference is that these new workers (seasonal or full-time) move with additional household members (partner, children, parents, pets) and would prefer to have a private unit for themselves and their household. Survey data was also used to estimate this information, using the proportion of seasonal workers with a household size greater than 1 and who expressed difficulty finding a place to live. EPS estimates the demand for this type of housing at approximately **30 to 40 units**.

Finally, for private housing units leased on a longer-term basis, it is more appropriate for TDA to support employees looking for permanent housing situations through financial incentives or education, rather than directly providing the unit. Based on input from TDA staff, around **5 to 10** employees and their households could benefit, although this number could vary greatly depending on housing need and the strategies in place.

Detailed calculations for how each housing type need was quantified is explained in **Appendix C**.

TDA-Owned Opportunity Sites Analysis

For the opportunity sites analysis, TDA selected three sites for analysis and to explore their potential for new and/or expanded construction. Based on the size and demand, EPS prepared estimates on the amount of workforce housing that could be delivered at each site. The results of this analysis can be compared with the quantified estimates of housing demand.

Northwoods Blvd. Site (Adjacent to Golf Course)

This 4.25-acre area is adjacent to the golf course maintenance facility on Northwoods Blvd. The parcel is long and narrow, but centrally located to TDA facilities and across the street from other multifamily uses.

Out of all the TDA-owned sites analyzed, this site would be most suitable for dorm-style housing, given its size and location. EPS's initial estimates with given parameters suggest that a 160-bed, 36,000 square foot dormitory may be physically feasible to construct on the site. Therefore, a 120-bed dorm is possible as well, leaving more room for common areas.

A comparative example is the student housing project at Lake Tahoe Community College, which will have 100 units in a two-story, 33,000 square foot building. This project achieves a similar unit yield while maintaining the density and design of the ski chalet architecture that is seen around Tahoe.

TDA staff will need to coordinate with the Town of Truckee to understand the regulatory limitations on the site, taking state law and workforce housing legislation into account.

Campground site

The TDA campground is a 21-acre site located at 13813 Alder Creek Road. Some camping, including by employees, currently takes place on the site, although it is not fully occupied. Therefore, it may be possible to allocate a portion of the site towards a residential project.

However, not all 21 acres can be built upon; some environmental conditions make part of the site unsuitable for development. TDA estimates that approximately 5 acres of the campground may be available for residential construction.

Despite its size, it is less suitable for dorm-style housing because its location is less central, meaning it would be best for employees who have vehicles. Many international workers do not have cars and rely on local public transportation to get around.

Rather, EPS recommends short-term shared or short-term private housing for this site. One potential project is a tiny house village of 15 to 20 units to meet the short-term shared housing need or part of the short-term private housing need. As an example, the Aspen Snowmass tiny home village has 40 units on 6 acres, so the campsite has more than enough space to accommodate this type of housing.

New construction at the campground would require rezoning to build residential units.

Chalet House

The Chalet House is a property and home owned by TDA and sits on a 0.5-acre parcel. It has served several uses, such as storage and employee housing over the years since it was acquired in the early 1980s. Currently, it operates as housing rented to employees, although needs remodeling to make it a more modern livable space. There is potential for the Chalet House to be expanded, or to add an ADU to the site, increasing the site's capacity up to 5 units total.

4. Workforce Housing Strategy and Action Plan

The section describes TDA's Workforce Housing Action Plan, consisting of four Objectives and fourteen Actions.

Structure/Strategy Matrix Overview

The plan's Objectives thematically describe, at high level, what TDA will do to support the creation and access of workforce housing for its employees.

EPS organized the actions into a matrix with details on existing and future resources and opportunities for implementation. This matrix was shared with the TDA staff to receive feedback and identify near-term priorities and can be found in **Appendix D**. In the matrix, EPS, in collaboration with TDA staff, fleshed out each Action with categories and indicators. This will aid TDA's decision making when developing work plans to implement individual Actions. The matrix includes the following information:

- **Description:** Statement of the action or project and how it provides workforce housing.
- **Next Steps:** Suggested tasks for TDA staff to start the project.
- **TDA-initiated vs. TDA-supported:** This describes whether the Action is to be initiated and undertaken by TDA or another entity with TDA's support.
- **Location:** Out of the four categories, where the project could take place
- **Housing Types:** Out of the four categories, which housing types could be addressed with the Action.
- **Employee Types:** Out of the four categories, which employee types could be provided housing with the Action.
- **Priority:** Actions are labeled as High, Medium, or Low Priority to indicate which ones should be more urgently implemented, given current capital or staff resources, economic conditions, or partnership opportunities.
- **Cost:** Relative cost of the Action, labeled High, Medium, or Low. This is not limited to financial costs but also considers the costs of staff time and resources. Costs considered for each include staff time, planning/design/entitlement costs, construction costs, and ongoing operating costs.
- **Benefit/Impact:** Estimated housing benefit labeled High, Medium, or Low. This takes into consideration the amount of housing provided (if applicable), the number of employees reached, or the degree to which housing access can be facilitated.

