

Special Joint Information Meeting

TOWN COUNCIL & COUNTY COMMISSIONER MEETING

September 9, 2019

2:00 PM

Teton County Chambers

Chair: Natalia Macker

NOTICE: THE VIDEO AND AUDIO FOR THIS MEETING ARE STREAMED TO THE PUBLIC VIA THE INTERNET AND MOBILE DEVICES WITH VIEWS THAT ENCOMPASS ALL AREAS, PARTICIPANTS AND AUDIENCE MEMBERS. **PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING**

I. CALL TO ORDER AND ROLL CALL

II. PUBLIC COMMENT

This section of the agenda is reserved for public comment on items that are not on today's agenda.

III. CONSENT CALENDAR

All matters listed in this section are considered to be of routine nature by the governing body and will be enacted in one motion, unless it is removed from the consent calendar to be considered separately by an Elected Official. Public comment may be given on any item.

A. Meeting Minutes

1. August 5, 2019 regular JIM

B. Office of State Lands Investment Board (SLIB) Grant - Countywide Consensus Reallocation

C. Scope of Work and Contract Approval for Consultant Services for a Childcare Baseline Inventory and Needs Assessment

D. Scope of Work and Contract Approval for the Integrated Transportation Plan (ITP) Technical Update

IV. DISCUSSION/ACTION ITEMS

A. Parks & Recreation Work Plan (Steve Ashworth, 20 Minutes)

B. Letter to the Jackson Hole Travel and Tourism Board *This item will be withdrawn.*

C. 440 West Kelly Development (April Norton, 30 Minutes)

D. Ratification of Funding Formula for Jackson Hole Mountain Resort / Teton Village Association START Service (Larry Pardee/Darren Brugmann, 90 Minutes)

V. MATTERS FROM COUNCIL, COMMISSIONERS, AND STAFF

VI. PROPOSED AGENDA ITEMS FOR UPCOMING JIMs

Please note that at any point during the meeting, the Chairman or Mayor 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.

- A. 10/7 Growth Management Plan (1:00-3:00 pm)
- B. 10/7 BCC Adoption of Housing Rules (consent item)
- C. 10/7 TOJ Ordinance to Adopt Housing Rules (action item)

VII. ADJOURN

Please note that at any point during the meeting, the Chairman or Mayor 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.

SPECIAL JOINT INFORMATION PROCEEDINGS - UNAPPROVED
TOWN COUNCIL AND BOARD OF COUNTY COMMISSIONERS MEETING

AUGUST 5, 2019

JACKSON, WYOMING

The Jackson Town Council met in conjunction with the Teton County Commission in a joint information meeting (JIM) located in the County Commissioner's Chambers located at 200 S. Willow St. at 3:00 P.M. Upon roll call the following were present:

COUNTY COMMISSIONERS: Vice-Chair Greg Epstein, Mark Barron, Mark Newcomb, and Luther Propst. Natalia Macker was absent.

TOWN COUNCIL: Mayor Pete Muldoon, Hailey Morton Levinson, Arne Jorgensen, Jim Stanford, and Jonathan Schechter.

STAFF: Alyssa Watkins, Larry Pardee, Sherry Daigle, Lea Colasuonno, John Graham, Stacy Stoker, Darren Brugmann, Kristen Waters, Keith Gingery, Susan Johnson, Kristi Malone, Angela Martell, Kristen Waters, Kelly Thompson, and Shelley Fairbanks.

Public Comment. There was no public comment.

Consent Calendar. On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Barron to approve item A on the consent calendar as presented. On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to approve item A on the consent calendar as presented.

A. **Meeting Minutes.** To approve the meeting minutes as presented for the July 1, 2019 regular JIM, July 2, 2019 special JIM meeting, July 9, 2019 special JIM meeting, July 15, 2019 special JIM meeting and July 23, 2019 special JIM meeting as presented.

The vote showed all in favor and the motion carried for the County. The vote showed all in favor and the motion carried for the Town.

Affordable Workforce Housing Annual Fee Update.

Kristi Malone, Joint Planning Staff, presented to the Joint Board for consideration of approval an update to the Town and County Affordable Workforce Housing fee-in-lieu value as required annually. Pursuant to the Teton County and Town of Jackson Land Development Regulations Sec. 6.3.5.D.5:

- c. *The Board of County Commissioners/Town Council shall update the fee in-lieu amount annually, by Resolution, based on the cost of developing the required affordable workforce housing and the resale value of the required affordable workforce housing.*
- i. *The cost of development shall be provided by the Housing Director to reflect the full development cost of habitable floor area, including land and non-habitable floor area, based on recent past development.*
 - ii. *Unit sizes shall be assumed to be a). 1 Bedroom/Studio: 650 sf habitable b). 2 Bedroom: 900 sf habitable c). 3 Bedroom: 1,150 sf habitable*
 - iii. *The maximum sales and rental prices shall be as established by the Housing Department annually pursuant to the Rules and Regulations.*
 - iv. *The capitalization rate for rental units shall be assumed to be eight percent (8%).*

There was no public comment.

On behalf of the County, a motion was made by Commissioner Barron and seconded by Vice-Chair Epstein to continue this until such time that staff can get additional samples and reduce the square footage down to what we are building. Vice-Chair Epstein called for the vote. The vote showed 3-1 in favor with Commissioner Newcomb opposed and the motion carried for the County.

On behalf of the Town, a motion was made by Councilman Stanford and seconded by Councilwoman Morton Levinson to approve, by Resolution, the updated fee-in-lieu rates for affordable workforce housing required by the Town Land Development Regulations as

presented by staff, and to become effective August 5, 2019. Mayor Muldoon called for the vote. The vote showed all in favor and carried for the Town.

Ratification of Funding Formula for Jackson Hole Mountain Resort/Teton Village Association START Service.

Darren Brugmann, START Manager, presented to the Board for consideration of making a policy determination on a funding contribution methodology for service to Teton Village that would be applied to Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) for FY20 and into the future. The fundamental question is “At what level should the Town, County, Jackson Hole Mountain Resort and Teton Village Association share in the cost of the Teton Village START service?”

The meeting was recessed at 3:38pm due to technical difficulties and reconvened at 3:42pm.

Susan Mick, START Board Chair, addressed the Joint Board regarding the START Board’s recommendation for the JHMR/TVA partnership.

Public comment was given by Jack Koehler, Matt McCreedy, Jim Terry, Frank Lane, and Melissa Turley.

On behalf of the County, a motion was made by Commissioner Barron and seconded by Commissioner Newcomb to continue this item to the next available Joint Information Meeting. Vice-Chair Epstein called for the vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to continue this item to the next available Joint Information Meeting. Mayor Muldoon called for the vote. The vote showed all in favor and carried for the Town.

Letter to the Jackson Hole Travel and Tourism Board.

On behalf of the County, a motion was made by Commissioner Barron and seconded by Commissioner Newcomb to continue the TTB Letter of Recommendation to the next Joint Information Meeting. Vice-Chair Epstein called for the vote. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Stanford to continue the TTB Letter of Recommendation to the next Joint Information Meeting. Mayor Muldoon called for the vote. The vote showed all in favor and carried for the Town.

Adjourn. On behalf of the County, a motion was made by Commissioner Barron and seconded by Commissioner Newcomb to adjourn the meeting. The vote showed all in favor and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to adjourn. The vote showed all in favor and the motion carried for the Town. The meeting adjourned at 5:06pm.

minutes:sdf

TETON COUNTY

ATTEST:

Natalia D. Macker, Chairwoman

Sherry L. Daigle, County Clerk



BOARD OF COUNTY
COMMISSIONERS



TOWN
COUNCIL

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: Town of Jackson Public Works **PRESENTER:** Floren Poliseo, PW Director

MEETING DATE: September 9, 2019

SUBJECT: **Office of State Lands Investment Board County Wide Consensus Grant Reallocation**

STATEMENT/PURPOSE

The purpose of this item is to apply for reallocation of Consensus Office of State Lands Investment Board (SLIB) County Wide Consensus (CWC) Grant funds. The County and Town must jointly approve CWC project funds.

BACKGROUND/ALTERNATIVES

On June 2, 2016, SLIB increased CWC-15250 TE grant funding for Budge Drive Landslide to \$882,229. Due to subsequent 2016 SPET approval, \$846,420 remains open under the grant. Per SLIB rules, these funds are eligible for reallocation to another infrastructure project. Town has budgeted and request reallocation to the Cache Creek Tube Improvement Project. This project has already begun. The current four-year project is currently budgeted at \$3,190,000. SLIB prefers to fund infrastructure projects for which this qualifies.

COMPREHENSIVE PLAN ALIGNMENT

This project supports the Town Comprehensive Plan under Common Value #1- Ecosystem Stewardship.

- Principle 1.2: Preserve and Enhance Water and Air Quality
 - o Policy 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
 - o Policy 1.2.b: Require filtration of runoff
 - o Policy 1.2.c: Monitor and maintain water quality
 - o Strategy 1.2.S.2: Evaluate and update surface water filtration standards, focusing on developed areas near important waterbodies.

This project supports the Town Comprehensive Plan under Common Value #2- Growth Management.

- Principle 3.3: Manage growth predictably and cooperatively
- Principle 3.5: Manage local growth with a regional perspective
- Principle 4.4: Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood [negative impact – channelizing the creek takes an environmental amenity away from the public because it is no longer seen or experienced in the Town setting.]

This project supports the Town Comprehensive Plan under Common Value #3- Quality of Life.

- Principle 8.1: Maintain current, coordinated service delivery
- Principle 8.2: Coordinate the provision of infrastructure and facilities needed for service delivery

STAKEHOLDER ANALYSIS

Stakeholders include property owners and businesses along the creek, the community served by the storm sewer, the ecosystem, downstream Flat Creek communities and ecosystem, and Public Works Staff who maintain and clean the storm sewer system. Ultimately, the completed project will improve the storm sewer collection system, will incorporate stormwater pollution treatment structures and will remove the storm sewer collection main from private property.

FISCAL IMPACT

The total 4 year project budget is \$3,190,000. Town has included this amount in its 10-Year Capital Improvement Plan. The Town's approved FY2020 budget includes the \$846,420 grant reallocation. If the grant is not reallocated, Town will be required to shift and reprioritize other planned capital projects.

STAFF IMPACT

Town Finance and Public Works staff have already contributed the time necessary to complete the application. The remaining effort requires minimal staff time to apply for reallocation, as County and Town need to sign and submit application. If approved, grant administration will require approximately 2 hours of staff time per month until the project is complete.

LEGAL REVIEW

If Town and County attorneys' review is necessary, the effort required is minimal.

ATTACHMENTS

CWCBF1516 reallocation form
Application
CWC-15250 TE \$706,615 grant document
CWC-15250 TE \$175,614 grant document

RECOMMENDATION

Staff recommends County and Town apply for SLIB CWC reallocation in the amount of \$846,420.

SUGGESTED MOTION

I move to approve the SLIB CWC reallocation in the amount of \$846,420.

County Wide Consensus Block Grant Application Form

BFY15/16 Funding

JOINT RESOLUTION

We, the undersigned Teton County Board of Commissioners, hereby certify that the Board and at least seventy percent (70%) of the incorporated population within Teton County have reached agreement on the following project(s) to be funded under Chapter 26, Section 324 and in compliance with rules promulgated by the State Loan and Investment Board, Chapter 32.

County Consensus List

Priority Listing:												Available			
												\$	161,621.00		
A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	
			E + G + I	Amount of Grants, Loans, and Other types of previously secured funding	Grant #, Loan #, Other Information for Previously secured funding	Local Match If any	Local Match If any (Please provide detail)		Other Match If any (Please provide detail)	Percentage of Total Project Already Funded	C - D	Project Share requested from this consensus list	L - M	N / C	
Project Owner	Project Name	Total Estimated Project Cost	Total Funding Secured & in place								Balance of Project needing funding		Amount of Project not funded after consensus list funding request	Percentage of project not yet funded	
Town of Jackson	Budge Drive Landslide		-		CWC-15250 TE; project funded locally; move funding to 1 project						-	(846,420.00)			
Town of Jackson	Cache Creek Tube Improvement	3,190,000.00	1,053,000.00		Substitute Project	1,053,000.00	1% Local Option Tax			33.01%	2,137,000.00	846,420.00		0%	
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Page 1 Consensus Total:	\$ -	\$ -
Page 2 Consensus Total:	\$ -	
Balance after Priority Listing:	\$ 161,621.00	
Funds Available		

Funds Available

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State of Wyoming
State Loan and Investment Board
Infrastructure Financing
Application

CWC ☒ MRG ☐

Applicant: Town of Jackson Date: 8/1/2019

Mailing Address: PO Box 1687 Contact Person: Ily Thompson, Finance Direc

City: Jackson State: WY Zip: 83001

E-Mail Address: kthompson@jacksonwy.gov E-Mail Address:

Phone No.: 307-733-3932 x1150 Phone No.:

Fax No. : 307-739-0919 Population: 10,600

Applicant's Tax ID No.: 83-600069 County: Teton

Type of Entity: County ☐ Joint Powers Board ☐ Municipality ☒ Special District ☐

Other (Explain)

Population of Applicant: 10,600 Total Population Served By Project (Directly/Indirectly): 23,000

Percentage of applicant's population directly served by the project: 100%

Applicant's submitting multiple applications must establish priority ranking: Priority # N/A of N/A

Name of Project: Cache Creek Tube Improvement Project

Project Schedule (Includes Planning, Design, and Construction): Start Date: 7/1/2019 End Date: #####

List all funding sources for the project other than current request:

Funding Source (If approved, list grant/loan #)	Amount	Status		Amount Expended
		Pending	Approved	
1% Local Option Tax	\$1,053,000.00		X	\$0.00
Total	\$1,053,000.00			\$0.00

Amount of Funds Requested: \$846,420.00

Estimated Total Project Cost: \$3,190,000.00

Balance of Project Incomplete: \$3,190,000.00

Estimated reimbursement Rate: 27%

(Final Reimbursement Rate is Determined by Board Approved Amount)

Name of Project	Cache Creek Tube Improvement Project
------------------------	--------------------------------------

Yes	No
	X

Yes	No
	X

Yes	No
	X

Yes	No
	X

Yes	No
	X

Yes	No
	X

Town of Jackson will try to apply this to future phases of the project, but may be required to reprioritize its 10-Year Capital Improvement Plan, thereby delaying other scheduled capital projects into future fiscal years.

Town will be required to reprioritize its 10-Year Capital Improvement Plan, thereby delaying other scheduled capital projects into future fiscal years. 1% Local Option Tax will fund any match and additional funding required.

The project is currently phased over three years. We have designed and budgeted at a minimum scale to provide water conveyance for the next fifty years.

I certify that I am authorized to sign this application on behalf of our governing body, and the applicant will comply with all appropriate requirements if approved. To the best of my knowledge and belief, the information in this application is true and correct. I understand the State may review any relevant documents of instruments relating to the analysis of this application.

Name and Title (typed)

Signature _____ Date _____

Name and Title of Contact Person

Phone No.	E-mail
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SUBMISSION REQUIREMENTS: ALL DOCUMENTS MUST BE PRINTED ON 8 1/2 X 14 (LEGAL) SIZE PAPER. **OFFICE OF STATE LANDS AND INVESTMENTS. ATTN: GRANTS AND LOANS DEPARTMENT. HERSHEY BUILDING 3rd WEST. 122 WEST 25th CWC** - Submit one (1) original Application and one (1) original Joint Resolution Form
MRG - Submit one (1) original and two (2) copies of Checklist, Application, Project Narrative, and Supporting Documentation.

Name of Project: Cache Creek Tube Improvement Project

Project Narrative: Provide a brief description of the project and why applicant needs the project. Narrative must include applicable items listed in the instructions for completing the Application Form. (Attach additional pages for project description if needed, **must be legal size.**)

Number of Attached Pages: _____
Cache Creek Tube Improvement Project

Summary: This project includes updating the half-mile tube that runs under downtown Jackson to protect and improve stormwater quality prior to its entering Flat Creek, as well as preventing uncontrolled and untreated discharge of potentially polluted run-off into Flat Creek.

Background: The project consists of removing and replacing a very eclectic, old, and obsolete collection and conveyance system of Cache Creek and stormwater drainage entering it. The system runs from the east end of town, underground through downtown, and discharges to Flat Creek northwest of downtown. The system is made up of many different types and sizes of culverts which convey the Cache Creek waters through Town.

- Goals:
1. We currently have very few options to clean and/or repair the existing system, it is old and many sections currently run under buildings, complicating our ability to perform any type of best practices for managing and replacing the assets. The project would construct the Tube outside of private properties to increase accessibility and regular maintenance.
 2. There are many points where untreated stormwater drainage enters the Cache Creek conveyance system, and new treatment units would be installed at targeted locations along the Tube to improve the water quality discharged into Flat Creek.

Justification: On the basis of the Town's stated Mission, it would be irresponsible for the Town to not address this challenge/opportunity. Additionally, the Town/County Comprehensive Plan includes efforts to achieve higher water quality. This project helps address Comp. Plan Common Value 1. Ecosystem Stewardship:
-Principal 1.2 Preserve and enhance water and air quality: "Clean water and air are the most basic requirements of a healthy ecosystem and community. The high water and air quality of Jackson and Teton County are important to the ecosystem and scenic beauty that residents and visitors enjoy. Stewardship of water bodies, wetlands, riparian areas, and air is important to sustain healthy populations of native species and for the health and safety of the human community."
-Policy 1.2.b: "Require filtration of runoff," and "In cases where natural filtration systems such as wetlands, floodplains and riparian areas cannot effectively protect surface water quality, best management practices should be employed to enhance the function of natural systems. Land development causes changes to the natural quantity and quality of storm water that drains into the area's water bodies. The Town and County will promote innovative storm water and snowmelt collection, storage, and diversion systems to reduce the amount of sediment and pollution entering our local water bodies. This is especially applicable in developed areas along waterways such as Flat Creek, Cache Creek and Fish Creek."

Funding:
This funding request represents 79% of the FY20 budgeted phase of the project, and 26% of the total (3-year planned) project cost. A 1% Local Option Tax will fund any match and additional funding required. The Local Option Tax is currently approved in the amount of the remaining 74% of total project cost, and none has yet been expended. If not awarded this grant, additional funding will come from the Town's capital budget and will require reprioritizing its 10-Year Capital Improvement Plan, thereby delaying other scheduled capital projects into future fiscal years.

STATE OF WYOMING
STATE LOAN AND INVESTMENT BOARD

Grant Agreement

1. **Parties.** The parties to this Agreement are the Wyoming Office of State Lands and Investments (Office of State Lands), whose address is 122 West 25th Street, Cheyenne, Wyoming, 82001, and the grant recipient, Town of Jackson (Grantee), whose address is P.O. Box 1687, Jackson, WY 83001.
2. **Purpose of Agreement.** On February 5, 2015, the State Loan and Investment Board (SLIB) approved a grant from Chapter 32, Capital Improvement Projects-Countywide Consensus List Awards, up to the amount of Seven Hundred Six Thousand, Six Hundred Fifteen Dollars and 00/100 (\$706,615.00), to be used for the following SLIB-approved project:

Budge Drive Landslide

The Office of State Lands administers these types of grants. For the above-named project, this agreement shall set out the grant conditions and instructions on how the Office of State Lands will disburse funds for the project.

Additionally, and although not a condition to receiving grant funding under this agreement, the Office of State Lands highly recommends that the governing body of the Grantee attend "Board Training" and keep in contact with the Wyoming Association of Rural Water Systems and/or the Wyoming Association of Municipalities.

3. **Term of Agreement and Required Approvals.** This agreement is effective when all parties have executed it March 11, 2015.
4. **Responsibilities of Grantee.** The Grantee agrees:
 - A. Grantee shall comply with the special conditions set out on Attachment A to this Agreement and incorporated herein by reference.
 - B. The granted funds are to be spent only for the described purpose or project in the submitted application, and for no other purpose or project.
 - C. Requests for disbursements of funds shall be supported by adequate proof submitted by the Grantee showing that such obligations have

been incurred for the purpose for which the grant was made, and are then due and owing.

- D. The Grantee will establish and maintain sufficient internal controls to ensure that grant funds are spent in accordance with this agreement, SLIB rules, and all other state and federal laws.
- E. If any of the granted funds are not utilized for the above-described project or purpose, the Grantee shall repay such funds immediately to the SLIB. The Grantee further agrees to provide the Office of State Lands, upon request, a full and complete accounting as to the use and distribution of the granted funds; said accounting to be done in accordance with generally accepted accounting principles and shall be provided to the SLIB within a reasonable time.
- F. The Office of State Lands, or another approved designee of the SLIB, may perform an audit or examination of the books and records of the grant at any time and without notice, and that the SLIB or its designee may at any time without notice perform on-site visits and inspections of the project being funded.
- G. The Grantee shall comply with all applicable state and federal laws, rules, and regulations, including compliance with the provisions of Wyo. Stat. § 16-6-1001, Article 10, *Capital Construction Projects Temporary Restrictions*, if receiving funding from Chapter 32 Capital Improvement Projects-Countywide Consensus List Awards.

5. Responsibilities of the Office. The Office of State Lands agrees:

- A. To furnish granted funds only as needed to discharge obligations incurred by the Grantee for its approved project, provided that the obligations incurred are eligible for funding under SLIB Chapter 32 rules, under this agreement and other state law, and provided further that the Grantee is in compliance with this agreement, SLIB rules, and all other state and federal laws.

