



GATEWAY AND  
NATURAL AMENITY  
REGION INITIATIVE



Extension  
UtahStateUniversity



# Short-Term Rentals, Long-Term Gains!

APA Utah - Spring 2025 Conference  
05.09.2025



Institute of Outdoor Recreation & Tourism  
UtahStateUniversity.

01

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# The GNAR Initiative



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**“The GNAR Initiative exists to help western GNAR communities thrive and preserve the things that make them special.”**



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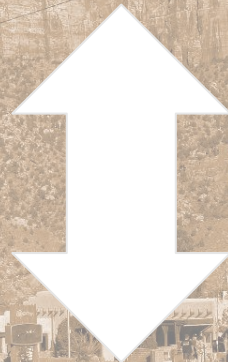




**Institute of Outdoor Recreation & Tourism**  
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Extension  
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THE UNIVERSITY OF UTAH  
**S.J. QUINNEY**  
**COLLEGE OF LAW**

Wallace Stegner Center for Land,  
Resources, and the Environment

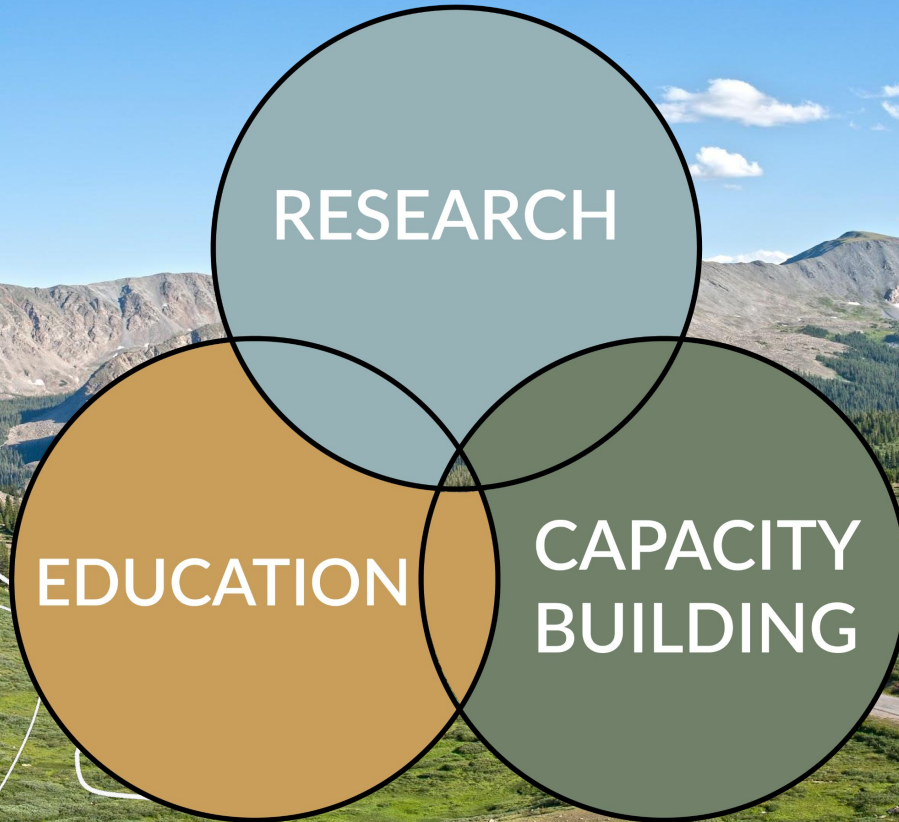
Environmental Dispute Resolution Program



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# Our Three Pillars



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02

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# The GNAR Academy



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# THE GNAR “ACADEMY”



