

Jackson Town Council Workshop

June 17, 2019

3:00 PM

Town Council Chambers

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I. CALL TO ORDER AND ROLL CALL

- A. New Employee Introduction: Lee Rog, Street Operator

II. WORKSHOP ITEMS

- A. *The applicant requests this item be withdrawn from today's agenda.*
St. John's Medical Center / Sage Living Center Overview, Future Campus Master Plan, and Joint Comprehensive Plan Implementation Efforts (Tyler Sinclair, 30 Minutes)
- B. Town of Jackson FY2020 Budget (Larry Pardee & Kelly Thompson, 90 Minutes)

III. PROPOSED ITEMS FOR FUTURE WORKSHOPS

- A. 7/15 Bike Parks for Kids (Brian Schilling, 30 Minutes)
- B. 7/15 CenturyLink Franchise Agreement (Lea Colasuonno, 30 Minutes)
- C. 7/15 Liquor Code Update (Sandy Birdyshaw, 30 Minutes)
- D. 7/15 Parking Study Next Steps (30 Minutes)

IV. ADJOURN

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



TOWN OF JACKSON

WORKSHOP DOCUMENTATION

SUBMITTING DEPARTMENT: Planning and Building

PRESENTER: Tyler Sinclair

WORKSHOP DATE: June 17, 2019

SUBJECT: St. John's Medical Center - Sage Living Center Overview, Future Campus Master Plan and Joint Comprehensive Plan Implementation efforts

PURPOSE OF WORKSHOP ITEM

To provide Town Council with an overview of the Sage Living Center and associated capital projects to be undertaken this summer by St. John's Medical Center (St. John's). In addition, St. John's shall provide an overview of future Master Plan improvements and opportunities to coordinate and communicate with the Town on joint implementation of the many shared principles and policies of the Comprehensive Plan.

DESIRED OUTCOME

For Council to ask questions and obtain a clear understanding of this year's construction projects and to provide input on how to better coordinate and communicate with St. John's Hospital on future Master Plan improvements and shared implementation of the many shared principles and policies of the Comprehensive Plan.

BACKGROUND/ALTERNATIVES

St. John's received \$17 million from the 2017 Specific Purpose Excise Tax (SPET) vote in 2017 to design and construct a new senior living center for the community. Since that time St. John's has been working to design and permit the facility scheduled to break ground next month. The total project cost is \$45.1 million for the approximately 74,000 square foot facility. The original budget approved in the SPET election was \$35 million, with SPET covering \$17 million, the hospital's capital project budget \$9 million and the St. John's Hospital Foundation \$9 million. The increase in cost will raise the Foundation's contribution to \$19 million. Associated with this project will be the need for temporary office space to relocate the Free Clinic and one Doctor's office that will be displaced with the project. The Living Center itself is not required to receive Building Permits or approval from the Town but the temporary office space (modular) will. It is anticipated that the temporary office space will be in place for approximately 2-5 years. Representatives of St. John's will be in attendance to provide an overview of this summer's projects with an opportunity for Council to ask questions.

In addition, Town staff and St. John's would like to address the opportunity for better coordination and communication between the two agencies going forward. Specifically, how overall campus Master Planning specifically including parking will be addressed with the completion of the new Living Center and how properties such as 460 (Hitching Post) and 660 (St. John's Daycare) East Broadway Avenue currently before the Town for a rezone to Public Semi/Public zoning will be reviewed and/or approved by the Town. At a minimum staff has placed as a condition of approval on the Conditional Use Permit application for additional parking at 630 East Broadway on the evening agenda, that St. John's work with the Town to develop a Comprehensive Parking Management and Alternative Mobility Plan to be reviewed and approved by the Town in conjunction with any future applications requiring Town approval and prior to the opening of the Sage Living Center. Related to the rezone applications, staff recommends that St. John's commit to comply with all Town Planning and Building requirements to the extent permitted by law, including but not limited to review by the Town of Conditional Use Permits for any proposed development on these priorities.