6. Special Provisions.

- A. To request reimbursement for eligible expenditures, a Grant Draft Request (GDR) form must be completed, and submitted (original signatures required) with a copy of each invoice detailing the expenditures, the SLIB share, and SLIB share of Engineering.
 - (i) All GDR forms must be signed by your authorized signatories. By submission of a GDR, the Grantee hereby warrants that the signatories of the grant draft request form are authorized to sign on behalf of the Grantee. It always remains the responsibility of

the Grantee for ensuring that grant funds are spent in accordance with this agreement, and state and federal law.

- (ii) An electronic copy of the GDR form (with or without formulas) is available on our web site, by going to <http://lands.wyo.gov>, clicking on Grants & Loans in the top menu bar, going to "Mineral Royalty Grants" and clicking on "Grant Draft Request". Then, a "File Download" menu will appear—click on Save, and be sure to note where the file is saved. Open the file that you just saved, click on the tab you would like to view or work with, such as Example GDR with formulas, GDR with Formulas, or GDR without Formulas.
- (iii) The Office of State Lands recommends using the GDR with Formulas, to automatically calculate the SLIB Amount for each invoice. Update the form with the following information:

Grant NO.: CWC-15250 TE.
SLIB: 100%
LOCAL: 0%
Requested By: Town of Jackson
Project Description: Budge Drive Landslide
Amount of Funds Approved for Project: \$706,615.00
Amount of Engineering Approved for Project should be: \$141,323.00

In addition, update the following at the bottom of the form:

Type the Name & Title for the By Signature
Type the Name & Title for the Attest Signature
Type the Name of the Contact Person
Type the Phone number of the contact person
Type the e-mail address of the contact person

Print on Legal paper (11" x 14"), attach the invoices in the order they appear on the GDR, original signatures are required.

- (iv) Upon receipt, the Office of State Lands will review for accuracy, eligibility, and submit for processing. Payments will be issued directly from the Wyoming State Auditor's office, typically on Monday and Thursday of each week.
- (v) To verify a payment, use the on-line payment search at http://sao.state.wy.us/EFT_Search_page.htm, on the State Auditor's website, by selecting "Vendor Payments Search" and entering as much information as possible. (The Office of State Lands is linked to Dept 060, you are the vendor, the Document will begin with the Grant number), click "Submit." Once you

have the results, you can click on the titles at the top of the page to sort by column.

- B. Disbursement requests submitted will be paid by percentage only, and not paid in full. The percentage of payment is based on the amount approved by the SLIB as a percentage of the total eligible project cost given in the application. The SLIB's disbursement percentage for this project is 100%.
- C. According to Chapter 32, Section 4(b)(iii), the maximum amount reimbursable for engineering costs is limited to 20% of the grant amount approved, if applicable \$141,323.00.
- D. If the SLIB provides additional funding for this project, the Office of State Lands will recalculate the disbursement percentage and will make disbursements based upon that percentage. The Office of State Lands will allow additional payments to bring the SLIB's disbursement percentage to the current percentage approved by the SLIB.
- E. For questions about the form, reimbursement process, or eligible items please contact Dawn Karban (dawn.karban1@wyo.gov or 307-777-7309) Cori Phelps (cori.phelps@wyo.gov or 307-777-7453).

7. **General Provisions.**

- A. **Amendments.** Any changes, modifications, revisions, or amendments to this Agreement which are mutually agreed upon by the parties shall be incorporated by written instrument, executed and signed by all parties to this Agreement.
- B. **Applicable Law/Venue.** The construction, interpretation, and enforcement of this Agreement shall be governed by the laws of the State of Wyoming. The Courts of the State of Wyoming shall have jurisdiction over this Agreement and the parties, and the venue shall be the First Judicial District, Laramie County, Wyoming.
- C. **Assignment/Contract Not Used as Collateral.** Neither party shall assign or otherwise transfer any of the rights or delegate any of the duties set out in this Agreement without the prior written consent of the other party. The Grantee shall not use this Agreement, or any portion thereof for collateral for any financial obligation.
- D. **Audit/Access to Records.** The Office of State Lands and its representatives shall have access to any books, documents, papers, electronic data and records of the Grantee which are pertinent to this Agreement.

- E. Compliance with Laws.** The Grantee shall keep informed of and comply with all applicable federal, state, and local laws and regulations in the performance of this Agreement.
- F. Entirety of Agreement.** This Agreement, consisting of seven (7) pages and Attachment A, one (1) page, represents the entire and integrated Agreement between the parties and supersedes all prior negotiations, representations, and agreements, whether written or oral.
- G. Force Majeure.** Neither party shall be liable for failure to perform under this Agreement if such failure to perform arises out of causes completely beyond the control and without the fault or negligence of the nonperforming party. Such causes may include, but are not limited to, acts of God, fires, floods, epidemics, quarantine restrictions, freight embargoes, and unusually severe weather. This provision shall become effective only if the party failing to perform immediately notifies the other party of the extent and nature of the problem, limits delay in performance to that required by the event, and takes all reasonable steps to minimize delays. This provision shall not be effective unless the failure to perform is beyond the control and without the fault or negligence of the nonperforming party.
- H. Indemnification.** Each party to this Agreement shall assume the risk of any liability arising from its own conduct. Neither party agrees to insure, defend or indemnify the other.
- I. Severability.** Should any portion of this Agreement be judicially determined to be illegal or unenforceable, the remainder of the Agreement shall continue in full force and effect, and the parties may renegotiate the terms affected by the severance.
- J. Sovereign Immunity.** The State of Wyoming, the SLIB, and the Office of State Lands do not waive sovereign immunity by entering into this Agreement and specifically retain all immunities and defenses available to them as sovereigns pursuant to Wyo. Stat. § 1-39-104(a) and all other applicable law. Designations of venue, choice of law, enforcement actions, and similar provisions should not be construed as a waiver of sovereign immunity. The parties agree that any ambiguity in this Agreement shall not be strictly construed, either against or for either party, except that any ambiguity as to sovereign immunity shall be construed in favor of sovereign immunity.
- K. Third Party Beneficiary Rights.** The parties do not intend to create in any other individual or entity the status of third party beneficiary, and this Agreement shall not be construed so as to create such status. The rights, duties, and obligations contained in this

Agreement shall operate only between the parties to this Agreement and shall inure solely to the benefit of the parties to this Agreement. The provisions of this Agreement are intended only to assist the parties in determining and performing their obligations under this Agreement.

- L. **Titles Not Controlling.** Titles of sections and subsections are for reference only and shall not be used to construe the language in this Agreement.

THE REMAINDER OF THIS PAGE WAS INTENTIONALLY LEFT BLANK.

8. **Signatures.** The parties to this Agreement, either personally or through their duly authorized representatives, have executed this Agreement on the dates set out below, and certify that they have read, understood, and agreed to the terms and conditions of this Agreement.

The signatory for the Grantee also hereby certifies that he or she is authorized to sign this Agreement on behalf of the Grantee and bind the Grantee to the terms herein.

The effective date of this Agreement is the date of the signature last affixed to this page.

WYOMING OFFICE OF STATE LANDS AND INVESTMENTS:

Bridget Hill
Bridget Hill, Director

3/11/15
Date

GRANTEE:

Town of Jackson

Sara Flitner
(Name and Title) Sara Flitner, Mayor

2/24/15
Date

ATTORNEY GENERAL'S OFFICE: APPROVAL AS TO FORM

Megan Nicholas
Megan Nicholas, Assistant Attorney General

3/9/15
Date

STATE OF WYOMING
STATE LOAN AND INVESTMENT BOARD

**Grant Agreement
Attachment A**

Detailed below are the special conditions the Grantee must meet prior to funds being disbursed:

none

The Grantee shall complete a *Certification Statement* and submit it to the Office of State Lands as soon as possible upon entering into this agreement.

This form can be found on the Office's website by going to <http://lands.state.wy.us>, then clicking on "Grants & Loans", under "Qualifications", then clicking on "Contractors & Design Firms Certification".

The Certification must be submitted prior to submitting the first Grant Draft Request (GDR) or with the first GDR. The Office of State Lands must receive the certification before any GDRs can be reviewed and processed. In addition, the Grantee must reference which grants the completed certification is referencing.

For questions about the Certification, please contact Dawn Karban (dawn.karban1@wyo.gov or 307-777-7309) or Cori Phelps (cori.phelps@wyo.gov or 307-777-7453).

STATE OF WYOMING
STATE LOAN AND INVESTMENT BOARD

Grant Agreement

1. **Parties.** The parties to this Agreement are the Wyoming Office of State Lands and Investments (Office of State Lands), whose address is 122 West 25th Street, Cheyenne, Wyoming, 82001, and the grant recipient, Town of Jackson (Grantee), whose address is P.O. Box 1687, Jackson, WY 83001.
2. **Purpose of Agreement.** On June 2, 2016, the State Loan and Investment Board (SLIB) approved a grant from Chapter 32, Capital Improvement Projects-Countywide Consensus List Awards, up to the amount of One Hundred Seventy Five Thousand Six Hundred Fourteen Dollars and 00/100 (\$175,614.00), to be used for the following SLIB-approved project:

Budge Drive Landslide (West Broadway Landslide) (Increase)

The Office of State Lands administers these types of grants. For the above-named project, this agreement shall set out the grant conditions and instructions on how the Office of State Lands will disburse funds for the project.

Additionally, and although not a condition to receiving grant funding under this agreement, the Office of State Lands highly recommends that the governing body of the Grantee attend "Board Training" and keep in contact with the Wyoming Association of Rural Water Systems and/or the Wyoming Association of Municipalities.

3. **Term of Agreement and Required Approvals.** This agreement is effective when all parties have executed it October 10, 2016.
4. **Responsibilities of Grantee.** The Grantee agrees:
 - A. Grantee shall comply with the special conditions set out on Attachment A to this Agreement and incorporated herein by reference.
 - B. The granted funds are to be spent only for the described purpose or project in the submitted application, and for no other purpose or project.
 - C. Requests for disbursements of funds shall be supported by adequate proof submitted by the Grantee showing that such obligations have been incurred for the purpose for which the grant was made, and are then due and owing.

- D. The Grantee will establish and maintain sufficient internal controls to ensure that grant funds are spent in accordance with this agreement, SLIB rules, and all other state and federal laws.
- E. If any of the granted funds are not utilized for the above-described project or purpose, the Grantee shall repay such funds immediately to the SLIB. The Grantee further agrees to provide the Office of State Lands, upon request, a full and complete accounting as to the use and distribution of the granted funds; said accounting to be done in accordance with generally accepted accounting principles and shall be provided to the SLIB within a reasonable time.
- F. The Office of State Lands, or another approved designee of the SLIB, may perform an audit or examination of the books and records of the grant at any time and without notice, and that the SLIB or its designee may at any time without notice perform on-site visits and inspections of the project being funded.
- G. The Grantee shall comply with all applicable state and federal laws, rules, and regulations, including compliance with the provisions of Wyo. Stat. § 16-6-1001, Article 10, *Capital Construction Projects Temporary Restrictions*, if receiving funding from Chapter 32 Capital Improvement Projects-Countywide Consensus List Awards.

5. **Responsibilities of the Office.** The Office of State Lands agrees:

- A. To furnish granted funds only as needed to discharge obligations incurred by the Grantee for its approved project, provided that the obligations incurred are eligible for funding under SLIB Chapter 32 rules, under this agreement and other state law, and provided further that the Grantee is in compliance with this agreement, SLIB rules, and all other state and federal laws.

6. **Special Provisions.**

- A. To request reimbursement for eligible expenditures, a Grant Draft Request (GDR) form must be completed, and submitted (original signatures required) with a copy of each invoice detailing the expenditures, the SLIB share, and SLIB share of Engineering.
 - (i) All GDR forms must be signed by your authorized signatories. By submission of a GDR, the Grantee hereby warrants that the signatories of the grant draft request form are authorized to sign on behalf of the Grantee. It always remains the responsibility of the Grantee for ensuring that grant funds are spent in accordance with this agreement, and state and federal law.

- (ii) An electronic copy of the GDR form (with or without formulas) is available on our web site, by going to <http://lands.wyo.gov>, clicking on Grants & Loans in the top menu bar, going to "Countywide Consensus Grants" and clicking on "Grant Draft Request". Then, a "File Download" menu will appear—click on Save, and be sure to note where the file is saved. Open the file that you just saved, click on the tab you would like to view or work with, such as Example GDR with formulas, GDR with Formulas, or GDR without Formulas.
- (iii) The Office of State Lands recommends using the GDR with Formulas, to automatically calculate the SLIB Amount for each invoice. Update the form with the following information:

Grant NO.: CWC-15250 TE.

SLIB: 100%

LOCAL: 0%

Requested By: Town of Jackson

Project Description: Budge Drive Landslide (West Broadway Landslide) (Increase)

Amount of Funds Approved for Project: \$175,614.00

Amount of Engineering Approved for Project should be: \$35,122.80

In addition, update the following at the bottom of the form:

Type the Name & Title for the By Signature

Type the Name & Title for the Attest Signature

Type the Name of the Contact Person

Type the Phone number of the contact person

Type the e-mail address of the contact person

Print on Legal paper (11" x 14"), attach the invoices in the order they appear on the GDR, original signatures are required.

- (iv) Upon receipt, the Office of State Lands will review for accuracy, eligibility, and submit for processing. Payments will be issued directly from the Wyoming State Auditor's office, typically on Monday and Thursday of each week.
- (v) To verify a payment, use the on-line payment search at http://sao.state.wy.us/EFT_Search_page.htm, on the State Auditor's website, by selecting "Vendor Payments Search" and entering as much information as possible. (The Office of State Lands is linked to Dept 060, you are the vendor, the Document will begin with the Grant number), click "Submit." Once you have the results, you can click on the titles at the top of the page to sort by column.

- B. Disbursement requests submitted will be paid by percentage only, and not paid in full. The percentage of payment is based on the amount approved by the SLIB as a percentage of the total eligible project cost given in the application. The SLIB's disbursement percentage for this project is 100%.
- C. According to Chapter 32, Section 4(b)(iii), the maximum amount reimbursable for engineering costs is limited to 20% of the grant amount approved, if applicable \$35,122.80.
- D. If the SLIB provides additional funding for this project, the Office of State Lands will recalculate the disbursement percentage and will make disbursements based upon that percentage. The Office of State Lands will allow additional payments to bring the SLIB's disbursement percentage to the current percentage approved by the SLIB.
- E. For questions about the form, reimbursement process, or eligible items please contact Dawn Karban (dawn.karban1@wyo.gov or 307-777-7309) Cori Phelps (cori.phelps@wyo.gov or 307-777-7453).

7. **General Provisions.**

- A. **Amendments.** Any changes, modifications, revisions, or amendments to this Agreement which are mutually agreed upon by the parties shall be incorporated by written instrument, executed and signed by all parties to this Agreement.
- B. **Applicable Law/Venue.** The construction, interpretation, and enforcement of this Agreement shall be governed by the laws of the State of Wyoming. The Courts of the State of Wyoming shall have jurisdiction over this Agreement and the parties, and the venue shall be the First Judicial District, Laramie County, Wyoming.
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The signatory for the Grantee also hereby certifies that he or she is authorized to sign this Agreement on behalf of the Grantee and bind the Grantee to the terms herein.

The effective date of this Agreement is the date of the signature last affixed to this page.

WYOMING OFFICE OF STATE LANDS AND INVESTMENTS:

Bridget Hill
Bridget Hill, Director

10/10/16
Date

GRANTEE:

Town of Jackson

[Signature]
(Name and Title) MAYOR SARA FLINER



6-20-2016
Date

ATTEST: Sandra P Birdyshaw

SANDRA P BIRDYSHAW, TOWN CLERK

ATTORNEY GENERAL'S OFFICE: APPROVAL AS TO FORM

Megan Nicholas
Megan Nicholas, Assistant Attorney General

9/12/16
Date

STATE OF WYOMING
STATE LOAN AND INVESTMENT BOARD

**Grant Agreement
Attachment A**

Detailed below are the special conditions the Grantee must meet prior to funds being disbursed:

The Grantee shall complete a *Certification Statement* and submit it to the Office of State Lands as soon as possible upon entering into this agreement.

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JOINT INFORMATION MEETING TOWN OF JACKSON & TETON COUNTY AGENDA DOCUMENTATION

PREPARATION DATE: September 3, 2019
MEETING DATE: September 9, 2019

SUBMITTING DEPARTMENT: Community Development
DEPT DIRECTORS: Tyler Sinclair
PRESENTER: Tyler Sinclair

SUBJECT: Childcare Baseline Inventory and Needs Assessment Scope of Work and Consultant Recommendation - C19-004

PURPOSE/REQUESTED ACTION

To approve OPS Strategies as consultant for the Childcare Baseline Inventory and Needs Assessment and to execute the contract with scope of work and timeline to commence this project.

BACKGROUND

The Town of Jackson and Teton County intend to enter into a contract with a consultant to develop and complete an inventory of existing childcare facilities and develop an actionable Childcare Needs Assessment for early childhood care in the community.

The Town Council and Teton County Board of County Commissioners directed staff to release a Request for Qualifications (attached to this report) to complete a Childcare Baseline Inventory and Needs Assessment. The purpose of this work is to better understand the current supply and demand of and need for early childcare facilities in the community and provide a projection of future demand.

STAFF ANALYSIS

The Town/County received one response to the RFQ before the September 2, 2019 deadline from OPS Strategies, which is attached to this staff report. The response includes three main tasks as part of the work plan:

- Task One: Compilation of Existing Bulk Data
- Task Two (Optional): Survey of Providers and Need
- Task Three: Report

The Community Development Director recommends that the Town Council and Board of County Commissioners retain OPS Strategies for all three tasks. Inclusion of Task Two: Survey of Providers and

Need, while optional, will provide a more nuanced and granular view of childcare needs in Teton County that will be relevant for next steps which are to be determined but which may include action items such as a Community Action Plan and/or working groups comprised of important community stakeholders identified by the Childcare Baseline Inventory.

FISCAL IMPACT

The Childcare Baseline Inventory as proposed will cost the Town and the County \$13,750.00 which is an increase of \$8,750.00 beyond what was originally estimated. The total project cost would be split 50/50 between the Town and County or \$6,875.00 each. Staff notes that there have been preliminary conversations with potential community partners who may choose to support/fund the project as well. Should additional funding be secured the total project cost would be reduced to the Town and County equally.

STAFF IMPACT

It is anticipated that staff from the Town Community Development Department and County Administration Department would be responsible for leading this project.

LEGAL REVIEW

Town Attorney will review the standard Town Professional Services contract and attachments prior to execution by the Mayor.

ATTACHMENTS

OPS Strategies Submission
RFQ Childcare Baseline Inventory and Needs Assessment

RECOMMENDATION

Staff recommends **approval** of OPS Strategies as consultant for the Childcare Baseline Inventory and Needs Assessment and to execute the contract with scope of work and timeline to commence this project as proposed.

SUGGESTED MOTIONS

County

I move to approve a Scope of Work dated September 2, 2019 with OPS Strategies for the completion of the Childcare Baseline Inventory and Needs Assessment and agree to reimburse the Town of Jackson for 50% of the fixed-fee, not-to-exceed amount of \$6,875.

Town

I move to authorize the Mayor to execute a Professional Services Contract between the Town and OPS Strategies with a fixed-fee, not-to-exceed amount of \$13,750.00 for the completion of the Childcare Baseline Inventory and Needs Assessment, subject to any final review and approval by the Town Attorney.



September 2, 2019

19-33-1

Town of Jackson Planning & Building Department
Via email: tstolte@jacksonwy.gov

ATTN: Tiffany Stolte, Office Manager

RE: Childcare Baseline Inventory and Needs Assessment

Thank you for the invitation to provide this proposal for a Childcare Baseline Inventory for the Town of Jackson and Teton County. As a local community planner, father of a 2 and 5-year old, and owner of an infant daycare, I know many of the childcare challenges facing the community and have relationships with the key partners. Affordable, convenient, quality childcare and early childhood education is a crucial piece of a strong community character and quality of life. A childcare baseline inventory is about organizing existing data, filling data gaps, in order to identifying actions to fill service gaps. I applaud the Town and County for this step and would be honored to provide my expertise.

SUBMITTING ENTITY

Alex Norton, Principal
OPS Strategies, LLC
PO Box 1349
Jackson, WY 83001
alex@opsstrategies.com
307-690-9892

WORK PLAN AND FEE

The overall objective of the baseline inventory is to document supply and demand of childcare services across various sectors of the community in order to identify strengths, weaknesses, opportunities, and threats. There are many sources of data on childcare for children ages 0-6. The work plan will focus on compiling that data, which can be supplemented by additional interviews and surveys of individual care providers and parents in need of care.

TASK 1. COMPILATION OF EXISTING BULK DATA

The first task will be to work with key partners such as Wyoming Department of Family Services (DFS), Teton County Public Health, and Teton County School District #1 (TCSD #1) to compile available bulk data regarding childcare supply and demand. Examples of existing bulk data are: Census data, categorized lists of licensed facilities from DFS, pre-K programming statistics from TCSD #1, statistics on number of dependents age 0-6 covered by insurance at large employers, and findings in existing studies such as the Community Health Needs Assessment. The available data will also be supplemented by a simple survey distributed to large employers, family support groups, and care providers to gain as much information as possible about childcare needs and services provided.

- Deliverables:
 - o Survey/questionnaire
 - o Data tables
- Schedule: October 2019
- Fee: \$3,125

TASK 2. SURVEY OF PROVIDERS AND NEED (OPTIONAL)

To get a more accurate accounting of childcare inventory and need, the Town and County could supplement existing data with data compiled specifically for this baseline. This data would get more directly at cost, hours of operation, impediments, and child demographics. For example, in addition to the bulk data indicating an expansion or contraction of service, interviews would provide an explanation. This data would also have wider scope, looking at unlicensed facilities, nanny-shares, and other types of childcare that are not directly captured in the bulk data. The method for obtaining the data will be through a series of interviews with key partners and individual providers. The task will also include a more robust survey of needs that would be distributed in English and Spanish to families of those who work in the community.

