

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

**SEPTEMBER 9, 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 2:00 P.M. Upon roll call the following were present:

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

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

STAFF: Alyssa Watkins, Larry Pardee, Sherry Daigle, Keith Gingery, Lea Colasuonno, Steve Ashworth, Darren Brugmann, Roxanne Robinson, Heather Overholser, Tyler Sinclair, Amy Ramage, April Norton, Kristen Waters, Keith Sbrial, 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 Barron and seconded by Commissioner Epstein to approve the consent calendar items A, B, and C. On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Schechter to approve the consent calendar items A, B, and C.

- A. **Meeting Minutes.** To approve the meeting minutes as presented for the August 5, 2019 regular JIM meeting as presented.
- B. **Office of State Lands Investment Board (SLIB) Grant – Countywide Consensus Reallocation.** To approve the SLIB CWC reallocation in the amount of \$846,420.00
- C. **Scope of Work and Contract Approval for Consultant Services for a Childcare Baseline Inventory and Needs Assessment.** On behalf of the County - 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. On behalf of the Town - 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.

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.

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

Tyler Sinclair, Community Development Director for the Town of Jackson, presented to the Joint Board for consideration of 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.

There was no public comment.

On behalf of the County a motion was made by Commissioner Newcomb and seconded by Commissioner Epstein 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. Chair Macker called for the vote. The vote showed all in favor and the motion carried.

On behalf of the Town a motion was made by Councilwoman Morton Levinson and seconded by Councilman Stanford 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. Mayor Muldoon called for the vote. The vote showed all in favor and the motion carried.

### **Parks and Recreation Work Plan.**

Steve Ashworth, Director of Parks and Recreation, presented to the Joint Board for review and to ask to provide direction on the Teton County/Jackson Parks and Recreation (TCJPR) Planning and Project Work Plan for fiscal year 2020.

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/year, Park Manager- 288hrs/year, Rec. Center Manager- 96hrs/year, and Program Manager- 96hrs/year.

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

#### **Tier 2 – Medium Priority**

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

#### **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

There was no public comment.

On behalf of the Town, a motion was made by Mayor Muldoon and seconded by Councilman Stanford to approve the Teton County/Jackson Parks and Recreation FY20 Work Plan with an emphasis on Priority 1 projects as listed in the staff report and also request that our staff give us a recommendation on the feasibility of an additional full-time employee (FTE) for planning purposes during the budget. Mayor Muldoon called for the vote. The vote showed all in favor and the motion carried.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Propst to approve the Teton County/Jackson Parks and Recreation FY20 Work Plan with an emphasis on Priority 1 projects as listed in the staff report and also request that our staff give us a recommendation on the feasibility of an additional full-time employee (FTE) for planning purposes during the budget. Chair Macker called for the vote. The vote showed 4-1 in favor with Commissioner Barron opposed and the motion carried.

**Letter to the Jackson Hole Travel and Tourism Board.** This item was withdrawn.

#### **440 West Kelly Development.**

April Norton, Director of Housing, presented to the Joint Board seeking direction on how to move forward with the 430 and 440 West Kelly Avenue housing project. 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.

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.

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.

On behalf of the County, a motion was made by Commissioner Barron and seconded by Commissioner Epstein to approve a development of eight (8) 500sf one-bedroom units and four (4) 800sf two-bedroom units for a total of sixteen (16) bedrooms in a two-story application.

Town Attorney Lea Colasuonno clarified that the motion stated "fully parked" and was affirmed by Commissioner Barron.

Chair Macker called for the vote. The vote showed 3-2 in favor with Commissioners Newcomb and Propst opposed and the motion carried.

On behalf of the Town, a motion was made by Councilman Stanford and seconded by Councilwoman Morton Levinson to approve a development of eight (8) 500sf one-bedroom units and four (4) 800sf two-bedroom units for a total of sixteen (16) bedrooms in a two-story application. Mayor Muldoon called for the vote. The vote showed 2-3 in favor with Councilwoman Morton Levinson, and Councilmen Jorgensen, and Schechter opposed, and the motion failed.

The meeting was recessed at 3:52pm and reconvened at 4:00pm.

Chair Macker stated that her and the Mayor would confer procedurally on what would come next regarding the 440 West Kelly Development.

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

Darren Brugmann, START Manager, and Susan Mick, START Board Chair, presented to the Joint Board for consideration of making a policy 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 Joint Board:

- 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)?

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).

**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**

Public comment was given by Melissa Turley – Teton Village Association, Matt McCreedy – Jackson Hole Mountain Resort, and Seadar Rose Davis – START Board.

On behalf of the County, Commissioner Newcomb attempted a motion to approve the START Board recommendation establishing a cost-based approach for START service to Teton Village. Chair Macker asked if this was an attempt to make a motion to answer question number one formally. After some discussion from Commissioner Newcomb, Chair Macker summarized the attempted motion as “to direct START to implement a cost-based government enterprise approach for contracts and fare structures.” Commissioner Newcomb confirmed that is his motion.

On behalf of the County, a motion was made by Commissioner Newcomb and seconded by Commissioner Propst to direct START to implement a cost-based government enterprise approach for contracts and fare structures. Chair Macker called for the vote. The vote showed 3-2 in favor with Commissioners Barron and Epstein opposed and the motion carried for the County. **[9/16 BCC voted to Reconsider]**

On behalf of the Town, a motion was made by Councilwoman Morton Levinson and seconded by Councilman Jorgenson to direct START to implement a cost-based government enterprise approach for contracts and fare structures. Mayor Muldoon called for the vote. The vote showed all in favor and carried for the Town.

On behalf of the County a motion was made by Commissioner Epstein and seconded by Commissioner Barron to approve a cost basis using the Jackson Hole Mountain Resort's (JHMR) proposal which was based on Teton Village Association's (TVA) operational portion of \$115,500.00 and TVA is proposing to pay the same amount they paid last year plus an offered market adjustment. JHMR's operational portion is \$299,087.00 and 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 a bulk rate bus pass fare that has not been utilized since 2006. The total for TVA and JHMR is \$414,587.00. Chair Macker called for the vote. The vote showed 3-2 in favor with Commissioners Macker and Newcomb opposed, and the motion carried for the County.

On behalf of the Town, a motion was made by Councilwoman Morton Levinson to approve a cost basis using the Jackson Hole Mountain Resort's (JHMR) proposal which was based on Teton Village Association's (TVA) operational portion of \$115,500.00 and TVA is proposing to pay the same amount they paid last year plus an offered market adjustment. JHMR's operational portion is \$299,087.00 and 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 a bulk rate bus pass fare that has not been utilized since 2006. The total for TVA and JHMR is \$414,587.00. The motion dies for lack of a second.

**Adjourn.** On behalf of the County, a motion was made by Commissioner Epstein and seconded by Commissioner Barron 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 Mayor Muldoon to adjourn. The vote showed 4-1 in favor with Councilman Stanford opposed and the motion carried for the Town.

The meeting adjourned at 5:03pm.

minutes:sdf

TETON COUNTY

ATTEST:

\_\_\_\_\_  
Natalia D. Macker, Chairwoman

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Sherry L. Daigle, County Clerk