Jackson Town Council Workshop

December 19, 2022
1:00 PM
Town Council Chambers

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I. ZOOM LINK FOR PUBLIC PARTICIPATION

To join, click the link or copy to your browser: https://us02web.zoom.us/j/89649503373?pwd=TExES0tRRzRQY01wZllsRWRIeTdQQT09
If the link does not work, join at zoom.com with Webinar ID **896 4950 3373** Password: **83001**
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II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

1:00-2:50pm Classification and Compensation Study Implementation Options (Roxanne Robinson & Tyler Sinclair)

3:00-5:00pm Equity Task Force Initial Recommendations (Susan Scarlata & Tyler Sinclair)

IV. PROPOSED ITEMS FOR FUTURE WORKSHOPS

1/17 - Director Updates (Housing & Finance Departments)
1/17 - Second Code Enforcement Position (Michelle Weber & Tyler Sinclair)
1/17 - Parklet and Town Sqaure Ambassador Recap (Carl Pelletier & Tyler Sinclair)

V. ADJOURN

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

STAFF REPORT

Meeting Date:	December 19, 2022	Meeting Title:	Town Council Workshop
Submitting Department:	Personnel	**Presenter:**	Roxanne Robinson & Tyler Sinclair
Agenda Item:	Classification and Compensation Study	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is for the Town Council to:

1) Consider and adopt a Town pay philosophy,
2) Present the results of the Classification and Compensation Study, and
3) Discuss and receive approval on staff's recommended:
   a. Pay plan option that includes incorporation of an employee advancement program and open salary ranges;
   b. Placement of employees on that pay plan, as well as the fiscal ramifications of the plan, and
   c. Implementation of the approved pay plan in the FY23 budget.

Requested Action.
Receive approval of the recommended pay philosophy, pay plan, placement of employees on the pay plan, and implementation of that pay plan.

Recommendations.
Staff recommends Town Council:

1. Adopt the pay philosophy as presented;
2. Approve the pay plan as proposed that includes 3 separate Title and Grade structures with open salary ranges that incorporates an employee advancement program as outlined;
3. Approve the placement of employees at the new minimum in their salary range (or their current salary if already over the minimum) plus 1% for each year in their position, and
4. Direct staff to implement the approved pay plan on January 9, 2023.

Background/Analysis
The Town Council supported funding for a Classification and Compensation Study at the November 1, 2021 Town Council meeting and through the FY22 budget to improve our recruitment and retention efforts and to recognize the Town's most valuable asset, its employees. Initially, the goal was to implement the results of the study on July 1, 2022, the start of the FY23 fiscal year. When it became unrealistic to meet that deadline, funds were carried forward into FY23 to complete the work and implement the study. The Town of Jackson had not conducted a comprehensive salary survey since 2006. Salary ranges had been periodically adjusted from 2006 through 2021 on a reactive basis utilizing information from Teton County, WY as they adjusted their salary ranges and also as a reaction to the market when we found it challenging to recruit and retain specific positions such as sworn Police Officers and Department Directors. The Town of Jackson has never officially adopted a pay philosophy. In the past, the Town of Jackson adjusted salary ranges and provided merit wage increases annually during the budget process and in some cases, froze salaries, and made lump sum adjustments during challenging budget years.

There are five main components for conducting a Classification and Compensation Study including the following.

- *Data Collection:* Project planning meetings, data, collection, position analysis questionnaires (PAQs) completed by employees and reviewed by supervisors.
- *Position Review:* PAQs reviewed by Baker Tilly, SAFE job evaluation conducted.
- *Market Assessment:* Collection of base pay and benefits information from peer organizations.

- *Pay Plan Development*: Pay plan development, grade assignments, and implementation calculations.
- *Project Completion:* Final report, Council presentation and adoption, project documentation delivery.

This staff report provides an overview of the 5 main components including the development and adoption of a pay philosophy. There are several attachments to this staff report that provide additional information and our consultant Baker Tilly will be available at the meeting to provide further information and answer questions. In addition, an email will be sent to Council on Friday, December 16 with a link to the employee presentation of the plan that provides further information.

PAY PHILOSOPHY

Based on Council discussion and direction to date, existing Town policies, and the overall approach to total compensation staff is recommending, staff is proposing the following Pay Philosophy be adopted by the Town to guide all future compensation decisions.

> *The Town of Jackson recognizes that its employees are its greatest asset in providing quality municipal services and strives to maintain a positive organizational culture. To maintain that positive culture, the Town is committed to showing how much it values its employees through comprehensive compensation and benefits packages. The Town of Jackson's philosophy is to retain the incredible staff we have, recruit new staff fitting into our organizational culture and philosophy through providing clear and transparent pay bands, grade assignments, and an overall pay plan competitive with the market. The Town also prioritizes retention of current employees through an advancement program that fosters career progression across the organization. In addition, the Town encourages work/life balance by providing a significant paid time off program and regularly recognizes staff through appreciation awards. Going forward, the Town is committing to complete annual cost of labor check-ins to guide annual market and merit adjustments and a comprehensive compensation study every 5-7 years.*

In addition, to assist in implementation and to provide additional clarity for future staff and elected officials, staff has developed the following key components of a Town Pay Philosophy for consideration.

Town Pay Philosophy Key Components

The Town of Jackson recognizes that its employees are its greatest asset in providing quality core municipal services to the community and therefore the Town:

- Strives to maintain a values based, positive organizational culture by:
  - Prioritizing culture-building training,
  - Emphasizing equity and inclusion in the workforce, and
  - Supporting a comprehensive classification and total compensation package that allows the Town to successfully attract and retain qualified employees who stay with the Town for the long-term.
- Prioritizes retention of current staff by:
  - Anchoring our pay plan utilizing a lead/lag approach to market wages,
  - Supporting an annual review and update of pay plans and wages using comparative data, and
  - Completing a comprehensive classification and compensation study every 5-7 years.
- Recognizes the need for and provides high-quality benefit packages that incentivize retention that leads to work/life balance for employees by prioritizing:
  - Health care security,
  - Long term employee retirement investment,
  - Disability insurance coverage, and
  - Significant paid time off program.
- Defines the market for employees by comparing with peer rocky mountain resort communities for all positions, and other regional peer and private sector organizations for non-exempt and public safety positions.

- Defines 3 separate open range Title and Grade Structures for Exempt, Non-Exempt, and Public Safety with supplemental income options that allows the Town to:
    - Set a narrower range spread for non-exempt employees in order to adequately recruit at a competitive starting wage while recognizing the potential for a shorter time frame to achieve proficiency,
    - Identify sworn law enforcement as a separate critical class of non-exempt professionals,
    - Provide flexibility in determining merit increases as one of the initial steps in the annual budgeting process, and
    - Augment hourly wages for priority targeted activities and positions.
- Supports recognition and retention of employees through formalization of an advancement program to foster career progression for multiple positions throughout the organization with a corresponding wage increase.

Once Council has approved and/or provided direction on a Town Pay Philosophy a resolution will be prepared for Council consideration at a future meeting.

Key Policy Question: Does Council support the proposed Pay Philosophy and its key components as written that reflects and incorporates the recommendations of staff for the Classification and Compensation Study?

DATA COLLECTION, POSITION REVIEW, AND MARKET ASSESSMENT
At the June 6, 2022 Town Council meeting, the Council approved the list of peer organizations for market comparison for salaries and benefits. That approved list is below:

Peer Organizations for Market Comparison			
Jackson, WY	**10,585**		
Organization	**Population**	**Administrative, CDL, Public Works, Law Enforcement**	**4 Yr Degree Positions**
Aspen, CO	7,721	x	x
Breckenridge, CO	5,054	x	x
Casper, WY	58,287	x	
Eagle County, CO	54,960	x	x
Gillette, WY	32,513	x	
Lake Tahoe, CA	21,330	x	x
Laramie, WY	32,515	x	
Mammoth Lakes, CA	8,263	x	x
Park City, UT	8,467	x	x
Pitkin County, CO	17,980	x	x
Sheridan, WY	17,938	x	
Sonoma, CA	11,082	x	x
South Lake Tahoe, CA	22,535	x	x
Sublette County, WY	9,865	x	
Sun Valley, ID	1,581	x	x
Teton County School	23,356	x	x
Teton County, WY	23,356	x	x
Vail, CO	5,614	x	x
Vernal, UT	10,449	x	
Wyoming State	581,348	x	
PRIVATE SECTOR		x	x

This table shows the organizations that were asked to respond for all positions in the organization and organizations that were only asked to respond for positions in the organization with 4-year degree requirements. The Town's 'market' for positions with 4-year degree requirements are the peer Rocky Mountain resort communities and the local and regional employers were added when establishing the 'market' for positions without 4-year degree requirements. In addition to those listed, salary data from the Economic Research Institute and Bureau of Labor Statistics was utilized as well. We ultimately ended up with data from 20 public entities, 2 private sector responses, and data from 3 published surveys.

Staff spent significant time completing the position analysis questionnaires (PAQs) for all positions in the organization and reviewing that information with supervisors and Baker Tilly. Based on the PAQs, Baker Tilly then developed a systematic analysis and factor evaluation (SAFE) score for each position that incorporates 9 factors to evaluate the position. The purpose of completion of the PAQs is twofold, to gather data to update the job descriptions for all positions and also to establish a SAFE score in order to accurately place positions on grades in the pay plan.

Baker Tilly also met with staff to review the Fair Labor Standards Act (FLSA) exempt status of positions. Based on this review, they recommended 4 positions be changed from exempt to non-exempt. The different status results in employees being eligible for overtime if they are classified as non-exempt when in the past they were not eligible.

Benefit information was collected as part of the Market Assessment portion of the project and a highlight of the benefit information is provided below under the final report section and in detail in the attached appendix. Staff notes that of the approximate $18M in the budget dedicated to personnel expenses, approximately $13M is wages, $3M is health insurance, and $2M is retirement. When determining the recommended pay philosophy and plan, it is important to consider an employee's total compensation, not just wages.

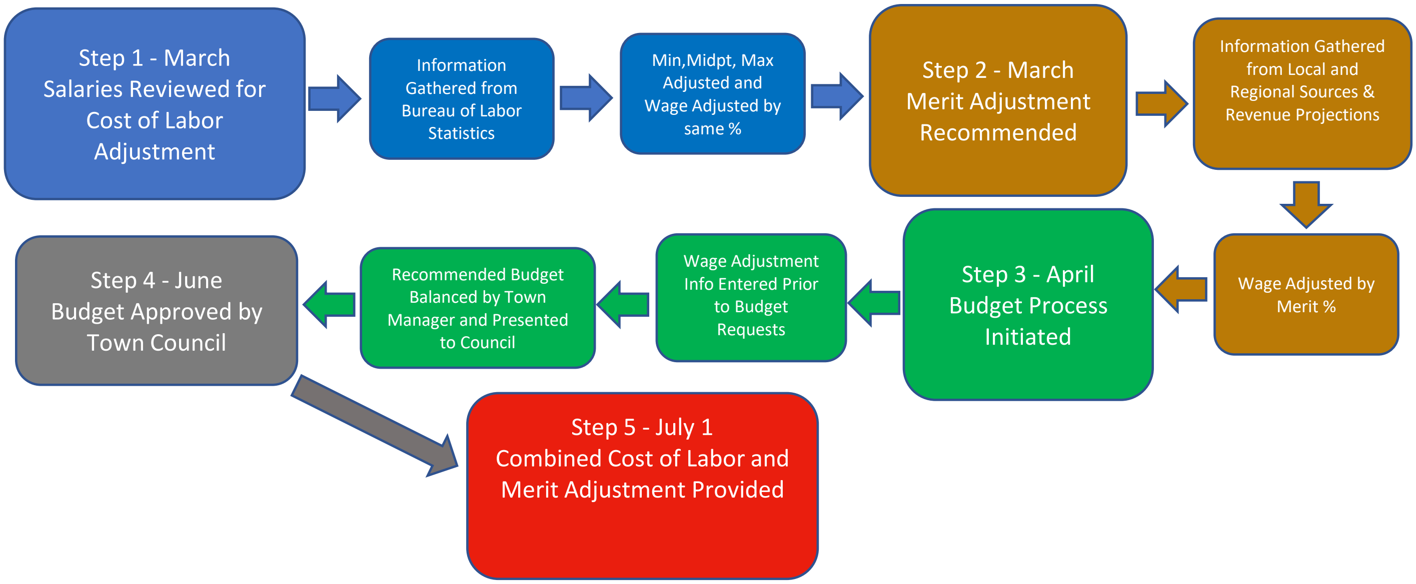
PAY PLAN DEVELOPMENT

In order for Baker Tilly to develop a pay plan for the Town of Jackson with grade assignments and implementation calculations, they needed the Town of Jackson to provide one component of the pay philosophy, where to anchor our pay plan. At its October 17, 2022 Town Council meeting, the Council approved a lead/lag approach, whereby the salary ranges provided are 5% above the market midpoint at the start of the fiscal year and would be expected to be slightly below the market midpoint at the end of the fiscal year.

Separate Title and Grade Structures: Using the lead/lag approach, Baker Tilly proposed 3 separate open range Title and Grade Structures that would comprise the 'pay plan' that establishes a grade and salary range for each position title. An open range allows flexibility in determining merit increases rather than containing fixed steps within the range. The 3 separate open range Title and Grade Structures are for Exempt positions (positions that are salaried and do not receive overtime), Non-Exempt positions (positions that are hourly and are eligible for overtime), and Public Safety (sworn law enforcement) positions. Baker Tilly's advice on this point was that providing 3 separate structures is a common approach for governmental entities. They indicated that there are natural divisions in study results, and it is common to group exempt, non-exempt and public safety separately. Generally, range spreads should increase with the increase in the level of job complexity. Non-exempt positions typically have narrower ranges to support a higher starting wage and a more reasonable salary progression to the midpoint because it may take less time to become proficient in the position. Wider range spreads in managerial and exempt positions reflects a longer time to become proficient as the positions require advanced preparation to obtain and also require greater individual discretion, judgement, and responsibility.

Open Range Approach: Another important factor in recommending a pay plan is to determine how an employee moves from the minimum to the maximum in their salary range. Baker Tilly is recommending an open range approach that does not contain fixed steps within the ranges and staff's recommendation is the same. Baker Tilly indicated that many organizations are moving away from step plans because they provide less flexibility in applying merit or annual increases. Step plans are typically 2.5% between steps, with all employees artificially 'placed' on one of those steps upon hiring and receiving a 'step' increase on their hiring anniversary date. The Town of Jackson has not used a step plan since the late 1990s and has instead used open ranges with all adjustments typically provided on July 1. The practice of providing all wage increases with the start of the fiscal year as opposed to on each employee's anniversary date makes it much easier to track and implement in Finance and Personnel. Market adjustments and merit increases can be calculated and implemented all at once rather than multiple times throughout the year and different wage calculations do not need to be made mid-pay period.

Budget Process for Compensation Adjustments



An additional document is attached to this staff report that defines concepts and terms used throughout the Classification and Compensation Study information for review.

Key Policy Question: Does Council support the use of the proposed 3 separate open range Title and Grade Structures that would comprise the 'pay plan' and the Open Range approach to annual adjustments as recommended by staff as the basis for the Town Pay Plan?