- Deliverables:
 - o Up to 30 interviews with individual providers or key partners
 - o Needs survey of families
- Schedule: October/November 2019
- Fee: \$8,750

TASK 3. REPORT

The data compiled in Task 1, and potentially collected in Task 2, will be organized into a report that lists and categorizes all identified childcare services. In addition to describing supply as it exists today, trends will also be identified to the extent possible. Demand will be categorized on the same criteria as supply for easy analysis of service gaps. The criteria will include facility type (licensed, unlicensed, nanny-share, sitter, etc.), hours of operation, cost, child age range, staffing, waitlist, childcare location, size, curriculum, and location of child's home. Supply and demand will be compared to identify the strengths and weakness in current provision. Service provision gaps will be analyzed for opportunities and threats. Finally, the report will include actions to capitalize on opportunities and mitigate threats.

- Deliverables:
 - o Report
- Schedule: November 2019
- Fee: \$1,875

PERSONNEL

Alex Norton's resume is attached. Alex is the sole employee of OPS Strategies and will not be employing any subconsultants to complete the proposed work plan.

EXPERIENCE

OPS Strategies has extensive experience in quantitative and qualitative research and report preparation. OPS Strategies is extremely familiar with local data and data sources, and has existing contacts and relationships throughout the community in general, as well as specifically within the childcare community. Specific examples of relevant OPS Strategies experience are listed below.

LARAMIE COUNTY SCHOOL DISTRICT #1 ENROLLMENT PROJECTIONS

OPS Strategies analyzed school enrollment data to develop a best available method for projecting future enrollment 1, 5, and 10 years in the future. OPS Strategies not only looked at past enrollment data, but also compiled birth data as well as other economic and physical development data to determine what direct or indirect measures are the most predictive of future enrollment. The results were presented in a report and presentation to the Wyoming School Facilities Commission as part of the process of determining the appropriate method by which Laramie #1 will plan for future capacity needs. OPS Strategies was responsible for all data compilation, analysis, and presentation.

Reference: Dan Odasz, Plan One Architects | 307-587-8646 | dodasz@planone.com

Mr. Odasz is the consultant leading the capacity planning for Laramie County School District #1. The enrollment projections described above were completed for Mr. Odasz as part of the larger planning effort.

TETON TINY TOTS

Teton Tiny Tots is a cooperative infant daycare serving children ages 0-3. It is operated on a \$0 lease from Teton County to provide childcare for public employees. Parents of children in the co-operative become certified childcare providers in order to provide lunch break and vacation to the primary care-giver. Alex has been a licensed childcare provider since 2015. Alex has also been an owner of Teton Tiny Tots since 2016, with responsibilities including annual licensing, facility policy, new family recruitment and onboarding, and business finances.

TETON COUNTY SCHOOL DISTRICT #1 ENROLLMENT PROJECTIONS

OPS Strategies analyzed school enrollment data to develop a best available method for projecting future enrollment 1, 5, and 10 years in the future. As with the Laramie County School District #1 projections, OPS Strategies not only looked at past enrollment data, but also birth data and physical growth data. OPS Strategies presented the analysis in a report and in person to the TCSD #1 Board. OPS Strategies is familiar with the trends in Teton County child populations.

Reference: Jeff Daugherty, Assistant Superintendent | 303-733-2704 | jdaugherty@tcsd.org
Mr. Daugherty is leading the school capacity planning for TCSD #1 and has also employed OPS Strategies to update the County school exaction requirement. Mr. Daugherty can also speak to Alex's experience and skills as a former Teton County Planning Director while Alex worked for Teton County.

CRIPPLE CREEK AND VICTOR, COLORADO HOUSING NEEDS ASSESSMENT

OPS Strategies provided data analysis to WSW Consulting as subconsultant on the Cripple Creek and Victor Colorado Housing Needs Assessment. OPS compiled available population, housing, real estate, and income data from State and Federal sources and provided analysis to WSW for inclusion in a report that also included local survey data and is intended to help local officials identify appropriate actions to address affordable housing needs.

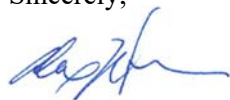
Reference: Wendy Sullivan, WSW Consulting | 303-579-6702 | wendy@wswconsult.com
Ms. Sullivan is the primary consultant on the Cripple Creek and Victor Housing Needs Assessment. OPS Strategies is also currently providing more extensive analysis and reporting services to WSW as part of the South Lake Tahoe Housing Needs Assessment.

JACKSON/TETON COUNTY INDICATOR REPORT

Alex Norton developed the Indicator Report methodology and format over six year at the Town of Jackson and Teton County. The Indicator Report combines various available data sources to provide a picture of whether the community is living its stated vision. The Report is designed to illustrate relevant trends, draw conclusions about the relationships between the trends, and inform local government prioritization of future action.

Thank you for the opportunity to submit this proposal and to be of service to you. Please call if you have any questions.

Sincerely,



Alex Norton, AICP
Principal

- overview** Alex Norton is a strategic thinker with a track record of helping communities, organizations, and landowners identify issues, find solutions, and measure success.
- skills**
- | | |
|-------------------------------------|--|
| Comprehensive Planning | Land Use Policy |
| Regulation Writing | Affordable Housing Policy |
| Technical Writing/Presentation | Transportation Policy |
| Public Participation Process Design | Conservation Incentives |
| Facilitation | Natural Resource Protections |
| Organizational Structure | Success Metrics Identification/ Monitoring |
| Project Management | Trend Analysis and Projections |
| GIS and Mapping | |
- credentials**
- 2019-present: Principal, OPS Strategies
 - 2013-present: American Institute of Certified Planners
 - 2012-2018: Long Range Planner, Town of Jackson/Teton County Wyoming
 - 2016: Essential Facilitation, Interaction Associates
 - 2012: Techniques of Public Participation, International Association of Public Participation
 - 2008-2012: Senior Planner, Teton County Wyoming
 - 2006-2008: Associate Planner, Teton County Wyoming
 - 2006: B.S. Urban and Regional Studies, Cornell University
- community**
- 2007-present: Teton County Search and Rescue, volunteer and Planning Advisor
 - 2016-present: Teton Tiny Tots Daycare, Owner
 - 2010-2018: Teton County Search and Rescue Foundation, board member then liaison
 - 2007-2014: Jackson Youth Hockey, coach
- experience**
- Teton County, WY Schools and Parks Exaction Update (2019)
- Project: Update the Teton County, WY requirement for dedication of land for schools and parks. Update to solidify the nexus between the requirement and the need for parks and schools based on the existing policy, as well as ensure proportional distribution of the requirement among parks and schools.
 - Role: Project Lead, responsible for research, calculation, and drafting of the update requirement as well as preparation of the necessary materials for consideration of the amendment.
- Cripple Creek/Victor, CO Housing Needs and Opportunities (2019)
- Project: Supply and demand analysis of housing in the small towns of Cripple Creek and Victor, CO, in order to inform the towns' establishment of policies and strategies around providing housing opportunities for local employees.
 - Role: Subconsultant data analyst, responsible for research and analysis of Federal and State data on population, households, employment, and housing units.
- School District Enrollment Projections (2019)
- Project: Review enrollment, population, birth, and development data in Teton County and Laramie County, Wyoming to analyze the State of Wyoming's uniform enrollment projection methodology and propose more predictive alternatives.

- Role: Analyst, responsible for analyzing the available data sets and presenting them to the School Districts and State School Facilities Commission as part of the decision-making process around school capacity needs.

Jackson/Teton County, WY Buildout Projections (2009-2018)

- Project: Review existing development against the development allowed throughout the Town of Jackson and Teton County, WY to determine the amount and spatial distribution of potential growth. Update and/or apply projections as necessary for use in zoning updates, traffic models, sewer capacity analysis, school enrollment planning, affordable housing and exaction requirements, growth management policy, and natural resource protection.
- Role: Project Lead, responsible for developing and documenting methodology, application of zoning allowances in GIS, analysis of Assessor data and development trends, application of various growth trends and scarcity projections, reporting of information in the form of maps, charts, reports, and GIS files.

Jackson/Teton County Housing Action Plan (2015)

- Project: Create an implementation plan for meeting the Jackson/Teton County community's housing goals that included a restructure of the local Housing Authority. Utilize the data in the 8 housing studies completed between 2007 and 2015, but overcome the analysis paralysis to identify an actionable path forward.
- Project Website: www.jacksontetonplan.com/202/Housing-Action-Plan
- Role: Project Manager responsible for managing data analysis, public outreach, copy editing and formatting consultants, policy analysis, and maintaining overall project quality and scope.
- Role: Lead Author responsible for incorporating public, technical, and legal advice into the adopted Plan.

Jackson/Teton County Indicator Report (2013-2019)

- Project: Collect and analyze the indicator data identified in the 2012 Jackson/Teton County Comprehensive Plan to assist the community in identifying needs and prioritizing action.
- Project Website: www.jacksontetonplan.com/35/Community-Monitoring
- Role: Creator and lead-author originally responsible for data collection, report format, and analysis; transitioning to focus on analysis and presentation beginning with the 2016 Report.

Additional Projects

- Transfer of Development Rights for Affordable Housing (2019)
- Teton County Search and Rescue Foundation Strategic Plan (2019)
- Engage 2017 (2017-2018)
- Jackson/Teton County Wyoming Affordable Housing Requirements (2018)
- Town of Jackson Zoning Update (2016, 2018)
- Teton County Natural Resource Protections (2018)
- Town of Jackson Parking Management Study: Phase 1 (2017)
- Teton County Rural Zoning and Conservation Incentives (2015)
- Jackson/Teton County Land Development Regulations Restructure (2014)
- Jackson/Teton County Comprehensive Plan (2012)

Request for Qualifications

Childcare Baseline Inventory and Needs Assessment

TOWN OF JACKSON



August 8, 2019

RFQ Childcare Baseline Inventory and Needs Assessment

SECTION ONE: INTRODUCTION

1.1. Purpose

The Town of Jackson and Teton County intends to enter into a contract with a consultant to develop and complete an inventory of existing childcare facilities and develop an actionable Childcare Needs Assessment for early childhood care in the community.

1.2. Goal

The goal of this project is to complete a Childcare Baseline Inventory and Needs Assessment that accurately describes and quantifies the childcare needs and strengths of the Town of Jackson, Teton County, and if possible surrounding communities. The assessment will provide recommended solutions for meeting gaps in the provision of high-quality, affordable early childhood education/childcare services to all children aged 0-6 years old in the region.

1.3. Background

Teton County is a year-round resort community, located in the northwestern corner of Wyoming. In the summer, tourists experience our County as the southern gateway to Grand Teton and Yellowstone National Parks; while winter visitors enjoy three world class ski resorts. Approximately 97% of the land within the county is held in public ownership – National Park, National Elk Refuge, and National Forest. The tourism industry is a major employer in Teton County. There is an anecdotally-identified lack of childcare options in the community.

Teton County is comprised of the town of Jackson (the county seat and only incorporated community), and the Census Designated Places of Alta, Moose Wilson Road, Teton Village, Rafter J Ranch, Kelly, Wilson, South Park, and Hoback. A significant portion of the local workforce commutes from nearby Sublette and Lincoln County, Wyoming and Teton County, Idaho. The estimated population of Teton County, Wyoming is approximately 23,081 people.

On July 15, 2019, the Mayor and Vice Mayor of Jackson asked that the Council consider a new funding allocation for FY20 to fund an inventory and needs

RFQ Childcare Baseline Inventory and Needs Assessment

assessment for early childhood care in the community. The purpose of this work is to better understand the current supply and demand of and need for early childcare facilities in the community and provide a projection of future demand. This constitutes half of the estimated cost for the inventory with the other half being funded by Teton County

SECTION TWO: GENERAL INFORMATION

2.1 Schedule of Events

Activity	Date	Comments
Request for Qualifications Available	August 8, 2019	
RFQ Questions Due	August 22, 2019	10:00 AM
RFQ Submission Deadline	September 2, 2019	5:00 PM
Consultant Recommendation to Town Council and Board of County Commissioners – Joint Information Meeting (JIM)	September 9, 2019	3:00 PM
JIM Consultant Approval	TBD	
Notice to Proceed*	TBD	

* Pending Consultant's submission of Contract, Certificate(s) of Insurance, and Business License

2.2 Contact person

Tiffany Stolte, Office Manager

(307)-733-0440

tstolte@jacksonwy.gov

Town of Jackson Planning & Building Department

150 East Pearl Avenue, 2nd Floor

Jackson, WY 83001

All questions and requests for additional information shall be directed to Tyler Sinclair via e-mail only at tsinclair@townofjackson.gov

RFQ Childcare Baseline Inventory and Needs Assessment

SECTION THREE: SCOPE OF WORK

3.1 Project Overview

The selected consultant is to work in conjunction with the Town of Jackson Planning Department and other designated community partners to develop the Childcare Baseline Inventory and Needs Assessment. Community Partners include, but are not limited to:

- Wyoming Department of Family Services
- Teton County School District #1
- Licensed Childcare Centers
- Licensed In-Home Providers
- Other Existing Preschool and Childcare Centers in the Community
- The Town of Jackson
- Teton County
- Teton County Housing Authority
- Systems of Education
- Jackson Hole Chamber of Commerce
- One22
- St. John's Medical Center
- Grand Teton National Park (GTNP)
- Snow King Mountain Resort (SKMR)
- Jackson Hole Mountain Resort (JHMR)

3.2 Types of Services

Provide the Town of Jackson and Teton County with a comprehensive report detailing the supply of, and demand for, childcare in Teton County (for children aged 0-6) and assessing the business and infrastructure needs of providers. The assessment must include the following:

- Supply and Demand: Relevant data regarding current users of childcare in Teton County
 - Compile a detailed analysis of cost, quantity, and quality of existing childcare options in Teton County including licensed

RFQ Childcare Baseline Inventory and Needs Assessment

childcare centers, licensed family childcare providers, and if possible unlicensed “friend/family” childcare networks

- This list should include but not be limited to:
 - Daily capacity/enrollment and age range
 - Hours of operation
 - The number of children on waiting lists by age group
 - Potential/available funding sources or scholarships for children
 - The number of employees on staff, qualifications, and rate of pay, and percentage that live in Teton County
 - The square footage of the operation (indoor and outdoor)
 - The cost of providing service per day, or tuition and rates
 - Bilingual services
- o Identification of different childcare user types and how to reach each segment of the potential user population given there are barriers to accessing the commuting population and the potential sensitivities of immigrant communities in Teton County.
- o An inventory of services available to parents of infants (i.e. public health nursing, postpartum support groups, growing great families, etc.)
- o Total number of potential childcare users in Teton County (both residents of Teton County and commuting employees of Teton County businesses).
- o Estimate of total number of potential tourist and second homeowner drop-in clients based on research of drop-in childcare at childcare centers within the town of Jackson.
- o For each of the user categories, identify the various types of childcare they would choose to participate in (part time/full time, licensed, unlicensed, drop-in, any special night/weekend needs of tourism industry workers, etc.) and at what cost.

RFQ Childcare Baseline Inventory and Needs Assessment

- An analysis of the barriers preventing new and/or existing providers from serving the childcare demand in Teton County (segmented by age of child served).
 - Operational costs per day
 - Building/startup costs per day
 - If a childcare is licensed for more children than they currently provide services for what are the main reasons, (i.e. lack of employees)
- A projection and analysis of future demand for childcare and individual daycare in Teton County in the near future (5 years, 10 years, etc.).

SECTION FOUR: SUBMITTAL CONTENT QUALIFICATIONS

4.1 Consultant Qualifications

The consultant or team of consultants need to have expertise in:

- Quantitative and Qualitative Research Methodologies in the following areas:
 - Demographic and Statistical Analysis
 - Economic Impact Assessments
 - Housing and Community Development
 - Social, Market and Customer Research
 - Diversity Research and Disparity Studies
- Report Preparation

4.2 Submittal Content

Consultants shall adhere to the following format and content in their submittal:

- Identification of the Submitting Entity.
 - State the name of the firm, mailing address, telephone number, email address, and individual authorized to negotiate on behalf of the firm.
- Work Plan and Fees. Describe in detail, and as discrete tasks, the proposed work program that will be developed to undertake and accomplish the

RFQ Childcare Baseline Inventory and Needs Assessment

Childcare Baseline Inventory and Needs Assessment as described in this document, particularly Sections 3.1 and 3.2.

- Experience. Provide specific and detailed examples of direct experience with drafting Childcare Needs Assessments (or similarly appropriate studies).
- Personnel and Staffing Plan. Identify and provide resumes for all personnel who will have responsibility for performing the proposed scope of work.
- References. Provide a list of current and past clients for which your firm has performed work of a similar nature. For each reference, include a contact name, phone number and address. Briefly describe the work performed for each reference. Include a minimum of three references and no more than five.

4.3 Submittal Address

A copy of the submittal contents described above must be delivered via email to tstolte@jacksonwy.gov before 5:00 pm on September 2, 2019.

4.4 Award of Contract

A formal contract will be awarded to the proposing consultant whose qualifications will be most advantageous to the Town of Jackson and Teton County.



JOINT INFORMATION MEETING TOWN OF JACKSON & TETON COUNTY AGENDA DOCUMENTATION

PREPARATION DATE: September 3, 2019
MEETING DATE: September 9, 2019

SUBMITTING DEPARTMENT: Long-Range Planning
DEPT DIRECTORS: Tyler Sinclair
PRESENTER: Tyler Sinclair

SUBJECT: Integrated Transportation Plan (ITP) Technical Update – Charlier Associates Scope of Work, Budget and Contract Approval – C19-003

PURPOSE/REQUESTED ACTION

To approve Charlier Associates as consultant for the Integrated Transportation Plan (ITP) Technical Update and to execute the contract with scope of work and timeline to commence this project.

BACKGROUND

At the June 3, 2019 Joint Information Meeting the Town and County unanimously approved the ITP FY20 Work Plan as follows:

- Discontinue efforts to hire a permanent full-time transportation planner for the time being.
- Hire contract staff (consultant(s)) to complete the development and oversight of three RFPs and plans for:
 - o ITP Technical Update – Estimated Budget \$100,000
 - o Regional Transportation Planning Organization (RTPO) framework for implementation – Estimated Budget TBD
 - o Transportation Demand Management Plan/Program – Estimated Budget \$100,000

On August 30, 2019, the Transportation Advisory Committee (TAC) met to discuss a draft Scope of Work to complete the ITP Technical Update. The Committee forwarded a unanimous recommendation to the elected officials on the proposed Scope of Work with a few minor changes. The recommended changes have been included in the proposed Scope of Work attached to this report.

STAFF ANALYSIS

Following staff has provided the ITP Technical Update summary as approved in the FY 20 Work Plan.

Joint ITP Technical Update

Goal: Perform the 2019 technical update called for in the ITP to incorporate better data and recalibrate the baseline indicators, forecasts and other data components of the ITP, including recalibrating the model used to estimate countywide Vehicle Miles of Travel (VMT) and Person Miles of Travel (PMT). As part of this update the Town and County will explore the potential of using new and emerging data sources, including “big data,” which may provide more accurate and reliable inputs to the model than previously available.

<i>Progress</i>	0%		
<i>Timeframe</i>	Jul. 2019 – Jun. 2020		
<i>Task Lead</i>	Transportation Planning		
<i>Resources</i>	<i>FY 19</i>	<i>FY 20</i>	<i>Total</i>
<i>County Pro. Services</i>	\$ 25,000	\$ 0	\$ 25,000
<i>ToJ Pro. Services</i>	\$ 25,000	\$ 0	\$ 25,000
<i>Transport Planning/Town Planning Director</i>	20 hrs.	100 hrs.	120 hrs.
<i>Long-Range Planning</i>	0 hrs.	0 hrs.	0 hrs.

ITP Action Items: Chapter 6, Regional Transportation Planning Organization (RTPO), Prepare a technical update (data only) of the ITP

Status: Staff has contacted Charlier Associates to assist with this project.

Staff has attached a proposed Scope of Work and Budget outlining a six-step process to complete the update as follows:

- Task 1 - Communication and Engagement
- Task 2 - Data Development and Research
- Task 3 - Action Plan Status Report and Update
- Task 4 - Major Capital Projects Update
- Task 5 - Regional Planning and Coordination Update
- Task 6 - Other ITP Technical Updates

The proposed schedule to complete the scope is as follows:

September 9 - 13

Notice to proceed

Begin data development

September 26 – 27

Structured interviews

TAC (1) meeting, in person

October

Technical work and data documentation

November 4 – 6

Initial results (data) – tables, graphics and slide deck TAC (2) meeting, in person

JIM (1) presentation – ITP 101, review of progress and strategic direction

November

Ongoing technical work Prepare drafts of deliverables TAC (3) meeting, by phone

December

Draft of ITP Technical Update TAC (4) meeting, in person
JIM (2) – review of draft Update

January

JIM (3) – consideration of Update for adoption

FISCAL IMPACT

The Town and County Planning Departments have funding in their Fiscal Year 2020 budgets for Professional Services and unexpended Salary savings to cover this expense as approved in the FY 20 Work Plan.

STAFF IMPACT

Staff work load will be largely led by the Town and County Planning/Community Development Directors. If a Joint Principle Long Range Planner is hired some duties may be reassigned. It is anticipated that approximately 30 hours will be required by the Town Community Development Director to oversee this project.

LEGAL REVIEW

Town Attorney will review the standard Town Professional Services contract and attachments prior to execution by the Mayor.