- **Impact Estimate:** Estimated number of beds or units generated by the Action, if applicable. Some Actions are marked as “Varies by opportunity,” as the level of impact from implementing this Action may depend on the efforts of external partners.
- **Potential Resources or Partnership Opportunities:** Identifies local organizations, funding sources, or other resources that TDA could consider for partnerships or financing to implement the Action.
- **Example:** Examples of this Action that have been implemented in other organizations.
- **Financial Impact:** Financial impacts consider the staff time, upfront and ongoing costs, and other cost or revenue streams to TDA involved.
- **Financial Risks to TDA:** Evaluates the level of financial risk that TDA would take on by implementing this Action, labelled High, Medium, or Low. Financial risk evaluates the possibility of losing money on an investment, especially if benefits are uncertain.
- **Operating Risks to TDA:** Operating risk to TDA, labelled High, Medium, or Low. Operating risk evaluates each action's role in terms of TDA's ability to address regular business activities and core functions. This category also weighs the risks of *not* pursuing the Action and sticking with the status quo.

The complete strategy matrix can be found in **Appendix C**.

Objectives and Actions

In this section, Actions are presented in order by their Objective, with Next Steps listed. Key information relating to costs, risks, and benefits is also included.

Objective 1: New Housing Construction

In this Objective, TDA initiates the construction of new and/or expanded housing on TDA-owned property or facilitates new construction on privately-owned property. There are six actions in total.

1.1 Build flexible-format, dorm-style housing on TDA-owned site.

A dorm-style building with sufficient capacity for international and domestic seasonal workers during peak seasons and ability to flexibly house seasonal workers during shoulder seasons can address multiple cohorts in need of housing. This would be a TDA-initiated project taking place on TDA-owned property. A potential location for such a project is a 4.25-acre parcel by the golf course maintenance facility on Northwoods Blvd. This project meets the dorm-style and short-term shared housing needs.

Similar projects in the Tahoe-area and at other resorts offer examples for TDA to reference for costs, financing structure, and developer partnerships. A 100-bed, 33,000 square foot student housing dormitory is currently in construction at Lake

Tahoe Community College in South Lake Tahoe.¹ Total project costs are approximately \$47.1 million.

Construction costs have been increasing rapidly in recent years and are highly variable across projects. Using the Lake Tahoe Community College cost as a proxy, the cost to develop a 120-bed project could cost approximately \$50 million, although there may be modular construction methods that could lower the costs. A public private partnership would help bring the project to life. For example, TDA could contribute the land, and a developer/builder would invest equity (approximately \$10 million) and take out a construction loan to finance the vertical development. The developer would expect a return on the equity. TDA would guarantee occupancy and lease rates for some period of time (e.g., 30 years). The revenue guarantee will reduce the cost of borrowing making the deal structure more attractive. If TDA were willing/able to manage the asset, the terms would be even more attractive to a developer, although being responsible for operations and maintenance would increase TDA's operating risk.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	High	Costs for TDA will depend on the partnership structure with a builder/developer but could include capital investments (construction, entitlement, planning/design), operating costs (maintenance), and staff time.
Benefit/Impact	High	Approximately 80 to 100 beds are needed for current international hiring, and seasonal worker housing need is estimated at 15 to 20 beds. Accounting for growth in both employee groups over time, a dorm with 100 to 120 beds would provide sufficient capacity to serve both cohorts during peak seasons. Empty beds could be made available to other employers in the region to generate revenue.
Financial Risk	Medium	The level of financial risk would depend on the partnership with the developer and the master lease agreement. Compared with current master leasing efforts, TDA would take on increased liability, but the financial

¹ <https://www.ltcc.edu/news/oncampushousing.php>

		risk is reduced by having more stable operating costs rather than facing potentially volatile rents in the Truckee housing market.
Operating Risk	Medium	There is some operating risk but reduced compared to current master leasing. With the construction of a dorm-style project, TDA can guarantee housing to international workers and other employers with similar need or interest. Partnerships with other major employers (such as the Forest Service) may also help TDA fill rooms during the off-season.
Priority	High	Implementing this project would take a significant level of planning and effort, but the project has the potential to fully address J-1 and seasonal housing needs. Completing this project would reduce/eliminate the need for other actions identified in this plan.