More importantly staff is proposing that an outcome of the meeting would be to direct staff to work with St. John's to better understand State versus Local authority around Planning and Building issues and develop a shared commitment on how future projects should be reviewed. Furthermore, staff recommends that the two agencies discuss joint implementation of the many shared principles and policies of the Comprehensive Plan. The outcome of this process could be a Resolution signed by both the Town Council and St. John's Hospital Board of Trustees memorializing a commitment and process for better coordination and communication between the two agencies moving forward. Specifically, items that could be considered in such a Resolution would be as follows:

- Commitment by St. John's to apply for Conditional Use Permits for all future capital improvements
- Commitment by the Town and St. John's to meet annually to discuss upcoming capital, funding, mobility and other strategic planning projects
- Commitment by the Town and St. John's to meet annually or more often to discuss joint implementation of the many shared principles and policies of the Comprehensive Plan
- Commitment by the Town and St. John's to create a Capital Improvements Plan (CIP) including projects from both agencies
- Etc.

COMPREHENSIVE PLAN ALIGNMENT

St. John's Medical Center is located in Comprehensive Plan sub-area 2.6 which states as follows regarding the desired future vision for future improvements (emphasis added):

2.6: Mixed Use Office and Residential

*This TRANSITIONAL Subarea is envisioned to be a pedestrian-oriented mixed use area comprised of mixed use office or multifamily residential structures. The subarea currently contains a variety of single family residential, multifamily residential, office and institutional uses such as St. John's Hospital, the National Elk Refuge Headquarters and Town and County administrative facilities. The future development pattern should locate buildings toward the street predominantly two stories in height. **Parking should be minimized and screened from the view of the public right of way.** Office, residential and local convenience commercial should be located on the first level with residential above and behind. Some limited local convenience commercial is desirable to serve the surrounding residential areas with the goal of reducing trips outside the neighborhood. **The existing institutional uses shall remain as anchors to the local economy that provide many jobs and services to the community. The bulk, scale and intensity of the St. John's campus has always been and will continue to be of a higher intensity than the surrounding mixed use and residential neighborhoods.** Particular care and attention will be necessary to ensure a successful integration between this mixed use subarea and the adjacent Core Residential (Subarea 3.2). **Particular attention will need to be given to the location of buildings, parking, types of uses, and intensity of uses to ensure a successful transition.***

As stated in the desired future character the Town recognizes St. John's as a key institutional use in the community and that a successful transition from the institutional use and the surrounding private property be maintained moving forward.

Staff has also identified below many principles and policies from the Comprehensive Plan that could benefit through better coordination and communication to jointly address implementation between the two agencies.

Policy 4.1.e: Promote Town as a civic and governmental center

As time passes the community will continue to invest and reinvest in public facilities, including government buildings, parks and recreation, arts and cultural facilities and public art projects. Public facilities should be located to enhance Town as the community's civic and cultural center. Specifically, public amenities should

first be located in downtown Jackson, second within the Town of Jackson limits, and third within the greater Teton County. This priority is intended for public facilities with the primary function of directly serving the public, not for ancillary or support facilities.

Policy 7.1.b: Implement a Transportation Demand Management (TDM) program

A TDM program is a strategy that changes how, when and/or where people travel. As part of the communitywide integrated transportation plan, a TDM program should be implemented to increase transportation system efficiency by reducing system demand, particularly at peak commute hours, rather than increasing roadway supply. Successfully doing so will make efficient use of the current roadway system without needing to add capacity. The TDM program should provide incentives and disincentives to influence travelers to change their travel behavior in ways that reduce demand on the transportation system, thereby lessening the likelihood that the community's roads will be widened. The community will develop a TDM program that emphasizes coordination and education on mode shift opportunities, such as rideshare programs, bus pass subsidies, alternative work schedules, telecommuting options and parking management.