ATTACHMENTS

Integrated Transportation Technical Update – Scope of Work and Budget – September 4, 2019

RECOMMENDATION

The Transportation Advisory Committee (TAC) recommends **approval** of Charlier Associates as consultant for the Integrated Transportation Plan (ITP) Technical Update and to execute the contract with scope of work and timeline to commence this project as proposed.

SUGGESTED MOTIONS

County

I move to approve a Scope of Work dated September 4, 2019 with Charlier Associates for the completion of the Integrated Transportation Plan (ITP) Technical Update and agree to reimburse the Town of Jackson for 50% of the fixed-fee, not-to-exceed amount of \$29,632.50.

Town

I move to authorize the Mayor to execute a Professional Services Contract between the Town and Charlier Associates with a fixed-fee, not-to-exceed amount of \$59,265.00 for the completion of the Integrated Transportation Plan (ITP) Technical Update, subject to any final review and approval by the Town Attorney.

Scope of Services

Overview:

- This is an update of the Jackson/Teton Integrated Transportation Plan (ITP) adopted by the Town and County in September 2015.
- The Action Plan in Chapter 7 of the ITP calls for a “technical update” of the ITP within five years following adoption.
- This update will offer an opportunity for the Board of County Commissioners and Town Council to review and refine the underlying policies, objectives and strategic direction (the Plan Scenario) set forth in the ITP.
- Budget assumptions are *[indicated]* where appropriate. Travel expenses for all work will be included in Task 1 budget. The proposed budget is shown on the last page.

Task 1. Communication and Engagement

General: Consultant will work closely with Client staff to achieve the following:

- The Technical Advisory Committee will be engaged in shaping the update and in presenting it to the elected bodies, ensuring that key local partners (START, Pathways, etc. are actively involved. *[four meetings, one by phone]*
- Consultant and Client will coordinate with WyDOT, early in the update process for a discussion of issues and opportunities, and again before adoption for review of the draft Update. *[one meeting in Rock Springs and one teleconference]*
- Consultant and Client staff will appear before Town Council and Board of County Commissioners (in joint session) for guidance (1) and again for review (2) and adoption (3) of the update. *[3 JIM sessions]*
- Consultant will support Client to ensure interagency engagement in the Update, including by START, Grand Teton National Park, Jackson Hole Airport, Teton Village Association, and other state and federal agencies. *[via email and telephone]*
- General public engagement in the ITP Update will be accomplished through the Town/County joint meetings described above.

Structured Interviews: Consultant will conduct in-person structured interviews with at least eight but no more than ten individuals identified by Client. Consultant will develop an outline of topics for review by staff, which then will be used to guide but not limit subject matter covered in the interviews. While the interviews for the current ITP were held at the front end of plan development, the interviews for the Update will be held after completion of Task 2. *[Most interviews will be in person in Jackson, with one trip to Jackson coinciding with 1st TAC meeting]*



Task 1 Deliverables:

- Draft agendas for all scheduled meetings listed under General, above. (Meeting notes will be the responsibility of the Client.)
- Structured interview report – summaries of topics and points of view – not attributed to specific interviewees.

Task 2. Data Development and Research

Consultant will:

- Update Appendix E of the ITP;
- Reconcile data outputs from the new traffic model (prepared by Cambridge Systematics) with the VMT estimates from the 2015 ITP;
- Update data and recalibrate indicators, forecasts and data components of the ITP;
- Recalibrate/redesign a spreadsheet model for use in estimating countywide annual and seasonal Vehicle Miles of Travel (VMT) and Person Miles of Travel (PMT);
- Obtain and analyze transit ridership data and transit system characteristics; and,
- Update estimated travel mode share with US Census Bureau and other data sources.

Task 2 Deliverables:

- Updated, redesigned Appendix E, with documentation of methodology and a trends narrative explaining underlying economic and demographic trends affecting the transportation estimates and forecasts.

Task 3. Action Plan Status Report and Update

Consultant will work with Client staff to document the status of action items listed in Chapter 7 of the ITP. Consultant will develop a new, updated action plan reflecting current and emerging priorities, issues and opportunities. The new Action Plan will include studies and plans to be completed.

Task 3 Deliverables:

- Updated Chapter 7 Action Plan checklist.



Task 4. Major Capital Projects Update

Consultant will update capital program data and scheduling of the capital project groups in Chapter 5 of the ITP. Consultant will gather current data on traffic levels and will update benchmarks and triggers. Consultant also will work with staff to:

- Identify new candidate capital projects to be included in the system;
- Update or refine the project chartering system as needed; and,
- Confirm state highway project definitions and scheduling with WyDOT.

Task 4 Deliverables:

- Updated Tables 5-1 through 5-4 in a format similar to the original ITP.
- Updated project descriptions as needed.
- Update project chartering text as needed.

Task 5. Regional Planning and Coordination Update

Consultant will reassess Chapter 6 of the ITP to identify:

- What progress has been made toward establishment of a Regional Transportation Planning Organization (RTPO);
- Potential steps forward on RTPO implementation; and,
- Any needed changes to the text of Chapter 6.

Task 5 Deliverables:

- Updated Chapter 6 text, if needed.

Task 6. Other ITP Technical Updates

Consultant will update:

- Table 2-2 in Chapter 2 (transit cost estimates); and,
- Chapter 4 performance monitoring methodology, taking into account the County's experience with the monitoring system.
- Coordinate with and incorporate results of ongoing parallel projects:
 - WYDOT 22/390 bridge replacement study
 - START route plan
 - WYDOT PEL, etc.
 - Others as appropriate

Task 6 Deliverables:

- Updated text, tables and graphics, as needed.
- Draft ITP Technical Update document.



Proposed Project Schedule

Technical work will be completed by the end of calendar year 2019 with a final document ready for review and adoption early in 2020. Potential additional time associated with subsequent Town Council and County Board review is not included in this schedule.

September 9 - 13

- Notice to proceed
- Begin data development

September 26 – 27

- Structured interviews
- TAC (1) meeting, in person

October

- Technical work and data documentation

November 4 – 6

- Initial results (data) – tables, graphics and slide deck
- TAC (2) meeting, in person
- JIM (1) presentation – ITP 101, review of progress and strategic direction

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- Ongoing technical work
- Prepare drafts of deliverables
- TAC (3) meeting, by phone

December

- Draft of ITP Technical Update
- TAC (4) meeting, in person
- JIM (2) – review of draft Update

January

- JIM (3) – consideration of Update for adoption



Scope and Budget

Integrated Transportation Plan Technical Update

September 4, 2019

5

Estimated Project Cost

An estimated budget based on the scope is shown below. The estimated cost to complete this work is \$59,265, including estimated direct expenses.

Subconsultant (OPS Strategies) is shown, with emphasis on data development.

Charlier Associates, Inc.

Budget Estimate - ITP Technical Update

Updated: 9/4/19

Task 1	Communication and Engagement
Task 2	Data Development and Research
Task 3	Action Plan Status Report and Update
Task 4	Major Capital Projects Update
Task 5	Regional Planning and Coordination Update
Task 6	Other ITP Technical Updates

HOURS	Position	Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	TOTAL
President	Jim Charlier	128.00	21.00	8.00	24.00	6.00	6.00	193.00
Admin/Acctg	Kelly Walker	2.00	2.00	2.00	2.00	2.00	2.00	12.00
	ESTIMATED HOURS BY TASK	130.00	23.00	10.00	26.00	8.00	8.00	205.00
FEES	Hourly Rate	Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	TOTAL
Jim Charlier	\$250	\$ 32,000	\$ 5,250	\$ 2,000	\$ 6,000	\$ 1,500	\$ 1,500	\$ 48,250
Kelly Walker	\$75	\$ 150	\$ 150	\$ 150	\$ 150	\$ 150	\$ 150	\$ 900
	ESTIMATED FEES BY TASK	\$ 32,150	\$ 5,400	\$ 2,150	\$ 6,150	\$ 1,650	\$ 1,650	\$ 49,150
TRAVEL ASSUMPTIONS	Item	Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	TOTAL
Person Trips to Jackson	Round Trip	5						0
Person Nights in Jackson	Local Hotel	14						0
DIRECT EXPENSES	Rate	Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	TOTAL
Airfare	\$400	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Rental Car	\$70	\$ 1,120	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,120
Lodging	\$200	\$ 2,800	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,800
Per Diem	\$55	\$ 770	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 770
Prints and Copies	at cost	\$ 50	\$ 50	\$ 50	\$ 50	\$ 50	\$ 50	\$ 300
Temp Staff/Day	na	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	ESTIMATED DIRECT EXPENSES BY TASK	\$ 4,740	\$ 50	\$ 50	\$ 50	\$ 50	\$ 50	\$ 4,990
SUBCONSULTANT	Rate	Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	TOTAL
OPS Strategies	\$125	\$ -	\$ 3,750	\$ 625	\$ 750	\$ -	\$ -	\$ 5,125
PROJECT TOTAL		Task 1	Task 2	Task 3	Task 4	Task 5	Task 6	TOTAL
	ESTIMATED PROJECT COST	\$ 36,890	\$ 9,200	\$ 2,825	\$ 6,950	\$ 1,700	\$ 1,700	\$ 59,265





Joint Information Meeting - Staff Report

Meeting Date: September 9, 2019

Presenter: Steve Ashworth

Submitting Dept: Parks and Recreation

Subject: FY20 Work Plan

Statement / Purpose:

Review and provide direction on the Teton County/Jackson Parks and Recreation (TCJPR) Planning and Project Work Plan for FY20

Background / Description (Pros & Cons):

Not unlike many departments in the Town and County, TCJPR continues to receive public requests and board and elected input on policy, planning and project priorities. TCJPR has seen a significant increase in volume of such requests over the last 18-months. As a result, TCJPR is following the lead of other departments by developing a work plan for review to better set department priorities, expectations and resources.

The work plan identifies special policies, planning efforts or capital projects that are not routine to the ongoing operations of the department. Often these tasks are one-time or only re-occur with multi-year breaks. The work plan looks at both calendar year and fiscal year impacts over the course of a four-year period. Staff has identified direct staff resources required for the tasks, along with the estimated outside consultant services required for three fiscal years. Staff directly impacted by the work plan are the Director, Park Manager, Rec. Center Manager, and Program Manager. Capacity hours for the work plan outside normal operational responsibilities are as follows:

Director- 768hrs/yr

Park Manager- 288hrs/yr

Rec. Center Manager- 96hrs/yr

Program Manager- 96hrs/yr

Staff and the Parks and Recreation Board have identified twenty-three (23) tasks for work plan consideration. Staff has a capacity deficit of 3,298 hours over three fiscal years to complete all tasks. As a result, the P&R Board has identified projects in three priority tiers.

Tier 1- High Priority

- Recreation Center Expansion
- Karns Meadow Management Plan
- Facility Priority of Use Policy
- Park and Facility Rules and Regulations
- Programming Strategic Planning
- Park and Facility Chemical Use Policy
- Phil Baux Park Master Plan

Tier2- Medium Priority

- Wayne May Park Master Plan
- BLM 13, 14 and 26 Land Transfer
- Skateboard Park Expansion
- Wayne May Park Wellness Garden



Joint Information Meeting - Staff Report

Tier 3- Low Priority

- Stilson Park Master Plan
- Memorial and Naming Policy
- Wayne May Park Dog Off-leash Area
- BLM 9/10 Master Plan
- Melody Ranch Trailhead Dog Off-leash Area
- Melody Ranch Trailhead Bike Park
- Powderhorn Park Dog Off-leash Area.

Tier 1 Project Descriptions:

Recreation Center Expansion- The project continues to be a high priority and is currently being considered by the voters this November. If the project is funded, considerable resources will be utilized to move the project through final design, permitting, bidding and construction oversight. The project will take both internal resources as well as outside consultant services.

Karns Meadow Management Plan- This project has been recently identified as a high priority due to the continual strains placed on the property by both use and environmental impacts. The goal of the project is to develop a management plan that protects the resource. This plan will contain best practices for care, allowable uses, and potentially minor development to support the management efforts.

Facility Priority of Use Policy- Utilization of the facilities managed by TCJPR continues to grow. As a result, the capacity of the facilities has maxed out. The policy is critical to develop an objective and fair system to prioritize use while maintaining access to all users in the community.

Park and Facility Rules and Regulations- With the increasing use of the facilities it is important to update and or establish rules, regulations and administration tools to both protect resources and accommodate public use.

Programming Strategic Planning- The department is scheduled to conduct our next community survey that evaluates community needs and TCJPR performance measures. The last survey was completed in 2015, and it is the departments goal to complete the survey every 5 years. During the departments 10-year strategic plan areas of programming focused were identified, by specific details, measures and outcomes were not identified. The strategic plan identified a need for a more detailed programming plan. The plan is critical to ensure that the services and programs provided meet the communities needs and expectations.

Park and Facility Chemical Use Policy- Staff has been implementing a low chemical use practice for over three years. The Policy will take the results of targeted sites to develop a comprehensive policy for chemical use that balances level of service with best practices of turf and forestry management.

Phil Baux Park Master Plan- Phil Baux Park continues to be one of the communities most utilized and treasured park facilities. With the ongoing growth of special events and the relationship with Snow King Mountain, the Board has prioritized the master planning of the facility, feels it is important to lead the process of the facilities future use, rather than have outside forces dictate the park.

*Organizational Excellence * Environmental Stewardship * Vibrant Community * Economic Sustainability*



Joint Information Meeting - Staff Report

Fiscal Impact:

The work plan as presented represents a consultant services cost over three years of \$410,000 (not including the Recreation Center Expansion SPET), and a staffing deficit of 3,298 hours. In order to accomplish a sustainable work plan, either added resources will be required, or further project prioritization. The department has employed a project manager/park planner in the past that may be considered again. The annual cost of the position is approximately \$90,000/year and would reduce consultant services expenditures by approximately \$136,000/year. This position would also bridge the staffing deficit. Staff is not advocating for an added position, rather illustrating an option to complete the priority list.

Staff Impact:

Prioritization of the work plan is critical to successfully accomplish. The plan as presented in three years will most likely need to be stretched out to five years to accomplish within the given resources. The primary work to be completed in the three years would most likely only be priority 1 tasks.

Legal Review:

None

Staff Input / Recommendation:

Staff recommends focusing TCJPR efforts to only Priority 1 tasks over the next three years. Consultant services requests will be between \$20,000-25,000 outside SPET.

Attachments:

FY20 Workplan Table

Suggested Motion:

Move to approve the TCJPR FY20 Workplan with an emphasis on Priority 1 Projects as listed in the staff report.

[illegible]

	Capital Construction																			
Community Skate Park Expansion																				
	Private Fund Raising																			
	TCSD Approval													20						
	Conditional Use Permit													110						
	Funding Request																			
	Construction Document Development														100					
	Capital Construction														80	80				
Teton Village Park- Playground and Turf Fields																				
	Schematic Design																			
	Conditional Use Permit																			
	Funding Request																			
	Construction Document Development																			
	Capital Construction																			
Phil Baux Park																				
	Master Plan Update													140						
	CUP													120						
Karns Meadow Park																				
	Enviornmental Assessment																Complete			
	Submission of EA to Town of Jackson Planning													8						
	Management Plan CUP													140						
	Comprehensive Master Plan																			
	Schematic Design																			
	Conditional Use Permit																			
Park Maintenance Shop/Housing Project																				
Phase One Development																				
	Capital Construction													460						
	Expo Building Fire Rating													40						
Phase Two Development																				
	Conditional Use Permit																			
	Funding Request																			
	Construction Document Development																			
	Capital Construction																			
	Expo Building Demolit																			
Community Recreation Center Renovation and Expansion																				
Phase One Project																				
	Capital Construction																			
	Furniture													20						
Phase Two and Three A&B Development																				
	2019 SPET Election													120						
	Design Development													180				\$741,000		
	Conditional Use Permit													60						
	Construction Document Development														180				\$741,000	
	Building Permit														40					
	Phase Two Capital Development														320				\$375,000	
	Phase Three A&B Capital Construction															320				\$375,000
Administration and Policy																				
Park Facility Fee Revision																				
	Fee Development													40						
	Public Engagement/Notice													20						
	Fee Adoption													10						
	Online Scheduling/Payment System													100						
Memorial and Naming Policy Revision/Update																				
	Policy Drafting													40						
	Public Engagement/Notice													20						
	Policy Adoption													10						
Facility Priority of Use Policy																				
	Policy Drafting													60						
	Public Engagement/Notice													20						

Policy Adoption															20						
Urban Forestry Service Level and Care Protocol Policy																					
	Policy Drafting														100						
	Urban Forest Council														8						
	Public Engagement/Notice														20						
	Policy Adoption														20						
Park and Facility Use Rules, Regulations and Guidelines																					
	Policy Drafting														80						
	Public Engagement/Notice														30						
	Policy Adoption														10						
Priority/Program Based Budget Structure																					
	Define Programs														100						
	Budget Re-structure														240						
	Define Performance Measures														120						
	Policy Drafting														60						
	Public Engagement/Notice														40						
	Policy/Program Adoption														40						
Strategic Planning																					
	Funding Request																				
	Community Survey/Performance Measures															60					
	Program Division Service Plan Draft															240					
	Public Engagement/Notice															80					
	Program Plan Adoption															40					
Park/Facility Chemical Usage Policy and Program																					
	Field Study														60						
	Policy Drafting														60						
	Public Engagement/Notice														60						
	Policy Adoption														20						
															2906	1955	1895		\$766,000	\$1,181,000	\$495,000

	Capacity for 3yrs Overage				
Director	-1543	-1073	-1285	2,304	-1597
Park Manager	-781	-257	-195	576	-657
Rec Center Mgr.	-290	-150	-260	288	-412
Program Manager	-290	-475	-155	288	-632

	Spec. Projects	Admin.	Procurement	CIP	TOTAL
Proj. Manager	1440	60	180	240	1920

Note: Can Eliminate 136,666/yr Professional Services



**BOARD OF COUNTY
COMMISSIONERS**



TOWN COUNCIL

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

PREPARATION DATE: September 5, 2019

MEETING DATE: September 9, 2019

SUBMITTING DEPARTMENT: Affordable Housing

DEPARTMENT DIRECTOR: April Norton

PRESENTER: April Norton

SUBJECT: 440 West Kelly Avenue

STATEMENT/PURPOSE

The Comprehensive Plan directs the Town and County to create Town as Heart; emphasize a variety of housing types; develop Transitional Subareas; house at least 65% of the workforce locally; focus housing subsidies on full-time, year-round workers; provide housing that is consistent with Character Districts; and create workforce housing to address shortages. The Housing Action Plan directs the Town and County to strategically provide land as public subsidy and build development partnerships to get more housing for our local community built.

The 430 & 440 West Kelly Avenue project represents an incremental approach to housing development that will serve our middle- and higher-income earning working households and takes advantage of new town zoning. It is part of the spectrum of housing the Town and County that we must build to achieve and maintain our goal of being a community first and resort second.

The Board and Council have chosen a development partner who has a strong team and is ready to get started on the project. However, staff still seeks direction on how to move forward and lays forth several options in this staff report. Time is of the essence if we are to break ground on a project next year and with over 1,000 households representing almost 2,300 people on the Intake Form the demand for safe, stable housing persists for many of our working households.

BACKGROUND/ALTERNATIVES

From 2007 to 2012 the community worked to develop the Comprehensive Plan. This work included over 2,000 public comments and resulted in the adoption of the Jackson/Teton County Comprehensive Plan in 2012. The plan sets a goal of housing 65% of our workforce locally. *Comp Plan Policy 5.1.a*. The plan also identified Transitional Subareas that are appropriate for increased density and directs the community to develop a Workforce Housing Action Plan. *Comp Plan Policy 5.4.a*.

The 2015 Workforce Housing Action Plan (HAP) was informed by eight housing studies and is the result of the 2015 Housing Summit, which convened elected officials, stakeholders, and the public to examine workforce housing in Teton County and the Town of Jackson. The plan ties together the Comprehensive Plan policy directives and Character Districts and directs staff to purchase appropriately zoned land for the purpose of partnering with private developers to develop housing for our working families. *HAP Initiative 2B*. The HAP also provides a map showing which neighborhoods in the

community are appropriate for updated zoning in an effort to find locations to create workforce housing through increased density. *HAP Initiative 5A*.

In 2016 and 2018 density was added to the Transitional Subareas through updated town zoning. *Comp Plan Policy 4.3.b. HAP Initiative 5A, 5B*. These Transitional Subareas have long been identified as places that are appropriate for more density because increasing the density from single-family homes that are no longer affordable to families earning median income to multifamily homes that are more likely to be affordable to local working families, gives the community a better chance to build housing for our local workforce. Essentially, by increasing the density we are allowing workforce neighborhoods to retain their working family character instead of preserving the existing density and losing that working family character.

For example, in the 440 W. Kelly Ave neighborhood a single-family home that was built in 1962 was recently purchased for around \$700,000, which is approximately twice what a family of four earning 100% of median income can afford. That same home was then remodeled over a 9-month timeframe and sold for \$1.2875M after only one showing. That purchase price is almost four times what a family of four earning 100% of median income can afford. To make redevelopment both attractive to developers and priced at rates that are affordable to working families, either denser housing must be built, or higher public subsidy must be provided. In some cases, both may be necessary.

In July 2018, the W. Kelly Ave neighborhood was rezoned to NH-1. This zoning no longer allows single-family home development (although remodels are ok – see above) and provides opportunities for developers to build more residential floor area if they are willing to permanently deed restrict a portion of it. We call this the “fill the box” tool. The HAP tells us that we should prioritize areas that are zoned to allow for greater density for housing, which is exactly what the NH-1 zoning provides.