Next Steps:

- Coordinate with Town to understand regulatory opportunities for workforce housing on the 4.25-acre Northwoods site
- Explore conceptual relationship with developer/builder
- Begin site, design, and entitlement planning work

1.2 Renovate or expand capacity of the Chalet House.

Owned by TDA, the Chalet House sits on a 0.50-acre parcel and has previously been used as temporary housing rented to newer employees, and for storage space. There is potential to renovate the House to expand its building footprint or add an ADU to the site to accommodate additional occupants. This project would be TDA-initiated on TDA-owned property, providing short-term private housing to seasonal or new year-round staff.

As a conditional of the Town of Truckee’s project approval of the Downhill Ski Lodge Replacement, TDA must deed-restrict the Chalet House for workforce housing with a minimum six-month lease.

Commented [RR1]: More detail from TDA needed?

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Medium	Costs for TDA could include capital investments (construction, entitlement,

		planning/design), any additional operating costs (maintenance), and staff time.
Benefit/Impact	Medium	Given the small size of the lot, only 3 to 5 units can be added. The units would be most suitable as short-term housing for seasonal staff or new full-time employees seeking temporary housing arrangements.
Financial Risk	Low	The Chalet House is an asset currently owned by TDA.
Operating Risk	Low	TDA is preparing for the Chalet House to be permanently deed-restricted for workforce housing with a minimum six-month lease.
Priority	High	With low risks and relatively low capital to begin construction, this project is a high priority to begin planning for in the near-term so that units can quickly become available.

Next Steps

- Begin site and design planning work

1.3 Encourage ADU construction on TDA member-owned sites and negotiate beneficial use agreement.

The Town of Truckee allows the construction of ADUs on single-family properties. Such units may represent a win-win situation for both TDA and the homeowner if rented to TDA staff, on either a short-term or long-term basis. TDA could negotiate a beneficial use agreement to guarantee tenancy in ADUs or offer incentives (financial or other) to encourage ADU construction and occupancy by TDA staff. This project would be TDA-supported on member-owned property, providing short-term or long-term private housing to seasonal or year-round staff.

Potential resources that TDA may highlight to members include the California Housing Finance Agency’s ADU Grant Program² or Truckee’s ADU Program. These organizations may assist with ADU permitting and design or offer grants to homeowners to construct their ADUs.

² <https://www.calhfa.ca.gov/adu/>

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Low	Costs to TDA would include staff time in coordinating with homeowners to establish a master lease agreement. Financial incentives to encourage homeowners with ADUs to rent to TDA staff may be considered as well.
Benefit/Impact	Low	The market for ADU construction in the Truckee area is nascent. The number of ADUs expected to be built and participate in a lease agreement with TDA would be small, approximately 5 units.
Financial Risk	Low	TDA would not bear any financial risk.
Operating Risk	Low	TDA would not bear any operating risk.
Priority	Medium	While the financial costs and risks to TDA are low, the outcome of this Action is dependent on members who choose to build ADUs and offer them to the local workforce. TDA should pursue lease arrangements with homeowners when such opportunities emerge, but the priority is not high given the low expected impact.

Next Steps

- Coordinate with Town to understand regulatory incentives and educate TDA members
- Begin drafting beneficial use agreement

1.4 Assist commercial property owners with building residential or mixed-use projects on property with TDA area and negotiate beneficial use agreement.

There is existing interest from commercial and multi-residential lot owners in the TD area in constructing residential units, which could be made available to the TDA workforce. If permitted and constructed, TDA could negotiate a beneficial use agreement to ensure housing for employees and guarantee a revenue stream to the property owner. This project would be TDA-supported on member-owned property, providing short-term or long-term private housing to seasonal or year-round staff.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Low	Costs would include staff time; no capital outlay.
Benefit/Impact	High	Depending on the scale of housing development, this could provide housing for a large number of employees.
Financial Risk	Low	TDA would not bear any financial risk.
Operating Risk	Low	TDA would not bear any operating risk.
Priority	High	High priority due to its low risks and cost and potential for high benefit or impact.

Next Steps – As Opportunity Emerges

- Coordinate with Town to understand how TDA can support and facilitate
- Proactively reach out to property owners

1.5 Identify and purchase commercial and/or multi-residential lots to build housing.

Part of the effort to construct new housing may involve acquiring appropriate lots for such projects. Should TDA identify this need, they need to take an active approach to locate and purchase sites when they come up. Potential sites include Zermatt, Zurich, and Skislope Way parcels. This action would be TDA-initiated and mostly likely take place on member-owned property or in the Town of Truckee. The size and location of the site may dictate what type of housing could be built but would likely create short-term or long-term private housing for seasonal or year-round staff.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	High	Costs would include staff time and initial capital to purchase lots. Costs for development would follow.
Benefit/Impact	Medium	The impact varies by opportunity. The size of the purchased lot would determine the scale of housing development. A significant purchase offers potential to provide housing for a large number of employees.