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# Goals

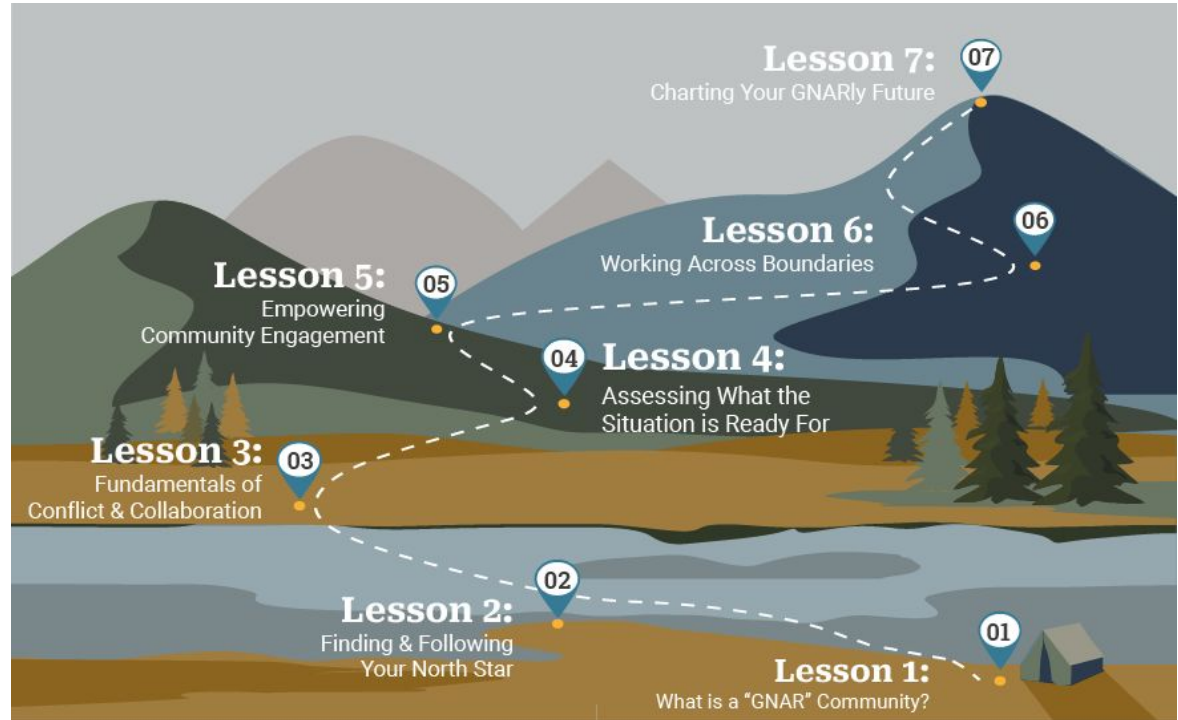


1. Create low-barrier training that is accessible for gateway community leaders
2. Covers planning topics and challenges from a small, rural, gateway-specific lens
3. Provide opportunities for communities to network and meet with others working on similar projects
4. Increase community capacity to become more self-sustaining and resilient to their unique challenges



# First Course: Gateway Community Leadership 101


*(Formerly GNAR Academy Fundamentals)*



# First Course: Gateway Community Leadership 101

## (Formerly GNAR Academy Fundamentals)

[Home](#) [Lessons](#) Lesson 1: What is a "GNAR" Community? >



# GNAR Academy Fundamentals

Foundations for planning and collaboration in gateway communities and regions



### Welcome!

Welcome to the GNAR Academy Fundamentals Course! We're excited that you're here. Gateway and natural amenity regions (GNARs) and the communities in them are special places. We hope this course empowers you to help these places thrive by enhancing and protecting the things that make them special.

### Course Overview & What to Expect


This course consists of seven lessons, each of which introduces key concepts and principles that are important for helping GNAR communities thrive and effectively navigate challenges and change. The lessons in this course stem from our research on GNAR communities, as well as our experience living in and working with these places. They also highlight experiences and resources from specific GNAR communities.



[Home](#) Lesson 1.2: What is a GNAR and what is a GNAR Community? >

PAGES:


- 1.1 - Lesson Introduction
- 1.2 - What is a GNAR and What is a GNAR Community?
- 1.3 - Why GNAR Communities Need Special Attention
- 1.4 - The GNAR Initiative and Our Resources
- 1.5 - Lesson References and Additional Resources
- 1.6 - Wrap Up and Personal Check-In



## LESSON 1: What is a GNAR Community?

### 1.1 - Lesson Introduction

So what is a GNAR, and what is a GNAR community? To set the scene for the rest of this course, this lesson will explain what a GNAR is, what a GNAR community is, and why these places merit special attention. We'll also dive into the background of the GNAR Initiative and GNAR Academy, and how we hope they can empower you to help your community protect the things that make it special.