Grade Assignments: Baker Tilly analyzed the data and provided their recommendation of grade placement for all positions in the organization and any recommendations for title changes. Based on this information, meetings were conducted with each Department Director to review the grade placement of positions in their departments along with the tentative placement of advancement positions.

Development of an Advancement Program: Staff has proposed an advancement program that incorporates a career ladder for many positions in the organization to retain employees and recognize expertise in their field of work. The Town already has advancement programs in place for Police Officers and Corporals as approved by the Council in November of 2019 and established an advancement program for Street Operators to Equipment Operators, but we do not have advancement opportunities for other appropriate positions in the organization. The proposed advancement program would provide a promotion with a corresponding wage increase. Internal equity concerns were addressed for positions and positions were then further reviewed with Baker Tilly to address any corrections from PAQs that resulted in potential misplacement of a position based on others in the Department or organization.

Key Policy Question: Does Council support the incorporation of an Advancement Program as recommended by staff as a key component for the Town Pay Plan and Philosophy?

Employee Placement Methodology: With the Pay Plan established and positions appropriately placed pursuant to market data and internal equity, the next step is to determine a preferred methodology for placement of current employees on their corresponding Title and Grade Structure within the range for their position. Factors to consider in selecting a methodology for placement of current employees include:

1. Placement that doesn't compress employee salaries together at the bottom of the range without recognition for years in position or mastery of skills,
2. Placement that provides recognition for years of service/skill level increase in their current position, and
3. Placement that doesn't reduce an employee's wage.

Leadership staff held numerous discussions with Baker Tilly representatives to review possible options for a placement methodology and staff is presenting three options to show the Council a sampling of the range of options to consider.

Methodology Options for Placement of Employees on each of the 3 Title and Grade Structures

- ***Option A – Bring to Minimum:*** This option would place all current employees on their corresponding grade at either the minimum in the salary range, or if their wage already falls within that range, maintain their current salary with no increase. The impact of selecting this option would be:
    - *Compression:* Wage compression would occur at the bottom of the salary range for employees. For positions with multiple people in that same position with many currently below the new minimum for the range, those below the minimum would all be at the same rate of pay whether they were a new hire or had 5 years of service in that position. Wage compression would likely result in morale issues and could lead to more seasoned employees leaving the organization with feelings of disrespect for the service they have provided and their mastery of skills and value to the organization. The Town has worked hard to avoid compression and raised the wages of all Commercial Drivers License (CDL) holders in the organization in both Public Works and START last year to avoid compression issues.
    - *Equal Treatment:* Some employees would see an increase but not every employee would see an increase in wages as a result of implementing this option. It is challenging for employees to see coworkers getting an increase when they are new to the organization if tenured employees do not.
    - *Cost:* The table below shows the cost implications of this option. Even though the total amount listed below is $242,119, when you factor in the Town's benefit expenses (approximately 25% - 30% of wages), the approximate total cost of this implementation is $314,000.

Option A Bring to Minimum

Option A	**Current Salary**	**Proposed Salary**	**Increase Amount**	**Increase %**
Exempt	$3,097,168	$3,177,690	$80,522	2.6%
Non-Exempt	$4,052,079	$4,162,026	$109,948	2.7%
Public Safety	$2,226,377	$2,278,026	$51,649	2.3%
Total	$9,375,624	$9,617,743	$242,119	2.6%

- ***Option B – Bring to Minimum Plus 1% Per Year in Position (Staff's Recommendation):*** This option places all current employees on their corresponding grade at the minimum in their salary range (or their current salary if already above the minimum) plus a percentage increase for each year they have served in their current position. This would not be for total years of service in the organization, but years in their current position. For example, an employee might have been hired 15 years ago, but they were promoted to their current position only 2 years ago. In this example, an employee would be moved up to the minimum and then be placed 2% above that minimum because of their years in their position, or if their salary is already above the minimum, they would receive a 2% increase above their current salary.

  Option B is staff's recommendation because it avoids compression, recognizes years of service in a position, achieves equal treatment, and prioritizes skill mastery and retention.

  The impact of selecting this option would be:
    - *Compression:* There would be no wage compression with this approach. Employees would be placed within ranges with a conservative amount of spacing to address years of service in their positions.

- *Equal Treatment:* Some employees would see an increase with this option but not every employee would see an increase in wages as a result of selecting this option. Any increases would be based on a formula that treats everyone the same. In the recent past, when we've brought on a new employee at a slightly higher salary than current employees, we have made small adjustments to the salaries of existing staff to try and recognize years of service. Using a formula for placement treats everyone the same.
- *Cost:* The table below shows the cost implications of implementing this option. Even though the total amount listed below is $612,607, when you factor in the Town's benefit expenses (approximately 25% - 30% of wages), the approximate total cost of this option is $792,000.

Option B - Minimum Plus 1% per Year in Position

Option B	Current Salary	Proposed Salary	Increase Amount	Increase %
Exempt	$3,097,168	$3,339,285	$242,118	7.8%
Non-Exempt	$4,052,079	$4,315,045	$262,966	6.5%
Public Safety	$2,226,377	$2,333,900	$107,523	4.8%
Total	$9,375,624	$9,988,230	$612,607	6.5%

- ***Option C – Maintain Current Comp Ratio:*** This option places employees in their new range at the same salary distance they are from the midpoint in their existing range. This approach assumes the Town placed current employees and new hires onto the old salary ranges based on education and experience, but that was not always the case. Oftentimes we hired new employees above the midpoint or at the higher end of the salary range in order to 'land' them with the Town of Jackson, with the alternative being they would reject the position with the Town due to a low salary. This higher placement was due to the Town's existing pay plan not accurately reflecting the current market for the position. In some instances, when a new employee was hired in a position with multiple employees in it, we raised the wage of existing employees to match that new salary in an effort to maintain some form of internal equity. The impact of selecting this option would be:
  - *Compression:* Because the Town has worked hard to avoid compression, this would maintain the current separation for wages that currently exists. There would be no wage compression with this approach.
  - *Equal Treatment:* Not all employees in the organization would see an increase in wages with implementation of this approach and some employees would see a significant increase. There are several employees that would not see any increase and a handful of non-exempt employees that would see less than a ½ percent increase with this approach. Exempt employees would see the largest increase and these positions are some of the higher paid positions in the organization already.
  - *Cost:* The table below shows the cost implications of this option. Even though the total amount listed below is $1,058,621, when you factor in the Town's benefit expenses (approximately 25% - 30% of wages), the approximate total cost of this implementation is $1,357,000.

Option C - Maintain Current Compa Ratio

Option C	Current Salary	Proposed Salary	Increase Amount	Increase %
Exempt	$3,097,168	$3,623,984	$526,817	17.0%
Non-Exempt	$4,052,079	$4,467,932	$415,853	10.3%
Public Safety	$2,226,377	$2,342,329	$115,951	5.2%
Total	$9,375,624	$10,434,245	$1,058,621	11.3%

Staff notes, that in each scenario, the least amount of adjustment needs to be made for Public Safety personnel. In 2014, due to a significant turnover in the number of officers and very few applicants for openings for Police Officers, the Town increased the salary range and the wages for sworn law enforcement personnel by $6,000 for Police Officer, $4,500 for Corporals, and $3,000 for Sergeants without a similar increase in the range or wages for other positions in the organization.

In addition, staff notes that Town joint positions in START, the Animal Shelter and Victim Services jointly funded by the Town and County will be affected by the proposed changes. Upon direction from Council on how to proceed the Town will need to make a request to the County to increase their contribution to these joint departments for the remainder of FY23. Should the County be unable to make this adjustment during FY23 the Town may have to fund 100% of the difference in Town joint employee compensation until the end of the fiscal year.

Key Policy Question: Does Council support the use of Option B as recommended by staff as the employee placement methodology for the Town Pay Plan?

Implementation Calculations: Once a pay plan and placement methodology has been selected, the Town Council will need to approve a plan for implementation of that pay plan working with available funding. Staff is recommending Option 1 below with implementation on January 9, 2023. Options for implementation include:

1. **Option 1: Implement January 9, 2023 (the start date for the first pay period in January 2023) (Staff's Recommendation).** As noted below under fiscal impact, the Town set aside funds to implement the pay plan in this current fiscal year. There is approximately $747,000 remaining in one-time funds to implement the Class and Comp Study in FY23. The cost to implement on January 9, 2023 would be approximately ½ of the total cost listed for Option B or approximately $396,000. The issue to consider is the challenge of maintaining increased salaries and benefits in future years without adequate, new recurring revenue to support them. Staff recommends this approach as it makes the necessary one-time adjustments to implement the new plan in FY23 while leaving the remainder of the identified funding for implementation of the plan in FY24 and beyond allowing Council time to make overall budget adjustments to address long term structural issues.
    a. With selection of this option, there would be $351,000 remaining to carry over to FY24 to implement and maintain the new plan including consideration of any cost of labor or merit increases.

2. **Option 2: Implement Retroactively to July 11, 2022.** The Town has approximately $747,000 remaining in one-time funds to implement the Class and Comp Study for the full fiscal year. The cost to implement as of July 11, 2022 is approximately $805,000. This retroactive application would need approximately $58,000 in additional funding. This option was mentioned to staff by the previous Town Manager. This retroactive implementation would require approximately 32 hours in additional time spent in the Finance and Personnel Department. This option would provide a lump sum 'catch up' amount to employees to kick start our new pay plan that is founded on market equity and would offset the inflation and labor pressure we are feeling in the community.

   Issues to consider with this implementation option include the additional funds necessary beyond those set aside in the FY23 budget as well as maintaining the newly increased salaries and benefits in future years without adequate, new recurring revenue to support to support increased wages. The Town Council could choose to support the wage increase at this time and direct staff to present options to fund new salaries in the FY24 budget.

3. **Option 3: Bring all employees to the minimum in their salary range as of January 9, 2023 and implement option B on July 10, 2023 (start date for first pay period in FY24) with no further cost of labor or merit adjustment on July 10, 2023.** This would cost approximately $157,000 to implement minimums for the remainder of FY2023. This would leave approximately $590,000 remaining to carry over to FY24 to fund the implementation of Option B. Selection of this option would place the Town in a 'lag/lag' position as we would be beginning FY24 already behind the cost of labor.

Key Policy Question: Does Council support the selection of Option 1 as recommended by staff as the implementation approach for the new Town Pay Plan?

Benefit Review: Another component of the study is the benefit review (attached to this staff report). The Town of Jackson provides high quality benefits. Municipal government benefit plans are often richer than private sector benefit plans as a tradeoff for less competitive salaries. Staff is not recommending any changes to the benefit plan at this time, other than to highlight that continued review of our benefits as an important part of our total compensation package. In addition, the Town of Jackson provides housing assistance to newly hired Police Officers and lower-than-market rents to many employees while most governmental entities do not. The study provides comparative information on housing from the market. Staff is not recommending any changes to housing assistance at this time, but this area of benefits will need to be reviewed in the future.

In particular, the Town of Jackson prioritizes high-quality healthcare benefits for employees and families, significant investment in employee retirement through direct contributions (Town contributes an additional $510,000 to replace increased contribution requirements for employees) and optional retirement matching funds, creative and significant leave policies, and supplemental income through shift differentials, stipends, bonuses and temporary housing support (detailed document attached defining these supplemental income areas).

Key Policy Question: Does Council support staff's recommendation to not make any changes to the benefits at this time?

Possible Alternatives.

The Town Council could provide direction at this meeting for implementation of the results of the Classification and Compensation study as presented or they may choose to delay a decision until the next available meeting or set a special meeting.

Comprehensive Plan & Priority Alignment.

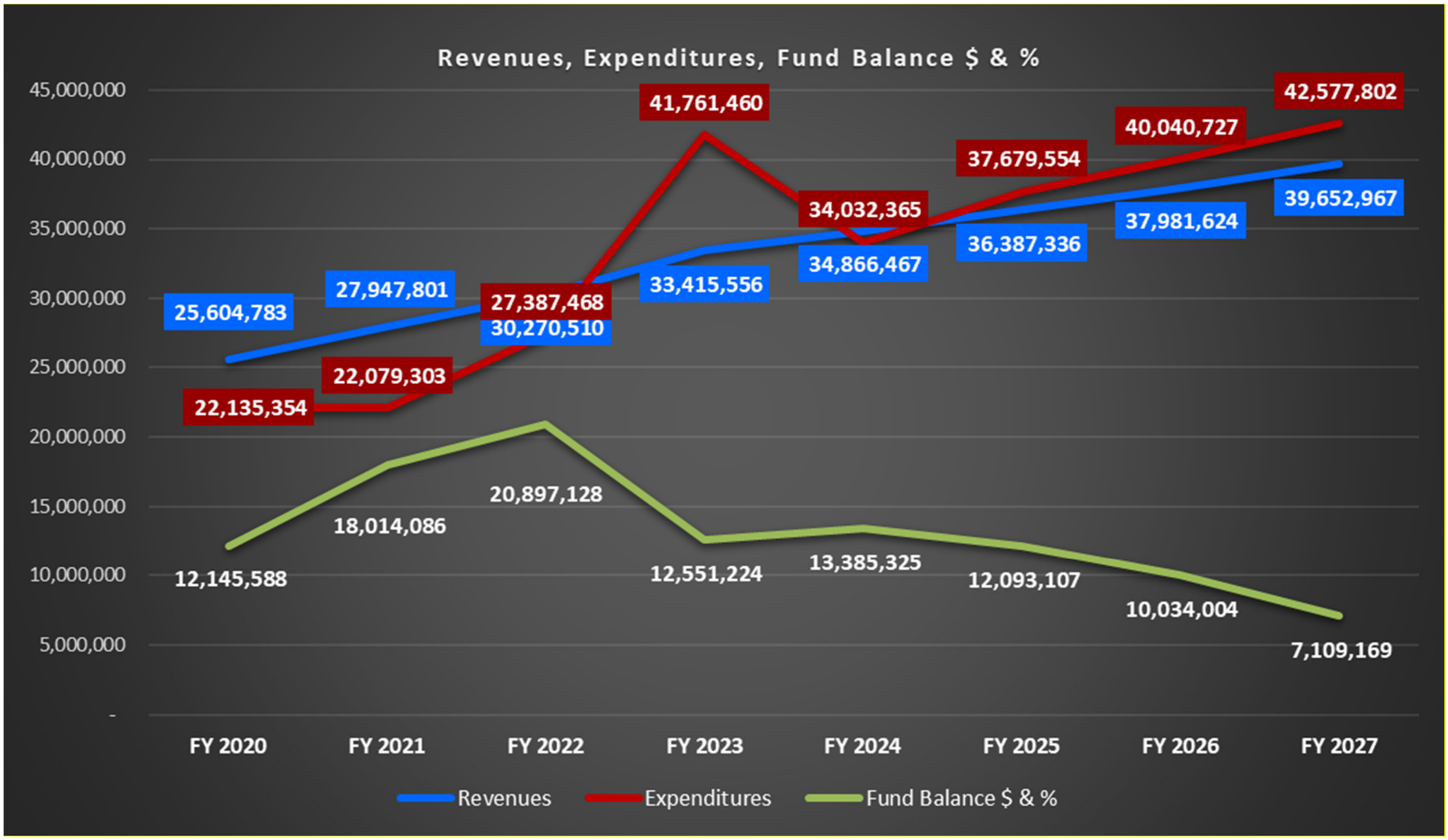
The ability of the Town of Jackson to implement and take actions in alignment with the Comprehensive Plan depends on the ability to recruit and retain an effective workforce. Adopting the recommendations for the Classification and Compensation Study and a pay philosophy is in alignment with Common Value #3, Quality of Life and directly relates to Section 8, Quality Community Service Provision.

