Jackson Town Council Workshop

October 16, 2023
1:30 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/81116487488?pwd=c2Nqckx5TVE0TXI1OUJaRnZtSUJmUT09
If the link does not work, join at zoom.com with Webinar ID **811 1648 7488** Password: **83001**
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II. CALL TO ORDER AND ROLL CALL

III. WORKSHOP ITEMS

A. Water and Sewer Rate Amendments (Johnny Ziem)
B. Censure Policy (Lea Colasuonno)
C. Quarterly Budget Check-In (Kelly Thompson & Tyler Sinclair)
D. Stormwater Management Program Status Update (Floren Poliseo)

IV. MATTERS FROM MAYOR AND COUNCIL

V. UPCOMING AGENDA UPDATE

A. Council Priorities and Upcoming Agendas

VI. ADJOURN TO EXECUTIVE SESSION

Adjourn to executive session to discuss personnel matters in accordance with Wyoming Statute 16-4-405(a)(ii).

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:	October 16, 2023	**Meeting Title:**	Workshop
Submitting Department:	Public Works	**Presenter:**	Johnny Ziem
Agenda Item:	Water and Sewer Rate Amendment Discussion	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is to discuss Town of Jackson water and sewer rate amendments:

1. Additional residential tiered water rates for In-Town and 3 Creek customers.
2. Rate increases for water volume and base rates for all customers.
3. Rate increases for sewer volume and base rates for all customers.
4. Rate increases to sewer surcharge (strength) rates.
5. Rate increases for one-time capacity fee calculations and 3 Creek capital replacement charge.
6. Rate increases for the Septic Dump Station

Requested Action.
Staff requests Council consider updating the Town of Jackson water and sewer rates as presented.

Recommendations.
Staff recommends approving the updates to the Town of Jackson water and sewer rates as presented.

Background.
Council last approved an overall amendment to Title 13 of Jackson Municipal Code in 2022, based on the recommendations of the Town's consultant, Raftelis. The 2022 water and sewer rate updates were the first yearly rate "check-in" that would provide for a high-level review of the overall water and sewer rate structure as it relates to possible increases in inflation, operational fund expenses, case reserves, and non-growth-related capital expenses. The 2022 water and sewer rate updates were made effective on July 1, 2022, and included the following rate changes:

- A 6% increase for all users of the Town water system, which included both a base rate and a volume charge
- A 3% increase for all users of the Town sewer system, which included both a base rate and a volume charge
- An 8.9% increase to the 3 Creek Capital Replacement Charge
- A 9.3% increase to both sewer and water capacity fees
- A 3% increase to septic dump fees

On November 21, 2022, Council directed staff to create a draft update of Title 13 of the Jackson Municipal Code that would include an expansion of the tiered water rate system for 1) all In-Town residential customers and for 2) all 3 Creek residential and irrigation customers. Additionally, Council directed staff to perform a yearly "check-in", for two fiscal years, that would provide for a high-level review of the overall water and sewer rate structure as it relates to possible increases in inflation, operational fund expenses, case reserves, and non-growth-related capital expenses.

The findings presented at today's workshop will include both items as directed by Council.

Analysis & Key Policy Questions.
Based on the findings, staff recommends the following rate amendments:

Proposed In-Town Utility Rate Changes

Water
Staff is proposing an **8% increase** for all In-Town customers of the Town water system, which includes both a base rate and volume charge. This increase to the base and volume charge is proposed to cover increases in operational fund expenses, to maintain cash reserves for the water fund, and to provide for inflationary increases to non-growth-related capital expenses.

Sewer
Staff is proposing an **8% increase** for all In-Town customers of the Town sewer system, which includes both a base rate and a volume charge. Like the water fund, this increase to the base and volume charge is proposed to cover increases in operational fund expenses, to maintain cash reserves for the sewer fund, and to provide for inflationary increases to non-growth-related capital expenses.

Sewer Strength Charges
Staff is proposing an **8% increase** in the sewer strength charges associated with specific customer classes or types. The Town assesses additional charges for all industrial and commercial sewer users that discharge high strength wastewater to the Town's sewer system. These charges recover the additional treatment costs at the Town's Wastewater Treatment Facility for these specific customer classes.