Financial Risk	High	Initially, TDA would bear high financial risk to purchased land and construct the project, but over time could recover the investment through rental income once the units are leased.
Operating Risk	Low	Operating risk would be low if TDA can ensure occupancy of the units.
Priority	Low	The project has high risks and high costs for indeterminate benefit, so it is categorized as a low priority. Other sites that TDA already own demonstrate viability for development and should be considered first.

Next Steps – As Opportunity Emerges

- Identify a realtor and consider funding availability to act quickly when opportunities come up.

1.6 Build tiny home village on TDA-owned site.

Tiny homes may be suitable for seasonal staff or temporary occupancy, managed by TDA as an alternative to dorm-style living. One potential location is TDA’s underutilized campground site (21 acres) due to its use 3 months out of the year . Tiny homes could provide short-term shared, short-term private, or long-term private housing to seasonal, year-round, and established employees. Depending on the development partnership, it may be TDA-initiated or TDA-supported.

An example of this project is the tiny home village in Aspen, Colorado, which provides housing for employees of the Aspen Snowmass resort. Aspen Snowmass partnered with a tiny home developer in 2016 to pilot this project with six tiny homes costing \$100,000. Upon seeing interest from employees in living there, they expanded to 40 tiny homes on a 6.6-acre former campground site. During the winter season, up to 115 employees live in these homes and pay approximately \$600 per month.³

³ <https://www.insider.com/aspen-ski-resort-tiny-home-village-for-seasonal-workers-2022-1>

Prioritization Considerations

Criteria	Result	Description
Financial Cost	High	This is a new construction project with significant costs, which include staff time; planning, design, and entitlement costs; construction costs; and operating costs. In the long term, TDA may realize operating cost savings by avoiding the need for master leasing.
Benefit/Impact	High	The impact would depend on the number of tiny homes constructed. It is estimated that approximately 15 to 20 units of short-term shared housing are needed in total to meet employee need. The current campsite offers more than enough space to construct tiny homes that may fully support this need.
Financial Risk	High	Initially, TDA would bear high financial risk to construct the project, but over time could recover the investment through rental income once the tiny homes are leased.
Operating Risk	High	Operating risk would be low if TDA can ensure occupancy of the tiny homes. In addition to employee housing, tiny homes could also be rented out to the public for recreational use (e.g., "glamping"), providing a secondary revenue stream that further lowers risk.
Priority	Medium	This Action is medium priority due to its high costs and medium-level risk. While its impact could be high, it would still serve less people than completing a dorm construction project. This Action may be evaluated alongside other new construction projects that address similar employee needs.

Next Steps

- Coordinate with Town and begin rezoning process

Objective 2: Purchase or Lease Existing Housing

In this Objective, TDA leases or master leases existing or newly-acquired properties. This has three Actions.

2.1 Purchase condos and single-family homes as available.

Condos or houses purchased and owned by TDA may be used in several ways, including leasing to international workers and seasonal staff during peak seasons, or offered as temporary housing for newly hired year-round staff who have just moved and are searching for more permanent options. This is a TDA-initiated Action that could provide short-term shared or short-term private housing to international, seasonal, or year-round employees.

A possible resource for this program is the Truckee Home Access Program (THAP), a new program by the Town of Truckee’s housing division. The THAP subsidizes individuals or businesses who help create deed-restricted housing for income-qualified local workers in Truckee. Local businesses like TDA are eligible to apply for up to \$150,000 per unit with a 55-year deed restriction.⁴ Should TDA choose to pursue this Action, the THAP is an option that can provide some funding.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	High	Costs would include staff time and downpayment costs.
Benefit/Impact	Low	The impact on employees housed depends on the number of units purchased, but it is expected that each unit or house acquired could accommodate 3 to 5 people during a season.
Financial Risk	Medium	TDA bears some financial risk in the initial purchase of the unit but would recover these costs if rental occupancy can be guaranteed.
Operating Risk	Medium	Compared to the status quo (master leasing homes), the operating risk is reduced because TDA would own the property and bears the responsibility for property management.