Fiscal Impact.

The fiscal impact of each option is listed above. In terms of implementation, the Town Manager originally recommended setting aside $1.5M in the FY23 budget to implement the study along with a 3% salary increase for all employees. Council chose to increase the wage adjustment from 3% to 6% and include a $200 bonus for all employees as part of the FY23 adopted budget and thus reduce the funds set aside to implement the study to $1,136,000. In addition, Council approved an additional 3% wage adjustment for all employees in August after the adoption of the FY23 budget leaving $747,000 for implementation of the study at this time. The additional 3% adjustment in August was to begin implementation of the Compensation Study recognizing that the study would not be completed for some time and employees were experiencing the effects of increased inflation, cost of living, and a competitive job market.

Staff finds it important to note that the funds set aside in the FY23 budget to implement the study are one-time funds and not recurring. Said another way, with the approval of staff's recommendation, the Town will be adding approximately $792,000 in new recurring expenditures without material new/offsetting revenue. As a result, in future budget years the Town will need to prioritize the budget considering the right balance of reductions in expenditures including levels of service, capital projects and/or staffing levels or increases in revenues in order to balance future budgets.

The below chart from the adopted FY23 budget shows that Town expenditures are exceeding revenues, balanced by utilizing the reserve fund. The use of reserve fund balance to offset the deficit of expenditures to revenues is not sustainable over the long term based upon future projected revenue collections and expenditures. Staff notes that by adding $792,000 in new expenditures the fund balance deficit will further increase in an unsustainable manner. Staff is recommending the increased ongoing expenditures proposed with implementation of this study to reset the Town pay plan to the market while noting that Council will need to continue to work to address the structural budget challenges to balance the Town budget in the future.



Staff Impact.
The staff impact of providing direction on implementation of the Classification and Compensation Study is positive in that it communicates the Council's support of staff through wage adjustments. At the October 17 Town Council meeting, staff estimated that it had already spent a total combined amount of time of 300 hours on the Classification and Compensation Study. To date, that number has increased to an estimated 460 hours combined. Significant time has been spent by Administration, Personnel, and Finance with additional hours spent by all directors and staff on the education piece. Additional time yet to be spent is estimated at approximately 100 hours.

Attachments or Links.
Concepts and Issues in Classification and Compensation
Benefit Survey Results
Shift Differentials, Stipends, Bonus and Housing

Suggested Motion. *Council always has the option to adopt, approve with conditions, continue, or deny items*.

I move to:

1. Approve the pay philosophy as presented and direct staff to draft a pay philosophy resolution for consideration by Council;
2. Approve the pay plan as proposed that includes 3 separate open range Title and Grade structures;
3. Approve an employee advancement program;
4. Approve the placement of employees at the new minimum in their salary range (or their current salary if already over the minimum) plus 1% for each year in their position;

5. Direct staff to implement the pay plan as proposed on January 9, 2022;
6. Direct staff to not make any changes to the benefits and housing program at this time; and
7. Direct staff to present a strategy for ongoing funding of the new pay plan with the FY24 budget.

Classification and Compensation Study Concepts and Issues

Additional background information for upcoming presentations

Advancement Program or Career Ladder: A program that provides a progression opportunity for an employee to move up to a higher level position based on time in service, merit, and mastery of skills.

Benchmark Position: A job that is commonly found in the workforce and is likely to match with similar positions in other organizations (examples: Police Officer, Associate Planner, Equipment Operator). The study yielded market values for 89.9% of the Town's positions.

Bonus: Lump sum amounts provided that do not impact an employee's base wage.

Compa Ratio: The position of an employee's wage in relation to the midpoint in the range.

Compression: Occurs when incumbents in the same position are paid the same or close to the same rate of pay regardless of years in position, level of mastery of skills.

Cost of Labor: Cost of labor by location reflects how much wages are by locality, and factors in supply and demand of talent, as well as cost of living in different localities.

Cost of Labor Increase: A wage increase of a fixed percentage that also increases the minimum, midpoint, and maximum in the grade or salary range.

Data Adjustments: Adjustments are made to market data to provide apples to apples comparisons such as work week, and cost of labor differences. The peer organization data is adjusted to align with Jackson's cost of labor.

Data Collection: Project planning meetings, data collection, position analysis questionnaires (PAQs) completed by employees and reviewed by supervisors.

Exempt Employee: An employee that is classified as exempt from overtime requirements pursuant to the Fair Labor Standards Act (FLSA) and is considered a salaried position.

Grade: The numerical assignment of a salary range for either individual or grouped positions.

Lead/Lag Approach: The Town Council approved a lead/lag approach where by the ranges proposed are 5% above the market midpoint at the start of the fiscal year and would be expected to be slightly below the market midpoint at the end of the fiscal year.

Market Assessment: Collection of base pay and benefits information from peer organizations. Data was collected from 20 public peer organizations as well as data from 3 published surveys and 2 private sector organizations.

Merit Increase: A wage increase that moves an employee's wage higher in the grade or salary range without a shift in the minimum, midpoint, or maximum in the salary range.

Minimum, Midpoint and Maximum: The minimum in a salary range, the midpoint between the minimum and maximum in a salary range, and the maximum in a salary range.

Non-Exempt Employee: An employee that is classified as non-exempt from overtime and therefore eligible for time and one half their regular rate of pay for hours worked in excess of 40 hours for a week.

Open Range: A grade or salary range that does not include fixed steps within the range allowing for greater flexibility for merit increases.

Pay Philosophy: A well-articulated pay philosophy establishes the guiding principles that underlie compensation management and where an organization wants to be relative to their market. The philosophy statement communicates a good deal about an organization's values, culture, and views related to how people are valued. It helps inform all parties-at-interest as to the principles that guide an organization's compensation administration. It is an important part of both are employer brand and the value proposition.

Pay Plan Development: Pay plan development, grade assignments, and implementation calculations. The Town chose an approach that contains 3 separate Title and Grade Structures that will comprise the full 'Pay Plan' for the Town of Jackson. These 3 charts may also be referred to as 'pay plans.'

Peer Organizations: Public peer organizations that are similar in size (revenue, population, or number of employees), services provided, geographic proximity, industry, competition for talent.

Position Analysis Questionnaire (PAQ): A questionnaire that is completed that identifies the duties, level of responsibility, complexity, purpose, and function of a position.

Position Review: Employees completed PAQs, Supervisors provided input on PAQs, reviewed by Baker Tilly, SAFE job evaluation conducted.

Private Sector: Non governmental entities with similar positions in their organization performing similar types of work as governmental positions.

Project Completion: Final report, communication meetings, project documentation delivery. Training to HR staff to administer the new classification and compensation system – including the SAFE job evaluation process.

Public Safety Employee: An employee that is a sworn peace officer and is not an executive (Lieutenant or Chief) in the Police Department.

Quality Control: Market data is not weighted, no peer's data is given preference over another. 3 matches were required per benchmark position to be considered. A 75% overlap in duties/responsibilities is considered a "good" match.

Range Spread: The percentage difference between the minimum and maximum in a salary range.

SAFE Job Evaluation: Baker Tilly's point factor job evaluation tool developed specifically for measuring local government jobs to determine internal values. The Systematic Analysis and Factor Evaluation (SAFE) evaluation tool includes (9) compensable factors: Education, Experience, Level of Work, Independence of Actions, Impact on End Results, Human Interaction, Working Conditions, Physical Demands, and Supervision Exercised. A point factor evaluation, such as SAFE allows for a consistent, equitable and defensible means of establishing a hierarchy of jobs (internal equity), is compliant with the Equal Pay Act and provides a tool for placement of newly created positions in the organization. The job evaluation is a measurement of the position, not the person in the position. The factors are totaled to come up with a total score for the position.

Shift Differential: Additional wages added to a base wage for specific purposes. For example, a position may be eligible for a shift differential of an additional $1.50/hour.

Stipend: Lump sum amounts provided on a monthly basis to address an added skill or requirement related to residency or for carrying a cell phone to communicate during the workday.

Title: The name of a position that reflects the purpose or role of a job.

Title and Grade Structure: A spreadsheet showing all of the titles and grades for a group of employees such as all of the exempt employees.

Participating organizations include:

- Blaine County, ID
- City of Casper, WY
- City of Gillette, WY
- City of Laramie, WY
- City of Sheridan, WY
- City of South Lake Tahoe, CA
- Sublette County, WY
- City of Vail, CO
- City of Vernal, UT
- State of Wyoming, WY

Pay Plan Design

Organizations using an adopted pay plan

Number of Responses	
6	Five (**5**) responding organizations use an adopted pay plan.
Jackson uses an adopted pay plan.	

Organizations using single or multiple pay plans

Number of Responses	Least Reported	Most Reported
6	Single (2)	Multiple (4)
Jackson uses a single pay plan.		

Type of system for the pay plan

Number of Responses	Responses
6	Grade and Step (2), Grades, No Steps (min and max only) (3); Other (please explain) (1).
Jackson has grades, no steps.	

Open Plans (Grades, no steps)

	Number of Responses	Least Reported	Most Reported	Average Reported
# Grades	5	12	31	22.20
% Between Grades	4	5.0%	11.0%	7.8%
Jackson has 31 grades, % between grades, 2.5% - 5%.				

Step Plans (Grade + Steps)

	Number of Responses	Least Reported	Most Reported	Average Reported
# Steps / grade	4	3	14	6.75
% Between Steps	4	3.0%	6%	4.75%

Pay Plan and Benefits practices

Peer organizations identified for the market study were also asked to provide information related to their pay plan and fringe benefits.

Peer Pay Plan Design

Five (5) peers have adopted a formal pay plan.

Four (4) have multiple pay plans.

Two (2) use a grade and step plan, three (3) use Grades, No Steps (min and max only) and one (1) Other (please explain) uses steps only system.

For open plans, on average, peers have about 22 grades in their pay plans.

On average, the percent difference between pay grades is 7.8%.

For step plans, on average, peers have about 6.75 steps for each grade. One (1) peer stated that they only have a step only system.

On average, the percent difference between steps is 4.75%.

How pay increases are administered

Number of Responses	Responses
6	Annual wage or step increases (automatic) (2), Budget process or financial ability (3), Other (please explain) (1)
Jackson is budget process or financial ability.	

Organization-wide average pay increase (%)

Fiscal Year	Number of Responses	Most Reported	Average Reported
2020	8	3%	0.6%
2021	8	4%	1.5%
2022	8	9%	4.1%
2023	4	5%	2.8%
Jackson 2023 2.5% merit + 6.5% range increase, 2022 2.5% merit + .5% range increase, 2021 2.5% merit, 2020 .5% merit and 2.5% range increase.			

Cost of Living Adjustment (COLA) (%)- Insufficient responses

How organizations provide one-time, lump-sum payments in addition to annual COLA increase?

Number of Responses	Responses
7	Budget process or financial ability (1), Annual internal review / adjustment (2), Collective bargaining agreement (1), Other (please explain) (3)
Jackson is budget process or financial ability.	

How organizations adjust pay structure

Number of Responses	Responses
10	Budget process or financial ability (3), Annual internal review / adjustment (2), Compensation Study (3), Other (please explain) (2)
Jackson is budget process or financial ability.	

Frequency organizations adjust their pay structure

Number of Responses	Responses
10	Annually (4), Every 2 years (1), Sporadically (5),
Jackson is sporadically.	

Pay increases

One (1) reporting peer administers pay increases for Sworn Police and Fire on their anniversary.

Organization-wide average pay increase (%)

One (1) peer reported to provide average pay increase % for all fiscal years FY2020 thru FY2023. One (1) peer reported to offer a 0% average pay increase for all fiscal years FY2020 thru FY2023. Six (6) peers reported to offer a 0% average pay increase for FY2020, three (3) peers reported to offer a 0% average pay increase for FY2021, two (2) peers reported to offer a 0% average pay increase for FY2022 and One (1) peer reported planning to offer a 0% average pay increase for FY2023.

Organizations one-time, Lump-sum payments to additional COLA increase

One (1) reporting peer considers a bonus to hold until a salary study is done.

How organizations adjust pay structure

Two (2) peers reported that they consider other considerations they use to adjust their pay structures. One (1) considered having a mix of CBA, budget rehire and pay studies while one (1) peer considers using market studies.

Organizations providing longevity pay

Number of Responses	Least Reported	Most Reported
9	Yes (2)	No (7)
Jackson is no.		

Pay Practices

Organizations providing either call-back or standby (on-call) pay

Number of Responses	Responses
8	Standby (0), Call-back (3), Both (5), No (0)
Jackson is both.	

How are employees paid when called back to work (Call-back pay)

Number of Responses	Holidays
10	Overtime rate (1.5x straight time) (3), Double time (2x straight time) (2), Other (please explain) (5)
Jackson is 2 hours at double pay, then straight or overtime depending on hours already worked during the week. Work on Holidays EXCEPT for 2 hours at double pay can be cashed in for equivalent number of PTO hours to receive double wages for hours worked on a holiday.	

Number of Responses	Saturdays
10	Straight time (1), Overtime rate (1.5x straight time) (4), Other (please explain) (5)
Jackson is 2 hours at double pay, then straight or overtime depending on hours worked already during the week.	

Number of Responses	Sundays
9	Straight time (1), Overtime rate (1.5x straight time) (4), Other (please explain) (4)
Jackson is 2 hours at double pay, then straight or overtime depending on hours worked already during the week.	

Call-back Pay

Holiday: Five (5) peers responded to provide other options for paying employees when on call-back pay. One (1) peer reported to offer time and a half (1.5x) straight time for holidays, one (1) peer offers on call-back pay if the employee is called out while on call, they would receive 2 hours on-call pay at their regular pay rate and their regular pay for each hour actually worked as a result of the call out, one (1) peer offers 3 hours pay for call-back pay, one (1) peer offers straight time unless hours are over 40 hours and one (1) peer offers a minimum of 2 hours at the regular rate of pay for overtime purposes only and only actual hours worked during call-back period are used.

Saturdays/Sundays/Regularly scheduled day off:

Four (4) peers responded to providing other options for paying employees when on call-back pay. One (1) peer offers on call-back pay if the employee is called out while on call, they would receive 2 hours on-call pay at their regular pay rate and their regular pay for each hour actually worked as a result of the call out, one (1) peer offers 3 hours pay for call-back pay, one (1) peer offers straight time unless hours are over 40 hours, and one (1) peer offers a minimum of 2 hours at the regular rate of pay for overtime purposes only and only actual hours worked during call-back period are used.

Regularly scheduled leave day: One (1) peer responded to not having an employee on call if they had scheduled time off.