Capacity Fees
Staff is recommending a **7.6% increase** to the Town sewer and water capacity fees. Capacity fees are one of the primary sources (the other being operating revenues) that fund capital projects in both the water and sewer enterprise funds. Capacity fees are a one-time payment by users to "connect" to both the water and sewer systems. The increase reflects the change in the Engineering New Record Construction Cost Index (ENR-CCI) over this year. The construction cost index is a national index that tracks contractor costs across twenty cities in the country. The construction cost index, which tracks both labor and material costs for construction, is a very often used metric for capacity fee revenues and allows for revenue to keep up with inflation.

Septic Dump Station Fees
Staff is recommending an **8% increase** to the septic dump station fee. The Town charges waste haulers a fee for dumping waste into the county owned dump station. These charges cover the additional treatment cost at the Town's Wastewater Treatment Facility for all septic haulers.

***Key Policy Question #1*:** Does Council wish to adjust In-Town water and sewer rates as presented?

In-Town Tiered Water Rates
As requested by Council, staff worked with our consultant to add additional In-Town water rate tiers to Title 13 of the Jackson Municipal Code to promote water conservation.

The current In-Town residential water tiered rates:

	Gallons	Cost per 1,000 Gallons
Tier 1	0 - 2,000	$0.00
Tier 2	2,001 - 6,000	$1.31
Tier 3	6,001 - 25,000	$2.63
Tier 4	Over 25,000	$3.94

The proposed In-Town residential water tiered rates would include higher tiers for larger water users:

	Gallons	Cost per 1,000 Gallons
Tier 1	0 - 2,000	$0.00
Tier 2	2,001 - 6,000	$1.41
Tier 3	6,001 - 25,000	$3.17
Tier 4	25,001 - 50,000	$4.94
Tier 5	50,001 - 100,000	$6.70
Tier 6	Over 100,000	$8.46

***Key Policy Question #2*:** Does Council wish to adjust the In-Town tiered water rate structure as presented?

Proposed 3 Creek Utility Rate Changes

Water

Staff is proposing an **8% increase** for all 3 Creek customers of the Town water system, which includes both a base rate and volume charge. This increase to the base and volume charge is proposed to cover increases in operational fund expenses, to maintain cash reserves for the water fund, and to provide for inflationary increases to non-growth-related capital expenses.

Sewer

Staff is proposing an **8% increase** for all 3 Creek customers of the Town sewer system, which includes both a base rate and volume charge. This increase to the base and volume charge is proposed to cover increases in operational fund expenses, to maintain cash reserves for the water fund, and to provide for inflationary increases to non-growth-related capital expenses.

3 Creek Capital Replacement Charge

Staff is proposing a **7.6% increase** to the 3 Creek Capital Replacement Charge for both water and sewer. 3 Creek pays an additional Capital Replacement Charge on top of their base rate that covers the replacement cost of the 3 Creek-only water and sewer infrastructure. The increase reflects the change in the Engineering New Record Construction Cost Index (ENR-CCI) over the last year.

***Key Policy Question #3*:** Does Council wish to adjust 3 Creek water and sewer rates as presented?

3 Creek Tiered Water Rates

3 Creek has two tiered water rate structures for their water consumption, (1) a tiered water rate that covers their residential water use and (2) a tiered water rate that covers their residential irrigation use. As requested by the Council, staff worked with our consultant to add additional 3 Creek tiered water rates (for both their residential and irrigation usage) to the Title 13 of the Jackson Municipal Code to promote water conservation.

The current 3 Creek residential water tiered rates:

	Gallons	Cost per 1,000 Gallons
Tier 1	0 - 2,000	$0.00
Tier 2	2,001 - 6,000	$2.14
Tier 3	6,001 - 25,000	$4.28
Tier 4	Over 25,000	$6.42

The proposed 3 Creek residential water tiered rates would include higher tiers for larger water users:

	Gallons	Cost per 1,000 Gallons
Tier 1	0 - 2,000	$0.00
Tier 2	2,001 - 6,000	$2.31
Tier 3	6,001 - 25,000	$5.20
Tier 4	25,001 - 50,000	$8.09
Tier 5	50,001 - 100,000	$9.24
Tier 6	Over 100,000	$11.55