### What You Will Learn in This Lesson

By the end of this lesson, you'll have a basic understanding of:

- What a gateway and natural amenity region (GNAR) is
- What a GNAR community is
- How these places are different, and why they need special attention
- What the GNAR Initiative is and what resources it provides
- What the GNAR Academy is, and how we hope it will help GNAR communities across the West and elsewhere



03

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# **NEW COURSE!**

## **Understanding & Managing Short-Term Rentals**



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# Understanding & Managing Short-Term Rentals

Maximize benefits, minimize impacts



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# Course Development Process:



# Course Development Process:

1. **30+ interviews** with gateway community leaders, gateway community planning experts, tourism and STR Industry experts.
2. **Reviewed 150+ STR research articles**, news articles, studies, community plans, ordinances, webinars
3. **Content was beta-tested and reviewed** by 4 academics and 6 community leaders/partners.

# Understanding & Managing STRs: The Seven Lessons





# Lesson 1: Introduction to Short-Term Rentals



# Lesson 1: Introduction to Short-Term Rentals



Home

Lesson 1.3: What Is a GNAR, and What Is a GNAR Community? >

## PAGES:

1.1 - Lesson Introduction

1.2 - What Is a Short-Term Rental?

1.3 - What Is a GNAR, and What Is a GNAR Community?

1.4 - STRs in GNAR communities

1.5 - Community Benefits From STRs

1.6 - Community Challenges From STRs

1.7 - Decoding STRs Impact on Housing

1.8 - The Changing Nature of the STR industry

1.9 - Resource Library

1.10 - Personal Check-In



## LESSON 1: Introduction to Short-Term Rentals

### 1.2 - What Is a Short-Term Rental?

Most people who work in municipal or county planning have an understanding of what a short-term rental (STR) is, but these understandings are surprisingly not always universal. Since what a STR "is" may not be as straightforward as it first appears, we explore some variances below.

### Definitions & Distinctions of Short-Term Rentals

"Just being on AirBnB doesn't make you an STR."

- Utah Community Leader

In general, the most commonly understood definition of an STR is:

# Lesson 1: Introduction to Short-Term Rentals

Define “short-term rental”



- How a community defines STR has direct implications on how it is regulated and enforced.
  - Is it the same as a hotel?
  - Are owner-occupied (ie: Room, ADU) the same as non-owner occupied (ie: entire home rental)?



# Lesson 1: Introduction to Short-Term Rentals

Community benefits from STRs



1. Enables Access to the Tourism Economy for Small, Rural Communities
2. Additional Income Stream & Entrepreneurship Opportunity for Local Residents
3. Contribute to Local Tax Base
4. Funding Source for Affordable Housing
5. Diverse Accommodation Options for Visitors

# Lesson 1: Introduction to Short-Term Rentals

## Community challenges from STRs

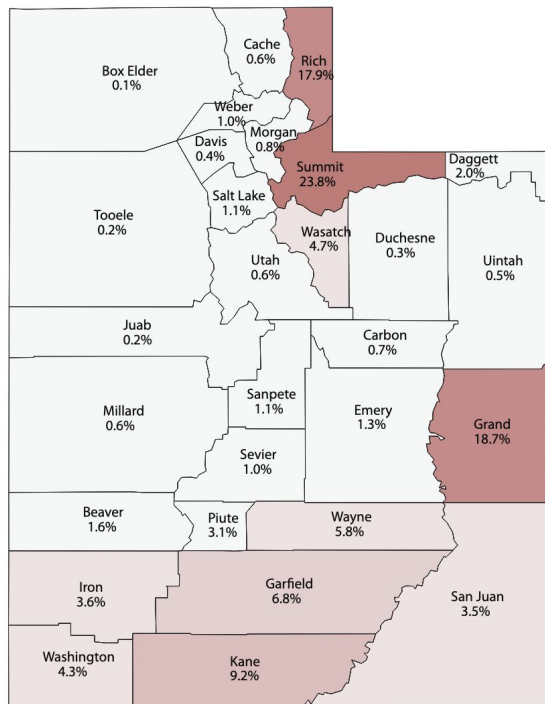


1. Common Nuisances: Noise, Parking, & Trespassing
2. Impacts on Infrastructure and Local Services
3. Impacts on Commercial Core
4. Community Safety and Emergency Response Concerns
5. Non-Local Hosts
6. Lack of Compliance from Hosts
7. Lack of Parity With Hotels
8. Lack of Data Access & Enforcement From Platforms
9. Impacts on Community Character & Cohesion