Number of Responses	Regularly scheduled day off
10	Straight time (2), Overtime rate (1.5x straight time) (3), Other (please explain) (5)
Jackson is 2 hours at double pay, then straight or overtime depending on hours worked already during the week.	

Number of Responses	Regularly scheduled leave day
9	Overtime rate (1.5x straight time) (4), Other (please explain) (5)
Jackson is 2 hours at double pay, then straight or overtime depending on hours worked already during the week.	

Number of Responses	If Other, please explain – (6)
6	

How are employees paid when on-call (On-call or standby pay)

Number of Responses	Holidays
7	Other (please explain) (7)
Jackson pays standby at FLSA minimum wage.	

Number of Responses	Saturdays
7	Other (please explain) (7)
Jackson pays standby at FLSA minimum wage.	

Number of Responses	Sundays
7	Other (please explain) (7)
Jackson pays standby at FLSA minimum wage.	

On-call / Standby Pay

Seven (7) peers provide other options for paying employees when on-call (on-call or standby pay).

One (1) peer responded that on-call employees receive 1 hour of standby pay (base rate of pay) if holiday paid 1 additional hour (base rate of pay). One (1) peer stated that Holiday on-call pay is compensated three (3) hours of pay at their regular pay rate for each twenty-four-hour period they are on-call. For regular on-call days, they are compensated two (2) hours of pay at their regular pay rate for each twenty-four-hour period they are on-call. Another peer outlined payout is $2/hour to carry pager. One (1) peer responded that employees are paid $2.00 hourly to carry the on-call phone, if they are called out, they are compensated for their time at a regular hourly rate (unless it puts them into overtime).

One (1) peer stated that employees would receive on-call pay in the amount of 23% (less required taxes/withholdings) of the employee's base overtime rate (1.5 x base hourly rate) for each on-call weekend. One (1) peer offers 4 hours on-call/standby pay for Saturday or Sunday and one (1) peer stated to offer $1.00 per hour whenever the employee is on-call/standby.

Number of Responses	Regularly scheduled day off
7	Other (please explain) (7)
Jackson pays standby at FLSA minimum wage.	

Number of Responses	If Other, please explain:
7	Other (please explain) (7)

Minimum % increase with promotions

Number of Responses	Least Reported	Most Reported
9	No (2)	Yes (7)
Jackson is yes, 5% minimum.		

Vacancy requirement prior to promotion

Number of Responses	Least Reported	Most Reported
9	No (4)	Yes (5)
Jackson is no for some in advancement program, yes for non-advancement program.		

Minimum % increase with reclass to higher grade

Number of Responses	Least Reported	Most Reported
9	No (3)	Yes (6)
Jackson is yes, 5% minimum.		

Employees negotiate salary upon promotion

Number of Responses	Least Reported	Most Reported
9	No (2)	Yes (5)
Jackson is yes.		

***Two (2)** peers responded to "Other (please explain)"*

Employees Negotiate salary upon promotion:

Two (2) peers responded "other". One (1) peer stated that employees can negotiate salary depending on the type of promotion and functional area. One (1) peer allows employees negotiate salary upon promotion only if the position requires an employment contract with the City Manager.

Are promotions or pay increases automatic upon achievement of specified milestone?

Number of Responses	Least Reported	Most Reported
9	No (2)	Yes (4)
	Three (3) *"Other"*	
Jackson is no; advancement is based on time in service, merit, and mastery of skills.		

New hires allowed to receive pay rate above the starting minimum for their position

Number of Responses	Least Reported	Most Reported
10	No (0)	Yes (9)
	Years of related experience (1), Additional experience OR education (2), Additional experience AND education (2) Management Discretion (3), Other please explain (2)	
Jackson is additional experience and education and management discretion.		

New hires allowed to negotiate paid time off accrual

Number of Responses	Least Reported	Most Reported
10	Yes (4)	No (6)
Jackson is no.		

New Hires allowed to receive pay rate above starting minimum:

Two (2) peers responded "other". One (1) peer stated that new hires receive pay rate above the starting minimum depending on HR review, internal equity, education, and experience. One (1) peer determines if a new hire receives a pay rate above the starting minimum for their position by Years of related experience, Additional experience OR education, Additional experience AND education and management discretion. Three (3) of the nine (9) peers that stated "yes" to new hires are allowed to receive pay rate above the starting minimum for their position, One (1) peer stated that they have an informal guide of 50% validity of other experience, one (1) peer stated that they also based the pay rate on market, and one (1) peer added that they provide pay rate above the starting minimum based on Experience, Education, Budget and Internal equity.

Employees "Maxed" at their current pay grade

Number of Responses	Least Reported	Most Reported
10	Yes (5)	No (5)
Jackson provides a lump sum benefit in lieu of base salary increase for those employees "maxed.".		

Time off

Vacation / Sick, Paid Time-Off (PTO) or other

Number of Responses	Responses
8	Vacation - Sick (8), Paid Time Off (PTO) (0)
Jackson utilizes a PTO time off model.	

Organizations providing different Vacation/PTO accrual rates for exempt vs. non-exempt employees

Number of Responses	Least Reported	Most Reported
8	Yes (2)	No (6)
Jackson does not have a different rate but does offer higher base rate for high level executives in the organization. Base PTO increases after 5 years.		

Employee "Maxed" at their current pay grade:

Five (5) peers responded "yes" to providing a "Lump sum benefit" in lieu of a salary increase. One (1) peer reported that the lump sum is a one-time payment of the percentage increase, one (1) peer reported that they offered a stipend percentage, one (1) peer determines what wage would be for the rest of the year, one (1) peer reported providing a lump sum of money in the years it's not capped, and one (1) peer provided a lump sum benefit if the legislature grants base pay increases for those that are at a maximum only if their pay grade is eligible for a one-time bonus.

Vacation days by years of service (6 responses)

PTO for Jackson includes vacation, sick, and holiday hours	City of Jackson, WY	Least Reported	Most Reported	Average of Vacation
Years of Service				
0 to 1 year	14	11	22	14
1 year	14	11	22	14
2 years	14	11	22	14
3 years	14	11	22	14
4 years	14	11	22	15
5 years	21	11	22	15
6 years	22.25	15	22	17
7 years	22.25	15	22	17
8 years	22.25	15	22	17
9 years	22.25	15	22	17
10 years	23.5	15	27	19
11 years	23.5	18	27	21
12 years	23.5	18	27	21
13 years	23.5	18	27	21
14 years	23.5	18	27	21
15 years	26	18	27	23
16 years	26	18	27	23
17 years	26	18	27	23
18 years	26	18	27	23
19 years	26	18	27	23
20 years	26	18	27	24
21 years	26	18	32	25
22 years	26	18	32	25
23 years	26	18	32	25
24 years	26	18	32	25
25 years	26	18	32	25
25+ years	26	18	32	25

City of Jackson, WY

Jackson has a vacation leave / sick leave / holiday leave mode. All other responding peers do not have this PTO model.

The vacation only leave ranges from 14 days to 25 days, based on a years-of-service scale.

Maximum accrual of Vacation or PTO days

Number of Responses	Least Reported	Most Reported	Average Reported
9	20	32.01	28.50
Jackson has maximum accrual of 26 days.			

Organizations allowing vacation / PTO carryover

Number of Responses	Least Reported	Most Reported
9	No (0)	Yes (9)
Jackson does not allow PTO days to be carried over from year to year.		

Number of carryover days allowed

Number of Responses	Least Reported	Most Reported	Average Reported
8	30	40	32.50
Jackson does not allow PTO days to be carried over from year to year.			

Organizations allowing cash-out of unused vacation / PTO days

Number of Responses	Least Reported	Most Reported
9	Yes (9)	No (0)
Jackson allows for a maximum cash-out of 40 hours at the end of the fiscal year.		

Number of cash out days allowed

	Number of Responses	Least Reported	Most Reported
Year End	5	0	30
Termination	9	0	30
Retirement	8	20	30
Jackson allows for 40 hours (5 days) to be cashed out at the end of the year. If over 40 hours are remaining, that time is forfeited.			

Vacation/PTO “Frontloaded” annually

Number of Responses	Least Reported	Most Reported
9	Yes (0)	No (9)
Jackson utilizes a PTO “frontloading” model vs. an accrual model. Jackson places all PTO hours for the upcoming year in an employee’s bank on July 1 of each year.		

Vacation accrual & carryover

Nine (9) peers allow between 20 and 32.01 maximum accrued vacation days.

Unlike ***Jackson***, nine (9) peers allow employees to carryover unused vacation days. Though ***Jackson*** does not allow PTO days to be carried over, they do allow the option of cash-out at the end of the fiscal year.

Peers who allow unused vacation days to be cashed out have a variety of policies. Five (5) peers allow employees to cash out their balance of vacation/PTO days at the end of the year, nine (9) peers allow employees to cash out their balance of vacation/PTO days upon termination; 8) peers allow employees to cash out their balance of vacation/PTO days upon retirement.

Of the Nine (9) peers that allow employees to carry over unused vacation/PTO days, Two (2) peers stated to have unlimited amount of days that can be carried over, one (1) peer stated that in additional to allowing 30 days to carry over they do allow EEs with 15 years to carryover 40 days and one (1) peer in addition to 30 days allowance, they also allow 42 days after 14-19 years of service and 48 days after 19+ years of service.

Sick days provided per year

Number of Responses	Least Reported	Most Reported	Average Reported
9	0	12	10.00
Jackson utilizes a PTO model. Therefore, 40 hours of sick time are factored into that PTO model and are not carved out specifically as "sick time."			

Maximum sick day accrual

Number of Responses	Least Reported	Most Reported	Average Reported
9	12	120	61.67
	Three (3) organizations have unlimited sick days accrual		
Jackson utilizes a PTO model. Therefore, 40 hours of sick time are factored into that PTO model and are not carved out specifically as "sick time."			

Organizations allowing carryover of unused sick days

Number of Responses	Least Reported	Most Reported
9	No (0)	Yes (9)
Jackson does not allow PTO days to be carried over from year to year.		

Number of unused carryover sick days allowed

Number of Responses	Least Reported	Most Reported	Average Reported
9	62.5	120	82.5
	Five (5) organizations allow unlimited carryover of sick days		
Jackson does not allow PTO days to be carried over from year to year.			

In comparison to ***Jackson***, nine (9) peers allow employees to annually carryover unused sick days while Jackson does not allow carryover of unused sick days. The peer market average is about 83 days, which is significantly higher than ***Jackson's*** no annual carryover. Since Jackson uses a PTO model, the PTO policy covers all time off.

Organizations allowing cash out of unused sick days

Number of Responses	Least Reported	Most Reported
9	No (4)	Yes (5)
Jackson allows for up to 40 hours of PTO cash out at the end of the fiscal year.		

Two (2) peers who allow cash out of unused sick days only allow cash out upon retirement based on years of service and up to 50% of up to 960 hours. One (1) peer stated that employees can cash out unused sick days upon termination after all accrued after 10 years.

Organizations offering sick bank

Number of Responses	Least Reported	Most Reported
9	Yes (2)	No (7)

Two (2) of those nine (9) peers offer unlimited number of days employees can receive from sick leave donations.

Organizations allowing employees to donate sick leave

Number of Responses	Least Reported	Most Reported
9	No (0)	Yes (9)
	Organizations allowing sick leave donation have varying policies regarding allowed number of days to be donated/received	
Jackson allows for employees to donate PTO through the "Gifted PTO" program.		

Maximum number of days employees can *give* to other employees

Number of Responses	Least Reported	Most Reported	Average Reported
8	1	84	21
	Two (2) organizations have an unlimited amount employees can give, and one (1) organization allows donation of vacation time, not sick time		
Jackson allows for donations up to what FMLA time is available to the employee in need. However, time must be donated in one-hour increments.			

Maximum number of days employees can *receive* from sick leave donations

Number of Responses	Least Reported	Most Reported	Average Reported
8	48	120	78
The number an employee receives is based on the amount of PTO remaining in personal bank. However, overall, amount is capped at 12 weeks, or 60 days.			

Number of paid holidays per year

Number of Responses	Least Reported	Most Reported	Average Reported
9	9	13	10.44
Jackson provides eleven holidays each calendar year. However, these holiday hours are built into the employees PTO bank.			

Organizations providing personal or floating holidays

Number of Responses	Least Reported	Most Reported
9	Yes (3)	No (6)
Jackson does not provide floating holidays.		

Holidays

Nine (9) peers' average number of paid holidays is 10.44 annually. Nine (9) peers also offer from 9 to 13 paid holidays per year.

Jackson provides Eleven (11) holidays each calendar year. These eleven (11) holidays are built into the PTO bank.

Floating Holidays:

Three (3) peers stated to offer one floating holiday.

Health Benefits

Preferred Provider Organization (PPO)

	Number of Responses	Least Reported	Most Reported	Average Reported
Employee-only monthly premium	7	$695.00	$1,147.38	$882.12
% Paid by employer	7	80%	100%	87.3%
Employee + family monthly premium	7	$2,062.00	$2,596.00	$2,325.95
% Paid by employer	7	68%	88%	81%
Jackson does not offer a PPO Health option.				

Health Maintenance Organization (HMO) – *no responses*

High Deductible Health Plan (HDHP)

	Number of Responses	Least Reported	Most Reported	Average Reported
Employee-only monthly premium	7	$50.00	$1,147.38	$640.18
% Paid by employer	6	80%	100%	91.0%
Employee + family monthly premium	7	$100.00	$2,596.25	$1,636.01
% Paid by employer	6	80%	100%	90.8%
Jackson pays for 100% of all premiums, no matter the coverage level. Premium costs paid by Jackson are $1,042 for single coverage, and $2,689 for family per month.				

Participation policies

	Number of Responses	Least Reported	Most Reported
Organizations requiring 100% participation of all regular full-time employees	8	Yes (2)	No (6)
Organizations providing compensation to employees not participating	8	Yes (2)	No (6)
Jackson does not offer compensation for those employees "opting-out" of health care coverage. Jackson follows Affordable Care Act laws regarding offering of health care coverage.			

Health Benefits

Seven (7) peers responded to having PPO plans. and two (2) peers responded to having HD health plans.

PPO:

The peer average monthly premium cost for employee only is $882.12, and on average, cover 87.3% of the total monthly premium cost.

The peer average monthly premium cost for family is $2,325.95, and on average, cover 81% of the total monthly premium cost.

HMO: *no responses*

HDHP:

The peer average monthly premium cost for employee only is $640.18, and on average, cover 91.0% of the total monthly premium cost.

The peer average monthly premium cost for family is $1,636.01, and on average, cover 90.8% of the total monthly premium cost.

Participation policies:

Two (2) peers responded yes to providing compensation to employees not participating. One (1) peer provides $2,000 to an HRA for an individual policy and $4,000 to an HRA for an employee+ policy and One (1) peer provides $15 per month plus dental and life plan.

Deductible Plan Options

	Number of Responses	Least Reported	Most Reported
Organizations offer tiers or different plan options	8	Yes (3)	No (5)
Jackson offers both single and family tiers. Jackson offers one plan option – a Health Savings Account.			