Policy 7.1.c: Increase the capacity for use of alternative transportation modes

Every day, residents and visitors in the valley consciously decide on their mode of travel. The Town and County will make alternative modes of travel more convenient and efficient for residents and visitors by prioritizing capacity for alternate modes with the goal of increasing the share of trips made by alternative transportation modes rather than single occupancy vehicles. Additional capacity that is created for single occupancy motor vehicles always fills up with more single occupancy motor vehicles. Conversely, if increased capacity for alternative modes is provided there will be increased usage of alternative modes. Through increased use of alternative modes automobile capacity will be freed up on our existing roadway system.

Policy 7.3.d: Review land use proposals and decisions against their transportation network impacts

A critical component of informed transportation planning is the concurrent review of transportation impacts with land use applications. As land use decisions are made that will result in transportation impacts, the Town and County should require that impacts be identified and mitigated. Development decisions will be made with an equal and concurrent consideration of both land use and transportation impacts.

Policy 8.1. dependent service providers

The Town and County will coordinate with independent service providers to quantify and understand their service delivery goals, as well as their relation to the Common Values of the community. The community will derive greater

benefit from long-term, coordinated planning efforts between the Town and County and independent service providers than would be realized through a project-by-project approach.

The Town and County will collaborate with independent service providers to identify acceptable service levels and develop standards for measuring service delivery success for the following services (listed in no particular order):

- Education,
- Utilities and infrastructure,
- Medical care,
- Child care,
- Waste management and recycling,
- Airport,
- Human services,
- Energy conservation,
- Arts, culture and community events, and

- Public transportation.

Policy 8.2.a: Coordinate the creation of a Major Capital Project List

The Town and County should coordinate with independent service providers to track major capital projects in the long term (5-year view). The Town and County and independent service providers will still maintain detailed individual Capital Improvement Plans, but the Town and County should coordinate the compilation of the individual plans to maintain a current Major Capital Project List. Maintenance of this list should ensure that new facilities are located consistently with the community's Common Values and that development approvals are consistent with the capacity of existing and planned facilities.

Policy 8.2.b: Design critical infrastructure and facilities for the peak effective population

Critical facilities, as defined by the electeds through service level planning, should be designed to provide an acceptable level of service to the peak effective population. Other facilities will be designed to accommodate average demand. Temporarily reduced service levels may occur at times of peak population; however, reductions should not produce a meaningful threat to the public safety.

STAKEHOLDER ANALYSIS

Staff finds that the stakeholders for this item are all residents and visitors to the Town of Jackson, Teton County and surrounding areas.

FISCAL IMPACT

None

STAFF IMPACT

Staff time from the Town Planning and Administrative departments would be needed to work on this effort going forward.

LEGAL ISSUES

Staff has not provided this report to the Town Attorney for review. Should Council direct staff to move forward with this item Legal research into State versus Local requirements will be necessary.

ATTACHMENTS

St. John's Medical Center Memorandum
St. John's Medical Center – Site Study

RECOMMENDATION

To direct staff to work with St. John's to determine better ways to coordinate and communicate leading to implementation of the Comprehensive Plan and capital projects to be placed in a Resolution or similar document for consideration at a future meeting.

SUGGESTED MOTION

I move to direct staff to work with St. John's Medical Center to memorialize future coordination and communication towards implementation of the Comprehensive Plan and capital projects between the Town and St. John's to be placed in a Resolution or similar document for consideration at a future meeting.

To: Town of Jackson

From: Paul Beaupre M.D., CEO St. John's Health

Re: Workshop June 17th

Dear Committee members,

I appreciate the opportunity to meet with all of you on June 17th to go over an update on the Sage Living Project and some modifications to our campus to accommodate this project. In addition I hope to give you a virtual tour of the Sage Living building.