⁴ <https://www.townoftruckee.com/government/housing/truckee-home-access-program>

Priority	Low	Costs and risks are high for low impact. Other projects would be more effective.
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Next Steps – As Opportunity Emerges

- Identify a realtor and consider funding availability to act quickly when opportunities come up
- Establish funding mechanism
- Evaluate compatibility with Truckee Home Access Program

2.2 Purchase or renovate existing hotels or apartments for employee housing as available.

Similar to condos or homes, hotel or apartment units purchased and owned by TDA may be leased to several employee types. While requiring greater capital investment than buying condos or homes, the purchase of just one or two multi-unit properties may be sufficient to meet the need. This would be a TDA-initiated project to provide short-term shared or short-term private housing for international, seasonal, or year-round employees. Housing could be located across the Tahoe-Truckee region.

This is a strategy that has been used by other resorts in the Tahoe-Truckee area; most recently, Palisades Tahoe (aka Alterra) purchased a hotel in Tahoe Vista and a multi-unit property in Kings Beach to convert both to employee housing.⁵ In combination, these properties will provide housing for up to 65 employees. While the hotel’s dorm-style rooms and multi-room apartments fit the needs of Palisades Tahoe’s short-term, seasonal, and/or international staff, the Kings Beach property has 8 cabin-style units that are more suitable for longer-term occupancy by families. By acquiring and managing properties of varying sizes and configurations, Palisades Tahoe is taking into consideration the different housing needs, preferences, and household compositions among its workforce. In addition to the newly acquired properties, Palisades Tahoe also currently has a 13-unit apartment property in Olympic Valley.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	High	Costs would include staff time for property management and downpayment costs. The required renovations of the apartment or

⁵ <https://www.sierrasun.com/news/palisades-tahoe-acquires-of-two-properties-for-employee-affordable-housing/>

		hotel upon purchase may incur additional costs.
Benefit/Impact	Medium	The impact varies by opportunity, but a single purchase of a multi-unit property would house a greater number of employees than purchasing multiple individual homes or condos.
Financial Risk	High	TDA bears some financial risk in the initial purchase of the unit but would recover these costs if units are consistently rented and occupied.
Operating Risk	High	Compared to the status quo (master leasing homes), the operating risk is reduced because TDA would own the property and bears the responsibility for property management.
Priority	Low	Costs and risks are high for low impact. Other projects would be more effective.

Next Steps – As Opportunity Emerges

- Identify a realtor and consider funding availability to act quickly when opportunities come up
- Establish funding mechanism

2.3 Continue current master leasing for international and seasonal staff.

As TDA works towards more long-term, permanent solutions for housing critical staff, master leasing provides a necessary interim solution (especially for international workers) that can be scaled as needed to meet demand. TDA may consider incentives to encourage property owners to rent to TDA employees, particularly during peak seasons. This effort is TDA-initiated, and currently provides short-term shared housing to international workers, but could also include other seasonal staff.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Medium	Costs would include staff time for property management, lease payments, rent subsidies for J-1 workers, and ongoing maintenance costs (cleaning, utilities, snow removal).

		Frequent seasonal turnover of units incur additional costs.
Benefit/Impact	High	Currently, master leasing is fully meeting the J-1 worker housing need with approximately 15 leases throughout the year.
Financial Risk	Medium	TDA bears some financial risk in renting units, especially given inconsistency in negotiating rent levels with homeowners. The unpredictability of securing leases for upcoming seasons also presents challenges for financial planning.
Operating Risk	Medium	TDA faces uncertainty and risk in securing leases for upcoming seasons and is liable for maintenance of properties.
Priority	High	Although the costs and risks of master leasing are high, continuing this Action is a high priority until other TDA-owned solutions for J-1 housing are available.

Next Steps

- Continue current master leasing efforts
- Survey homeowners on what incentives (financial, maintenance, amenities) would attractive towards participation
- Identify members who can commit early on
- Increase marketing and outreach efforts to members
- Assess compatibility with other workforce housing programs (e.g., Placemate Lease to Locals)

Objective 3: Homebuyer/Renter Financial Support

In this Objective, TDA provides financial incentives or loans as demand-side affordability assistance. There are two Actions.

3.1 Employee vesting into downpayment assistance program.

Some established employees may be interested in homeownership but have trouble finding a suitable place that is affordable and close to TDA. Downpayment assistance programs offer employer contributions to downpayments or closing costs. Similar to retirement benefit plans, employees would become eligible for the program based on their length of employment with TDA. Depending on how a program is funded, it could be TDA-initiated or TDA-supported. One potential funding resource, the Tahoe Donner Giving Fund, requires administration through

the Tahoe Truckee Community Foundation as a community-wide benefit, rather than directly benefitting TDA employees. Otherwise, TDA could use operating funds to directly assist employees.