# Lesson 1: Introduction to Short-Term Rentals

## STR impacts on housing

*STRs as a Share of Total Housing Units, 2023*



1. STRs impact on housing in urban areas is different than in rural/resort areas.
2. Second homes are also significantly increasing, leading to an STR vs. “dark home” conundrum for communities
3. Caps/bans can limit STR housing impacts, but are not a silver bullet and are very enforcement intensive
4. There needs to be more research on STRs impact on housing



# Lesson 2: Lesson 2: Start with Data:

## Finding, Understanding & Utilizing Local STR Data



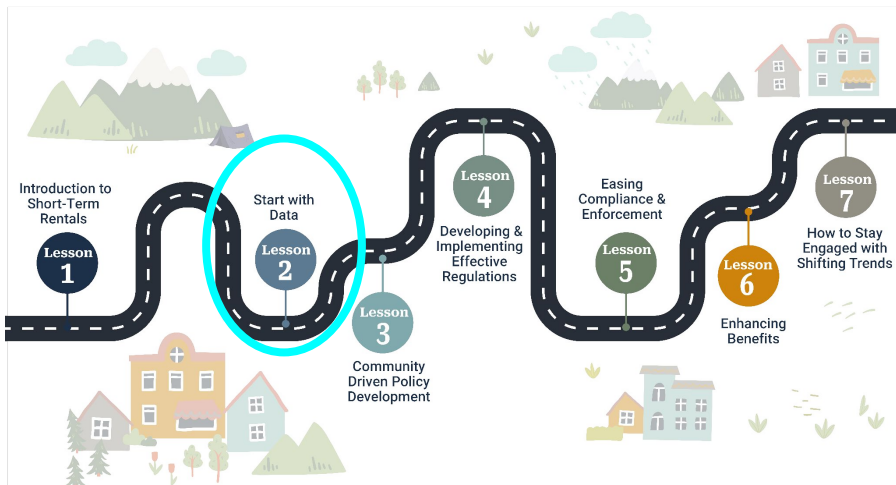
# Lesson 2: Lesson 2: Start with Data:

## 5-Steps to Data-Informed Decision-making for STRs



# Lesson 2: Lesson 2: Start with Data:

## Finding, Understanding & Utilizing Local STR Data



Home

2.5 Step 2: Define "STR" for Your Community >

### PAGES:

- 2.1 - Lesson Introduction
- 2.2 - Why Should You Start with Data
- 2.3 - What Data Is Useful
- 2.4 - Step 1: Understand Your Context**
- 2.5 - Step 2: Define "STR" for Your Community
- 2.6 - Step 3: Decide What Data Is Needed
- 2.7 - Step 4: Access Necessary Data
- 2.8 - Step 5: Use Data for Informed Decision-Making
- 2.9 - Challenges with Data
- 2.10 - Community Trailblazers
- 2.11 - Lesson Summary & Resources
- 2.12 - Personal Check-in



## LESSON 2: Start with Data

### Finding, Understanding & Utilizing Local STR Data

#### 2.4 - Step 1: Understand Your Context



Understanding your context means understanding the social, cultural, economic, and historical factors that shape a community's needs and values, as well as the legal frameworks it is operating under. Whether state or local, understanding context is crucial to making informed and effective decisions.



# Lesson 2: Lesson 2: Start with Data:

## Finding, Understanding & Utilizing Local STR Data



### SECONDARY DATA CAUTIONS:

*"We did a project [during the pandemic] in Big Sky, MT, and the data showed that families were growing as part of the demographic in the community. But when we were talking to employers, they said that families were the first ones to move away because they couldn't afford housing anymore... Then, in talking with the school district, the enrollments were going up with children. It's only when we dove in deeper with the school district did we discover that enrollments were going up because second home owners were moving in with their families, but the local families who grew up there were actually moving out. So that's an example of if you only looked at secondary data on the rising family trend, you would miss the nuance."*

# Lesson 3: Community-Driven Policy Development: The Groundwork for Success



# Lesson 3: Community-Driven Policy Development:

## Who is “community” when it comes to STRs?



**“You can use processes like this as a way to build bridges with other community groups.”**

*- Utah Community Leader*

1. Residents
2. STR Owners, Hosts, and Operators
3. Property Management Companies
4. STR Interest Groups
5. Local Realtors
6. Local Housing Organizations
7. Local Hotel, HOA, Timeshare and/or Condotel Owners
8. City Departments Who Are Enforcing or Impacted by STRS
9. Local Community Leaders
10. Regional Community Leaders
11. State/Legislative Leaders



# Lesson 3: Community-Driven Policy Development:

When do you engage the community, and what should you share?