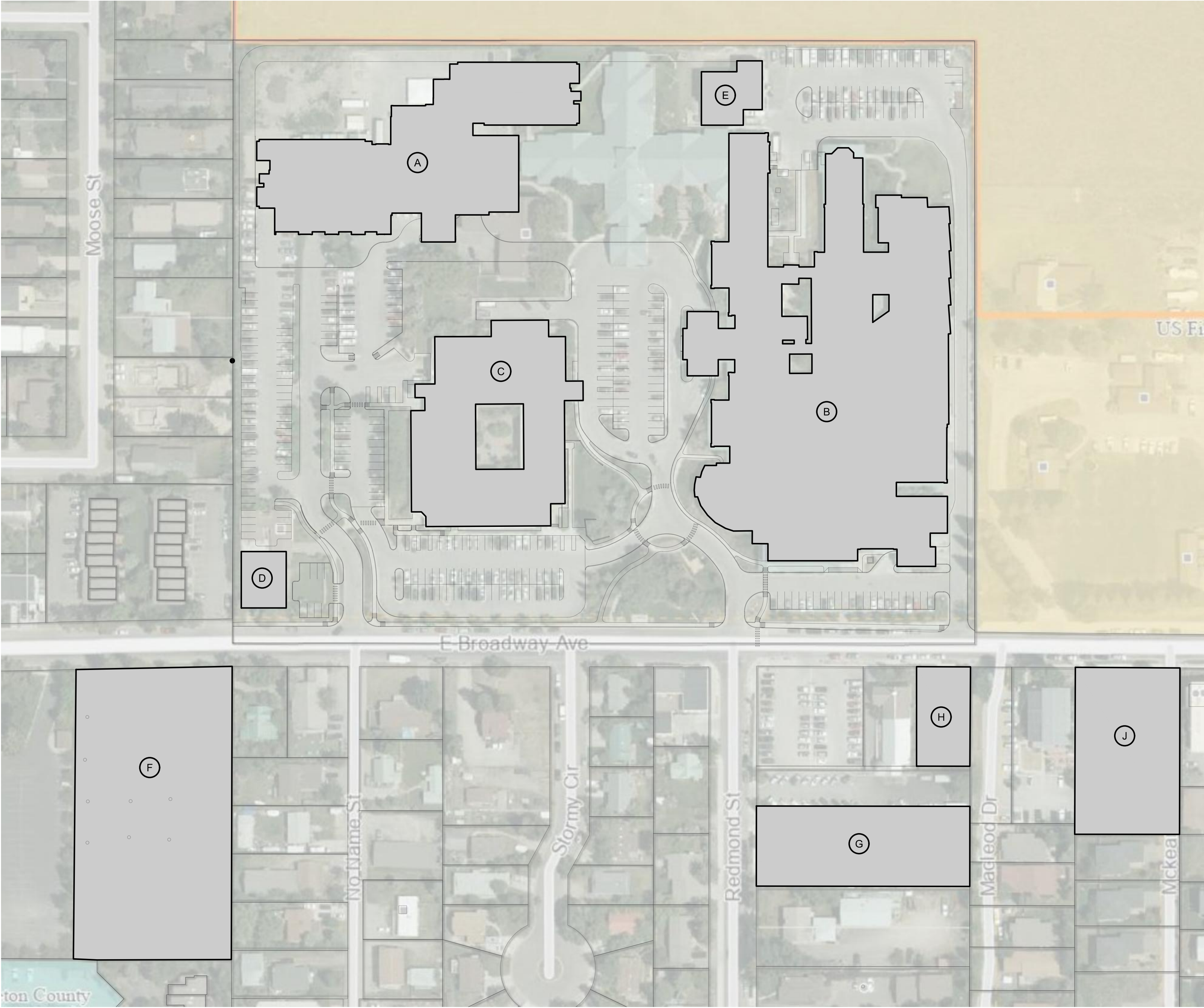
At this meeting I want to discuss long range plans for the hospital campus build out, discuss future parking considerations, and what we are thinking about for the Hitching Post.

I want to answer any of your questions and hopefully assure you that we want to work in concert with all of you to develop the hospital campus and surrounding properties to maximum benefit of our Jackson community

Respectfully Yours,

Paul Beaupre M.D.