A current example of this program in the Tahoe area is the hospital and its partnership with the JPA to administer a downpayment assistance program to attract and retain experienced physicians and management staff.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	High	Costs would include staff time to administer a program and an initial endowment of funds that may come out of TDA’s operating budget.
Benefit/Impact	Low	The number of employees who receive downpayment assistance would not very many as few would likely qualify. However, such a program may help retain long-term upper management staff.
Financial Risk	Low/Medium	The financial risk to TDA would depend whether funding is sourced from TDA or an external donor or organization. While the TD Giving Fund is an option, it would require the downpayment assistance program to be administered through TTCF as community-wide benefit, which reduces the direct aid to TDA employees.
Operating Risk	High	A downpayment assistance program that distributes funds to a select group of employees on a basis unrelated to their job performance risks distorting fairness in TDA’s compensation structure. If the program has a vesting structure, it potentially reduces the risk of high staff turnover, especially for full-time employees.
Priority	Low	The costs and risks of this Action are high for low/indeterminate impact. Other projects would be more effective.

Next Steps

- Review current employee compensation practices
- Initiate conversations with JPA and hospital to understand how this program is working for them and how TDA should pursue
- Survey long-term employees (3+ years of employment) on interest

3.2 Rental assistance or housing stipend offer for employees.

Given the high rents in the Truckee region, rental assistance may benefit established employees or full-time new hires who struggle with the high costs of housing in the area. This does not necessarily need to be an ongoing financial payment but could be offered as part of a hiring benefits negotiation or as an emergency housing fund. This Action would be TDA-initiated in the Tahoe-Truckee region.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Medium	Staff time and initial endowment
Benefit/Impact	Medium	The number of employees benefitting from rental assistance would depend on eligibility criteria that TDA establishes.
Financial Risk	High	There is a risk of distorting compensation offers or future cost-of-living wage adjustments.
Operating Risk	High	A rental assistance program that distributes funds to a select group of employees on a basis unrelated to their job performance risks distorting fairness in TDA’s compensation structure. There is no guarantee that offering rental stipends to employees would guarantee staff retention.
Priority	Low	The costs and risks of this Action are high for low/indeterminate impact. Other projects would be more effective.

Next Steps

- Review current employee compensation practices
- Research potential implementation and consequences for employees and the market

Objective 4: Housing Education, Information, and Access

In this Objective, TDA leverages existing programs and resources through community partners to help employees access housing resources, educate members, and support developers interested in building on TDA properties.

4.1 Education and information sharing of resources for employees.

For employees new to the Tahoe-Truckee area, housing and housing resources may be tricky or overwhelming to navigate. Through partnerships with other large employers and agencies focused on workforce housing, TDA can gather and distribute useful information to employees to help them access the housing they need. This action aims to create a more formal process by which employees or members can access resources. This Action would be TDA-supported, with the ability to facilitate all types of housing solutions for all types of employees across the Tahoe-Truckee region.

A first step for TDA in this strategy is to partner with the Tahoe Truckee Workforce Housing Agency to bring its services and resources to TDA employees. The Agency, which formed through a Joint Powers Authority (JPA) comprised of multiple public agencies, works with local employers to provide an array of general and customized housing support services. The JPA offers general education resources, support in designing specialized programs, and partnerships with local employers and developers. As an example, the JPA is currently partnered with the Tahoe Forest Hospital District to administer their downpayment assistance program for hospital employees.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Low	Staff time working with JPA and sharing information with employees.
Benefit/Impact	N/A	While it is difficult to quantify how many employees will use the resources shared, the information may reach many Association staff via the newsletter, website, or other broad communication channels.
Financial Risk	Low	There is low financial risk to TDA.
Operating Risk	Low	There is low operating risk to TDA.
Priority	High	The costs and risks of this Action are low while potential impact is high. Given the simple effort and potential for partnership, this is high priority.

Next Steps

- Research what information is available and useful for employees
- Ensure HR is informed of available housing resources and support outside of TDA
- Update website and hiring documents
- Use employee newsletter to distribute information on available housing
- Increase TDA funding for labor expenses related to workforce housing coordination and communication

4.2 Match TDA homeowners with available housing to employees seeking housing.

Some TDA homeowners may be interested in renting to TDA employees, but their situation may not be suitable to a full master lease agreement. TDA staff has previously connected such homeowners with employees needing housing. This action aims to set up a more formal process by which homeowners and employees can state their preferences with TDA, and TDA would match them. This Action would help seasonal or year-round employees find short-term private or long-term private housing near work. Both members and employees would benefit since members would receive rental income while employees find a nearby place to live.