Plans have Individual and Family deductions

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations have individual and family deductibles	8	No (1)	Yes (7)	
Individual	5	$375.00	$ 2,800.00	$ 1,595.00
Family	5	$ 750.00	$ 5,600.00	$ 3,210.00
Jackson's HSA plans have varying single and family deductibles. For both in-network and non-network - single (individual) deductible is $3,000.00 and family deductible is $6,000. This does not apply to preventative care.				

Plans have Individual and Family out-of-pocket maximums

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations have individual and family out-of-pocket Maximum	6	No (1)	Yes (5)	
Individual	6	$1,000.00	$ 5,000.00	$ 2,715.00
Family	6	$ 3,000.00	$ 10,000.00	$ 6,205.00
Jackson's HSA plan has varying out-of-pocket maximums based on in-network and out-of-network. In-network out-of-pocket expenses for single are $3,000 and $6,000 for family. Non-network out-of-pocket expenses for single are $5,000 for single and $10,000 for family.				

One (1) peer provides plans with different deductibles for both Family and Individual plans.

Matching Health Savings Account (HSA) Contributions

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations provide matching HSA contributions	8	No (2)	Yes (6)	
How much contribution	3	$3,000.00	$ 3,000.00	$3,000.00
Jackson provides an HSA match for single of $1,350 per year, and $2,700 for family.				

Mental and Behavior Health Services Health Insurance Plans

	Number of Responses	Least Reported	Most Reported
Organizations provide health insurance for mental & behavior health services	8	No (2)	Yes (6)
Number of allocated visits per year	*Insufficient responses*		

Jackson offers several ways to access mental and behavioral health offerings. Jackson offers a formal Employee Assistant Program (EAP) as well as a program called "Healthiest You" which offers free mental and behavior health intake. Jackson also offers mental and behavior health through medical plans.

Formalized Wellness Program

	Number of Responses	Least Reported	Most Reported
Organizations have a formalized wellness program	8	No (3)	Yes (5)

Jackson does not offer a formalized wellness program.

Formalized Wellness Program:

Four (4) peers that offer formalized programs have various programs; One (1) peer provides internal committee and regular monthly programming, one (1) peer provides Sharecare through BlueCross augmented by in -house programs, one (1) peer administers in-house formalized wellness program, and one (1) peer provides discounts on EE's monthly contributions for participation in wellness programs.

Prescription drug coverage

	Number of Responses	Least Reported	Most Reported
Organizations providing prescription drug coverage	8	No (0)	Yes (8)
Coverage separates from health insurance	7	Yes (0)	No (7)

Jackson provides a prescription discount card. 100% is paid after deductible is met.

Insufficient responses on prescription drug premiums

Dental insurance coverage

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations providing dental insurance coverage	8	No (0)	Yes (8)	
Coverage is separate from health insurance	8	No (2)	Yes (6)	
Employee-only monthly premium	7	$22.15	$51.58	$39.60
% Paid by employer (excl 0%)	6	85%	100%	95.5%
Employee + family monthly premium	7	$48.92	$141.61	$110.01
% Paid by employer (excl 0%)	5	33%	100%	81.2%
Jackson pays 100% of dental premiums.				

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations providing vision insurance coverage	8	No (1)	Yes (7)	
Coverage is separate from health insurance	7	No (1)	Yes (6)	
Employee-only monthly premium	6	$7.58	$10.94	$9.87
% Paid by employer (excl 0%)	6	0.0%	100%	25%
Employee + family monthly premium	6	$24.38	$28.35	$26.17
% Paid by employer (excl 0%)	6	0.0%	100%	25%
Jackson pays 100% of vision premiums.				

Dental

Six (6) peers provide dental insurance that is separate from the health insurance plans.

The peer average monthly premium cost for employee only dental insurance is $39.60. Four (4) peers pay 100% of the monthly premium; two (2) peers pay 85 – 88% of the premium.

The peer average monthly premium cost for a family dental insurance is $110.01. Two (2) peers do not pay a portion of the monthly premium; five (5) pay 33 – 88% of the premium, and two (2) peers pay 100% of the monthly premium.

Vision

Six (6) peers provide vision insurance that is separate from the health insurance plans.

The peer average monthly premium cost for employee only vision insurance is $9.87. Six (6) of the peers contribute to the premium costs, one (1) peer pays 100% of the monthly premium.

The peer average monthly premium cost for family vision insurance is $26.17and Six (6) of the peers contribute to the premium costs, one (1) peer pays 100% of the monthly premium.

Other Health Benefits

Life Insurance

	Number of Responses	Least Reported	Most Reported
Organizations providing life insurance	8	No (0)	Yes (8)
Life insurance benefit respective to employee annual salary	6	1x salary (1),2x salary (1) Other (please explain) (4)	
Jackson provides life insurance to all qualifying employees.			

Maximum payout for life insurance

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations maximums pay out for life Insurance	8	$20,000.00	$150,000.00	$63,571.43
Total monthly cost for basic life insurance	3	$0.0652	$ 8.98	$ 5.02
% Premium employer paid	6	100%	100%	$ 6,205.00
Jackson pays 100% of life insurance premiums for a $35,000 policy to age 65 for qualifying employees. 100% of premiums for a $60,000 policy are paid by Jackson for sworn law enforcement employees				

Accidental Death and Dismemberment (AD&D)

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations provide accidental death and dismemberment (AD&D) Insurance	8	No (2)	Yes (6)	
% Employer Paid	7	0.0%	100%	71.43%
As part of the life insurance policy paid for by Jackson (100% of premium) AD&D pays an additional $25,000				

Eight (8) peers provide their employees with life insurance.

Six (6) of the reporting peers base the life insurance benefit off the employee's annual salary, which ranges from 1x – 2x the employee annual salary, while three (3) peers base the benefit off various reasons. One (1) peer provides benefits based on the employee's age and coverage option, one (1) peer sets amount for employee, spouse, and children and one (1) peer offers $50,000 for life insurance.

Accidental Death and Dismemberment (AD&D): Five (5) peers provide 100% employer paid accidental death and dismemberment (AD&D) insurance. One (1) peer includes the AD&D insurance as part of life insurance.

Short-Term & Long-Term Disability Insurance

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations providing short-term disability insurance	8	No (3)	Yes (5)	
% Employee base pay	4	60%	67%	64.7%
% Paid by employer	3	0%	100%	33.3%
Organizations providing Long-term disability insurance	8	No (2)	Yes (6)	
% Employee base pay	5	40%	67%	60%
% Paid by employer (excl 0%)	6	40%	100%	90%

100% of both Short-Term and Long-Term Disability Insurance premiums are paid by Jackson for qualifying employees.

Short-Term & Long-Term Disability Insurance:

One (1) peer pays 100% of the short-term disability and one (1) peer pays up to $600 per week depending on the employee base pay. Five (5) peers pay 100% of the long-term disability.

Parental leave

	Number of Responses	Least Reported	Most Reported
Do you provide paid parental leave?	8	Yes (2)	No (6)
Jackson provides 80 hours of dependent care each fiscal year that can be used to care for a newborn. All paid leave runs concurrently with unpaid FMLA including short-term disability insurance, PTO and dependent care leave.			

Parental Leave:

Insufficient responses on separate FMLA & STD, Maternity leave, Paternity leave and Adoption or foster Leave.

	Number of Responses	Least Reported	Most Reported	Average Reported
Do you provide paid parental leave?	8	Yes (2)	No (6)	
Separate from FMLA and short-term disability	3	Yes (1)	No (2)	
% Salary provided during maternity leave	3	0%	100%	66.7%
% Salary provided during Paternity leave	3	100%	100%	100%
% Salary provided during Paternity leave	3	100%	100%	100%

FMLA

	Number of Responses	Least Reported	Most Reported
Offer Family Medical Leave Act (FMLA) benefits	8	No (1)	Yes (7)
Using paid vacation or slick leave concurrent to FMLA benefits	7	Required (5), Voluntary (2)	
Using short term disability concurrent to FMLA	5	Voluntary (1), Not Applicable (4)	
Jackson requires the use of paid PTO concurrently with FMLA benefits to a certain level. A calculation of remaining PTO at the time of an unpaid leave is utilized to create a "floor of hours" that will not be required to be used for supplementation of unpaid leave.			

Retirement

Number of Responses	Least Reported	Most Reported
9	No (1)	Yes (8)
Jackson contributes to social security for all positions.		

Defined Benefit Plans

	Number of Responses	Least Reported	Most Reported	Average Reported
Plan Name	9	Wyoming Retirement Systems (6), Public Employees Retirement System of Idaho (1), CalPERS (1), Utah Retirement System (1)		
Employee contribution required amount (% of base salary)	9	No (2)	Yes (7)	
% Of base pay or Flat amount	8	7%	9%	9%
Maximum employer match of employee contributions	5	9%	12%	10%
Formula used to calculate Benefit	8	Flat-Benefit (3), Career-Average (5)		
Years of service eligibility	6	4	5	4.17
Employee % pay guaranteed	6	2%	100%	21.6%
Employee groups plan availability	9	All Employees (6), Other (please explain) (3)		
Jackson contributes various percentages to the Wyoming Retirement system – Public Employee Pension Plan. Employees contribute 2.55%. Per state statute Jackson is required as an employer to contribute 9.12%. However, Jackson contributes 16.07% (for 2022) *Jackson contributes various percentages to the Wyoming Retirement system – Law Enforcement Pension Plan. Employees contribute 5.95%. Per state statute Jackson is required as an employer to contribute 8.6%. However, Jackson contributes 11.25% (for 2022)*				

- *Two (2) peers have various percentages of base pay for sworn police and fire.*
- *One (1) peer matched sworn police contribution at 8.6% and 17.23% respectively for fire.*
- *One (1) peer guaranteed employee pay in Tiers. Tier 1 entitled employee to 2.125% of the highest average salary of the first 15 years of service, plus 2.25% of the highest salary average salary for each year over 15 years while Tier 2 entitled 2% of the highest average salary for each year of service.*

Defined Contribution Plans – 401(k) *No responses*

Deferred Compensation Plans – 457

	Number of Responses	
Plan Name	8	1) Wyoming Retirement Systems 457 or Mission Square (3) 2) Wyoming Retirement Systems (1) 3) Valic and Mission square (1) 4) Mission Square (1) 5) City of South Lake Tahoe (1) 6) State of Idaho Deferred Compensation Plan (1) *Three (3) peers offer more than one deferred compensation plan to employees*
Maximum employee contribution	6	*Four (4) peers* allow the annual IRS maximum
Maximum employer match of employee contributions	6	*Four (4) peers contribute to deferred compensation plans*
Employee groups eligible	8	All full-time employees (1); All employees (5); Other (please explain) (2)

- *Two (2) peers reported offering Other (please explain) group for employee eligibility for the deferred compensation plan. One (1) peer reported to offer the deferred compensation plan to all employees except for Fire and one (1) peer reported to offer the deferred compensation to all benefitted employees.*

	Number of Responses	Least Reported	Most Reported	Average Reported
Maximum employee contribution	6	$ 800.00	$ 20,500.00	$ 17,216.67
Maximum employer match of employee contributions	6	$0.00	$ 3,500.00	$1,166.67

Organization allows Employer contributions or match

	Number of Responses	Least Reported	Most Reported	Other (Please explain)
Organizations allow employer contributions or match to more than one plan	7	Yes (1)	No (4)	(2)
Jackson provides up to $1,000 annual match for either Wyoming Deferred Comp or Mission Square Deferred comp (formally ICMA-RC) for all employees.				

- *One (1) peer offered 457 matches for 2021-2022 and 2022-2023 match for only fire. One (1) peer allowed matching for part-time employees only*.

Retiree group health

	Number of Responses	Least Reported	Most Reported	Average Reported
Number of Responses	9	Yes (4)	No (5)	
% Of cost paid by employer	3	0%	0%	0%
Jackson provides continuation of benefits for retirees through COBRA				

Terminated participation in a pension plan last 30 years

	Number of Responses	Least Reported	Most Reported
Organizations terminated participation in a pension plan last 30 years	8	Yes (0)	No (8)

Other

Housing Assistance

	Number of Responses	Least Reported	Most Reported
Organizations offer housing assistance amount to employees	10	Yes (2)	No (8)
Jackson has provided housing assistance for high level executives and Department Directors as a recruitment tool. Housing assistance for these roles varies based on negotiation.			

Childcare Benefits

	Number of Responses	Least Reported	Most Reported
Organizations offer childcare benefits to employees	10	Yes (1)	No (9)

- *One (1) peer that offers childcare has a priority waitlist and gives small discounts for programs offered at their facilities.*

CDL Stipend Pay

Organizations offer CDL stipends pay to employees	Number of Responses	Least Reported	Most Reported
	9	Yes (1)	No (9)
Jackson provides a signing bonus of $2,000 paid out after one year of full time (for full time employees only). CDL stipend also provided to winter seasonal Transit Operators of $1,000 for winter season completion.			

- *One (1) peer offers one hour of CDL pay per employee.*

Parking or Commuter Benefits

Organizations offer parking or commuter benefits to employees	Number of Responses	Least Reported	Most Reported
	9	Yes (1)	No (9)
Jackson covers 50% of any bus pass.			

- *One (1) peer offers Free regional bus pass.*

Seasonal (Winter) Premium Pay

Organizations offer employees seasonal (winter) premium pay	Number of Responses	Least Reported	Most Reported
	10	Yes (0)	No (10)
Variable hour transit operators receive a winter bonus of $3,250 (maximum) based on average hours completed for the season.			

- *All peers reported not to offer employees seasonal (winter) premium pay*

Recruitment Bonus for Law Enforcement

Organizations offer recruitment bonus for law enforcement	Number of Responses	Least Reported	Most Reported
	10	Yes (2)	No (8)
Jackson provides Sworn Police Officers with a $15,000 signing bonus paid over 5 years.			

- *One (1) peer that offers recruitment bonus for new law enforcement, provides Lateral Police Officer program pay depending on police experience, Wyoming Lateral Police Officers who meet certain criteria are offered $ 12,500 sign-on bonus, Out of State Lateral Police officers who meet certain criteria are offered $ 7,500 sign-on bonus, previous Wyoming Police Officers that are decertified through absence $ 5,000 sign-on bonus and Entry-level Police Officers one-time sign-on bonus of $ 3,000*

Housing Assistance for Law Enforcement

Organizations offer Housing assistance for law enforcement	Number of Responses	Least Reported	Most Reported
	9	Yes (0)	No (9)
Jackson provides Police Officers two years of housing assistance through a variety of methods including stipends for housing, or decreased rent payments in Town owned property.			

Special Skills Pay

Organizations offer employees special skills pay	Number of Responses	Least Reported	Most Reported
	10	Yes (3)	No (7)
Jackson provides up to $400/mo. for Spanish fluency.			

- *One (1) peer that offers special skills pay, negotiates with the employees at the time of hire.*

Standby or Call Pay

Organizations offer employees standby or call pay	Number of Responses	Least Reported	Most Reported
	8	No (2)	Yes (6)
Jackson pays minimum wage is paid to winter plow drivers from 2:30 a.m. – 7:30 a.m. on Saturday and Sunday to "stand-by" in case they are called out to plow snow.			