CEO St. John's Health



1 SJMC: EXISTING AERIAL IMAGE
SP1.1 NTS

SJMC: CAMPUS AND SURROUNDING PROPERTIES LEGEND*

*DOES NOT INCLUDE ALL PROPERTIES UNDER TETON COUNTY HOSPITAL DISTRICT OWNERSHIP

- A FUTURE LIVING CENTER
- B HOSPITAL: 625 E BROADWAY
- C PROFESSIONAL OFFICE BUILDING: 555 E BROADWAY
- D FUTURE MODULAR CLINIC
- E CENTRAL ENERGY PLANT
- F HITCHING POST 460 E BROADWAY
- G SURFACE PARKING: 30 REDMOND
- H SURFACE PARKING: 630 E BROADWAY
- I
- J CHILD CARE: 660 E BROADWAY

2 SITE STUDY: SJMC CAMPUS AND SURROUNDING PROPERTIES
SP1.1 0 40' 80' 160'
SCALE: 1" = 80'

SITE STUDY: SJMC CAMPUS AND SURROUNDING PROPERTIES
ST JOHN'S MEDICAL CENTER

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6.13.2019
DRAWN BY | BENNETT
REVISIONS



TOWN OF JACKSON

WORKSHOP DOCUMENTATION

SUBMITTING DEPARTMENT: Administration

PRESENTER: Larry Pardee & Kelly Thompson

WORKSHOP DATE: June 17, 2019

SUBJECT: FY2020 Budget Discussion

PURPOSE OF WORKSHOP ITEM

The purpose of this item is for Council and Staff to finalize discussions on the draft Fiscal Year 2020 budget.

DESIRED OUTCOME

The desired outcome is for Council to review the latest updates and make any final proposed changes to staff today for final adoption during our evening Town Council meeting June 17th, 2019.

BACKGROUND/ALTERNATIVES

At the budget meeting on June 3rd, Council provided input and direction to staff and requested staff bring back additional information on a few issues for discussion at our next budget meeting. The Council additional Budget Opportunity items, Affordable and Employee Housing and any other items Council would like to provide input and direction have been provided with this staff report.

Affordable Housing

The issue for discussion is whether to retain the \$1,000,000 in supply funding in the Affordable Housing fund or place this funding in the Employee Housing Fund, a combination of both, or other options to consider. One option staff has been discussing since the last budget workshop was to potentially place this funding in the capital budget under a line item titled "Housing" in order to set the funding aside until the Council has had more time to discuss where best to allocate these funds. The below table represents estimated available affordable housing funds for allocation at both the Town and County pursuant to the requested budget.

Proposed Budget FY 19/20					
Funding Source	Balance	FY 19/20 Estimate	Total	Use	Account
Town of Jackson Unrestricted Funds	\$ 719,652	\$ 1,011,293	\$ 1,730,945	Purchase Land - CR1, CR2, CR3, NH1 - for the purpose of developing housing	ToJ Fund Balance - Restricted for Housing Supply
Town of Jackson Mitigation Fees	\$ 222,242	\$ 155,707	\$ 377,949		ToJ Exaction - Restricted for Housing Supply
Teton County General Fund	\$ 746,531	\$ 1,000,000	\$ 1,746,531		TC Fund 17 - Restricted for Housing Supply
Teton County Mitigation Fees	\$ 3,749,988	\$ 890,000	\$ 4,639,988		TC Fund 17 - Restricted for Housing Supply
JTCHA Sale of Real Estate	\$ 480,000	\$ -	\$ 480,000	Preservation Fund	JTCHA Housing Supply Program Account
Total	\$ 5,918,413	\$ 3,057,000	\$ 8,975,413		

If the Council were to place the funding in the Affordable Housing fund, the intended use of those funds for FY20 would be spelled out in the Housing Supply Plan capital projects list.