A similar existing service in the Truckee area is offered by Placemate, which encourages homeowners to rent out available rooms to local workforce.⁶ Additionally, Placemate has partnered with local governments and non-profits to provide incentives for participation. As part of the process, their staff match renters seeking affordable housing with owners who offer available rooms or units. An initial step for this action may be to reach out to Placemate to figure out whether their process may benefit TDA or whether there is opportunity for a partnership. For example, TDA may consider an additional incentive for TDA homeowners to rent to TDA employees.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Low	Staff time connecting homeowners with employees.
Benefit/Impact	N/A	Depends on the opportunities available, but impact could be increased if TDA sets up a

⁶ <https://www.rentresponsibly.org/landing-locals-pairs-empty-vacation-rentals-with-local-workers/>

		more formal matching process, financial incentives, or marketing efforts to increase member interest and participation.
Financial Risk	Low	Medium financial risk - property management, matching employees/homeowners (people risk)
Operating Risk	Low	There is light risk of TDA's reputation in referring workers to members. However, because TDA may act as a trusted source through which members and employees can offer or seek housing, it could also improve trust in the organization.
Priority	High	Although the costs and risks are low, the opportunities for this Action occur infrequently. However, TDA should prioritize this strategy should the opportunities come up.

Next Steps – As Opportunity Emerges

- Contact Placemate to see what assistance they can offer

4.3 Streamline regulatory burdens for developers to build workforce housing.

This action involves reviewing current covenants and zoning to ensure regulations are supportive of workforce housing. This is critical as TDA forms partnerships with developers and builders. As a result of updating land use regulations, developers who build workforce housing may be interested in starting a project in TDA's jurisdiction. From this, many types of housing could be available for J-1, seasonal, and year-round employees.

Prioritization Considerations

Criteria	Result	Description
Financial Cost	Low	Staff time or legal counsel in making changes to TDA's zoning ordinances.
Benefit/Impact	High	The benefit is indirect but could be high if zoning changes to enable residential development that provides housing to TDA's workforce.

Financial Risk	Low	The financial risk to TDA is low.
Operating Risk	Low	The operating risk to TDA is low. There is a comparatively higher risk in not reviewing covenants and zoning to ensure developer (i.e., keeping with the status quo).
Priority	High	High priority due to its low costs and risks but potential for high benefit.

Next Steps – As Opportunity Emerges

- Research which policies could be barriers to workforce housing construction and review TDA covenants
- Coordinate with Town to ensure compatibility of TDA covenants with Town, State, and County policies

5. Implementation

As TDA decides which Actions are most important to prioritize and spend time on in the short-term (i.e., next year), it must consider the costs and benefits of each Action and their level of financial and operating risk involved.

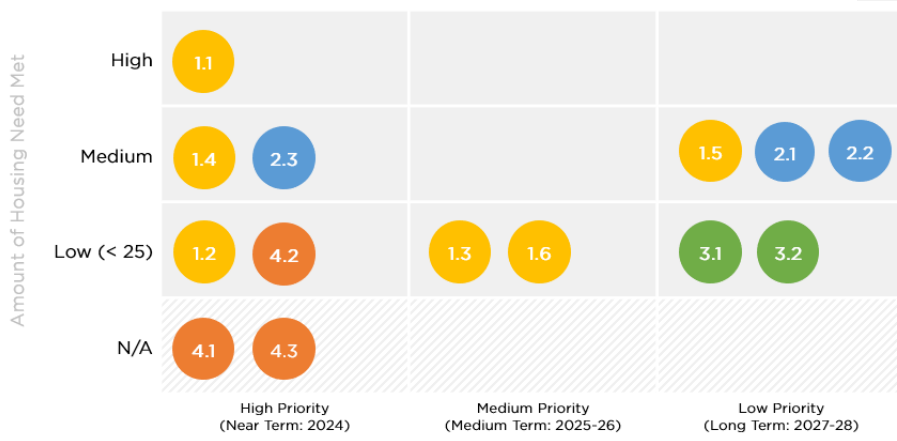
While each of the strategies in the Action Plan are assigned a priority level, the implementation priorities by Objective can be generally summarized as follows:

- **New Housing Construction:** Start planning for this in the near-term and understanding what is possible or supportable, such that newly constructed workforce housing at Tahoe Donner becomes available in a few years.
- **Purchase or Lease Existing Housing:** Opportunities for master leasing should be pursued (1) as interim solution to ensure that the most critical housing needs are met; (2) as opportunities rise to acquire existing properties.
- **Homebuyer or Renter Financial Support:** Use these strategies where needed to close the gap on housing need.
- **Housing Education, Information, and Access:** Because of the low financial costs and high impact of these strategies, they should be implemented as near-term priorities; partnerships with external agencies would be beneficial in connecting workers with potential housing opportunities.