# Lesson 3: Community-Driven Policy Development:

When do you engage the community, and what should you share?



- Why we're doing this, and why we're asking for your insight/help
- What the data shows
- What leaders can and can't do under state frameworks
- What the community's capacity is to address the issue
- What some available options could be
- What are the benefits from STRs?
- What are the challenges from STRs?
- What is this process going to look like?

# Lesson 3: Community-Driven Policy Development:

When do you engage the community, and what should you share?



- What the data shows.
- How they're engaging people.
- When community members can engage.
- Where to go to learn more and stay in the loop.
- Which options are being considered and why.

# Lesson 3: Community-Driven Policy Development:

When do you engage the community, and what should you share?



- What happens next.
- How you will define success.
- When you're going to engage with it again.
- How you're going to communicate about the issue moving forward.
- How to find information around STRs in the meantime.



# Lesson 4: Developing & Implementing Effective Policies & Regulations



# Lesson 4: Developing & Implementing Effective Policies & Regulations: 7 Steps to Meet Unique Community Needs



# Lesson 4: Developing & Implementing Effective Policies & Regulations: Six regulatory areas of STRs

1. **DEFINITION:** What is a “short-term rental,” and how will hosts know whether they fall into that category?
2. **REQUIREMENTS:** What must a rental have (or NOT have) on site (e.g.: parking, occupancy limits etc.), and what must the host provide to guests?
3. **COSTS:** How much does the host pay for the privilege of having a rental in the community (e.g. fees, taxes, etc.)?
4. **QUANTITY:** How many rentals are there in the community?
5. **LOCATION:** Where are rentals located in the community (e.g.: block limits, zoning, etc.)?
6. **TIME:** How many nights per year can (or must) a host rent their STR?

# Lesson 4: Developing & Implementing Effective Policies & Regulations: Six regulatory areas of STRs

REGULATION CATEGORY	REGULATION ELEMENT
<b>1. DEFINITION</b>	Define what an STR is
	Define owner-occupied vs. non-owner occupied
	Define primary vs. non-primary allowances (i.e.: locals only permit)
<b>2. REQUIREMENTS</b>	Parking requirements
	Trash requirements
	Utility requirements (e.g.: water, sewer, etc.)
	Occupancy limits
	Neighbor notification requirements
	Signage requirements
	Host education requirements
	Host education requirements
	Noise requirements

	Local responsible party requirements
	24-hour contact requirements
	Fire/Safety requirements
	Usage restrictions
	Insurance requirements
<b>3. COST</b>	Permits and licenses
	Fees
	Taxes
	Fines for non-compliance
<b>4. QUANTITY</b>	Max number of STRs total in the community (i.e.: "caps")
	Limited number of licenses per person
	Local vs. non-local owner permits
	Limited number of "corporate" licenses
	Bans

<b>5. LOCATION</b>	Zoning limitations
	Zoning overlays
	Density restrictions
	Proximity restrictions
	Accommodation type limitations
	Limited numbers per parcel
	Geographical constraints
	New development requirements
<b>6. TIME</b>	Minimum/maximum number of nights allowed to rent
	Minimum stay requirements
	Temporary STR exceptions (e.g.: <i>special event rentability</i> )
<b>7. OTHER</b>	Fractional ownership limitations
	Host platform responsibilities