There has been Council and staff discussion about a Town of Jackson employee housing ownership project along Flat Creek on property owned by the Town of Jackson. Should staff be directed to move forward with an employee housing ownership project along Flat Creek, items that could be accomplished in FY20 would include plotting the three lots and working through the zoning process to obtain approval. With the current zoning, three separate lots each with an accessory residential unit could be built. The Council will want to take the time necessary to explore all options and whether ownership options on this parcel would be the best use of funds and the best use of the parcel or whether they want to consider a range of options that may also include platting and selling the property in order to utilize those funds to construct a Town employee ownership project in partnership with the Housing Department or another entity on another Town owned parcel.

The current FY20 recommended fund balance in the Employee Housing Fund is \$1,475,897.

	6/30/2019	6/30/2020
Town Funds	Estimate	Budget
Affordable Housing Funds		
Restricted Employee Housing	-	-
Restricted Affordable Housing	-	-
Restricted Workforce Housing	222,242	377,949
Unrestricted Funds	719,652	1,730,945
Total Affordable Housing Funds	941,894	2,108,894
Employee Housing Funds	1,141,274	1,475,897
Total Town Funds	2,083,168	3,584,791

The fund balance in the Employee Housing fund is used for unexpected repair and maintenance issues including items such as carpet replacement, painting, siding, mold remediation, roof replacement, remodeling, etc. Funds are used to master lease rental units as needed for winter START Bus employees and year-round employees. Funds are also placed in this account to accommodate future employee housing purchases or construction projects.

COMPREHENSIVE PLAN ALIGNMENT

Principle 8.1— Maintain current, coordinated service delivery. The Town and County will coordinate and collaborate with independent service providers to ensure desired life-safety, educational, social, recreational, and cultural service levels are maintained consistent with the community's Common Values. Barriers to service delivery objectives will be identified, and the Town and County will budget sufficiently to meet desired service delivery objectives.

STAKEHOLDER ANALYSIS

Stakeholders include the Town of Jackson residences, guests' visitors, business community, and public agencies. Final decision makers are the Jackson Town Council.

FISCAL IMPACT

The Town proposed budget is \$52,495,103 without interfund transfers, and if you add in interfund transfers it \$ 62,880,969.

STAFF IMPACT

Because the budget represents the priorities and workplan for the entire organization, it is no surprise that preparation and production of the budget is one of the major activities undertaken by Town government and it consumes a significant amount of staff time. A rough estimate of the total combined amount of staff time spent in preparing and producing the FY2020 budget is approximately 2250 hours.

LEGAL ISSUES

Not applicable.

ATTACHMENTS

Attached to this staff report is the latest updated Additional Budget Opportunities list.

RECOMMENDATION

Staff recommends the Council make final budget recommendations and provide any final direction to staff for adoption during evening June 17th Council regular meeting.

SUGGESTED MOTION

I move to direct staff to make any final adjustments to the FY2020 recommended budget as discussed today and present that budget for adoption during the regular June 17th evening Town Council meeting.

Council Opportunities Increase to FB					
Fund	Account	Recurring	One-Time	(Decrease to FB)	Justification
General	Training, Travel, & Meetings	40,000		(40,000)	Public Advocacy & Intergovernmental Relations - Host
General	Public Education	10,000		(10,000)	SPET & Census; more/less?
General	Salaries & Benefits	37,840	667	(38,506)	Associate Engineer
Water	Salaries & Benefits	37,840	667	(38,506)	Associate Engineer
Sewer	Salaries & Benefits	37,840	667	(38,506)	Associate Engineer
General	Salaries & Benefits	49,681	1,878	(51,559)	Facilities Maintenance Specialist
Water	Salaries & Benefits	24,840	939	(25,779)	Facilities Maintenance Specialist
Sewer	Salaries & Benefits	24,840	939	(25,779)	Facilities Maintenance Specialist
General	Professional Services	(32,500)		32,500	Reduction from added FTE
Water	Professional Services	(16,250)		16,250	Reduction from added FTE
Sewer	Professional Services	(16,250)		16,250	Reduction from added FTE
General	Salaries & Benefits	53,605		(53,605)	CSO (increase from 20 to 40 hour)
General	Revenue	(75,000)		75,000	Offsetting revenue
START Bus System	START Bus Operations	57,817		(57,817)	SV 4th run
START Bus System	Salaries & Benefits	8,649		(8,649)	1 ADA request (only includes increased benefits)
START Bus System	Teton County Grant - Operations	(36,556)		36,556	Offsetting Revenue: Teton County 55% Match
General	Town 45% Match	29,910		(29,910)	Offsetting Revenue: Town 45% Match
Capital Projects	Professional Services		125,000	(125,000)	Nexus study for revenue impact fee
Net Change in Town Wide Fund Balance:				(367,061)	