Implementation and Timing

As TDA begins to develop its work plan for the upcoming year, it should consider the Actions evaluated as High Priority in the Action Plan. It is assumed that Actions evaluated as High Priority would begin implementation in the near-term, or within the next year. Medium priority actions TDA would then implement as needed in the following years, beginning in 2025. Finally, Actions labeled Low Priority are considered for the long-term, or after other strategies and projects have already been reviewed or implemented. **Figure 6** illustrates the Actions that TDA should begin work on in the near-term, medium-term, and long-term.

Figure 6 Timing and Housing Supply Levels



This chart suggests how near-term actions can be simultaneously prioritized. Under the New Housing Construction objective, TDA could begin to look into the construction of dorm-style housing on-site at Tahoe Donner (Action **1.1**), but the entire process will take a lot of time and effort. In the meantime, master leasing properties from TDA members (Action **2.3**) offers the best interim short-term solution to ensuring housing is supplied for J-1 workers, whose work contracts require their host employers to guarantee available housing. As part of this strategy, TDA may offer incentives, financial or other, to members to encourage participation in master leasing arrangement. Action **4.2**, matching employees with homeowners offering available housing, is another ongoing action that TDA should maintain as opportunities come.

Other near-term priorities and opportunities are in the Housing Education, Information, and Access objective. TDA may partner with the Tahoe Truckee Workforce Housing Authority (JPA) to share information and resources from the JPA to staff (Action **4.1**). Examples of this could include housing information sessions or events. It would assist employees across many different housing situations and needs, from established employees interested in first-time homebuying to new employees finding a place to rent. Other Actions, such as working with property developers (Action **1.4**) or updating zoning and covenants (Action **4.3**), represent more policy-focused changes with little to no capital investment on TDA’s part.

Meanwhile, TDA can also begin to evaluate projects that are categorized as medium-term priorities. Actions under the New Housing Construction objective need to be evaluated for their cost and feasibility. TDA can look into purchasing any properties, especially if new construction projects like a tiny home village or

dorm housing are infeasible or insufficient to need. An important step for these Actions is getting resources (i.e., realtor, downpayment capital) ready to act quickly when opportunities for acquiring property or land emerge.

Finally, in the long term, or as needed to supplement other workforce housing strategies, TDA can research financial assistance programs or support ADU construction among member-owners.

Best Practices and Considerations

Implementing the Action Plan will be a multi-year effort requiring involvement across multiple staff departments. Below are several best practices and considerations that TDA should keep in mind as they implement the housing strategies:

As a best practice, TDA should re-evaluate and evolve the overall housing strategy over time. In doing so, strategies and priorities in the plan will adjust over time as various portions of the plan are implemented, or as market conditions change. The Action Plan is not a checklist in which every action needs to be followed, but rather a menu of options from which TDA can reference to determine which housing strategies suit their needs based on evaluation of factors like cost, benefit, and risk.

Not every action listed in the Action Plan needs to be implemented to meet the estimated housing need. For example, successful construction of a 120-bed dorm that fully meets the housing needs of international/J-1 and seasonal staff means that other actions that address those employee cohorts (such as master leasing or acquiring additional properties) would no longer be required. Conversely, should TDA determine that a dorm project is out of reach, they may instead prioritize other strategies to meet that need.

Second, TDA should continue to communicate and consult with staff at various levels and roles within the Association, as well as member-owners. During this study's data collection process, the staff interviews provided several ideas for projects and solutions. The employee survey also gathered valuable insight into the types of employees facing the greatest need, the housing needs and preferences of staff, and ideas for solutions. Input from staff not only generated some of the solutions that were in the Action Plan, but also identified examples and resources, or contributed details and anecdotal information to characterize employee types or housing types.

As TDA determines how to spend its time and resources in the action plan, collecting feedback from staff and members will be critical to success. Not only does it ensure that TDA is on the right track in developing housing solutions, but it would also improve employee and member satisfaction and facilitate an equitable process.

Finally, TDA should leverage partnerships where possible. Other organizations in the Truckee region offer housing resources that would benefit the TDA workforce; TDA does not need to reinvent the wheel and develop a whole slew of programs from scratch. Some organizations may have funding that TDA or its members or staff could be eligible to receive. Creative partnerships with developers can help TDA deliver larger new construction projects (e.g., dorm, tiny home village). The partnerships would also offer an ongoing learning opportunity for TDA to uncover new development financing opportunities, funding sources, and get inspiration from what other major resorts and employers are doing.

Appendix

Appendix A: Employee Survey

Appendix B: Employee / Staff Interview Questions

Appendix C: Housing Need Calculations

Appendix D: Workforce Housing Action Plan Strategy Matrix