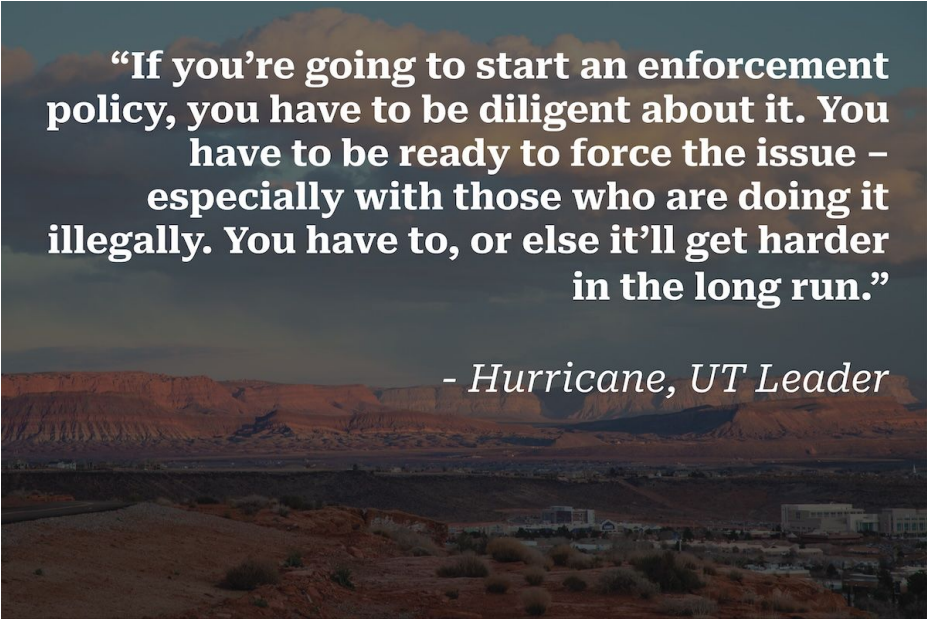


# Lesson 5: Easing Compliance & Enforcement



# Lesson 5: Easing Compliance & Enforcement

## Biggest enforcement challenges



**“If you’re going to start an enforcement policy, you have to be diligent about it. You have to be ready to force the issue – especially with those who are doing it illegally. You have to, or else it’ll get harder in the long run.”**

*- Hurricane, UT Leader*

1. Lack of staff capacity and/or time needed to enforce
2. Lack of data needed to enforce
3. Not enforcing existing regulations
4. Navigating the local enforcement framework
5. Navigating the state legislation environment
6. Enforcing against STR regulation loopholes
7. Uncooperative/non-responsive hosts
8. Understanding and obtaining correct taxes

# Lesson 5: Easing Compliance & Enforcement

## Easing Staff Burdens: Who is Responsible for What?



1. Are STR permits a legislative or administrative decision?  
(*Springdale*)
2. Is STR enforcement a legislative or administrative decision?  
(*Hurricane*)
3. Is your enforcement process a civil or criminal enforcement process? (*Steamboat Springs vs. Telluride*)

# Lesson 5: Easing Compliance & Enforcement

## Early Investments: Education & Awareness



### BE A GOOD NEIGHBOR!

Just a few things to know so that we can all safely live, play and visit in Winter Park.

-  Quiet hours are from 10 p.m. to 8 a.m.
-  We have wildlife in Winter Park – leaving trash out overnight is not permitted!
-  No overnight parking on ANY Town street from October 1 – May 31, it can impede snowplows.
-  Follow all rules when dealing with open flames and make sure to check if there is a fire ban. Find more information on the Town's website.





**PLAY WINTER PARK**  
Experience everything our wonderful mountain destination has to offer.  
[Learn more at playwinterpark.com](https://playwinterpark.com)



**GOT PETS?**  
If your rental permits pets, please do not leave them outdoors unattended, keep them on leashes in public spaces, and pick up after them.



**GET A LIFT!**  
Forget about parking and catch a ride on our free, year-round transit system.  
[Learn more at theliftwp.com](https://theliftwp.com)

Thank you for visiting Winter Park! We are grateful for visitors like you that keep our local businesses thriving.

For questions about your specific property, please call:

1. An easy to access “one-stop STR shop” on the community website
2. Infographics of the regulation process
3. Videos
4. Mailers to new property owners
5. Targeted outreach to community groups
6. Good Neighbor Policies
7. Host/Guest education requirements



# Lesson 6: Enhancing Benefits:

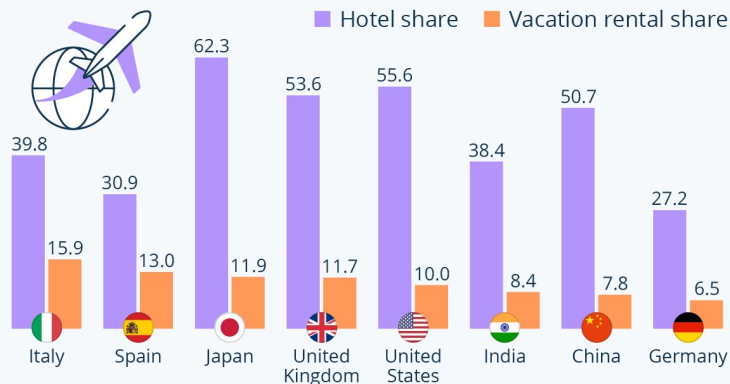
## STR Tax base, Economic Development, and Tourism