The current 3 Creek irrigation water tiered rates:

	Gallons	Cost per 1,000 Gallons
Tier 1	0 - 2,000	$0.00
Tier 2	2,001 - 25,000	$4.28
Tier 4	Over 25,000	$6.42

The proposed 3 Creek irrigation water tiered rates would include higher tiers for larger water users:

	Gallons	Cost per 1,000 Gallons
Tier 1	0 - 2,000	$0.00
Tier 2	2,001 - 25,000	$5.20
Tier 4	25,001 - 50,000	$8.09
Tier 5	50,001 - 100,000	$9.24
Tier 6	Over 100,000	$11.55

***Key Policy Question #4*:** Does Council wish to adjust the 3 Creek tiered water rate structure as presented?

Possible Alternatives.

Possible alternatives include:

1. Not amending the water and sewer rates as presented and keeping rates unchanged for FY24.
2. Other

Comprehensive Plan & Priority Alignment.

- Common Value 1 – Ecosystem Stewardship
  - Chapter 2: Climate Sustainability
    - Principle 2.5: Conserve energy through waste management and water conservation
      - Policy 2.5.a: Encourage water conservation
- Common Value 3 – Quality of Life
  - Chapter 8: Quality Community Service Provision
    - Principle 8.1: Maintain current, coordinated service delivery
      - Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels

Fiscal Impact.

The proposed increases will affect all customers of the Town utility system. For new development, there will be a fiscal impact of increased water and sewer capacity fees (7.6%) for connecting to the Town's water and sewer systems. For all customers, there will be an 8% increase in water/sewer volume and base rate charges. There will be a 7.6% increase to the 3 Creek Capital Replacement charge, which is added to their monthly sewer and water usage rates. Lastly, to promote water conservation through pricing signals, both In-Town and 3 Creek customers will be affected by new water tiered rates that would cost the user more for higher water usage.

Staff Impact.

Staff impact for this item required roughly 20 hours of staff time for meetings with the Town consultant and legal review of the draft ordinance. An additional 3 hours of staff time was spent by Administration, Finance, and Legal reviewing the staff report. There will be additional staff time preparing the draft amendments to Title 13 of the Jackson Municipal Code and additional staff report.

Attachments or Links.

- Customer Bill Impacts

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

I move to approve a commencement date for the Town of Jackson new utility rate structure on January 1, 2024, and direct staff to present an ordinance for first reading at a future Council meeting.

Customer Bill Impacts

WATER			
1) Typical Residential Customer			
	2022	**2024**	**Change - $**
Base Rate: 3/4 Inch Water Meter	$11.66	$12.59	$0.93
Water Usage based on 10,000 gallons	$15.76	$18.32	$2.56
Monthly Bill	$27.42	$30.91	$3.49
2) Typical Commercial Customer			
	2022	**2024**	**Change - $**
Base Rate: 3/4 Inch Water Meter	$11.66	$12.59	$0.93
Water Usage based on 20,000 gallons	$40.50	$43.74	$3.24
Monthly Bill	$52.16	$56.33	$4.17
2) Typical Restaurant Customer			
	2022	**2024**	**Change - $**
Base Rate: 1.5 Inch Water Meter	$30.25	$32.67	$2.42
Water Usage based on 20,000 gallons	$130.50	$140.94	$10.44
Monthly Bill	$160.75	$173.61	$12.86
2) Typical In-Town Irrigation Customer			
	2022	**2024**	**Change - $**
Base Rate: 1 Inch Water Meter	$17.37	$18.76	$1.39
Water Usage based on 60,000 gallons	$152.54	$183.86	$32.71
Monthly Bill	$169.91	$202.62	$32.71
2) Typical 3 Creek Irrigation Customer			
	2022	**2024**	**Change - $**
Base Rate: 1 Inch Water Meter	$40.88	$44.07	$3.19
Water Usage based on 100,000 gallons	$620.60	$983.01	$362.41
Monthly Bill	$661.48	$1,027.08	$365.60