- *Two (2) peers that offer standby or call pay; One (1) peer pays base plus 1 hour and one (1) peer pays water system employees for 4 hours for working on the weekend.*

Weekend Duty Work Premium Pay

Organizations offer employees weekend duty work premium pay	Number of Responses	Least Reported	Most Reported
	8	Yes (1)	No (7)

- *One (1) peer that offers weekend duty work premium pay, pays a 5% shift differential of base pay.*

Holiday Premium Pay

Organizations offer employees holiday premium pay	Number of Responses	Least Reported	Most Reported
	8	Yes (3)	No (5)
Jackson allows for the cash in of PTO hours for day of holiday or day it is observed. Should an employee work on the holiday in addition to cashing in PTO hours, this allows for a "double wage."			

- *Three (3) peers that offer holiday premium pay, pay 1.5x of the base salary.*

College Tuition Reimbursement

	Number of Responses	Least Reported	Most Reported	Average Reported
Organizations offer employees College Tuition Reimbursement	9	No (2)	Yes (7)	
Amount allowed per employee	6	$ 2,500.00	$ 3,000.00	$ 2,833.33
Jackson provides 75% reimbursement for tuition and books with Grade C or higher for general courses related to field of work. Jackson provides 50% reimbursement for tuition and books with Grade C or higher for courses not related to field of work.				

- *The average amount allowed per employee is $ 2,833.33. Three (3) of the seven (7) peers that offer employees college tuition reimbursement, one (1) peer offers the benefit depending on the budget and supervisor approval, one (1) peer offers reimbursement for three (3) semester hours per year if the course study benefits the city and one (1) peer offers reimbursement depending on the funding agency.*

Certification Stipend Pay

Organizations offer employees Certification Stipend Pay	Number of Responses	Least Reported	Most Reported
	9	Yes (2)	No (7)
Jackson does not provide certification stipend pay.			

- *One (1) peer stated to offer certification stipend pay $250.00-$500.00 per certification.*

4/10 Work Week

	Number of Responses	Least Reported	Most Reported
Organizations offer 4/10 Work Week	9	No (3)	Yes (6)
4day,10 hr. a day, work week option available for office staff	8	No (2)	Yes (6)
Jackson offers a 4/10 workweek for shift workers in Police, Public Works and Transit. Jackson does not offer a 4/10 workweek for office staff.			

Untraditional Municipal Office Schedule

	Number of Responses	Least Reported	Most Reported
Organizations offer untraditional municipal office schedule	9	Yes (2)	No (7)
Municipal offices closed to the public for one day per week	7	Yes (2)	No (5)
Jackson does not offer an untraditional office schedule. Jackson does not close the offices to the public for one day per week.			

Town of Jackson Shift Differentials, Stipends, Bonus, and Housing Provisions

Currently in place as of 12/19/22

<u>Shift Differentials:</u> Shift differentials are additional wages over someone's regular hourly wage for specific purposes. A shift differential is paid regardless of whether the employee is eligible for overtime.

- Automatic time and a half for sworn officers working the DUI enforcement grant.
  - Pursuant to the Traffic Safety Grant through WYDOT, the Town agreed that any officer working under the DUI/HVE grant would be compensated at their time and a half rate. WASCOP (the administrator of the grant) and NHTSA made it very clear that officers had to be compensated at their overtime rate.

- Airport Shift Differential of $3.00/hour for sworn officers.
  - In 2014 Airport duty was and likely still is not as challenging as regular patrol shifts. Shift differential was agreed to in the overall expense agreement with the Jackson Hole Airport. The Airport reimburses the Town for the cost of providing the service through a contract.
  - The Airport pays a $5/hour shift differential in addition to the regular rate to the Town of Jackson and the officer is paid a $3/hour shift differential. The additional $2/hr is used to cover the benefits associated with wages.
  - The Town has been providing this service to the Airport since 2009 and the shifts at the Airport are assigned as part of a regular schedule.

- Snake River Canyon/Teton Pass Shift Differential of $1.50/hour for Transit Operators.
  - In 2017, $1.50/hour was added for driving the canyon or pass for commuter routes to recognize the added technical competency needed to successfully and consistently navigate these roads, often in hazardous driving conditions. The shift differential was added to address morale issues raised in the Transit Department at the time.
  - When commuter routes are increased, there could be Operators that simply drive back and forth throughout the day for the entirety of their shift. Currently Operators drive to Jackson carrying commuters, drive fill in routes in valley, and then drive back to the commuter location.

<u>Stipends:</u> Stipends are lump sum amounts provided on a monthly basis to address an added skill or requirement related to residency or for carrying a cell phone to communicate during the workday.

- Spanish Fluency, $12.50 up to $400/mo stipend for Spanish speakers.
  - In 2003 the Town of Jackson began providing Spanish fluency stipends to employees at 2 separate levels based on fluency, $200 for general fluency and a lesser amount for initial fluency. Those rates increased to $350/mo for full fluency and $150/mo for initial fluency in approximately 2007. In 2021, the Town switched to a testing method that allowed for varying levels of stipend based on varying levels of oral, written, or reading

fluency and utilized a professional testing service for this. The level of stipend is weighted with oral proficiency receiving ½ the total stipend and written and read receiving ¼ each. Non-Office and Non-Police employees are only eligible for the oral proficiency amount because those personnel would not have the opportunity to utilize the reading and writing skills. Examples of those positions only eligible for the oral proficiency amount are Transit Operators and Street Operators. Variable hour personnel are eligible for ½ the stipend and this has worked well for summer interns in Community Development and winter Transit Operators. Employees must recertify every two years to maintain their stipend.

The chart for Spanish Fluency is below:

Spanish Fluency Monthly Stipend Amounts								
	Full Time Personnel				Variable Hour Personnel			
	Max Available	Oral Proficiency	Written Proficiency	Reading Proficiency	Max Available	Oral Proficiency	Written Proficiency	Reading Proficiency
Advanced High	$ 400.00	$ 200.00	$ 100.00	$ 100.00	$ 200.00	$ 100.00	$ 50.00	$ 50.00
Advanced Mid	$ 350.00	$ 175.00	$ 87.50	$ 87.50	$ 175.00	$ 87.50	$ 43.75	$ 43.75
Advanced Low	$ 300.00	$ 150.00	$ 75.00	$ 75.00	$ 150.00	$ 75.00	$ 37.50	$ 37.50
Intermediate High	$ 250.00	$ 125.00	$ 62.50	$ 62.50	$ 125.00	$ 62.50	$ 31.25	$ 31.25
Intermediate Mid	$ 200.00	$ 100.00	$ 50.00	$ 50.00	$ 100.00	$ 50.00	$ 25.00	$ 25.00
Intermediate Low	$ 150.00	$ 75.00	$ 37.50	$ 37.50	$ 75.00	$ 37.50	$ 18.75	$ 18.75
Novice High	$ 50.00	$ 25.00	$ 12.50	$ 12.50	$ 25.00	$ 12.50	$ 6.25	$ 6.25

This breakdown provides recognition and value for employees that excel and not only speak, but write and read in Spanish as well.

Non-Office or Non-Police employees are only eligible for the Oral Proficiency amount as those personnel would not have the opportunity to use reading and writing skills. Examples of these positions include but are not limited to Transit Operators, Equipment Operators, Street Operators.

For Example: Full time employee scoring IM for Oral, AL for Written, and NH for Reading would receive $187.50/mo.

Spanish Fluency Stipend amounts are subject to change.

Employees receiving stipends are required to recertify every two years in July. Newly hired employees qualifying for a stipend will be required to recertify every two years on their hire date anniversary.

- This stipend is valuable to the Town organization in many positions including Police Officer, front desk staff, parking and animal control, business licensing, Transit, and many other positions.

- Report Stipend for Commuter Transit Operators of $50.40/day for Star Valley and $37.74/day for Teton Valley.
  - In 2021, the Town instituted a report stipend for Commuter Operators that are required to come to Jackson to report to work *WITHOUT* driving a commuter route. Commuter Operators are required to reside in the community from which their commuter route originates, it is a job requirement. There are instances where the Town needs a commuter operator to report to Jackson to drive in-valley routes on a day where they are not scheduled to drive a commuter route. Because they are driving their own vehicle to Jackson to work when normally they drive their commuter bus, the report stipend is meant to offset the expenses associated with reporting to the Jackson community for work when residency is REQUIRED where the route originates. The stipend is only provided when they are *scheduled* to report to Jackson for work and does not apply when an Operator voluntarily picks up an additional shift in Jackson. The

stipend is based on the federal mileage reimbursement rate and may change periodically.

- Cell Phone Stipend of $75/month.
    - Many positions in the organization receive a cell phone stipend including variable hour positions. The purpose of the cell phone stipend is so that employees are able to utilize a cell phone to conduct Town business during the workday while away from their desk or landline or if they do not have a desk location. This is helpful for the streets crew while out plowing snow for the crew leader to send out instructions, for employees attending meetings outside their office to be able to communicate with staff in the office on information needs, for employees to be able to check work emails while away from their desk at meetings, and similar situations.
    - The Police Department moved away from cell phone stipends and instead the Town provides Town owned phones to officers for work purposes. Officers are not to use their personal cell phones for work purposes and to keep the use separate. Police Officers utilize their phones for photos related to calls for service (evidence) and to communicate while on shift. Because the phone can be 'seized' as evidence in situations, the Town owned phone works best because if the phone is locked up in evidence for any particular reason, the Town can issue a replacement phone until it is returned.
    - For Information Technology positions, the Town purchases the cell phone for the IT personnel and provides the stipend to offset the monthly expenses.
    - The cell phone is not used to create any type of on-call or standby situation while outside of working hours and that is made clear in the offer of employment to employees authorized for cell phone stipends.

Bonuses: Bonuses are provided to certain positions for recruitment and retention purposes. The amounts vary based on the position and not all positions are eligible for bonuses.

Sworn Police Officer Bonuses

- Signing Bonus of $15,000 paid out over 5 years.
    - Since January of 2018, during a very challenging period of recruitment and retention, the Town instituted a $3000 signing bonus to sworn Police Officers that was distributed $1000 each year on their hiring anniversary date. On November 4, 2019 the signing bonus of $15,000 over 5 years was instituted and approved by Council to address recruitment and retention due to a significant number of sworn officers leaving the organization and potentially transferring to nearby departments.
    - Sworn positions must average 20% of their time performing sworn officer duties. The bonus does not apply to sworn Evidence Tech, sworn Police Technology Manager and sworn Police Systems Administrator. The bonus does not apply to internal sworn promotions to another sworn position (Sergeant, Lieutenant and Chief are not eligible).
    - We chose the high value of $15,000 and 5 years because we were having employees leave after their 2-year work commitment. The Town of Jackson's well-trained crew and values-based department was ending up as the training ground for officers to then leave us for other departments.

- Experienced Police Officers have a high value to the organization as these are positions that have the ability to pose greater liability concerns related to value judgements, greater potential for litigation and are critical in protecting the rights of others.
- Officers must sign a training reimbursement agreement with a work commitment of 2 years or bonus plus a portion of wages must be paid back.

Public Works CDL Bonus

- Signing bonus of $2000 paid out after 1 year for full-time, year-round positions. Variable hour winter plow drivers not eligible.
  - Implemented in 2022 to address significant shortage of applicants for Public Works full time positions.
  - Employee receives $500 after completion of 3 months of employment and $1500 at completion of 1 year of employment.
  - Must sign a training reimbursement agreement with a work commitment of 2 years or bonus must be paid back.
  - It takes less time to master the skills for the position, litigation potential is less and the position does not involve protecting the rights of others.

Variable Hour Transit Operator Winter and Summer Bonus

- Winter Bonus of $3250 maximum and Summer Bonus of $300 maximum
  - This bonus amount was approved by the Town Council in 2021. Bonus is only provided to variable hour/seasonal Transit Operators, not full-time Transit Operators with full benefits.
  - Bonus is based on how many hours they average for the completed season. The table of bonus amounts for winter 22-23 is below:

Bonus Breakdown for Winter 22-23 Seasonal Variable Hour Transit Operators					
Weekly Average Driving Hours	Signing Bonus Portion	Season Bonus Portion	Safety Bonus	CDL Bonus	Total Bonus
30 hours/wk or more	$ 500.00	$ 1,500.00	$ 250.00	$ 1,000.00	$ 3,250.00
20-29 hours/week	$ 375.00	$ 1,125.00	$ 187.50	$ 750.00	$ 2,437.50
10-19 hours/week	$ 250.00	$ 750.00	$ 125.00	$ 500.00	$ 1,625.00

  - Summer bonus table for completion of 2022 season is below:

Season Bonus: Summer 2022	
Driving Hours	Total Bonus Amount
30 hrs/wk or more	$ 300.00
20-29 hrs/wk	$ 225.00
10-19 hrs/wk	$ 150.00
less than 10 hrs/wk	$ 75.00

Hiring/Sign On Bonus for High Level Positions

- The Town may provide one time moving expense reimbursement up to $3000 with receipt documentation.
- The Town may provide one time sign on bonus during negotiations instead of a higher starting base pay to protect internal equity in the organization. These sign on bonuses range from $1000 to $3000.

Housing Assistance: Housing assistance has been provided for sworn Police Officer positions.
Police Officers

- Police Officers Receive 2 Years of Housing Assistance
  - Police Officers pay either ½ rent in a Town owned/controlled rental unit or receive a $500/mo housing stipend.
  - $500 stipend only applies within Teton County but not over Teton Pass. Many officers choose to reside in Star Valley or Teton Valley and are then not eligible for stipend.
  - Stipend extends for a period of 2 years from either date of hire or date of completion of Police Academy.

STAFF REPORT

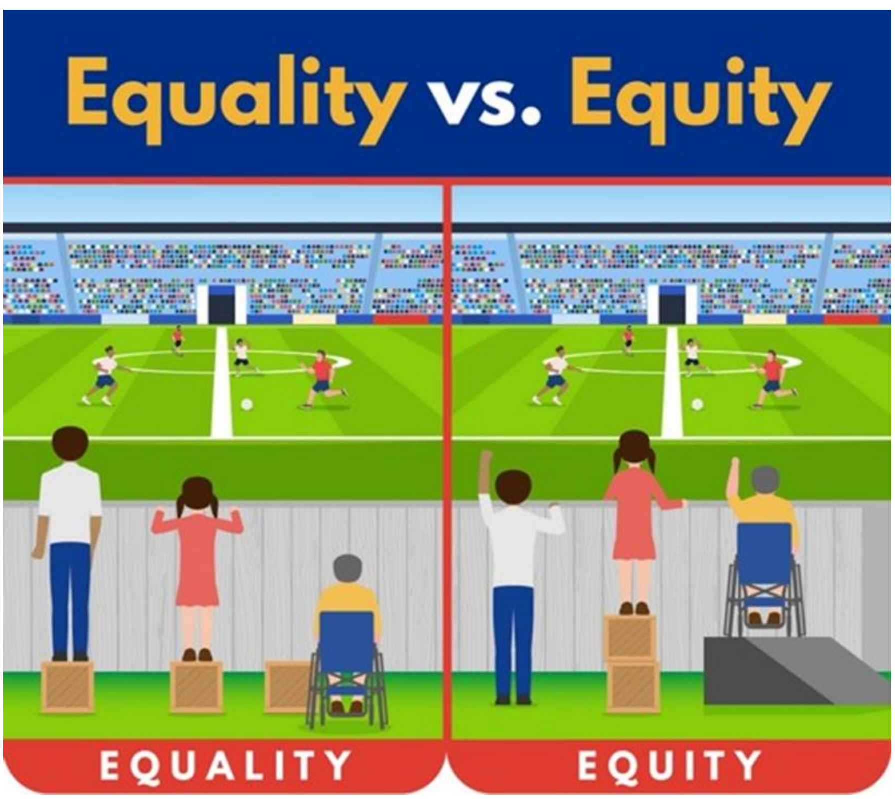
Meeting Date:	December 19, 2022	Meeting Title:	Town Council Workshop
Submitting Department:	Community Development	**Presenter:**	Susan Scarlata
Agenda Item:	Equity Task Force Update & Initial Recommendations	**Public Comment:**	Yes

Purpose & Policy Considerations.
One of Town Council's 2021-2022 priorities has been the creation of an Equity Task Force to help develop a more equitable, inclusive, and diverse local government and a more livable community overall.