# Lesson 6: Enhancing Benefits: STRs & Tourism

## Travel Accommodation: Hotel Rooms or Homes?

Share of vacation rentals and hotel revenue of total travel & tourism revenue in selected countries in 2024 (in %)\*



\* Vacation rentals: private accommodation bookings, e.g. private holiday homes and short-term rentals. Additional market segments are camping, cruises and package holidays

Source: Statista Market Insights



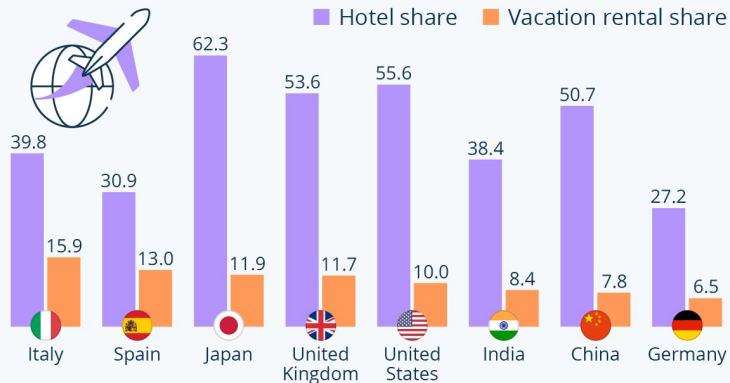
statista

STRs made up 10% of  
ALL travel and tourism  
revenue in the United  
States in 2024

# Lesson 6: Enhancing Benefits: STRs & Tourism

## Travel Accommodation: Hotel Rooms or Homes?

Share of vacation rentals and hotel revenue of total travel & tourism revenue in selected countries in 2024 (in %)\*



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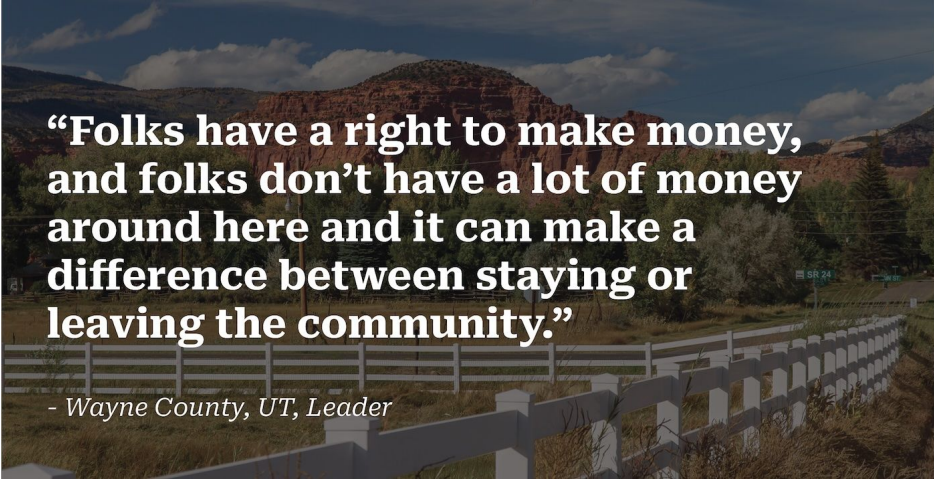
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## Summit County Taxable Lodging Sales



# Lesson 6: Enhancing Benefits:

## Increasing Local Income Opportunities



**“Folks have a right to make money, and folks don’t have a lot of money around here and it can make a difference between staying or leaving the community.”**

*- Wayne County, UT, Leader*

1. Making owner-occupied STRs exempt from STR caps and limits
2. Reducing/waiving fees for owner-occupied STR permits
3. Introducing 30-day or limited number per year “locals only” permits
4. Allowing internal and/or external accessory dwelling units to be used as STRs

# Lesson 6: Enhancing Benefits:

## Maximizing tax revenue



**“There’s a big opportunity around STRs and lodging taxes. This helps us both address the impacts of the tourism industry and address needs for workforce and local housing in particular.”**