SEWER				
1) Typical Residential Customer				
	2022	**2024**	**Change - $**	**% Change**
Base Rate: 3/4 Inch Water Meter	$11.90	$12.85	$0.95	8%
Water Usage based on 10,000 gallons	$18.72	$20.24		8%
Monthly Bill	$30.62	$33.09	$2.47	8%
2) Typical Commercial Customer				
	2022	**2024**	**Change - $**	**% Change**
Base Rate: 3/4 Inch Water Meter	$11.90	$12.85	$0.95	8%
Water Usage based on 20,000 gallons	$42.12	$45.54	$3.42	8.1%
Monthly Bill	$54.02	$58.39	$4.37	8.1%
2) Typical Restaurant Customer				
	2022	**2024**	**Change - $**	**% Change**
Base Rate: 1.5 Inch Water Meter	$24.32	$26.26	$1.95	8%
Water Usage based on 20,000 gallons	$240.12	$258.68	$18.56	7.7%
Monthly Bill	$264.44	$284.94	$20.51	7.8%
2) Typical Lodging Customer				
	2022	**2024**	**Change - $**	**% Change**
Base Rate: 2 Inch Water Meter	$32.59	$35.20	$2.61	8%
Water Usage based on 100,000 gallons	$351.82	$379.26	$27.44	7.8%
Monthly Bill	$384.41	$414.46	$30.05	7.8%

STAFF REPORT

Meeting Date:	October 16, 2023	**Meeting Title:**	Workshop
Submitting Department:	Legal	**Presenter:**	Lea Colasuonno
Agenda Item:	Consideration of Adding Censure to Town of Jackson Municipal Code	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is for Council to review and consider adding censure to Town of Jackson Municipal Code.

Requested Action.
Staff requests Council review and consider adding censure to Town of Jackson Municipal Code and the Council Rules and Procedures.

Recommendations.
Staff recommends Council review and consider adding censure to Town of Jackson Municipal Code and the Council Rules and Procedures.

Background.
At its February 9, 2023 meeting, Town Council directed staff to provide a scoping report about the time and staff capacity it will take to research and present a censure ordinance and policy for the Town Council. Staff presented the scoping report at the July 17, 2023 Council Meeting, during which Council directed staff to research and present a censure policy and ordinances, as appropriate, at a future Council meeting.

Analysis & Key Policy Questions.
What is the definition of "censure"?
As a general matter, "censure" is a formal, majority vote of the governing body on a resolution disapproving a member's conduct. As the Supreme Court noted in a recent 2022 case on the subject, censure has occurred since colonial times and continues today. Censure is public with due process, including ordinances or rules (authorized by ordinance) detailing the reasons censure can be initiated, the investigation steps, and the public presentation of findings, a defense, final decision and, if deemed appropriate, a censure resolution.

Are there actions Council can take short of formal "censure"?
Yes, many cities include not just censure in their ordinances and rules but also some lesser level of disapproval of the conduct of a member, commonly referred to as "reprimand" or "admonition," to address conduct that falls short of warranting formal censure, but is nonetheless out of line with the governing body's Rules and Procedures, values as expressed in the working agreement, state laws, or Town policies. These often take the form of a reminder to a member that a particular type of behavior falls outside these norms, and that, if it occurs, persists beyond a single marginal incident, or is found to have occurred to a serious degree, could subject the member to censure. These usually take the form of a vote of Council recorded in the minutes, with no accompanying resolution.

What is the "punishment" involved in censuring a member?
As stated, censure is a resolution by the entire Council stating its disapproval of a member's conduct, and that public resolution itself is the "punishment" for the conduct.

Are there additional repercussions Council can issue when a member's conduct violates Council values, Town law, or policies?

Yes, it is possible to authorize other repercussions, specifically, suspending a member from certain privileges of being a member of the Jackson Town Council. Importantly, what the member could be suspended from are self-created opportunities the Council invented for its members. They are not statutory duties associated with being a councilmember. Concisely put, these repercussions do not interfere with or exclude the member from performing the essential functions of their elected position. Examples include prohibiting a member, for a specified amount of time, from:

- Travel to represent the Council.
- Participation in "Chats with Council."
- Liaison positions.
- Sitting on Council committees or taskforces.

Key Policy Question 1: Does Council want to enact a censure ordinance (and the associated process and procedures)?