Requested Action.
Staff requests that Council listen to Equity Task Force members present about the group's work so far. Consider and discuss their initial recommendations and accept them and staff's recommendations for implementation into the public record.

Recommendations.
Staff recommends that Council learn about the Equity Task Force's work so far. Consider, discuss, ask clarifying questions about the seven initial recommendations the group is making, and accept the recommendations into the record.

Background.
To reiterate some key definitions, "Equity is the state, quality or ideal of being just or impartial, which is achieved by giving people what they need to enjoy full, healthy lives and providing them with resources that are proportional to what they need." This term is often conflated with equality but the two are not the same. Equality is "Providing the same resources and opportunities to all."



Council moved to establish an Equity Task Force in August of 2021. Staff put out a community-wide call for applications a year ago in December of 2021 and received 37 applications. Application materials contained the following overview. "The Town of Jackson is launching an Equity Task Force to advise the Town on equity and inclusion strategies, strengthen connections among the many segments of the community, and make recommendations to the Town and Town Council on priorities, policies, and solutions to help bring a wider variety of voices and perspectives into conversations to, ultimately, inform decision-making." Council interviewed and appointed nine Task Force members last February and staff began facilitating monthly Equity Task Force meetings in April of 2022.

At these monthly meetings Equity Task Force members accepted working agreements, began meeting as a large group, spent some of each meeting in racial and gender-based affinity or 'caucus' groups, and considered various local reports and research to gather some foundational knowledge about issues related to equity in our community. The Task Force also heard from several local experts about different issues in the community and learned from some member's past experiences working on equity and inclusion. At the Task Force's June meeting, the group established three Committees with three members in each. Current committees include the following.

- Community Outreach & Visioning
- Equity in Housing
- Inclusion

Each of the three committees began considering and working to refine various proposals to take to the larger Task Force, which were then voted on to continue to be worked on or to move forward as recommendations to Council. The seven recommendations the Task Force is making today are highlighted in the analysis section below. Each is also discussed in greater detail in attachments.

Analysis.
The Task Force has discussed and considered a wide variety of ways to address equity in our community. From its very first meeting, one recurrent theme has been the recognition that the Equity Task Force was created for a two-year period. Task Force members are keenly aware that this is a relatively quick timeframe for achieving any forward movement on equity issues and have kept that at the forefront of their discussions. The Task Force is well aware that equity work does not happen quickly or is ever something that is fully "done" or accomplished. It is long-term and continuous work. With this in mind, ETF members regularly consider the need to make the Task Force a longer-term entity alongside other methods to codify equity work that helps ensure this endeavor has a long-lasting impact on the Town and community. The Town also administered an Equity Survey across the community last summer. A full summary and report about this survey is being worked on and will be shared with Council and the community in the new year. One major take away is that over 70% of the 670 community members surveyed "agree" or "strongly agree" that the Town should continue to focus time and resources on working toward equity, inclusion, and belonging for all community members. There is broad-based community support for this work.

In the nine months that the Task Force has been meeting, members and committees discussed and pursued both the following recommendations and others that did not come to fruition. The Housing Committee looked at private equity investments in our town and the resulting high rents being charged, but after consulting with various staff and community members realized that the town does not currently have levers to affect change or ameliorate related challenges. Similarly, members considered ways to diversify local boards and how to make potential applicants with marginalized identities feel welcomed, valued, and heard. This is a potential avenue the group may still consider for a future proposal, but the methods and tactics were not yet fleshed out enough to become a recommendation at this time. Each of the Equity Task Force's current recommendations looks at ways to further equity in our community in perpetuity. The current initiatives the Equity Task Force recommends that Town Council and staff consider implementing include the following.

- **Recommendation for the Town to translate documents and Town signs into Spanish:** The Equity Task Force recommends that Town Council adopt a policy for all documents and signs that the Town of Jackson creates and publishes be in both Spanish and English by a certain date, and that the Town create an overall 'Language Access Plan' for Spanish-speakers. Translating all documents and signs into Spanish will take some time, so departments should consider what needs to be translated on near, mid, and long-term timelines.

    - **Staff Recommendation for Implementation Steps:** The Community Development (CD) Department can take this on as part of its upcoming Work Plan. Working with other departments, the CD team can determine which forms and documents are the most utilized and/or requested in Spanish and create a near, mid, and long-term schedule for translation, setting a timeline and realistic dates for having documents and templates translated. This will mean finding an outside contractor to do the translations. Translation of Town signs will likely be on a longer timeline, as will adapting processes for things like the Town's newsletter and longer-form documents to regularly appear in two languages. An overall 'Language Access Plan' will need to be on a longer timeline once initial, smaller steps have been taken.

- **Recommendation for Town Council to work with the County Commission to direct the Housing Department to work on housing for seniors and an Assisted Living Center:** Currently the Town and County's Housing Department is not specifically directed to work on housing for seniors, people with disabilities, and others who need assisted living. Assisted living (AL) is an essential piece of the continuum of care to house and support residents across the entire span of their lives. This is an urgent housing issue for an often-over-looked important segment of our community; some AL residents live in such facilities permanently, others are there temporarily as they recover from an accident, illness, or surgery. We recommend that the Joint Housing Department identify private and public partnerships (such as the recipient of SPET funds for planning of Assisted Living), tap into community support, locate land, design, and work on building a local, assisted living residence.

    - **Staff Recommendation for Implementation Steps:** Staff has discussed this recommendation with the Housing Department. Housing department staff feel comfortable bringing this before electeds during discussion of that department's Work Plan. If the Council and County Commission are interested in directing staff to add this to the Housing Department's mandate, a formal vote to add senior housing and assisted living will be necessary.

- **Recommendation to start meetings with a Land Acknowledgment and to connect with Native Tribes in the area**: The Equity Task Force (ETF) recommends that Town Council begin its regular meetings and workshops with a Land Acknowledgement, a formal statement that recognizes Indigenous Peoples as the stewards of the land Council is meeting on. The ETF recommends this as a first step in a longer, more meaningful process of honoring indigenous peoples, creating relationships, and connection.

    - **Staff Recommendation for Implementation Steps:** The Community Development Department can take this on as part of its Work Plan. Staff has an initial draft for a potential Land Acknowledgement and has also connected with the Wind River Native Advocacy Center, the Wind River Tribal Buffalo Initiative, and the Wind River Community Alliance to begin to consider ways for further collaboration and partnership to expand engagement with and understanding of the original inhabitants of the land in our area. This may include a workshop about generational impacts led by native peoples open to Town Council, staff, and Equity Task Force members.

- **Recommendation to revisit and consider removing policy that limits on-street parking in the winter**: The workforce in our Town is highly impacted by the continual rise in the cost-of-living and the pressure this puts on families and individuals of all makeups and sizes. This recommendation is for the Town to review winter parking restrictions. This policy disproportionately effects the working class and the working poor. There are many examples of cities and towns that permit on-street parking during the winter. Removing winter parking restrictions could open the door to a reduction of parking requirements for new construction and take a huge burden off of an already stressed and strained workforce.

    - **Staff Recommendation for Implementation Steps:** Staff recommends that Town and County's Regional Transportation Planning Administrator consider this recommendation as their Work Plan is created. Further, staff recommends the Transportation Administrator present to the Equity Task Force to share about equity in transportation overall. If/when this recommendation is prioritized as part of a Work Plan, the Town's Public Works and Police Departments will also need to be consulted for planning around options for alternate street parking, other ways to prevent interference with plowing, and potential related enforcement.

- **Recommendation to establish Employee Resource Groups (ERGs) and eventually hire a Director of Equity:** The Equity Task Force (ETF) recommends that Town Council work with the ETF on a phased approach towards ultimately hiring, budgeting for, and creating infrastructure for a full time Director of Equity position. The ETF recommends that the Town Council consider adding the costs of this position into the next budget including recruitment fees, competitive pay and benefits, and related workspace fees, and in the interim support the establishment of Employee Resource Groups focused on advancing equity and inclusion internally.

    - **Staff Recommendation for Implementation Steps:** Staff recommends the Community Development Department add establishment of Employee Resource Groups to its Work Plan and work with the Personnel Department to steward and support these groups. Staff believes that further work laying the foundation for the importance of advancing equity and inclusion at the Town organization is needed before a Director of Equity would be successful. Therefore, staff recommends continued internal work this year and that in budgeting for fiscal year 2025 (in the Spring of 2024) Council consider extending or re-engaging an Equity Task Force and/or creating a Director of Equity role at the Town.

- **Recommendation to develop and eventually administer an internal equity audit at the Town of Jackson:** The Equity Task Force recommends conducting an internal equity audit of the Town of Jackson. The audit will be designed to help determine the Town's achievements, needs, and gaps related to social inclusion and equity. This internal assessment will help the Town develop an evidence-based system to assist in evaluation, determine how the Town is doing on various equity measures, and eventually help lead to processes, policies, plans, practices, programs, and services that meet the diverse needs of our community now and in the future.

    - **Staff Recommendation for Implementation Steps:** Staff recommends that this proposal be handed back to the Equity Task Force to continue working on it to develop a thorough plan that details what departments will be involved, different questions departments will be asked related to various identities, metrics that help determine inclusion and belonging, and if an outside consultant is necessary to conduct the type of equity audit that is being recommended. If so, staff suggests that the Task Force work on a list of qualifications that would be necessary and establish a potential range of related costs.

- **Recommendation for Town Council to work with County Commission to direct staff to add a chapter to the Comprehensive Plan focused on equity:** The Equity Task Force (ETF) recommends that Town Council direct staff to update the Comprehensive Plan (Comp Plan) to include a chapter about Equity under the 'Quality of Life' Common Value. Should the County Commission not support an update to the Comp Plan, then the ETF recommends that the Equity Chapter be established as its own Equity Plan for the Town of Jackson.

- **Staff Recommendation for Implementation Steps:** Staff recommends that this proposal be passed on to the joint long-term planning staff for consideration when those staff members look at and discuss their Work Plans with Town and County electeds. If this arises to be a near-term goal, a formal motion by the Town Council and County Commission will likely be needed. If the County Commission is not interested in pursuing a chapter on Equity, the Task Force and then Town Council will need to reconsider potential next steps.

Possible Alternatives.
Council has the option to not 'accept' any or all of the Equity Task Force's recommendations, or to suggest other options for implementation steps staff has suggested.

Comprehensive Plan & Priority Alignment.
The Comp Plan's third Common Value is 'Quality of Life,' which highlights that our community takes pride in our local identity and community character. The Comp Plan states, "Residents and visitors have become accustomed to high-quality life safety, transportation, educational, social, cultural, and recreational services." Considering if this is true for all residents, the Equity Task Force is recommending an update to the Comp Plan to directly focus on equity.

Fiscal Impact.
At its August 30, 2021 meeting, Council authorized Equity Task Force members to be paid $450 per month to participate, totaling to $48,600 annually for the 9-member Task Force.

Staff Impact.
The Community Development Department is using staff capacity to steward the Equity Task Force. As this department seeks to shrink the distance between the people impacted by decisions and those making them, establishing an Equity Task Force is an appropriate and fruitful use of staff time and resources. Staff has spent an approximate total of 85 hours of on-going stewarding of this Task Force. The impact various recommendations may have on staff time will come through Work Plans before Council during the budgeting process.

Attachments or Links.
Detailed recommendations from the Equity Task Force

Suggested Motion.
I move to accept both the seven recommendations the Equity Task Force has proposed and staff's recommendations for implementation steps as detailed in this staff report.

Recommendation for the Town to translate documents and Town signs into Spanish

Recommendation: The Equity Task Force recommends that Town Council make a policy for all documents and signs that the Town of Jackson creates and publishes be in both Spanish and English by a certain date, and that the Town create an overall 'Language Access Plan' for Spanish-speakers.

Purpose & Policy Considerations: Translating all documents and signs into Spanish will take some time, so departments should consider what needs to be translated on near, mid, and long-term timelines. Staff will also need to consider building extra time into processes and projects to have the time to produce items in two languages on a regular basis going forward.

Requested Action: The Equity Task Force recommends that Town Council direct staff to contract for services with a translation agency and work to translate the majority of the Town's forms, documents, and signs currently available into Spanish by January 1 of 2025.

Background/Analysis: Approximately 25% of the Town of Jackson's population is Latin and speaks Spanish. Some members of this segment of our community are bilingual and fluent in both English and Spanish while others have limited English proficiency. Anecdotally, staff at the front desk of Town Hall estimate that two to three Spanish-speaking individuals come into Town Hall needing assistance on a Daily basis. The Task Force believes the Town should be as welcoming and accessible as possible to all segments of our community and sees language access through translation as a relatively simple and easy way to improve. The ETF also recommends that translations be considered by locals for colloquial understanding that does not use overly formal or academic language.

Fiscal Impact: The Town would need to hire a translation service to make this shift toward being more accessible in Spanish. The Task Force recommends hiring a comprehensive service rather than paying per document, which would likely add up more quickly with the amount of translation necessary.

Recommendation for Town Council to work with the County Commission to direct the Housing Department to work on housing for seniors and an Assisted Living Center

Recommendation: The Equity Task Force ("ETF") recommends that the Town Council add housing for seniors and work on an Assisted Living Center to the Joint Housing Department's mandate and focus areas of things to work on. This can be in tandem with the recently passed SPET initiative for Assisted Living to support the building of an Assisted Living Residential Facility for the elderly and disabled people in our community who can no longer live independently, but who do not require skilled nursing care.

Purpose & Policy Considerations: Currently the Town and County's Joint Housing Department is not specifically directed to work on housing for seniors or Assisted Living ("AL"). AL is an essential piece of the continuum of care to house and support residents across the entire span of their lives. That piece is now missing in our community as Legacy Lodge, the third failed private effort, closed its doors in early 2021, putting about 40 seniors and disabled residents "on the street." Most of the residents were/are long-time locals of advanced age; they had to seek AL housing out of their long-time community farther away from former neighbors, co-workers, friends, and family. This is an urgent housing issue, for an often over-looked, important segment of our community. The ETF recommends that the Town of Jackson help fill that gap by directing the Housing Department to work on this issue.