*- Driggs, ID Community Leader*

1. Transient lodging taxes (TRT)
2. Close tax loopholes
3. STR-specific excise taxes (*N/A in Utah*)



# Lesson 6: Enhancing Benefits:

## Maximizing tax revenue

10. SHORT-TERM RENTALS

10.3 Distribution

The State Of Travel 2024

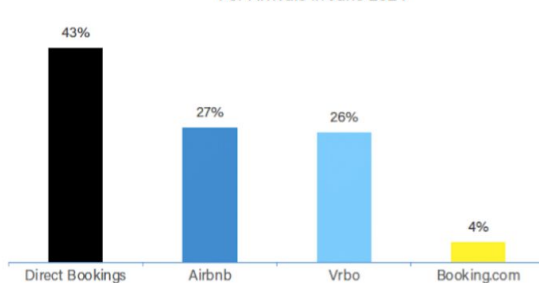
## Direct Bookings Capture a Higher Revenue Share

Amongst professional property managers on the Key Data platform, Airbnb captured the majority of reservations in June 2024, while direct bookings generated a significantly higher proportion of total revenue. While platforms like Airbnb remain important for reaching a wide audience, there is an opportunity for property owners to capture higher revenue by promoting direct bookings.

Share of U.S. Vacation Rental Reservations  
by Booking Source  
For Arrivals in June 2024



Share of U.S. Vacation Rental Revenue by  
Booking Source  
For Arrivals in June 2024



Source: KeyData, data as of July 2024

- **Direct Bookings** is a significant, growing, and often overlooked player in the STR space. - **which is why Data is important!!**

# Lesson 7: How to Stay Engaged with Emerging Trends



# Lesson 7: How to Stay Engaged with Emerging Trends



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**Breckenridge Tourism Office says summer bookings are currently down 16%, and consumer confidence continues to drop**

News | May 2, 2025

# Lesson 7: How to Stay Engaged with Emerging Trends






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## Breckenridge Tourism Office says summer bookings are cl



News | May 2, 2025

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**SIERRA TAHOE JOBS**




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### Measure T gets an ‘unconstitutional’ ruling from county court

News | Mar 13, 2025





**Eli Ramos**  
eramos@tahoeailytribune.com

SOUTH LAKE TAHOE, Calif. – After lengthy litigation on the citizen's initiative Measure T, which prohibited short-term vacation home rentals (VHRs) in residential areas, El Dorado County's Superior Court deemed that the measure's wording was unconstitutional and struck the entire measure. The city of South Lake Tahoe is now deciding whether or not to file an appeal once they receive entry of judgement.

# Lesson 7: How to Stay Engaged with Emerging Trends



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### SIERRA TAHOE JOBS

**Eli Ramos**  
eramos@tahoe-dailytribune.com

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SouthTahoeNOW.com  
Your One Stop for Lake Tahoe News & Information

News ▾ Community ▾ Fire Prevention Events ▾ Real Estate Submit Stories/Photos Jobs ▾ Advertise Donate

## Tahoe Neighborhoods Group files ex parte motion in court to stop new VHR ordinance

by Paula Peterson Tuesday, May 6, 2025 - 1:21pm

[Facebook](#) [X](#)

A scenic photograph of a lake with snow-capped mountains in the background and evergreen trees in the foreground. The text "Vacation Home Rentals" is overlaid in a large, stylized font.



# Lesson 7: How to Stay Engaged with Emerging Trends



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## Breckenridge Tourism Office says summer bookings are climbing, consumer confidence is strong



News | May 2, 2025

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## SIERRA TAHOE JOBS

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## NEWS

### Tahoe Neighborhood Group files exemption motion in court over new VHR ordinance

by Paula Peterson Tuesday, May 6, 2025 - 1:20 PM

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SHORT-TERM RENTALS

## Short-Term Rentals: Rising Recession Risks and Trump 2.0



**Saniya Zangpure**  
April 21st, 2025 at 9:27 AM EDT




# Benefits from Online Course:



*COST: ~~\$100~~ (\$50 for Utah communities - use code **UTAH50**)*

*Upon completion, you receive:*

- Digital **certificate** from USU Extension
- Digital **badge** for your LinkedIn profile
- Access to **facilitated peer-to-peer learning and networking** with other participants
- Access to an online **LinkedIn group** of other GNAR community leaders who have taken GNAR Academy courses
- 7 **Certified Maintenance** (CM) for AICP



# Thanks!

## Any Questions?



ELIZABETH SODJA  
[liz.sodja@usu.edu](mailto:liz.sodja@usu.edu)



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