- The advantages to having a censure ordinance and accompanying process and procedure is that it sets expectations for Councilmembers, the Town organization, and the public, i.e., it establishes behavioral criterion and a course of action for transgressions of them. There are no clear disadvantages to establishing a censure ordinance.

Key Policy Question 2: Does Council want to enact an admonition ordinance (and the associated process and procedures)?

- The advantages of enacting a "reprimand" or "admonition" ordinance and accompanying process and procedure are that they allow Council to address conduct that falls short of warranting formal censure, but is nonetheless out of line with the governing body's values, laws, or policies, thus enabling graduated or hierarchical actions that put a Councilmember on notice of issues with their conduct and providing the member the opportunity to change course before formal censure. A potential disadvantage, it could be argued, is that this creates a lack of clarity for members and too much process. In sum, one could take the position that a member acts in a way that is censurable or not, and that there is nothing in between.

Key Policy Question 3: If Council is inclined to put censure in place, does it also want to include the potential for "penalties" or "repercussions"?

- The advantages to this addition fall under the possibility that the formal reading of a resolution is simply not adequate in some situations, thus having some additional options is warranted. Second, it could be argued that it is possible in today's political climate that a resolution would operate as an incentive for some offenders, posited as evidence that their behavior was righteous, and boasted as a badge of honor, thus having either no or a negligible effect.

Possible Alternatives.

Council could elect not to add censure or lesser counterparts (admonition or reprimand) to the Code and the Council Rules and Procedures.

Comprehensive Plan & Priority Alignment.

Not applicable.

Fiscal Impact.

The fiscal impact of this item, should Council elect to enact censure, includes ordinance and resolution adoption.
Once ordinances pass three readings, there are costs associated with advertising that may run approximately $1000 per ordinance, depending on the length. Resolutions have no cost associated their passage.
There is no direct cost to amend the Rules and Procedures.

Staff Impact.
The staff impact of this item was sustained in the Legal Department, wherein research, as well as ordinance, procedure, staff report, and PowerPoint drafting took place. The Town Attorney coordinated with the Town Manager in finalizing the recommendations. In total the Legal Department spent 18 hours on this item and the Town Manager, 4 hours. Should Town Council proceed with adoption of censure provisions, updating the Council Rules and Procedures and the steps involved in that process would amount to an additional 7 hours of staff time.

Attachments or Links.
- None.

Suggested Motion.
I move to direct staff to present appropriate ordinance(s) and additions to the Council Rules and Procedures for censure at a future Council meeting.

STAFF REPORT

Meeting Date:	October 16, 2023	**Meeting Title:**	Workshop
Submitting Department:	Administration	**Presenter:**	Tyler Sinclair & Kelly Thompson
Agenda Item:	FY2024 Budget Update – 1st Quarter	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is to update Council on the FY2024 budget.

Requested Action.
None at this time.

Recommendations.
None at this time.

Background/Analysis
Looking back, for FY2023 the Town projected an 8% increase in sales tax collections over FY22 actual sales tax collections. At the close of FY2023 the actual collections were a 3.1% increase over FY2022. This means sales tax revenues fell short of projections by $1.3M. This shortfall was balanced by approximately $3.3M in unspent expenditures to close out FY2023, leading to a $2M fund reserve increase. A portion of these expenditures are made up of capital projects and professional service contracts that will carry into FY2024. What this means is that while the FY2024 budget was built around a fund balance target of 35%, at the close of FY2023 the fund balance was 39%. If Council approves tonight's budget amendment adding $1,174,970 in increased expenditures, the fund balance will be approximately 37%, well within the Town's General Fund budget reserve target which is as follows:

> *"Due to the General Fund's reliance on elastic revenue sources and the historical uncertainty surrounding expenditures, the annual General Fund unreserved ending fund balance target is 25% of that year's estimated net operating expenditures. However, General Fund unreserved ending fund balance will always equal or exceed at least 20% of the prior year's net operating expenditures."*