So, in December 2018 staff brought the 440 W. Kelly property to the Council and Commission to consider purchasing for the purpose of redeveloping the existing single-family home into multifamily homes by utilizing the new NH-1 zoning allowances and incentives. The property consists of two contiguous NH-1 lots that are located in the Town Residential Core in an area identified by both the Comprehensive Plan and HAP as a desired location for redeveloping workforce housing. The County purchased the property in January 2019, the Town reimbursed them 45% of sales price, and the property was transferred to the Jackson/Teton County Housing Authority.

In February 2019 a Request for Proposals (RFP) to develop housing at 440 W. Kelly Avenue was unanimously approved for release by the Council and Board. Key issues for the RFP that were discussed during the January 29 Joint Workshop included: number of units, parking, affordability, and streetscape. The JIM directed staff to:

- Keep the 15 unit minimum in the RFP. Based on the Intake Form data that tells us 67% of the households looking for housing are one or two people and looking at the existing restricted housing stock that shows only 11% of our ownership units are one-bedroom, the JIM chose to prioritize smaller units and to keep the minimum at 15. A lower minimum number would likely result in the same size development, but with fewer units that have more bedrooms each because larger units will garner a higher sales price. By forcing a developer to build at least 15 units and meet the parking requirements, the JIM forced respondents to build smaller units and limited the public subsidy required to develop the property to only the cost of the land.
- Require that respondents meet the parking requirements set forth in the recently updated LDRs because without a larger plan for transportation and parking, lowering the minimum requirement could be detrimental for the neighborhood.
- Allow developers to choose between the Affordable restriction (income and employment restricted) and Workforce restriction (employment restricted only).
- Incorporate streetscape standards that were above what is currently in the LDRs to help with the integration into the existing neighborhood.

On February 5 the RFP was released based on the direction from the Board and Council. Three responses to the RFP were received and reviewed by the Housing Supply Board (HSB). On April 9 the HSB chose two finalists and sent each team a set of supplemental questions that they were asked to answer by April 19 along with a request for enhanced renderings. The HSB then interviewed the two teams in person on April 22. On April 26 the HSB met again and recommended a development partner for the project: Roller Development and Tack Development (Roller/Tack).

On May 13, 2019 the Board and Council awarded the project to Roller/Tack and directed staff to work with the developers to bring back revised 12 and 16-unit options for consideration. On July 23 the Council directed staff to move forward with the revised 16-unit option; the Board did not approve the same motion, essentially stalling the project until the two boards can agree on a path forward.

On July 30, the Board met to reconsider the July 23 vote against the 16-unit option. During that meeting Commissioners Barron and Epstein indicated support for a 12-unit option, Commissioners Newcomb and Macker supported the 16-unit option, and Commissioner Propst remained opposed to the project as currently being discussed. The motion to support 16 units was withdrawn by Commissioner Newcomb and no vote was taken. Since this meeting, at least one 15-unit private sector rental project that was slated for workforce housing in this neighborhood has been abandoned.

On August 19, Council met to discuss the project and considered seven options:

1. Stick with the 16-unit option and see if the Board makes a similar motion at the next joint meeting to support the 16-unit option. 3 councilors support this.
2. Support a 10 or 12-unit option that provides the same number of bedrooms as the 16-unit option (24 bedrooms). 2 councilors supported this, 2 councilors had a level of support but were unable to state that they would support the motion if it was made, and 1 councilor does not support this.
3. Town can purchase the County's interest in the property (\$936,880) and can then move forward with a 16-unit project. 2 councilors supported this, 1 councilor supported the purchase but not the 16 units, 2 councilors did not support.
4. Town can sell its interest to the County. No councilor supported this.
5. Council and Board can direct the Housing Authority to sell the land. Only 1 councilor supported this.
6. Council and Board can direct the Housing Authority to deed restrict the land and then sell it. Only 1 councilor supported this.
7. Council can choose an option not listed, which can include modifications to any of the options listed above. One councilor suggested simply sitting on the land if a joint agreement could not be reached. One councilor noted that Commissioner Propst had spoken to Habitat for Humanity about developing the property.

Since the August 19 meeting, staff has worked with Roller/Tack on a possible 12-unit option that would provide 24 bedrooms in the following mix:

- 3, 1-bedroom units at 500 SF each priced at \$250,000
- 6, 2-bedroom units at 800 SF each priced at \$350,000
- 3, 3-bedroom units at 1200 SF each priced at \$500,000
- 18 parking spaces provided on-site (16.5 spaces required)

In this revised scenario, units would have a Workforce Ownership deed restriction and would be subject to annual requalification and an annual appreciation set at CPI capped at 3%.

On August 26, Commissioner Propst raised the possibility of partnering with Habitat for Humanity to develop the site. Habitat chose not to respond to the RFP and is currently developing the Grove Phase III with 16 units left to complete and an estimated date of completion on that project slated for early 2021. Keith Gingery, representing the Teton County Attorney's Office, advised the Board that they must first reject their current partner, Roller/Tack, before proceeding with a different developer.

Staff brings this project back to the Council and Board today seeking direction on a path forward. To ensure groundbreaking next year a decision will need to be made soon.

EXISTING POLICY DIRECTION – COMPREHENSIVE PLAN, HOUSING ACTION PLAN

Comprehensive Plan Policy:

- Emphasize a variety of housing types. 3.2.d
- Emphasize a variety of housing types, including deed-restricted housing. 4.1.b
- Create and develop Transitional Subareas. 4.3.b
- House at least 65% of the workforce locally. 5.1.a

- Focus housing subsidies on full-time, year-round workers. 5.1.b
- Provide a variety of housing options. 5.2.a
- Housing will be consistent with Character Districts. 5.2.b
- Create workforce housing to address remaining shortages. 5.3.c

Housing Action Plan Strategy:

- Provide land as a public subsidy and build development partnerships. 2B

ATTACHMENTS

None.

FISCAL IMPACT

Teton County purchased 440 W. Kelly Avenue for \$1,703,416.03 and transferred the property to the Jackson/Teton County Housing Authority. The Town of Jackson reimbursed Teton County 45% of the purchase price, or \$766,537.21. The Jackson/Teton County Housing Authority insured the property for \$940.00 and has been receiving \$2,700.00 per month in rent from the tenants. These funds are being placed back in the Housing Supply Program account at the Housing Authority.

STAFF IMPACT

This project requires significant time from the housing director. The Town planning and building staff will spend time on the review, permits, etc. Town and County legal departments will spend time drafting the development agreement, ground lease, and any other necessary documents. The housing manager will spend time ensuring the units meet the livability standards in the Housing Rules and Regulations. The housing compliance specialist will ensure enforcement of the restrictions on the units. The housing sales specialist will ensure all households purchasing the units are qualified to do so.

STAKEHOLDER ANALYSIS

Stakeholders include Town and County taxpayers, local working families, business owners, and neighbors.

LEGAL REVIEW

Reviewed by Lea Colasuonno, Town Attorney, and John Graham, Deputy County Attorney.

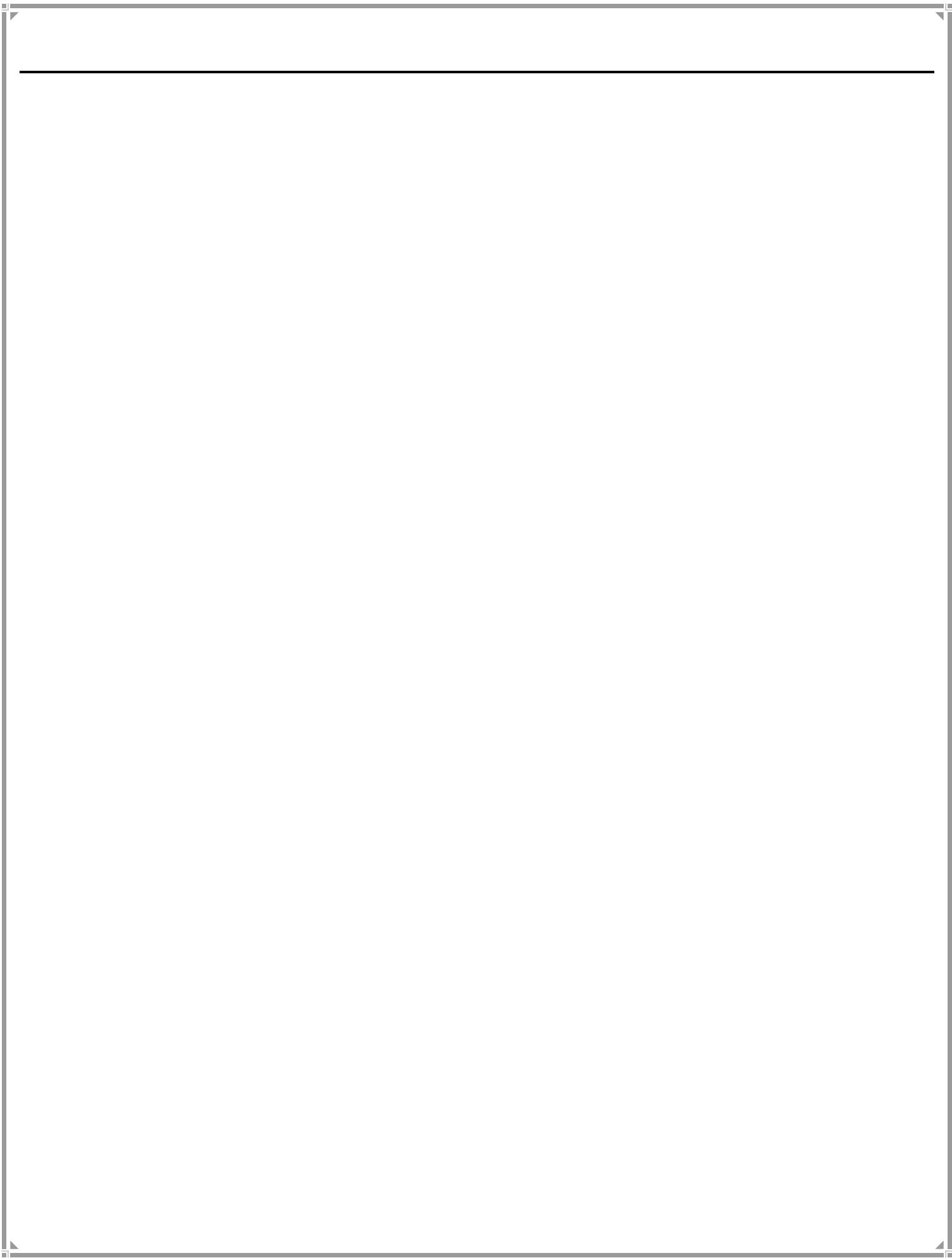
RECOMMENDATION

The Housing Supply Board recommends moving forward with the 16-unit design. This provides the greatest impact and maximizes the public investment.

Staff recommends moving forward with a revised 12-unit option that provides a mix of 1, 2, and 3-bedroom homes. This is in line with the Comprehensive Plan vision for this Transitional Neighborhood and responds to the neighbors' concerns about a development with too many units and too many cars while also providing workforce housing for single people, couples, and families, and setting the course for future reinvestment in this area. If we are unable to develop workforce housing here, then the likelihood that this neighborhood will transition to higher-end homes and lose its working-class character becomes very high (see: Gill Addition). The electeds may choose to further reduce the sales prices for these units up to three months prior to completion. However, with the Jackson/Kelly rental project in the pipeline, electeds may find that project to provide a greater opportunity to provide needed lower-income rental housing for the community.

SUGGESTED MOTION

I move to direct and authorize the Jackson/Teton County Housing Authority Board to execute a Ground Lease and Development Agreement with Roller Development and Tack Development to develop a 12-unit permanently deed restricted housing project at 430 and 440 West Kelly Avenue. The Development Agreement and Ground Lease should clearly state the timeline for the project, required approvals to build, financial obligations of the partnering entities, terms and conditions of the long-term lease, homeowners' association requirements, reporting requirements, and any other items staff deems necessary to protect the public investment at this site or that the joint boards have directed staff to include during today's meeting.





JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: START

PRESENTER: Darren Brugmann

MEETING DATE: September 9, 2019

SUBJECT: Funding Contribution for START Service to Teton Village for FY20

STATEMENT/PURPOSE

The purpose of this item is for the Town Council and County Commission to make a determination on the funding contribution for service to Teton Village that would be applied to Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) for FY20.

In addition, the START Finance Committee makes three Policy Guideline Requests from the Elected:

1. As a policy perspective, should the public subsidize any portion of JHMR/TVA's obligation to the provide transportation for their employees as required by the applicable Master Plan(s)?
2. Are you in agreement with a 21st Century cost of service allocation – business based approach for START?
3. Are you in agreement with a 1-year transition to this approach (partial implementation in FY20 and full implementation in FY21)?

BACKGROUND/ALTERNATIVES

This item was discussed at the July 1, 2019 and August 5, 2019 Joint Information Meeting (JIM) and continued to this meeting. It continues to be apparent that not all parties agree with the appropriate cost sharing methodology for the provision of the Teton Village service. Staff has been asked to supply a simplified rate to/from Teton Village.

START Board Recommendation

The START Board has worked extensively on this issue in order to provide policy recommendations to the elected officials that will allow for a more predictable and consistent funding methodology that captures appropriate contribution levels by the Town, County, JHMR and TVA. It has become apparent continued discussions regarding a funding methodology will need to be re-evaluated for the upcoming FY2021 Budget process. The START Board will continue to evaluate funding levels and sources for all service modes in upcoming Board meetings, including the Board retreat scheduled for October 10, 2019. The goal is to have a preliminary budget plan before the start of calendar year 2020.

At this time, the START Board is unanimously recommending the following methodology:

START Finance Committee Recommendation - August 21, 2019					
Teton Village - Annual Operating Cost:					\$ 2,529,368
Unfunded Need					\$ 848,988
JHMR & TVA Employee Ridership	(%age of Total Winter Ridership)				
TOTAL Winter Village Runs:	433,469				
JHMR Employees:	176,031	41%			
TVA Employees:	104,790	24%			
		65%	X		65%
					\$ 551,842
Current Adopted Budget Contribution				<less>	\$ 309,794
					\$ 242,048
Split Difference				X	50%
					\$ 121,024
				+	\$ 309,794
Recommended Contribution: FY2020					\$ 430,818

Note:

The START Board's recommendation above does NOT include factors for:

- Capital Cost of Vehicles
- Capital Depreciation for Facilities
- Ski Pass holder privileges (START Board has confirmed their intention of honoring ski pass holder START privileges for the upcoming Winter 2019/20 Season. This will be reevaluated for FY21 and may not continue).

ADDITIONAL BACKGROUND INFORMATION

Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) Proposal

JHMR and TVA do not concur with the START Board recommendation and have proposed that they contribute the following towards the operational and capital expenditures for the Teton Village service:

- TVA's operational portion – \$115,500
 - TVA is proposing to pay the same amount they paid last year plus an offered market adjustment
- JHMR's operational portion: \$299,087
 - JHMR is proposing to pay based on the number of peak employees riding the bus for winter and summer and a ticket volume discount for the season (including 7 & 10 day) ski pass product. Both calculations were based on an outdated bulk rate bus pass fare that has not been utilized since 2006 and has since been repealed by the START Board.
- Capital – \$0
 - no amount has been proposed to fund capital by JHMR or TVA
- **Total TVA and JHMR Contribution: \$414,587**

FY20 Adopted Budget

If there are no changes to the adopted FY20 budget, the following is how service to Teton Village will be funded:

The FY20 total operations cost for the Teton Village service is budgeted at \$2,529,368. The funding for this expenditure in the approved FY20 Town and County START budget is comprised of the following: (please note that the figures have been updated since the July 1 JIM staff report to reflect actual adopted budget figures):

- Federal Grant Funding: \$974,380
(Using the percentage of service hours)
- Teton Village Fares: \$291,000
- Teton Village Area 2 Master Plan Contributions: \$415,000
(Please note this is an estimated figure and fluctuates based on actuals)
- JHMR and TVA Funds: **\$309,794**
 - JHMR: \$198,265
 - TVA: \$111,529
- Town and County Funds: \$539,194

The Town Council and County Commission have several options to consider including:

1. Approve START Board Recommendation as outlined above.
2. Discuss the issue and continue the discussion to a future JIM.
3. Take no action thereby supporting the adopted budget by default.
4. Other.

COMPREHENSIVE PLAN ALIGNMENT

Multimodal transportation is a key component in the comprehensive plan in Section 7 and the requirements for Teton Village to contribute to funding mass transit is part of implementing the integrated transportation plan and Policy 7.1.b specifically speaks to implementing the transportation demand management program. Policy 7.1.g speaks to establishing a permanent funding source for an alternative transportation system and maintaining cooperative partners in funding the system is critically important for its future. The requirement for funding directly aligns with Policy 7.3.c, require development to implement and fund alternative transportation. Principal 2.3 of the Comprehensive Plan also speaks to reducing energy consumption through transportation. Principle 1.2 under Ecosystem Stewardship also applies as bus service positively contributes to preserving air quality by removing single occupancy vehicles from the roads.

STAKEHOLDER ANALYSIS

TVA and JHMR are significant stakeholders. TVA and JHMR are not in agreement with START's recommended formula, and their proposal is attached to the staff report for the July 1, 2019 JIM. While both have not endorsed and/or agreed upon the recommendation at this point, both entities have been professional and forthcoming with their opinions. Stakeholders also include the employees of those entities that may commute from outlying communities and once in Jackson, need public transit to reach their final work destination. Stakeholders also include residents of the valley utilizing corridors to Teton Village or stops along the way to conduct business and participate in local recreation that benefit from public transit and fewer vehicles on the road. Stakeholders include everyone in the region that benefits from fewer vehicles on the road that might contribute to lower air quality standards. All taxpayers are stakeholders in that they support the local government's share of the funding required for the provision of this service. Wildlife is also a stakeholder in this issue in that fewer vehicles on these roads may result in fewer wildlife casualties.

FISCAL IMPACT

If the START Board's recommendations are approved the FY20 budget would need to be amended as follows:

START Operation Cost Only	<u>START Board Recommendation</u>		<u>JHMR & TVA Proposal</u>	<u>Current Adopted Budget</u>
Town	\$541,775		\$549,079	\$596,267
County	\$662,170		\$671,097	\$728,770
JHMR and TVA	\$430,818		\$414,587	\$309,726
Total	\$1,634,763		\$1,634,763	\$1,634,763

STAFF IMPACT

To date, staff has spent a significant amount of time analyzing the alternatives, conducting calculations, verifying data, and meeting with all parties involved. Approval of the recommendation would finalize the FY20 discussion.

LEGAL REVIEW

The recommended action complies with the Master Resort Plan and amendments. If the Town Council and County Commission continue this item, the legal review will be ongoing as needed.

ATTACHMENTS

JHMR and TVA proposal, dated 6/27/2019

Staff Report from July 1, 2019 JIM.

Staff Report from August 5, 2019 JIM

RECOMMENDATION

Staff concurs with the START Board recommendation as described above.

SUGGESTED MOTION

I move to approve the START Board recommendation establishing the funding contribution for START service to Teton Village as described in the September 9, 2019 staff report.

Jackson Hole Mountain Resort
START Bus Funding

6/27/2019

JHMR is comfortable paying the increase below which will achieve START's goal only if the formula is adopted going forward for future funding, as supported by an agreement. Otherwise we are comfortable with a cpi increase over FY 2019 funding, consistent with the FY 2020 budget approved by Town/County.

	Preferred Alternative <u>Option 2 (5/24/19)</u>	Adjustments to meet <u>STARTs Goal of \$411,792</u>	
Employee (will be adjusted based on annual volumes)			
total Peak Employees			
Winter	1,937	2,073	Converting Peak Emp to Total Employees
Summer	646	691	Converting Peak Emp to Total Employees
	<u>2,583</u>	<u>2,764</u>	
Group Rate for All Employees	\$ 45	\$ 50	Market Adjustment
	116,235	138,191	
Season Pass Ridership (will be adjusted based on annual volumes)			
Ridership	67,040	67,040	
Ticket - Volume Discount > 20k	\$ 2.10	\$ 2.40	Market Adjustment
	<u>\$ 140,784</u>	<u>\$ 160,896</u>	
Total Start Support	\$ 257,019	\$ 299,087	
TVA Fixed Fee Contribution	\$ 105,000	\$ 115,500	
Total Start Support	\$ 362,019	\$ 414,587	

JHMR Total Support to START			
Total Paid in 2019	\$	198,197	
Proposed Increase	\$	100,890	51%
Increase agreed to in FY 2019			18%

JHMR's conditions to agreement

This formula will be used going forward, subject to periodic percent increases consistent with public fare percent increases, made from time to time.

START continue to look at future funding sources, including town fares, fare adjustments, paid parking proceeds, etc.

We are still open, at JHMR or START's direction, to remove the START bus privileges from all or some of our season pass products (in particular the 7 and 10 Day frequency products).



BOARD OF COUNTY
COMMISSIONERS



TOWN
COUNCIL

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: START

PRESENTER: Larry Pardee

MEETING DATE: July 1, 2019

SUBJECT: Village Contribution Funding Formula for Area 1 and Area 2

STATEMENT/PURPOSE

The purpose of this item is to receive approval from the Town Council and County Commission for a funding formula between START and the Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) that satisfies the requirements for the Planned Unit Development (PUD) of the Master Resort Plan and Amended Master Resort Plan for Areas 1 and Area 2 but that also accurately reflects the total cost of service.