Pending Discussion Items Increase to FB					
Fund	Account	Recurring	One-Time	(Decrease to FB)	Justification
General	Insurance Claims and Premiums	86,496	1,500	(87,996)	Domestic Partner Plan Amendment
START Bus System	Insurance Claims and Premiums	25,667		(25,667)	Domestic Partner Plan Amendment
Fleet	Insurance Claims and Premiums	5,358		(5,358)	Domestic Partner Plan Amendment
Water	Insurance Claims and Premiums	6,191		(6,191)	Domestic Partner Plan Amendment
Sewer	Insurance Claims and Premiums	6,289		(6,289)	Domestic Partner Plan Amendment
START Bus System	START Bus Operations	174,728		(174,728)	Increased Green Line Summer Service
START Bus System	START Transit Contract Fares	(80,375)		80,375	Offsetting Revenue: Increased Village Partner Contributions
START Bus System	Teton County Grant - Operations	(51,894)		51,894	Offsetting Revenue: Teton County 55% Match
General	Town 45% Match	42,459		(42,459)	Offsetting Revenue: Town 45% Match
Adjust Planning Director to Community Development Director; Remove Associate Planner Backfill Position					
General	Salaries & Benefits	(250,219)		250,219	and Personnel Manager Backfill Position; adjust Principal Planning Position

Final Budget Impact				
Fund	Original Recommendation	Changes to Date	Council Opportunities	Adopted Change in Fund Balance
General	316,569	(144,084)	(116,080)	56,405
Affordable Housing	166,400	600	-	167,000
Parking Exactions	803,300	(150,000)	-	653,300
Parks Exactions	12,500	-	-	12,500
Employee Housing	339,073	(4,450)	-	334,623
Animal Care	(9,800)	-	-	(9,800)
START Bus System	(221,650)	(29,059)	(29,910)	(280,619)
Lodging Tax	-	-	-	-
Capital Projects	(2,518,505)	79,141	(125,000)	(2,564,364)
Vertical Harvest	(24,693)	-	-	(24,693)
Snow King Snow Making	(48,822)	-	-	(48,822)
2006 SPET	(84,400)	-	-	(84,400)
2010 SPET	(526,292)	-	-	(526,292)
2014 SPET	(1,030,700)	-	-	(1,030,700)
2016 SPET	(1,666,404)	(132,000)	-	(1,798,404)
2017 SPET	1,073,700	-	-	1,073,700
Water	(156,637)	60,483	(48,036)	(144,190)
Sewer	(337,476)	36,671	(48,036)	(348,841)
Employee Insurance	207,384	(66,876)	-	140,508
Fleet	(113,963)	(7,182)	-	(121,145)
Central Equipment	(225,400)	-	-	(225,400)
IT Services	147,400	-	-	147,400
Town Wide Fund Balance Change:	(3,898,416)	(356,756)	(367,061)	(4,622,233)

Items Not Approved by Council		
Wash Bay	150,000	Convert Wash Bay to Mechanic Bay if START Increase
Professional Services	50,000	OpenGov/Transparency/Citizen Engagement
Training, Travel, & Meetings	30,000	Lienz trip
Salaries & Benefits	99,379	GIS Specialist
Salaries & Benefits	77,110	Assistant Prosecuting Attorney
Salaries & Benefits	26,013	Information Coordinator