The FY2024 budget projected an increase of 3% over FY2023 for sales tax and lodging tax revenues. Actual revenues for FY24 July – August have been distributed by the Department of Revenue (DOR). Sales tax revenues to date are $240,920 behind projections. We projected $6,116,384 but have actually collected $5,875,464. Lodging tax revenues to date are $33,171 behind projections. We projected $613,649 but have actually collected $580,478. These revenues impact the General Fund and Lodging Tax Fund. Staff finds that since the adoption of the budget the following local and regional events and trends may have impacted the budget to date and should be considered as we look forward:

- National Park Service statistics for July – August (https://irma.nps.gov/Stats/Reports/Park):
  - Grand Teton National Park reported increased visitation of 278,414 (25%) over 2022 and decreased visitation of 162,669 (11%) below 2021
  - Yellowstone National Park reported increased visitation of 647,208 (55%) over 2022 and decreased visitation of 176,630 (9%) below 2021
- Destimetric Executive Summary (https://industry.visitjacksonhole.com/data-and-reports) data comparing current year to prior year (14 properties/1319 units):
  - July: Occupancy down 6.8% and ADR up 3.7%
  - August: Occupancy up 4.0% and ADR down 3.5%
  - September – February Projections: Paid Occupancy up 9.5%

Staff is comfortable with the FY2024 budget to date due to the following factors:

- As previously discussed, approximately $3.3 million in unspent expenditures in FY2023, allowed the Town to start FY24 off with a higher reserve amount then the 35% approved by Council. These funds are currently in unrestricted fund balance.
- There are currently 11.5 unfilled active positions, accounting for the General Fund having approximately $302,000 in salary savings from approved positions that have been vacant during the fiscal year.
- DOR tracks sales tax in accordance with the North American Industry Classification System. DOR reporting is based on County-wide point of sale activity. The six industries identified in the below table are significant to Teton County activity. They account for 76% of sales tax sources. Below compares 2023 vs 2024 activity for July – August.

Minor Industry Code	% of Total Collections	Increase / -Decrease from Prior Period July - August 2023 vs 2024	
Retail Without Building & Mailorder	25%	10%	131,172
Traveler Accommodation	19%	-3%	(38,358)
Full-Service Restaurants	12%	-3%	(20,892)
Building Material And Supplies Dealers	8%	-2%	(7,567)
Electronic Shopping And Mailorder Houses	7%	-21%	(62,216)
Government - Motor Vehicle Tax	6%	6%	17,264
	76%		19,403

Based upon review of this information and discussions with category professionals, staff offer the following general observations:

- **Retail w/out Building & Mail Order**

  This is the largest category including all types of retail sales excluding Building Materials and Electronic Shopping and Mail Order, for example office supplies, sporting goods, furniture stores, liquor, auto and machine equipment and parts, etc.
  - This category seems to have increased recently (last year), potentially due to a shift from Electronic Shopping and an increase in the volume of overall sales.

- **Travel Accommodations**

  This industry group comprises establishments primarily engaged in providing short-term lodging in facilities, such as hotels, motels, casino hotels, and bed-and-breakfast inns. In addition to lodging, these establishments may provide a range of other services to their guests. This information is County-wide whereas the lodging tax discussion above was Town specific.
  - Town has added new Lodging supply (i.e. The Cloudveil) recently increasing its share of Lodging Tax collections as it is collected at the point of sale
  - Town occupancy seems to be stronger, showing some increase over previous year when compared to the overall County.
  - Average Nightly Rates seem to be remaining steady at a high price point compared to previous years.

- **Full Service Restaurants**

  This U.S. industry comprises establishments primarily engaged in providing food services to patrons who order and are served while seated (i.e., waiter/waitress service) and pay after eating. These establishments may provide this type of

food service to patrons in combination with selling alcoholic beverages, providing carryout services, or presenting live nontheatrical entertainment.

- This category seems to track comparable to Travel Accommodations but is impacted by effective population or the total number of people in the valley, which has increased recently with second homeowners staying for longer periods of time and overall visitation up.

- **Electronic Shopping and Mail Order Houses**

  This industry comprises establishments primarily engaged in retailing all types of merchandise using nonstore means, such as catalogs, toll free telephone numbers, or electronic media, such as interactive television or the Internet.