BACKGROUND/ALTERNATIVES

The Jackson Hole community and region is fortunate to have an existing public transit agency in order to achieve transportation demand objectives – primarily reducing the use of single occupancy vehicles in our transportation corridors. The community is extremely fortunate to have tremendous partners in achieving these goals. Considerable gratitude should be afforded to the Teton Village Association and Jackson Hole Mountain Resort for these efforts. Without their dedication to mass transit, START would not exist as it does today and the community would be in a much worse situation regarding congestion and environmental factors without the work and cooperation of TVA and JHMR.

The Policy topics to be discussed and decided are as follows:

1. Fares Collected

- a. Should full fares collected daily from passengers on the Teton Village Routes be allocated to the Teton Village Program Service? The START Board's recommendation is that they should and staff concurs. This is reflected in the recommended motion and amount.
- b. Should a change in passenger fares be implemented to increase farebox revenue collected? The START Board has decided to make no changes to fares at this time, and Staff supports this decision.

2. Federal Fund Apportionment

- a. Should a portion of federal fund monies be allocated to the Teton Village Routes? The START Board's recommendation is that they should and staff concurs. This is reflected in the recommended motion and amount.
- b. Is using the amount of service hours dedicated to Teton Village Routes an appropriate nexus to accurately apply the federal funds to this service? The START Board's position is that this is an appropriate nexus and Staff concurs. This is reflected in the recommended motion and amount.

3. Remaining Local Funding Need

- a. START Board voted for TVA and JHMR to fund 75% of the remaining local need and staff concurs. This is reflected in the recommended motion and amount.
- b. START Board Voted to have TVA and JHMR Pay for the Capital costs associated with this service and staff concurs. This is reflected in the recommended motion and amount.

Regarding obligations of Teton Village Area 1 and Area 2 Master Plans, both areas are required to provide season bus passes to all JHMR employees and to employees of any new development approved on commercial lots under the PUD to satisfy strategies in meeting requirements and obligations of Transportation Demand Management (TDM) policies. Susan Johnson's memo regarding obligations is attached.

Teton Village Area 1 (Area 1)

Teton Village Area 1 (Area 1) was approved on March 17, 1998, including a Standards and Conditions document that governs development, requirements, and obligations around TDM policies. The very first strategy listed for both the winter and summer seasons is the requirement to provide season bus passes to all JHMR employees and to employees of any new development approved on commercial lots.

The actual language from the Area 1 Master Plan is as follows:

“Provide season bus passes to all JHSC employees and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. These bus passes shall be provided at no cost to the employee unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the transit schedule does not accommodate the employees work schedule.”

Teton Village Area 2 (Area 2)

The Teton Village Resort Expansion Master Plan (Area 2) was approved on July 12, 2005 and includes a section on Transportation Demand Management Plan. This Section includes the following TDM strategies for commercial properties within Area 2 that are included in the TVA service area:

- Provide season bus passes to employees of any new, approved commercial development at no cost to the employees.
- Require employees who drive to park at Stilson.
- Provide free parking at Stilson.

Additional conditions are outlined as follows:

- Levy a fee to help meet the cost of Town of Jackson transportation needs arising from short-term rental units by requiring the owner of a property, in order to be permitted to be eligible for short-term rental, to pay a one-time fee of \$5,000 toward START. If the unit is re-sold and the new owner wishes to participate, a new \$5,000 fee shall be paid to the Town of Jackson.
- Condition #60 of the Area 2 Master plan requires a 1% transfer fee be imposed on all platted residential lots to provide funding for transportation to connect Town to Teton Village, including pathways. The real estate fee is mandated in the covenants and cannot be changed without 100% approval of the landowners.

Since START's inception, and specifically when the Joint Powers Agreement by and between the Town of Jackson (TOJ) and Teton County Wyoming officially formed START on September 4, 2001 – there have been annual negotiations between START and representatives of TVA and JHMR in order to determine the rate for the service to and from Teton Village. The Teton Village Contribution Funding Formula took on many different iterations through the years.

Numerous meetings have been conducted for the past three (3) years between the Town of Jackson, START and representatives of TVA and JHMR. All parties are in agreement that the strategies to reduce and limit automobile traffic to and from the village are meeting the intent of the requirements. However, agreement has not been reached on a formula to calculate the required payment. There are multiple layers of complexity and differing viewpoints regarding this formula.

The START Board formed a financial subcommittee with a main priority of establishing a recommended contribution funding formula for consideration by the Town Council and County Commissioners. This funding formula was presented to the full START Board on June 13 and approved. The funding formula is listed below in the table. Of particular importance, the funding formula focuses on:

1. Annual Cost of service (COS) to and from Teton Village.
2. Operational and capital costs.
3. Provision of a START bus pass for all TVA and JHMR employees to ride START at no cost to the employee.
4. Provision of a START bus pass for Annual Ski Pass holders to ride START at no cost to the pass holder.
5. Allowing for an increase/decrease in service levels based on funding.

All revenue and operating costs are based on the FY2020 adopted budget. The proposed formula does not account for actuals through year-end. The proposed formula does not bill JHMR or TVA for additional budget overages.

The table below depicts the following: FY20 (TVA_JHMR Proposal), START Board Recommended (w/o expanded service), the basis of the recommended funding formula can best be explained as follows:

Teton Village Program Service		Subsidy Source	FY2020 TVA & JHMR Proposal	FY2020 START Board Recommend
Annual Operating Cost			\$2,613,200	\$2,613,200
< LESS >				
Area 2 Impact Fees:	Area 2		\$415,000	\$415,000
Area 2 Revenue TOTAL:	Area 2		\$415,000	\$415,000
< LESS >				
Fares Collected:	Local Gov't		\$291,000	\$291,000
Federal Revenue (\$2,200,000 or 46% of total):	Local Gov't		\$1,012,000	\$1,012,000
Local Revenue TOTAL:	Local Gov't		\$1,303,000	\$1,303,000
< LESS >				
TVA & JHMR Allocation for Funding Need	TVA&JHMR		\$414,587 = 46%	\$671,400 = 75%
Town & County Allocation for Funding Need	Local Gov't		\$480,613 = 54%	\$223,800 = 25%
Remaining Operating Funding Need:	Total:		\$895,200	\$895,200
< LESS >				
Annual Operating Cost				
Area 2, TVA, & JHMR Allocation Total:	Operating		\$829,587 = 32%	\$1,086,400 = 42%
Town & County Allocation Total:	Operating		\$1,783,613 = 68%	\$1,526,800 = 58%
Annual Operating Total Cost:			\$2,613,200	\$2,613,200
< LESS >				
START Capital				
TVA & JHMR Allocation Total:	Capital		\$0 = 0%	\$26,375 = 2%
Town & County Allocation Total:	Capital		\$1,278,800 = 100%	\$1,252,425 = 98%
Capital Total Cost:			\$1,278,800	\$1,278,800
< LESS >				
Annual Operations & Capital Totals:				
Area 2, TVA & JHMR Operating & Capital:	Total:		\$829,587 = 21%	\$1,112,775 = 29%
Town & County Operating & Capital:	Total:		\$3,062,413 = 79%	\$2,752,849 = 71%
Annual Operations & Capital Total Cost:			\$3,892,000	\$3,892,000

As noted, the issue is complex and requires significant explanation and understanding. Staff recommends the Town Council and County Commission proceed with the #1 option below.

The Town Council and County Commission have many options available to them including:

1. Approve the START Board's recommendation for a funding formula that reflects the total cost of providing the service.
 - a. For Operations, Step 1: (Annual Operating Cost) Minus (-) (Area 2 Impact Fees + Fares Collected + a percentage of the Federal Revenue) Equals (=) (Remaining Operating Funding Need). Step 2: (Remaining Operating Funding Need) Multiplied By (x) 75% = Required Contribution from TVA and JHMR.
 - b. For Capital: (START Capital) Multiplied By (x) $(1/12)$ (*1/12 is one year of depreciation over the 12 years of life of the bus*) Multiplied by (x) (The average figure between miles of service to Teton Village and hours of service to Teton Village as a percentage of the total service provided by the system) = Required Contribution from TVA and JHMR.
 - c. Total: Area 2 Impact Fees + Operations + Capital = Required Total Contribution from TVA and JHMR.
 - d. For FY20 for Operations the calculation is Step 1: $\$2,613,200 - (\$415,000 + \$291,000 + \$1,012,000) = \$895,200$. Step 2: $\$895,200 \times 75\% = \$671,400$. For FY20 for Capital the calculation is $(\$1,278,800 \times 1/12) \times 50\% = \$26,375$. For FY20 for the Total the calculation is $\$415,000 + \$671,400 + \$26,375 = \$1,112,775$.
2. Consider the recommendation and continue the discussion to the August JIM agenda.
3. Direct staff to conduct further research and analysis on specific issues and bring the item back for consideration at the August JIM.
4. Approve the TVA/JHMR proposal for funding for FY2020 would result in \$414,587 in contributed funds.
5. Take no action wherein staff would continue discussions and analysis and revert back to the approved conditions for the master plan which would result in less funding for this service. This would result in staff either recommending a greater subsidy from Town and County or recommending other alternatives.
6. Other.

COMPREHENSIVE PLAN ALIGNMENT

Multimodal transportation is a key component in the comprehensive plan in Section 7 and the requirements for Teton Village to contribute to funding mass transit is part of implementing the integrated transportation plan and Policy 7.1.b specifically speaks to implementing the transportation demand management program. Policy 7.1.g speaks to establishing a permanent funding source for an alternative transportation system and maintaining cooperative partners in funding the system is critically important for its future. The requirement for funding directly aligns with Policy 7.3.c, require development to implement and fund alternative transportation. Principal 2.3 of the Comprehensive Plan also speaks to reducing energy consumption through transportation. Principle 1.2 under Ecosystem Stewardship also applies as bus service positively contributes to preserving air quality by removing single occupancy vehicles from the roads.

STAKEHOLDER ANALYSIS

TVA and JHMR are significant stakeholders. TVA and JHMR are not in agreement with START's recommended formula, and their proposal is attached. While both have not endorsed and/or agreed upon the recommendation at this point, both entities have been professional and forthcoming with their opinions. Stakeholders also include the employees of those entities that may commute from outlying communities and once in Jackson, need public transit to reach their final work destination. Stakeholders also include residents of the valley utilizing corridors to Teton Village or stops along the way to conduct business and participate in local recreation that benefit from public transit and fewer vehicles on the road. Stakeholders include everyone in the region that benefits from fewer vehicles on the road that might contribute to lower air quality standards. All taxpayers are stakeholders in

that they support the local government's share of the funding required for the provision of this service. Wildlife is also a stakeholder in this issue in that fewer vehicles on these roads may result in fewer wildlife casualties.

FISCAL IMPACT

The fiscal impact of Council and Commission approval of staff and the START Board's recommendations for a funding formula is significant as it is a more accurate reflection of the share of total cost to provide the service. Should another option be selected, it would have a negative fiscal impact and result in the Town and County subsidizing a larger share of the cost of providing this service or would result in a reduction in service to more accurately reflect the funding being provided.

STAFF IMPACT

To date, staff has spent a significant amount of time analyzing the alternatives, conducting calculations, verifying data, and meeting with all parties involved. Approval of the recommendation would be a positive staff impact in that it would clarify the funding model moving forward and eliminate future discussions, disagreements, or negotiations on an annual basis.

LEGAL REVIEW

Colasuonno: The recommended action complies with the Master Resort Plan and amendments. If the Town Council and County Commission continue this item, the legal review will be ongoing as needed.

Gingery.

ATTACHMENTS

Susan Johnson's Memo. JHMR and TVA Proposal.

RECOMMENDATION

Staff recommends the Town Council and County Commission approve the START Board's recommendation for a funding formula that reflects the total cost of providing the service.

- a. For Operations, Step 1: (Annual Operating Cost) Minus (-) (Area 2 Impact Fees + Fares Collected + a percentage of the Federal Revenue) Equals (=) (Remaining Operating Funding Need). Step 2: (Remaining Operating Funding Need) Multiplied By (x) 75% = Required Contribution from TVA and JHMR.
- b. For Capital: (START Capital) Multiplied By (x) $(1/12)$ (*1/12 is one year of depreciation over the 12 years of life of the bus*) Multiplied by (x) (The average figure between miles of service to Teton Village and hours of service to Teton Village as a percentage of the total service provided by the system) = Required Contribution from TVA and JHMR.
- c. Total: Area 2 Impact Fees + Operations + Capital = Required Total Contribution from TVA and JHMR.
- d. For FY20 for Operations the calculation is Step 1: $\$2,613,200 - (\$415,000 + \$291,000 + \$1,012,000) = \$895,200$. Step 2: $\$895,200 \times 75\% = \$671,400$. For FY20 for Capital the calculation is $(\$1,278,800 \times 1/12) \times 50\% = \$26,375$. For FY20 for the Total the calculation is $\$415,000 + \$671,400 + \$26,375 = \$1,112,775$.

SUGGESTED MOTION

Should the Town Council and County Commission be ready to take action, one possible motion would be:

I move to approve the START Board's recommendation for a funding formula that reflects the total cost of providing the service.

- a. For Operations, Step 1: (Annual Operating Cost) Minus (-) (Area 2 Impact Fees + Fares Collected + a percentage of the Federal Revenue) Equals (=) (Remaining Operating Funding Need). Step 2: (Remaining Operating Funding Need) Multiplied By (x) 75% = Required Contribution from TVA and JHMR.

- b. For Capital: (START Capital) Multiplied By (x) $(1/12)$ ($1/12$ is one year of depreciation over the 12 years of life of the bus)) Multiplied by (x) (The average figure between miles of service to Teton Village and hours of service to Teton Village as a percentage of the total service provided by the system) = Required Contribution from TVA and JHMR.
- c. Total: Area 2 Impact Fees + Operations + Capital = Required Total Contribution from TVA and JHMR.
- d. For FY20 for Operations the calculation is Step 1: $\$2,613,200 - (\$415,000 + \$291,000 + \$1,012,000) = \$895,200$. Step 2: $\$895,200 \times 75\% = \$671,400$. For FY20 for Capital the calculation is $(\$1,278,800 \times 1/12) \times 50\% = \$26,375$. For FY20 for the Total the calculation is $\$415,000 + \$671,400 + \$26,375 = \$1,112,775$.

Jackson Hole Mountain Resort
START Bus Funding

6/27/2019

JHMR is comfortable paying the increase below which will achieve START's goal only if the formula is adopted going forward for future funding, as supported by an agreement. Otherwise we are comfortable with a cpi increase over FY 2019 funding, consistent with the FY 2020 budget approved by Town/County.

		Preferred Alternative <u>Option 2 (5/24/19)</u>	Adjustments to meet <u>START's Goal of \$411,792</u>
Employee (will be adjusted based on annual volumes)			
total Peak Employees			
	Winter	1,937	2,073
	Summer	646	691
		2,583	2,764
	Group Rate for All Employees	\$ 45	\$ 50
		116,235	138,191
Season Pass Ridership (will be adjusted based on annual volumes)			
	Ridership	67,040	67,040
	Ticket - Volume Discount > 20k	\$ 2.10	\$ 2.40
		140,784	160,896
Total Start Support		\$ 257,019	\$ 299,087
TVA Fixed Fee Contribution		\$ 105,000	\$ 115,500
Total Start Support		\$ 362,019	\$ 414,587

JHMR Total Support to START				
Total Paid in 2019	\$	198,197		
Proposed Increase	\$	100,890		
Increase agreed to in FY 2019				51% 18%

JHMR's conditions to agreement

This formula will be used going forward, subject to periodic percent increases consistent with public fare percent increases, made from time to time.
START continue to look at future funding sources, including town fares, fare adjustments, paid parking proceeds, etc.
We are still open, at JHMR or START's direction, to remove the START bus privileges from all or some of our season pass products (in particular the 7 and 10 Day frequency products).

PLANNING & DEVELOPMENT



MEMO

To: Tyler Sinclair, Planning Director

Cc: Deputy County Attorney Keith Gingery
Deputy County Attorney Erin Weisman

From: Susan Johnson, Planning Manager

Date: May 16, 2017 **Revised June 13, 2017*

Subject: Obligations of Teton Village Area 1 and Area 2 Master Plans
Regarding START

Teton Village Area 1 (Area 1)

Teton Village Area 1 (Area 1) was approved on March 17, 1998, including a Standards and Conditions document that governs development, requirements, and obligations. Subsequent amendments have been approved over time. Included in the original recorded document is the Transportation Element (Attachment C of the Standards and Conditions document).

Page 9 of the Area 1 Master Plan includes Section VI. Transportation, which includes Subsection C. Transportation Demand Management Program, which states, "The Purpose of the Transportation Demand Management (TDM) Program is to establish strategies that influence travel mode choices and reduce the number of automobile trips made. This will in turn reduce the negative traffic impacts created by Teton Village, particularly on Highway 390. The TDM Program seeks to discourage automobile use by lessening the need for vehicular travel and by encouraging use of public transit and carpooling."

The Area 1 Master Plan goes on to state that "the strategies identified in this document shall be implemented as described." The document requires that all developers "shall submit a TDM Program" for any particular development proposal that is reviewed under the Area 1 Master Plan that includes strategies for traffic reduction.

Strategies that are required to be implemented are listed in the Area 1 Master Plan in VI.C.4, and include a list of strategies for both winter season and summer season. The first strategy listed for both the winter and summer seasons is:

- (1) Provide season bus passes to all JHSC employees and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. These bus passes shall be provided at no cost to the employee unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the transit schedule does not accommodate the employees work schedule.

Other strategies require employees of any business in Teton Village Area 1 who choose to drive to park at Stilson, unless the transit schedule does not accommodate the employees work schedule; free parking at Stilson with free bus service to and from Stilson; marketing to promote alternative transportation modes; and that the TVA (Teton Village Association) shall encourage more activities at Teton Village to reduce the need for summer guests to leave the village.

Future strategies that Teton County may require or TVA may propose are also listed, some of which have been initiated, such as paid parking at Teton Village to discourage single occupancy trips, providing bus passes with ski and hotel packages for guests to Teton Village, providing comprehensive pedestrian and bicycle trails, and an internal shuttle system within Teton Village. Other future strategies that have not been implemented include promoting a special shuttle between Teton Village and Grand Teton National Park locations such as Jenny Lake, providing a staging area for outfitters, guides, and rafting companies, as well as providing a Village-wide meeting facility. An important additional strategy being implemented, but not listed as a requirement in the Master Plan is the provision of START Bus passes with each ski pass hold purchase.

Measures of effectiveness are listed and include consideration of amending the TDM Program if trips generated on the Village Entrance Road during the peak hour exceeds 1,220 in the winter and 1,125 in the summer. A specific 20 year review that is coming up in 2018 that states, "After this Planned Unit Development has been in effect for 20 years, the total trip generation shall not exceed the total trips predicted for the development existing at that time." Trip generation rates are as follows:

- (a) 0.75 daily vehicle trips by overnight guests in the Village per APO (Average Peak Occupancy, which equals 2 per hotel room and 4 per condo or single family home short-term rented).
- (b) 0.23 daily vehicle trips by skiers per CCC of the mountain (CCC is Comfortable Carrying Capacity, which equals 7,690 at build-out).
- (c) 1.43 daily vehicle trips by employee per total daily number employees at Teton Village.

Teton Village Area 2 (Area 2)

The Teton Village Resort Expansion Master Plan (Area 2) was approved on July 12, 2005 and includes Section 7. Transportation and Demand Management Plan. This Section includes the following TDM strategies for commercial properties within Area 2 that are included in the TVA service area:

- Provide season bus passes to employees of any new, approved commercial development at no cost to the employees.
- Require employees who drive to park at Stilson.
- Provide free parking at Stilson.
- Use marketing and promotion to encourage use of modes of transportation other than automobile.
- Provide pathways, including a connection to the Rachel Way and Michael Drive residential area.
- Connect Michael Drive to Bowman Road.
- Incorporate pedestrian facilities into all new development.
- Provide home mail delivery.
- Provide garbage and recycling pick-up areas.

- Construction Management Plans prior to approval of development plans.
- 151 total employees housed shall be employed at businesses located in Teton Village.

In addition, a subsection in Section 7 titled **Public Transportation** is included that outlines how the Master Plan supports START, which includes a transit center within walking distance of the lifts, as well as the following:

- Apply up to \$40,000 toward construction of two new START transit stop shelters, one in the Town of Jackson and one in the Teton Village Resort. These funds should be more than sufficient to fund the construction of two standard covered shelters. *This was paid by the developer in July 2007.*
- Contribute \$10,000 toward a public education program focused on increasing ridership - utilizing newspapers, radio, theaters, the Chamber of Commerce, promotional events, educational brochures and targeting new residents. *This was paid by the developer in July 2007.*
- Levy a fee each time a building permit is issued on property (office space, retail space and free-market residential units) within Area 2 – \$360 for single-family detached units and \$325 for all other residential structures. The impact fee for the non-residential units will be \$1,483 per 1,000 square feet of office space and \$1,148 per 1,000 square feet of restaurant and retail space. The fee is collected by Teton County as part of the building permit application process.
- Levy a fee to help meet the cost of Town of Jackson transportation needs arising from short-term rental units by requiring the owner of a property, in order to be permitted to be eligible for short-term rental, to pay a one-time fee of \$5,000 toward START. If the unit is re-sold and the new owner wishes to participate, a new \$5,000 fee shall be paid to the Town of Jackson.
- Implement the fare revenue program designed by the applicant and the START Transit Administrator as outlined in the signed memo included in Appendix N (attached to this memo).

In addition, Condition #60 of the Area 2 Master plan requires a 1% transfer fee be imposed on all platted residential lots to provide funding for transportation to connect Town to Teton Village, including pathways. The real estate fee is mandated in the covenants and cannot be changed without 100% approval of the landowners.