Requested Action: The ETF recommends that the Town of Jackson work hand-in-hand with Teton County to direct their Joint Housing Department to work with the team receiving SPET funds for AL, identify other partners, tap into community support, locate land, design, and build an AL residence. This urgent issue needs a community-wide solution.

Background/Analysis: Seniors comprise the fastest growing segment of our population, in Teton County and the State of Wyoming. According to the 2020 census, seniors are 22.5% of our local populace. As seniors age, they often lose their ability to live independently as their health and mobility decline, a normal progression. They may need some additional help and care but may not need the advanced skilled nursing care that is provided at St. John's Sage Living or the memory care unit there. They just need some oversight and assistance with the activities of daily living (e.g. meals preparation, socialization and inclusive activities, getting to appointments, and housecleaning). Some AL residents live in facilities permanently; others are there temporarily, recovering from an accident, illness, or surgery. Private companies have tried to operate AL facilities here in our Valley; none have succeeded. This is an essential service that requires a public/private collaboration, like that between the Children's Learning Center and the Town and County, like that between the Senior Center of Jackson Hole and the Town and County.

Fiscal Impact: Initially, Town Council initiative and time would be required to connect and collaborate with Teton County to determine if there is mutual desire and resolve to direct the Housing Department to undertake this important task. Then, staff time, in conjunction with the County, to explore public/private partnerships, expertise and fundraising collaborators will be necessary. There are successful models for functioning AL. Some of our neighbors in Dubois, Afton, Idaho hall and other areas across the United States have AL as a result of public/private partnerships.

Recommendation to start Town Council meetings with a Land Acknowledgment and connect with Native Tribes in the area

Recommendation: The Equity Task Force (ETF) recommends that Town Council begin its regular meetings and workshops with a Land Acknowledgment, a formal statement that recognizes Indigenous Peoples as the stewards of the land that Council is meeting on. The ETF recommends this as a first step in a longer, more meaningful process of honoring indigenous peoples, creating relationships, and designing truth and reconciliation policies that repair broken relationships.

Purpose & Policy Considerations: The ETF was created as a recommending body to advise the Town on equity and inclusion strategies, strengthen connections among the many segments of the community, and make recommendations to the Town and Town Council on priorities, policies, and solutions to help bring a wider variety of voices and perspectives into conversations and ultimately, inform decision-making.

From colonization, forced relocations, Christian boarding schools, and acts from Congress outlawing indigenous cultures, indigenous tribes across the nation have experienced diaspora, loss of culture and language, and loss of land. Before Yellowstone and Grand Teton National Park were national parks, they were home to indigenous peoples, yet historically Jackson's 'history' has begun with European settlers. A policy on land acknowledgments and future actions towards truth and reconciliation for Jackson and the GYE area is a necessary step in creating equity for our community and repairing relationships.

Requested Action: The ETF requests that the Council adopt the use of a Land Acknowledgment to begin all Regular meetings and Workshops; Commit to publishing this Land Acknowledgment on the Town's website; and Commit to continuing to work with the ETF, Indigenous tribal members, and other related nonprofits (i.e., the Wind River Native Advocacy Center, the Wind River Tribal Buffalo Initiative, and the Wind River Community Alliance) to expand engagement with and understanding of the original inhabitants of this land.

Background/Analysis: Jackson and the surrounding area greatly benefit from Indigenous cultures both economically through indigenous jewelry, culture items and art, as well as through a false narrative of the history between settlers and indigenous peoples. The ETF believes in order to reconcile some of these inequities it is imperative to create a land acknowledgment that is meaningful in addition to a policy around overall truth and reconciliation. Staff has already completed a workshop with Cherokee Brown, of the Northern Arapaho Tribe. The workshop was a powerful look at intergenerational trauma and mending relationships at the community level. Cherokee Brown is now working with the Wind River Community Alliance based here in Jackson to lead more workshops in our community. The Alliance also organized a visit to the Wind River Tribal Buffalo site, a stunning and impactful place just two hours from Jackson. Staff is working with the alliance to potentially offer a workshop and field trip to the Buffalo Center at some point in the future.

Having considered various Land Acknowledgments, the ETF recommends the following as a draft:

Land Acknowledgment: We recognize that the land we are gathering on is the ancestral homeland of the Mountain Shoshone People who stewarded it for thousands of years and that many other tribes also lived upon and cared for this land including: the Bannock, Blackfoot, Crow, Eastern Shoshone, Gros Ventre, Nez Perce, and Northern Arapaho tribes, and others. We thank them for their enduring strength and care for this land and recognize their immense contributions to stewarding this intact ecosystem.

With gratitude, we honor these Indigenous Peoples, and the land itself. We also acknowledge the sovereignty of the tribal nations closest to Jackson that were stolen to create the Wind River and Fort Hall Indian Reservations through the broken Fort Bridger Treaty of 1868. In addition, we recognize that land acknowledgments gain meaning when combined with informed action, and that this is simply a first step in honoring the land that we are meeting on and its first inhabitants.

Fiscal Impact: There would not be a fiscal impact to adopt and utilize a land acknowledgment.

Recommendation to revisit and consider removing policy that limits on-street parking in the winter

Recommendation: The Equity Task Force recommends that Town Council consider removing the 'Parking During Winter Maintenance' stipulation in Title 10 of its code, which prohibits on-street parking from November 1 – April 15.

Purpose & Policy Considerations: The Town of Jackson's Title 10 includes section 10.04.300 'Parking During Winter Maintenance,' which states, "No person shall park a vehicle on any street within the Town during the hours of 3 a.m. and 7 a.m. between November 1st and April 15th." The purpose of this part of Title 10 seems is for Public Works staff to be able to clear snow from streets. Though it does serve that purpose, the Task Force believes there are other solutions that will not also negatively affect community members with the fewest resources.

Requested Action: Revisit the 'Parking During Winter Maintenance' section of Title 10 and consider other solutions to support snowplow drivers and Public Works staff that will permit community members to park on either one or the other side of the street throughout the winter.

Background/Analysis: Shifting winter parking regulations and permitting more people to utilize the public right-of-way in the winter months will remove one small barrier for the local workforce trying to build a life here in Jackson. The ALICE Project run by the United Way found that nearly 30% of Teton County residents fall into the ALICE (Asset Limited, Income Constrained, Employed) threshold. These are families, neighbors, and colleagues who work hard and earn above the federal poverty level, but not enough to afford some basic needs. ALICE paints an accurate picture of hardship in our community, where economic struggle is widespread as the cost of living outpaces local wages. Due to our high cost of living, people often "get creative" with living situations and removing parking barriers might mean the difference for roommates or families being able to share an apartment or house and also get to work.

Limiting factor for ability to provide housing for accommodation in the future for less parking needed and thus more housing

Fiscal Impact: The total fiscal impact is unclear but may include signage and an educational campaign if alternate sides of the street are designated as acceptable places to park on different days of the week or month. Education would also likely be necessary to shift parameters around enforcement.

Recommendation to establish Employee Resource Groups (ERGs) and eventually hire a Director of Equity

Recommendation: The Equity Task Force (ETF) recommends that Town Council work with the ETF on a phased approach towards ultimately hiring, budgeting and creating the infrastructure for a full time Director of Equity position. The ETF recommends that Town Council consider adding the costs of this position into the next budget including recruitment fees, competitive pay and benefits, workspace fees etc. and in the interim support the establishment of an Employee Resource Group (ERG) focused on equity.

Purpose & Policy Considerations: The ETF was created as a recommending body to advise the Town on equity and inclusion strategies, strengthen connections among the many segments of the community, and make recommendations to the Town and Town Council on priorities, policies, and solutions to help bring a wider variety of voices and perspectives into conversations to, ultimately, inform decision-making. As Council has only approved a preliminary two-year term, the ETF believes it is necessary for the Town to create an equity-focused team or singular position charged with continuing to work towards improving the diversity, equity and inclusion in the valley long-term. Should the ETF continue beyond its 2-year term, this ERG and/or Director of Equity work in collaboration with the ETF. The ETF could support strategic planning while this role, in its full-time capacity, could support putting ideas and plans into practice.

Background /Analysis: This position exists in various forms within localities dedicated to improving equity. To cite a few examples from our border state: in Erie, CO leadership determined that adding a Diversity, Equity & Inclusion Manager was imperative with the Town's vision of being "innovative stewards of our community, committed to excellence." Fort Collins, CO created an Office of Equity & Inclusion that operates with a people-centered, community-centered approach to increase equitable access so that persons of all identities can fully participate in City services and experience equitable community outcomes. In Denver, the Mayor's Office of Social Equity & Innovation was established to develop and implement the policies, programs, regulations, and initiatives of the City and County of Denver related to race, social equity, and social justice.

The ETF believes the creation of a director-level Equity position to be vital in improving the quality of life for all members of this community and in filling some critical gaps that exist within the Town's infrastructure and operations. However, the ETF understands this position needs to be set up for success within the Town. This includes not only a fair and competitive salary but a budget to do the necessary work, and the necessary support and infrastructure to create positive relationships within the organization. This position must be empowered to be effective, and first the Town must realize that building internal awareness and support is the work of an organization not an individual. This is where the work of an Employee Resource group comes in with the charter to:

- Educate and inform local organizations of Town policies and equity-related issues, fostering relationships with those already open to collaborating and building relationships with others
- Educate the community on gaps and sectors in-need during town-wide fundraisers e.g. championing philanthropic dollars for organizations that work in human services during Old Bill's
- Work to ensure community members and community groups are informed of existing services that are accessible to them

Additionally, another option to consider is the extension of the ETF beyond two years to further plan and refine the long-term plan for sustainable diversity, equity and inclusion in the community.

Fiscal Impact: The ETF believes the creation of the ERG and later DoE job description and recruitment of the position can be done in house. The fiscal impact of the actual hiring of this position will require discussion between the ETF and staff on what a fair and competitive salary and benefits package would look like in alignment with the Town Manager's compensation policies.

Recommendation to develop and eventually administer an internal equity audit of the Town of Jackson

Recommendation: The Internal Equity Audit is a mechanism to institutionally embrace diversity, equity, and inclusion (DEI) as a core value of the Town of Jackson and not an afterthought. The internal self-assessment audit is not to critique the Town of Jackson or its departments but to develop an evidence-based system to help the Town evaluate and determine if it's living up to its vision, identify gaps, and enhance and expand on current achievements.

The Town of Jackson's Internal Equity Audit will be an independent, objective, and holistic analysis that critically examines policies, programs, practices, services, and efforts that directly or indirectly impact current and future Town of Jackson employees relative to their race, ethnicity, gender, national origin, veteran status, disability, age, sexual orientation, gender identity, or religion.

The key to conducting a quality equity audit is asking the right questions. Good questions can help uncover the data needed (both quantitative and qualitative) to build a "data story" around equity. In turn, this data story can shed light to help identify and address barriers within the Town of Jackson and create processes, policies, plans, practices, programs, and services to meet the diverse needs of the community now and in the future.

Purpose & Policy Considerations: The Town of Jackson and the Town Council recognizes its unique role in promoting active citizenship, reducing inequities, celebrating diversity, and developing a more socially inclusive community within the Town of Jackson.

The internal equity audit would be an evaluation method designed to learn whose voices are missing from public processes, policies, and career opportunities and to develop a framework for identifying needs, closing gaps, and highlighting achievements.

At a minimum, the equity audit will seek to determine if:

- All segments if the community are represented in the Town of Jackson
- There are Town practices and policies that are harmful to a specific group or multiple groups
- If Town communications can be more inclusive and accessible
- If the Town of Jackson is doing the best it can in terms of equity

The Equity Audit will use a combination of checklists, rating scales, and short answer survey questions to collect data.

Requested Action: The Task Force requests that staff work with Task Force members to design, distribute, assess, and report on the findings of a town-wide equity audit to help determine the Town of Jackson's social inclusion and diversity achievements, gaps, and needs.

Background/Analysis: The goal of this recommendation is to continue to collect data that informs further recommendations and equity work. The audit will provide an evaluation of available Town of Jackson's services and programs to determine barriers to access, and drill down in areas where inequities exist. The following equity checklist is a potential example to utilize that focuses specifically on accessibility for people with disabilities.

Equity Checklist

Has your department committed to ensuring accessibility for people with disabilities including the following suggested steps? (Check all that apply)

- ☐ Implementation of policies and processes that enable staff, customers, and other third parties to request workplace adjustments and accommodations.
- ☐ Implementation of software and hardware to ensure accessibility of information communication technology for people with disabilities (e.g., accessible website).
- ☐ Implementation of changes to physical premises to make them accessible.

Does your organization have a written policy about inclusion of people with disabilities (POC, gender, age, etc.)? Is the policy fully integrated into the organization's plans and operations?

- ☐ Are people with disabilities (POC etc.) employed in senior decision-making positions? How many?
- ☐ Are images of people with disabilities (POC etc.) incorporated into outreach and program materials?
- ☐ Are accessible locations prioritized for local programs and activities?
- ☐ Are there adaptations available to make locations more accessible? (Ramps, access tracks, etc.)
- ☐ Does your organization provide materials and communications in alternative formats (Diskette, Braille, ASL, TTY)?

Fiscal Impact: Time and materials with Equity Task Force members, Town staff, or consultants.

Recommendation for Town Council to work with the County Commission to add a chapter to the Comprehensive Plan focused on equity

Recommendation: The Equity Task Force (ETF) recommends that Town Council direct staff to update the Comprehensive Plan (comp plan) to include an Equity Chapter under the Common Value: Quality of Life. Should both the Town and County bodies feel an update to the Comp plan is not appropriate at this time, then the ETF recommends that the Equity Chapter be established as its own Equity Plan for the Town of Jackson.

Purpose & Policy Considerations: The ETF was created as a recommending body to advise the Town on equity and inclusion strategies, strengthen connections among the many segments of the community, and make recommendations to the Town and Town Council on priorities, policies, and solutions to help bring a wider variety of voices and perspectives into conversations and ultimately, inform decision-making. As Council has only approved a preliminary two-year term for the task force, the ETF believes it is necessary for the Town to codify equity-related goals and policies so that the work may continue beyond one elected-body's term. This equity chapter would not only institutionalize equity but also help meet Town priorities that were previously identified when forming the ETF.

Requested Action: The ETF requests direction from Town Council on this comp plan update proposal and asks that Council directs staff to incorporate this into the long-range planning work plan.

Background/Analysis: The Teton County / Town of Jackson Comp Plan is the guiding policy document for the Town and County. The comp plan includes several indicators that were adopted in 2020 that initiate comp plan updates. These indicators pertain to growth management. However, in addition to those triggered updates, the Town or County may initiate an update at any time.

The proposed comp plan update would match the existing format. Under Common Value 3 (Quality of Life), a Chapter 9, pertaining to equity goals would be added. Principles, Goals, and Strategies for achieving those goals will also be included. A set of equity indicators should also be considered in creating the equity chapter.

Fiscal Impact: The ETF believes this update can either be done in house or with the help of a consultant. It will take staff hours and the costs for any public notices. If the Town were to recommend a consultant be hired in order to bring outside expertise, the ETF would prefer to participate in the selection process.