One other important difference between the Area 1 and Area 2 TDM programs is that Area 1 requires biennial monitoring and review by Teton County. Only the portion of Area 2 that is included in the TVA service area is required to participate in the TDM monitoring program. Currently, no portion of Area 2 is included in the TVA Commercial District.

Appendix N
Fare Revenue Program Memo

MEMORANDUM

TO: PAULA STEVENS, INTERIM PLANNING DIRECTOR
FROM: *MW* MICHAEL WACKERLY (START TRANSIT ADMINISTRATOR, START) AND BILL RESOR *WR*
(MANAGING PARTNER, SRA)
SUBJECT: START FARE REVENUE PROGRAM: AREA TWO – TETON VILLAGE EXPANSION PLANNED UNIT
DEVELOPMENT – PLANNED RESORT
DATE: NOVEMBER 15, 2006

This memo outlines the structure of a fare revenue program for START related to the **commercial properties within Area Two** – Teton Village Expansion Planned Unit Development ("Teton Village Expansion PUD") as required by the Teton Village Expansion PUD – Planned Resort ("Resort Master Plan").

All commercial properties¹ within the Teton Village Expansion PUD are required to participate in a fare revenue program as detailed below (Fare Revenue Program). Currently the Teton Village Expansion PUD permits a total of 10,000 square feet of space for commercial properties. Up to 60,000 square feet of commercial space may be added to the Teton Village Expansion PUD if it is transferred from the existing Teton Village PUD. If additional commercial square footage is added to the Teton Village Expansion PUD, either by transfer from the existing Teton Village PUD or by amendment to the Teton Village Expansion PUD, then these additional commercial properties would also be required to participate the Fare Revenue Program.

The Fare Revenue Program requires commercial property owners within the Teton Village Expansion PUD to purchase START season passes for all of their employees. Twice a year START and representatives of the commercial properties will meet to review and adjust the fee paid to START for season START passes that are required for the employees of the commercial properties. The meetings will take place during the first week of September and the first week of March. The meeting in September will set the fee and number of employees requiring START passes for the upcoming winter

¹ Commercial properties means properties that contain commercial space; commercial space includes retail, restaurant and office space and does not include non-profit space, resort support space or institutional space as defined in the Standards and Conditions of the Area Two – Teton Village Expansion Planned Unit Development – Planned Resort Resort Master Plan.

season. The meeting in March will set the fee and number of employees requiring START passes for the upcoming summer season.

The fee paid for each season pass will be based on a model that sets season pass rates equal to the estimated per-rider-operating-expense incurred by START for service to and from the Teton Village. As such, the cost of a season pass should approximate the estimated operational cost to START for transporting an average employee to and from Teton Village for the season. A similar calculation to that shown in Exhibit A, attached to this memo, will be used. However, the calculation will need to translate a price-per-ride into a season pass cost by estimating the average seasonal usage of START by employees. START has vast amounts of data on which it can base such estimates.

At each of the semi-annual meetings each commercial property owner must present to START a list of all employees currently employed at his or her business as well as any additional employees expected to be added during that season. Each commercial property owner must purchase a season pass for all employees at his or her business. The exemptions to this requirement are outlined below.

1. No employee is required to have more than one season pass. Employees working at multiple Teton Village businesses are not required to have multiple passes.
2. Season passes are transferable from an employee leaving a business to an employee joining a business. If an employee at a commercial property is released from or leaves his or her employment, and the owner hires a replacement, the owner would not be required to purchase an additional season pass, but could simply transfer the ex-employee's pass to the new employee.

EXHIBIT A - CALCULATION OF START BUS COST PER TETON VILLAGE RIDER FY 2006

	START Service FY 2006		Village Expansion at Buildout		Combined Total	
	Winter	Total	Winter	Total	Winter	Total
Teton Village Ridership	249,000	291,000	400,000	420,000	649,000	711,000
Riders per Run	27	26			39	38
Variable Operating Cost	\$745,000	\$893,000	\$590,000	\$640,000	\$1,335,000	\$1,533,000
Variable Cost per Ride	\$2.99	\$3.07	\$1.48	\$1.52	\$2.06	\$2.16
Vehicle Replacement Cost	\$90,000	\$180,000	\$173,000	\$187,000	\$263,000	\$367,000
Facility Depreciation & Other Fixed Cost	\$90,000	\$180,000	\$0	\$0	\$90,000	\$180,000
TOTAL COST	\$925,000	\$1,253,000	\$763,000	\$827,000	\$1,688,000	\$2,080,000
Estimated Impact fee Annual Revenue				\$9,500		
				\$1.95		

note: all cost figures are in year 2006 dollars

Price per ride

12/7/2006

SRA Ridership Forecast



BOARD OF COUNTY
COMMISSIONERS



TOWN
COUNCIL

JOINT INFORMATION MEETING

AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: START

PRESENTER: Darren Brugmann

MEETING DATE: August 5, 2019

SUBJECT: Funding Contribution Formula (Methodology) for START Service to Teton Village

STATEMENT/PURPOSE

The purpose of this item is for the Town Council and County Commission to make a policy determination on a funding contribution methodology for service to Teton Village that would be applied to Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) for FY20 and into the future. The fundamental question is at what level should the Town, County, Jackson Hole Mountain Resort and Teton Village Association share in the cost of the Teton Village START service?

BACKGROUND/ALTERNATIVES

This item was discussed at the July 1, 2019 Joint Information Meeting (JIM) and continued to this meeting. Service to Teton Village is one of four core services provided by START, the others being the ADA/Paratransit Demand Response Service, In-Town Shuttle Service, and the Commuter Service to and from Teton Valley Idaho and Star Valley Wyoming. Service to Teton Village is 44.29% of all of the service planned by START for FY20. This percentage will fluctuate if there are service increases or decreases in this service area or in other areas. The service to Teton Village is the only service with identified contribution requirements as set forth in the Teton Village Area 1 Master Plan. Since master plan adoption, negotiations have occurred each year regarding the contribution calculation method and the subsequent amount provided.

It has become apparent that not all parties agree to the appropriate cost sharing of the provision of the Teton Village service. For example since 2006 the service has increased from 66 to 98 Round Trips (Winter) and 9 to 35 (Summer, including this summer pilot expansion), a total of 58 Full Round Trips. Since 2006, ridership to/from the Village increased 69% from 302,743 to 511,087 (an additional 208,344 passenger trips). The cost to provide service to/from Village has increased 348% from approximately \$564,000 to \$2,529,368 an increase of \$2,029,368 (Note: 2006 figures do not include fixed and overhead estimations while FY20 does). The funding contribution from JHMR and TVA has increased 109% from approximately \$148,000 to \$309,726 an increase of \$161,726.

Unfortunately, the funding contribution has kept pace with neither the service increases nor the cost of providing the service. For many years, the annual contribution provided was a calculation that included an annual percentage increase over the previous year with some consideration for increased frequency added during a fiscal year. In contrast, an example from FY20 (as mentioned above in service round trip counts) is increased summer Route 20-Green line service to and from the Teton Village and Stilson. This expansion doubled the amount of round trips provided daily and was ultimately funded 100% by Teton County as a pilot project with no TVA/JHMR funding increase offered or provided. This increased service is not currently included or reflected in the overall percentages and expenses outlined in this report.

During previous years negotiations there have been questions related to the total ridership numbers and type of riders utilizing the Teton Village Service. It was hoped that this information may be able to better inform negotiations going forward. In the winter 2018-19 START implemented electronic fare technology to better track

ridership per pass holder so that JHMR and TVA employee passes are specifically counted and differentiated from ski pass holders and from regular bus riders. Per data for winter of 2018/2019, approximately 80% of the ridership for this service is comprised solely of TVA employees, JHMR employees, and ski pass holders.

The START Board has worked extensively on this issue in order to provide policy recommendations to the elected officials that will allow for a more predictable and consistent funding methodology that captures appropriate contribution levels by the Town, County, JHMR and TVA. This funding methodology will not only provide sound FY20 levels but will allow for planning and budgeting needs for future years.

FY20 Adopted Budget - If there are no changes to the adopted FY20 budget the following is how service to Teton Village will be funded:

The FY20 total operations cost for the Teton Village service is budgeted at \$2,529,368. The funding for this expenditure in the approved FY20 Town and County START budget is comprised of the following: (please note that the figures have been updated since the July 1 JIM staff report to reflect actual adopted budget figures):

- Federal Grant Funding: \$974,380
(Using the percentage of service hours)
- Teton Village Fares: \$291,000
- Teton Village Area 2 Master Plan Contributions: \$415,000
(Please note this is an estimated figure and fluctuates based on actuals)
- JHMR and TVA Funds: \$309,794
- Town and County Funds: \$539,194

The FY20 total local capital bus expenditures for the Teton Village service is \$2,588,751. Funding for this expenditure in the approved FY20 Town and County budgets is as follows:

- Federal Grant Funding: \$2,071,000
- Town and County Funds: \$ 517,750
- JHMR and TVA: \$ 0

START Board Recommendation

The START Board provided a recommendation to the Town and County on what percentage of the total operational and capital expenditures should be provided by the Town, County and JHMR and TVA for FY20 and beyond. Should this recommendation be accepted by the elected officials it will become policy direction to staff and will be incorporated into the FY20 and all future START budget and planning needs.

Operations

The START Board's recommendation for operations is based on the cost of providing the service to Teton Village using FY20 budgeted cost and service hour numbers along with actual ridership for FY19. The START Board is recommending that JHMR and TVA are required to contribute 75% of the unfunded operating cost, which is the total operating cost minus Federal Grant Funding, Teton Village Fares, and Teton Village Area 2 Contributions. The START Board recommends that this policy decision be utilized each year going forward to determine the annual TVA and JHMR contribution.

For FY20 the total annual unfunded operating cost is \$848,988. Per the START Boards recommendation JHMR and TVA would be required to pay 75% of this total, which is \$636,741.

Capital Bus Purchases

In addition, to funding operations the START Board has recommended that JHMR and TVA also fund capital bus expenditure needs. The Board is recommending that JHMR and TVA contribute consistent

with the operating policy formula described above except that the cost of a bus should be amortized over a 12 year period.

For FY20 the total annual unfunded capital bus cost is \$517,750. Per the START Boards recommendation JHMR and TVA would be required to pay 75% of this total amortized annually over the life of the bus which equates to 12 years of payments at \$32,359 annually.

Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) Proposal

JHMR and TVA do not concur with the START Board recommendation and have proposed that they contribute the following towards the operational and capital expenditures for the Teton Village service:

- TVA's operational portion – \$115,500
 - TVA is proposing to pay the same amount they paid last year plus an offered market adjustment
- JHMR's operational portion: \$299,087
 - JHMR is proposing to pay based on the number of peak employees riding the bus for winter and summer and a ticket volume discount for the season (including 7 & 10 day) ski pass product. Both calculations were based on an outdated bulk rate bus pass fare that has not been utilized since 2006 and has since been repealed by the START Board.
- Capital – \$0
 - no amount has been proposed to fund capital by JHMR or TVA
- **Total TVA and JHMR Contribution: \$414,587**
(Equates to 16% of the Total Operating costs for Teton Village Service).

COMPREHENSIVE PLAN ALIGNMENT

Multimodal transportation is a key component in the comprehensive plan in Section 7 and the requirements for Teton Village to contribute to funding mass transit is part of implementing the integrated transportation plan and Policy 7.1.b specifically speaks to implementing the transportation demand management program. Policy 7.1.g speaks to establishing a permanent funding source for an alternative transportation system and maintaining cooperative partners in funding the system is critically important for its future. The requirement for funding directly aligns with Policy 7.3.c, require development to implement and fund alternative transportation. Principal 2.3 of the Comprehensive Plan also speaks to reducing energy consumption through transportation. Principle 1.2 under Ecosystem Stewardship also applies as bus service positively contributes to preserving air quality by removing single occupancy vehicles from the roads.

STAKEHOLDER ANALYSIS

TVA and JHMR are significant stakeholders. TVA and JHMR are not in agreement with START's recommended formula, and their proposal is attached to the staff report for the July 1, 2019 JIM. While both entities have not endorsed and/or agreed upon the recommendation at this point, both entities have been professional and forthcoming with their opinions. Stakeholders also include the employees of those entities that may commute from outlying communities and once in Jackson, need public transit to reach their final work destination. Stakeholders also include residents of the valley utilizing corridors to Teton Village or stops along the way to conduct business and participate in local recreation that benefit from public transit and fewer vehicles on the road. Stakeholders include everyone in the region that benefits from fewer vehicles on the road that might contribute to lower air quality standards. All taxpayers are stakeholders in that they support the local government's share of the funding required for the provision of this service. Wildlife is also a stakeholder in this issue in that fewer vehicles on these roads may result in fewer wildlife casualties.

FISCAL IMPACT

If the START Board's recommendations are approved the FY20 budget would need to be amended as follows:

Operations	<u>FY20 Approved Budget</u>	<u>FY20 START Recommendation</u>
Town	\$596,267	\$449,141
County	\$728,770	\$548,949
JHMR and TVA	\$309,726	\$636,741

Capital	<u>FY20 Approved Budget</u>	<u>FY20 START Recommendation</u>
Town	\$595,393	\$580,831
County	\$727,703	\$709,905
JHMR and TVA	\$0	\$32,359

STAFF IMPACT

To date, staff has spent a significant amount of time analyzing the alternatives, conducting calculations, verifying data, and meeting with all parties involved. Approval of the recommendation would be a positive staff impact in that it would clarify the funding model moving forward and eliminate future discussions, decisions, or negotiations on an annual basis.

LEGAL REVIEW

The recommended action complies with the Master Resort Plan and amendments. If the Town Council and County Commission continue this item, the legal review will be ongoing as needed.

ATTACHMENTS

JHMR and TVA proposal, dated 6/27/2019
Staff Report with Attachments from July 1, 2019 JIM.

RECOMMENDATION

Staff concurs with the START Board recommendation as described above.

Should the Boards want to consider a phased approach staff recommends that only 50% of the proposed increase be applied to JHMR and TVA in FY20 with full cost implementation delayed to FY21.

SUGGESTED MOTION

I move to approve the START Board recommendation establishing the funding contribution formula policy for START service to Teton Village as described in the August 5, 2019 staff report.

Jackson Hole Mountain Resort
START Bus Funding

6/27/2019

JHMR is comfortable paying the increase below which will achieve START's goal only if the formula is adopted going forward for future funding, as supported by an agreement. Otherwise we are comfortable with a cpi increase over FY 2019 funding, consistent with the FY 2020 budget approved by Town/County.

	Preferred Alternative <u>Option 2 (5/24/19)</u>	Adjustments to meet <u>STARTs Goal of \$411,792</u>	
Employee (will be adjusted based on annual volumes)			
total Peak Employees			
Winter	1,937	2,073	Converting Peak Emp to Total Employees
Summer	646	691	Converting Peak Emp to Total Employees
	2,583	2,764	
Group Rate for All Employees	\$ 45	\$ 50	Market Adjustment
	116,235	138,191	
Season Pass Ridership (will be adjusted based on annual volumes)			
Ridership	67,040	67,040	
Ticket - Volume Discount > 20k	\$ 2.10	\$ 2.40	Market Adjustment
	\$ 140,784	\$ 160,896	
Total Start Support	\$ 257,019	\$ 299,087	
TVA Fixed Fee Contribution	\$ 105,000	\$ 115,500	
Total Start Support	\$ 362,019	\$ 414,587	
JHMR Total Support to START			
Total Paid in 2019	\$ 198,197		
Proposed Increase	\$ 100,890	51%	
Increase agreed to in FY 2019		18%	

JHMR's conditions to agreement

This formula will be used going forward, subject to periodic percent increases consistent with public fare percent increases, made from time to time.

START continue to look at future funding sources, including town fares, fare adjustments, paid parking proceeds, etc.

We are still open, at JHMR or START's direction, to remove the START bus privileges from all or some of our season pass products (in particular the 7 and 10 Day frequency products).



BOARD OF COUNTY
COMMISSIONERS



TOWN
COUNCIL

JOINT INFORMATION MEETING AGENDA DOCUMENTATION

SUBMITTING DEPARTMENT: START

PRESENTER: Larry Pardee

MEETING DATE: July 1, 2019

SUBJECT: Village Contribution Funding Formula for Area 1 and Area 2

STATEMENT/PURPOSE

The purpose of this item is to receive approval from the Town Council and County Commission for a funding formula between START and the Jackson Hole Mountain Resort (JHMR) and Teton Village Association (TVA) that satisfies the requirements for the Planned Unit Development (PUD) of the Master Resort Plan and Amended Master Resort Plan for Areas 1 and Area 2 but that also accurately reflects the total cost of service.

BACKGROUND/ALTERNATIVES

The Jackson Hole community and region is fortunate to have an existing public transit agency in order to achieve transportation demand objectives – primarily reducing the use of single occupancy vehicles in our transportation corridors. The community is extremely fortunate to have tremendous partners in achieving these goals. Considerable gratitude should be afforded to the Teton Village Association and Jackson Hole Mountain Resort for these efforts. Without their dedication to mass transit, START would not exist as it does today and the community would be in a much worse situation regarding congestion and environmental factors without the work and cooperation of TVA and JHMR.

The Policy topics to be discussed and decided are as follows:

1. Fares Collected

- a. Should full fares collected daily from passengers on the Teton Village Routes be allocated to the Teton Village Program Service? The START Board's recommendation is that they should and staff concurs. This is reflected in the recommended motion and amount.
- b. Should a change in passenger fares be implemented to increase farebox revenue collected? The START Board has decided to make no changes to fares at this time, and Staff supports this decision.

2. Federal Fund Apportionment

- a. Should a portion of federal fund monies be allocated to the Teton Village Routes? The START Board's recommendation is that they should and staff concurs. This is reflected in the recommended motion and amount.
- b. Is using the amount of service hours dedicated to Teton Village Routes an appropriate nexus to accurately apply the federal funds to this service? The START Board's position is that this is an appropriate nexus and Staff concurs. This is reflected in the recommended motion and amount.

3. Remaining Local Funding Need

- a. START Board voted for TVA and JHMR to fund 75% of the remaining local need and staff concurs. This is reflected in the recommended motion and amount.
- b. START Board Voted to have TVA and JHMR Pay for the Capital costs associated with this service and staff concurs. This is reflected in the recommended motion and amount.

Regarding obligations of Teton Village Area 1 and Area 2 Master Plans, both areas are required to provide season bus passes to all JHMR employees and to employees of any new development approved on commercial lots under the PUD to satisfy strategies in meeting requirements and obligations of Transportation Demand Management (TDM) policies. Susan Johnson's memo regarding obligations is attached.

Teton Village Area 1 (Area 1)

Teton Village Area 1 (Area 1) was approved on March 17, 1998, including a Standards and Conditions document that governs development, requirements, and obligations around TDM policies. The very first strategy listed for both the winter and summer seasons is the requirement to provide season bus passes to all JHMR employees and to employees of any new development approved on commercial lots.

The actual language from the Area 1 Master Plan is as follows:

“Provide season bus passes to all JHSC employees and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. These bus passes shall be provided at no cost to the employee unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the transit schedule does not accommodate the employees work schedule.”

Teton Village Area 2 (Area 2)

The Teton Village Resort Expansion Master Plan (Area 2) was approved on July 12, 2005 and includes a section on Transportation Demand Management Plan. This Section includes the following TDM strategies for commercial properties within Area 2 that are included in the TVA service area:

- Provide season bus passes to employees of any new, approved commercial development at no cost to the employees.
- Require employees who drive to park at Stilson.
- Provide free parking at Stilson.

Additional conditions are outlined as follows:

- Levy a fee to help meet the cost of Town of Jackson transportation needs arising from short-term rental units by requiring the owner of a property, in order to be permitted to be eligible for short-term rental, to pay a one-time fee of \$5,000 toward START. If the unit is re-sold and the new owner wishes to participate, a new \$5,000 fee shall be paid to the Town of Jackson.
- Condition #60 of the Area 2 Master plan requires a 1% transfer fee be imposed on all platted residential lots to provide funding for transportation to connect Town to Teton Village, including pathways. The real estate fee is mandated in the covenants and cannot be changed without 100% approval of the landowners.

Since START's inception, and specifically when the Joint Powers Agreement by and between the Town of Jackson (TOJ) and Teton County Wyoming officially formed START on September 4, 2001 – there have been annual negotiations between START and representatives of TVA and JHMR in order to determine the rate for the service to and from Teton Village. The Teton Village Contribution Funding Formula took on many different iterations through the years.

Numerous meetings have been conducted for the past three (3) years between the Town of Jackson, START and representatives of TVA and JHMR. All parties are in agreement that the strategies to reduce and limit automobile traffic to and from the village are meeting the intent of the requirements. However, agreement has not been reached on a formula to calculate the required payment. There are multiple layers of complexity and differing viewpoints regarding this formula.

The START Board formed a financial subcommittee with a main priority of establishing a recommended contribution funding formula for consideration by the Town Council and County Commissioners. This funding formula was presented to the full START Board on June 13 and approved. The funding formula is listed below in the table. Of particular importance, the funding formula focuses on:

1. Annual Cost of service (COS) to and from Teton Village.
2. Operational and capital costs.
3. Provision of a START bus pass for all TVA and JHMR employees to ride START at no cost to the employee.
4. Provision of a START bus pass for Annual Ski Pass holders to ride START at no cost to the pass holder.
5. Allowing for an increase/decrease in service levels based on funding.

All revenue and operating costs are based on the FY2020 adopted budget. The proposed formula does not account for actuals through year-end. The proposed formula does not bill JHMR or TVA for additional budget overages.

The table below depicts the following: FY20 (TVA_JHMR Proposal), START Board Recommended (w/o expanded service), the basis of the recommended funding formula can best be explained as follows:

Teton Village Program Service		Subsidy Source	FY2020 TVA & JHMR Proposal	FY2020 START Board Recommend
Annual Operating Cost			\$2,613,200	\$2,613,200
< LESS >				
Area 2 Impact Fees:	Area 2		\$415,000	\$415,000
Area 2 Revenue TOTAL:	Area 2		\$415,000	\$415,000
< LESS >				
Fares Collected:	Local Gov't		\$291,000	\$291,000
Federal Revenue (\$2,200,000 or 46% of total):	Local Gov't		\$1,012,000	\$1,012,000
Local Revenue TOTAL:	Local Gov't		\$1,303,000	\$1,303,000
< LESS >				
TVA & JHMR Allocation for Funding Need	TVA&JHMR		\$414,587 = 46%	\$671,400 = 75%
Town & County Allocation for Funding Need	Local Gov't		\$480,613 = 54%	\$223,800 = 25%
Remaining Operating Funding Need:	Total:		\$895,200	\$895,200
< LESS >				
Annual Operating Cost				
Area 2, TVA, & JHMR Allocation Total:	Operating		\$829,587 = 32%	\$1,086,400 = 42%
Town & County Allocation Total:	Operating		\$1,783,613 = 68%	\$1,526,800 = 58%
Annual Operating Total Cost:			\$2,613,200	\$2,613,200
< LESS >				
START Capital				
TVA & JHMR Allocation Total:	Capital		\$0 = 0%	\$26,375 = 2%
Town & County Allocation Total:	Capital		\$1,278,800 = 100%	\$1,252,425 = 98%
Capital Total Cost:			\$1,278,800	\$1,278,800
< LESS >				
Annual Operations & Capital Totals:				
Area 2, TVA & JHMR Operating & Capital:	Total:		\$829,587 = 21%	\$1,112,775 = 29%
Town & County Operating & Capital:	Total:		\$3,062,413 = 79%	\$2,752,849 = 71%
Annual Operations & Capital Total Cost:			\$3,892,000	\$3,892,000

As noted, the issue is complex and requires significant explanation and understanding. Staff recommends the Town Council and County Commission proceed with the #1 option below.

The Town Council and County Commission have many options available to them including:

1. Approve the START Board's recommendation for a funding formula that reflects the total cost of providing the service.
 - a. For Operations, Step 1: (Annual Operating Cost) Minus (-) (Area 2 Impact Fees + Fares Collected + a percentage of the Federal Revenue) Equals (=) (Remaining Operating Funding Need). Step 2: (Remaining Operating Funding Need) Multiplied By (x) 75% = Required Contribution from TVA and JHMR.
 - b. For Capital: (START Capital) Multiplied By (x) $(1/12)$ (*1/12 is one year of depreciation over the 12 years of life of the bus*) Multiplied by (x) (The average figure between miles of service to Teton Village and hours of service to Teton Village as a percentage of the total service provided by the system) = Required Contribution from TVA and JHMR.
 - c. Total: Area 2 Impact Fees + Operations + Capital = Required Total Contribution from TVA and JHMR.
 - d. For FY20 for Operations the calculation is Step 1: $\$2,613,200 - (\$415,000 + \$291,000 + \$1,012,000) = \$895,200$. Step 2: $\$895,200 \times 75\% = \$671,400$. For FY20 for Capital the calculation is $(\$1,278,800 \times 1/12) \times 50\% = \$26,375$. For FY20 for the Total the calculation is $\$415,000 + \$671,400 + \$26,375 = \$1,112,775$.
2. Consider the recommendation and continue the discussion to the August JIM agenda.
3. Direct staff to conduct further research and analysis on specific issues and bring the item back for consideration at the August JIM.
4. Approve the TVA/JHMR proposal for funding for FY2020 would result in \$414,587 in contributed funds.
5. Take no action wherein staff would continue discussions and analysis and revert back to the approved conditions for the master plan which would result in less funding for this service. This would result in staff either recommending a greater subsidy from Town and County or recommending other alternatives.
6. Other.

COMPREHENSIVE PLAN ALIGNMENT

Multimodal transportation is a key component in the comprehensive plan in Section 7 and the requirements for Teton Village to contribute to funding mass transit is part of implementing the integrated transportation plan and Policy 7.1.b specifically speaks to implementing the transportation demand management program. Policy 7.1.g speaks to establishing a permanent funding source for an alternative transportation system and maintaining cooperative partners in funding the system is critically important for its future. The requirement for funding directly aligns with Policy 7.3.c, require development to implement and fund alternative transportation. Principal 2.3 of the Comprehensive Plan also speaks to reducing energy consumption through transportation. Principle 1.2 under Ecosystem Stewardship also applies as bus service positively contributes to preserving air quality by removing single occupancy vehicles from the roads.

STAKEHOLDER ANALYSIS

TVA and JHMR are significant stakeholders. TVA and JHMR are not in agreement with START's recommended formula, and their proposal is attached. While both have not endorsed and/or agreed upon the recommendation at this point, both entities have been professional and forthcoming with their opinions. Stakeholders also include the employees of those entities that may commute from outlying communities and once in Jackson, need public transit to reach their final work destination. Stakeholders also include residents of the valley utilizing corridors to Teton Village or stops along the way to conduct business and participate in local recreation that benefit from public transit and fewer vehicles on the road. Stakeholders include everyone in the region that benefits from fewer vehicles on the road that might contribute to lower air quality standards. All taxpayers are stakeholders in

that they support the local government's share of the funding required for the provision of this service. Wildlife is also a stakeholder in this issue in that fewer vehicles on these roads may result in fewer wildlife casualties.

FISCAL IMPACT

The fiscal impact of Council and Commission approval of staff and the START Board's recommendations for a funding formula is significant as it is a more accurate reflection of the share of total cost to provide the service. Should another option be selected, it would have a negative fiscal impact and result in the Town and County subsidizing a larger share of the cost of providing this service or would result in a reduction in service to more accurately reflect the funding being provided.

STAFF IMPACT

To date, staff has spent a significant amount of time analyzing the alternatives, conducting calculations, verifying data, and meeting with all parties involved. Approval of the recommendation would be a positive staff impact in that it would clarify the funding model moving forward and eliminate future discussions, disagreements, or negotiations on an annual basis.

LEGAL REVIEW

Colasuonno: The recommended action complies with the Master Resort Plan and amendments. If the Town Council and County Commission continue this item, the legal review will be ongoing as needed.

Gingery.

ATTACHMENTS

Susan Johnson's Memo. JHMR and TVA Proposal.

RECOMMENDATION

Staff recommends the Town Council and County Commission approve the START Board's recommendation for a funding formula that reflects the total cost of providing the service.

- a. For Operations, Step 1: (Annual Operating Cost) Minus (-) (Area 2 Impact Fees + Fares Collected + a percentage of the Federal Revenue) Equals (=) (Remaining Operating Funding Need). Step 2: (Remaining Operating Funding Need) Multiplied By (x) 75% = Required Contribution from TVA and JHMR.
- b. For Capital: (START Capital) Multiplied By (x) $(1/12)$ (*1/12 is one year of depreciation over the 12 years of life of the bus*) Multiplied by (x) (The average figure between miles of service to Teton Village and hours of service to Teton Village as a percentage of the total service provided by the system) = Required Contribution from TVA and JHMR.
- c. Total: Area 2 Impact Fees + Operations + Capital = Required Total Contribution from TVA and JHMR.
- d. For FY20 for Operations the calculation is Step 1: $\$2,613,200 - (\$415,000 + \$291,000 + \$1,012,000) = \$895,200$. Step 2: $\$895,200 \times 75\% = \$671,400$. For FY20 for Capital the calculation is $(\$1,278,800 \times 1/12) \times 50\% = \$26,375$. For FY20 for the Total the calculation is $\$415,000 + \$671,400 + \$26,375 = \$1,112,775$.

SUGGESTED MOTION

Should the Town Council and County Commission be ready to take action, one possible motion would be:

I move to approve the START Board's recommendation for a funding formula that reflects the total cost of providing the service.

- a. For Operations, Step 1: (Annual Operating Cost) Minus (-) (Area 2 Impact Fees + Fares Collected + a percentage of the Federal Revenue) Equals (=) (Remaining Operating Funding Need). Step 2: (Remaining Operating Funding Need) Multiplied By (x) 75% = Required Contribution from TVA and JHMR.

- b. For Capital: (START Capital) Multiplied By (x) $(1/12)$ ($1/12$ is one year of depreciation over the 12 years of life of the bus)) Multiplied by (x) (The average figure between miles of service to Teton Village and hours of service to Teton Village as a percentage of the total service provided by the system) = Required Contribution from TVA and JHMR.
- c. Total: Area 2 Impact Fees + Operations + Capital = Required Total Contribution from TVA and JHMR.
- d. For FY20 for Operations the calculation is Step 1: $\$2,613,200 - (\$415,000 + \$291,000 + \$1,012,000) = \$895,200$. Step 2: $\$895,200 \times 75\% = \$671,400$. For FY20 for Capital the calculation is $(\$1,278,800 \times 1/12) \times 50\% = \$26,375$. For FY20 for the Total the calculation is $\$415,000 + \$671,400 + \$26,375 = \$1,112,775$.

Jackson Hole Mountain Resort
START Bus Funding

6/27/2019

JHMR is comfortable paying the increase below which will achieve START's goal only if the formula is adopted going forward for future funding, as supported by an agreement. Otherwise we are comfortable with a cpi increase over FY 2019 funding, consistent with the FY 2020 budget approved by Town/County.

Employee (will be adjusted based on annual volumes)	Preferred Alternative		Adjustments to meet	
	Option 2 (5/24/19)		START's Goal of \$411,792	
total Peak Employees				
Winter	1,937		2,073	Converting Peak Emp to Total Employees
Summer	646		691	Converting Peak Emp to Total Employees
	2,583		2,764	
Group Rate for All Employees	\$ 45	\$	50	Market Adjustment
	116,235		138,191	
Season Pass Ridership (will be adjusted based on annual volumes)				
Ridership	67,040		67,040	
Ticket - Volume Discount > 20k	2.10	\$	2.40	Market Adjustment
	140,784	\$	160,896	
Total Start Support	\$ 257,019	\$	299,087	
TVA Fixed Fee Contribution	\$ 105,000	\$	115,500	
Total Start Support	\$ 362,019	\$	414,587	

JHMR Total Support to START	
Total Paid in 2019	\$ 198,197
Proposed Increase	\$ 100,890
Increase agreed to in FY 2019	51% 18%

JHMR's conditions to agreement

This formula will be used going forward, subject to periodic percent increases consistent with public fare percent increases, made from time to time.
START continue to look at future funding sources, including town fares, fare adjustments, paid parking proceeds, etc.
We are still open, at JHMR or START's direction, to remove the START bus privileges from all or some of our season pass products (in particular the 7 and 10 Day frequency products).

PLANNING & DEVELOPMENT



MEMO

To: Tyler Sinclair, Planning Director

Cc: Deputy County Attorney Keith Gingery
Deputy County Attorney Erin Weisman

From: Susan Johnson, Planning Manager

Date: May 16, 2017 **Revised June 13, 2017*

Subject: Obligations of Teton Village Area 1 and Area 2 Master Plans
Regarding START

Teton Village Area 1 (Area 1)

Teton Village Area 1 (Area 1) was approved on March 17, 1998, including a Standards and Conditions document that governs development, requirements, and obligations. Subsequent amendments have been approved over time. Included in the original recorded document is the Transportation Element (Attachment C of the Standards and Conditions document).

Page 9 of the Area 1 Master Plan includes Section VI. Transportation, which includes Subsection C. Transportation Demand Management Program, which states, "The Purpose of the Transportation Demand Management (TDM) Program is to establish strategies that influence travel mode choices and reduce the number of automobile trips made. This will in turn reduce the negative traffic impacts created by Teton Village, particularly on Highway 390. The TDM Program seeks to discourage automobile use by lessening the need for vehicular travel and by encouraging use of public transit and carpooling."

The Area 1 Master Plan goes on to state that "the strategies identified in this document shall be implemented as described." The document requires that all developers "shall submit a TDM Program" for any particular development proposal that is reviewed under the Area 1 Master Plan that includes strategies for traffic reduction.

Strategies that are required to be implemented are listed in the Area 1 Master Plan in VI.C.4, and include a list of strategies for both winter season and summer season. The first strategy listed for both the winter and summer seasons is:

- (1) Provide season bus passes to all JHSC employees and to employees of any new development approved on commercial lots or tracts under this Planned Unit Development. These bus passes shall be provided at no cost to the employee unless the employer demonstrates that an unreasonably high fee is being charged by the transit provider, in which case the bus passes may be only partially subsidized. Season bus passes will not be required for employees if the transit schedule does not accommodate the employees work schedule.

Other strategies require employees of any business in Teton Village Area 1 who choose to drive to park at Stilson, unless the transit schedule does not accommodate the employees work schedule; free parking at Stilson with free bus service to and from Stilson; marketing to promote alternative transportation modes; and that the TVA (Teton Village Association) shall encourage more activities at Teton Village to reduce the need for summer guests to leave the village.

Future strategies that Teton County may require or TVA may propose are also listed, some of which have been initiated, such as paid parking at Teton Village to discourage single occupancy trips, providing bus passes with ski and hotel packages for guests to Teton Village, providing comprehensive pedestrian and bicycle trails, and an internal shuttle system within Teton Village. Other future strategies that have not been implemented include promoting a special shuttle between Teton Village and Grand Teton National Park locations such as Jenny Lake, providing a staging area for outfitters, guides, and rafting companies, as well as providing a Village-wide meeting facility. An important additional strategy being implemented, but not listed as a requirement in the Master Plan is the provision of START Bus passes with each ski pass hold purchase.

Measures of effectiveness are listed and include consideration of amending the TDM Program if trips generated on the Village Entrance Road during the peak hour exceeds 1,220 in the winter and 1,125 in the summer. A specific 20 year review that is coming up in 2018 that states, "After this Planned Unit Development has been in effect for 20 years, the total trip generation shall not exceed the total trips predicted for the development existing at that time." Trip generation rates are as follows:

- (a) 0.75 daily vehicle trips by overnight guests in the Village per APO (Average Peak Occupancy, which equals 2 per hotel room and 4 per condo or single family home short-term rented).
- (b) 0.23 daily vehicle trips by skiers per CCC of the mountain (CCC is Comfortable Carrying Capacity, which equals 7,690 at build-out).
- (c) 1.43 daily vehicle trips by employee per total daily number employees at Teton Village.

Teton Village Area 2 (Area 2)

The Teton Village Resort Expansion Master Plan (Area 2) was approved on July 12, 2005 and includes Section 7. Transportation and Demand Management Plan. This Section includes the following TDM strategies for commercial properties within Area 2 that are included in the TVA service area:

- Provide season bus passes to employees of any new, approved commercial development at no cost to the employees.
- Require employees who drive to park at Stilson.
- Provide free parking at Stilson.
- Use marketing and promotion to encourage use of modes of transportation other than automobile.
- Provide pathways, including a connection to the Rachel Way and Michael Drive residential area.
- Connect Michael Drive to Bowman Road.
- Incorporate pedestrian facilities into all new development.
- Provide home mail delivery.
- Provide garbage and recycling pick-up areas.

- Construction Management Plans prior to approval of development plans.
- 151 total employees housed shall be employed at businesses located in Teton Village.

In addition, a subsection in Section 7 titled **Public Transportation** is included that outlines how the Master Plan supports START, which includes a transit center within walking distance of the lifts, as well as the following:

- Apply up to \$40,000 toward construction of two new START transit stop shelters, one in the Town of Jackson and one in the Teton Village Resort. These funds should be more than sufficient to fund the construction of two standard covered shelters. *This was paid by the developer in July 2007.*
- Contribute \$10,000 toward a public education program focused on increasing ridership - utilizing newspapers, radio, theaters, the Chamber of Commerce, promotional events, educational brochures and targeting new residents. *This was paid by the developer in July 2007.*
- Levy a fee each time a building permit is issued on property (office space, retail space and free-market residential units) within Area 2 – \$360 for single-family detached units and \$325 for all other residential structures. The impact fee for the non-residential units will be \$1,483 per 1,000 square feet of office space and \$1,148 per 1,000 square feet of restaurant and retail space. The fee is collected by Teton County as part of the building permit application process.
- Levy a fee to help meet the cost of Town of Jackson transportation needs arising from short-term rental units by requiring the owner of a property, in order to be permitted to be eligible for short-term rental, to pay a one-time fee of \$5,000 toward START. If the unit is re-sold and the new owner wishes to participate, a new \$5,000 fee shall be paid to the Town of Jackson.
- Implement the fare revenue program designed by the applicant and the START Transit Administrator as outlined in the signed memo included in Appendix N (attached to this memo).

In addition, Condition #60 of the Area 2 Master plan requires a 1% transfer fee be imposed on all platted residential lots to provide funding for transportation to connect Town to Teton Village, including pathways. The real estate fee is mandated in the covenants and cannot be changed without 100% approval of the landowners.

One other important difference between the Area 1 and Area 2 TDM programs is that Area 1 requires biennial monitoring and review by Teton County. Only the portion of Area 2 that is included in the TVA service area is required to participate in the TDM monitoring program. Currently, no portion of Area 2 is included in the TVA Commercial District.

Appendix N
Fare Revenue Program Memo

MEMORANDUM

TO: PAULA STEVENS, INTERIM PLANNING DIRECTOR
FROM: *MW* MICHAEL WACKERLY (START TRANSIT ADMINISTRATOR, START) AND BILL RESOR *WNR*
(MANAGING PARTNER, SRA)
SUBJECT: START FARE REVENUE PROGRAM: AREA TWO – TETON VILLAGE EXPANSION PLANNED UNIT
DEVELOPMENT – PLANNED RESORT
DATE: NOVEMBER 15, 2006

This memo outlines the structure of a fare revenue program for START related to the **commercial properties within Area Two** – Teton Village Expansion Planned Unit Development ("Teton Village Expansion PUD") as required by the Teton Village Expansion PUD – Planned Resort ("Resort Master Plan").

All commercial properties¹ within the Teton Village Expansion PUD are required to participate in a fare revenue program as detailed below (Fare Revenue Program). Currently the Teton Village Expansion PUD permits a total of 10,000 square feet of space for commercial properties. Up to 60,000 square feet of commercial space may be added to the Teton Village Expansion PUD if it is transferred from the existing Teton Village PUD. If additional commercial square footage is added to the Teton Village Expansion PUD, either by transfer from the existing Teton Village PUD or by amendment to the Teton Village Expansion PUD, then these additional commercial properties would also be required to participate the Fare Revenue Program.

The Fare Revenue Program requires commercial property owners within the Teton Village Expansion PUD to purchase START season passes for all of their employees. Twice a year START and representatives of the commercial properties will meet to review and adjust the fee paid to START for season START passes that are required for the employees of the commercial properties. The meetings will take place during the first week of September and the first week of March. The meeting in September will set the fee and number of employees requiring START passes for the upcoming winter

¹ Commercial properties means properties that contain commercial space; commercial space includes retail, restaurant and office space and does not include non-profit space, resort support space or institutional space as defined in the Standards and Conditions of the Area Two – Teton Village Expansion Planned Unit Development – Planned Resort Resort Master Plan.

season. The meeting in March will set the fee and number of employees requiring START passes for the upcoming summer season.

The fee paid for each season pass will be based on a model that sets season pass rates equal to the estimated per-rider-operating-expense incurred by START for service to and from the Teton Village. As such, the cost of a season pass should approximate the estimated operational cost to START for transporting an average employee to and from Teton Village for the season. A similar calculation to that shown in Exhibit A, attached to this memo, will be used. However, the calculation will need to translate a price-per-ride into a season pass cost by estimating the average seasonal usage of START by employees. START has vast amounts of data on which it can base such estimates.

At each of the semi-annual meetings each commercial property owner must present to START a list of all employees currently employed at his or her business as well as any additional employees expected to be added during that season. Each commercial property owner must purchase a season pass for all employees at his or her business. The exemptions to this requirement are outlined below.

1. No employee is required to have more than one season pass. Employees working at multiple Teton Village businesses are not required to have multiple passes.
2. Season passes are transferable from an employee leaving a business to an employee joining a business. If an employee at a commercial property is released from or leaves his or her employment, and the owner hires a replacement, the owner would not be required to purchase an additional season pass, but could simply transfer the ex-employee's pass to the new employee.

EXHIBIT A - CALCULATION OF START BUS COST PER TETON VILLAGE RIDER FY 2006

	START Service FY 2006		Village Expansion at Buildout		Combined Total	
	Winter	Total	Winter	Total	Winter	Total
Teton Village Ridership	249,000	291,000	400,000	420,000	649,000	711,000
Riders per Run	27	26			39	38
Variable Operating Cost	\$745,000	\$893,000	\$590,000	\$640,000	\$1,335,000	\$1,533,000
Variable Cost per Ride	\$2.99	\$3.07	\$1.48	\$1.52	\$2.06	\$2.16
Vehicle Replacement Cost	\$90,000	\$180,000	\$173,000	\$187,000	\$263,000	\$367,000
Facility Depreciation & Other Fixed Cost	\$90,000	\$180,000	\$0	\$0	\$90,000	\$180,000
TOTAL COST	\$925,000	\$1,253,000	\$763,000	\$827,000	\$1,688,000	\$2,080,000
Estimated Impact fee Annual Revenue				\$9,500		
				\$1.95		

note: all cost figures are in year 2006 dollars

Price per ride

12/7/2006

SRA Ridership Forecast