  - This category has seen significant growth historically, staff noted that much of this growth was a shift away from local shopping for goods and services to online shopping due to COVID but also due to the closure of local brick and mortar stores providing basic goods and services.
  - Recent declines in this category seem to correlate with the increase in Retail w/out Building & Mail Order (brick and mortar) noted above.

- **Building Material and Supplies Dealers**

  This industry group comprises establishments primarily engaged in retailing new building materials and supplies.

  - Based upon the number of active Building Permits in Town and County that will continue to be constructed during FY24 and the associated purchase of materials staff does not anticipate a significant change in this category for FY24. Staff notes it will be important to monitor new Building Permits issued moving into FY25 for both the Town and County.
  - DOR reports show a decline in 11 of the last 12 months. This appears due to a combination of decreasing cost and/or quantity of lumber and other materials.
  - Increased interest rates and bank stability may affect this sector long term.

- **Government – Tax Collected on Motor Vehicles**
  - Recent growth in this category may be attributed to increases in effective population, with more second homeowners staying longer in the valley and thus purchasing more vehicles.
  - Overall, the cost of vehicles has risen significantly over recent years due to supply chain shortages leading to additional increases in this category.

Below, staff has provided a snapshot of the General Fund at the end of August. What it shows is that while revenues are behind $167,890, total expenditures are behind (unspent) in the amount of $621,289. This results in the General fund being $453,399 ahead of budget (surplus). As a result, as discussed above, staff finds that the budget is balanced to date.

GENERAL FUND
REVENUES , EXPENDITURES, & CHANGES TO FUND BALANCE
8/31/2023

DESCRIPTION	FY2024 Adopted	Actual Year-to-Date	Projected Year-to-Date	Leading (Lagging)
Revenues:				
Taxes	$ 12,512,280	$ 3,014,347	$ 3,149,156	$ (134,809)
Licenses & Permits	1,461,623	259,605	137,783	121,822
Intergovernmental	15,407,435	3,334,555	3,488,296	(153,741)
Charges for Services	812,558	134,878	152,126	(17,248)
Fines & Forfeitures	385,000	72,032	75,722	(3,690)
Miscellaneous Revenue	893,962	127,229	107,452	19,777
Total Revenue	**31,472,858**	**6,942,646**	**7,110,536**	**(167,890)**
Transfers In	2,064,578	193,710	193,710	
Total Sources	**33,537,436**	**7,136,356**	**7,304,246**	
Expenditures:				
General Government	8,045,020	1,093,952	1,285,261	191,310
Public Safety	11,761,816	1,342,869	1,298,686	(44,184)
Public Works	3,576,843	443,860	500,888	57,028
Community Health & Human Services	1,463,390	-	243,898	243,898
Community Initiatives	455,675	19,782	73,950	54,168
Culture & Recreation	2,065,006	3,257	5,557	2,300
General Unallocated	729,902	30,573	147,342	116,769
Total Expenditures	**28,097,652**	**2,934,293**	**3,555,582**	**621,289**
Transfers Out	9,475,325	2,464,200	2,464,200	
Total Uses	**37,572,977**	**5,398,493**	**6,019,782**	
Change in Fund Balance	**(4,035,541)**	**1,737,863**	**1,284,465**	
Ending Fund Balance	**$ 14,748,754**	**$ 20,522,158**	**$ 20,068,760**	

NOTES: These are unaudited figures and subject to adjustment
Projections are based on historical averages and are subject to actual activity

Staff will continue to monitor the budget monthly for any significant changes to revenues or expenditures. Items of note that staff are tracking for their potential impact on the adopted budget include:

- Changes to projected sales and lodging tax
- Changes to building material activity. Staff plans to research into whether recent changes are due to material prices or material quantity.
- Construction of the Fleet Maintenance and Parks and Recreation Center
- Cost of Labor, Contracts and Equipment/Materials

Staff will continue to bring budget amendments and budget updates to Council on a quarterly basis. In addition, staff will continue to provide sales, lodging and General Fund reports to Council on a monthly basis.

Possible Alternatives.

- Direct staff to draft amendments to the FY2023 budget

- Direct staff to provide additional information
- Other

Comprehensive Plan & Priority Alignment.
Common Value #3 - Quality of Life, Section 8. Quality Community Service Provision

- *Principle 8.1*- Maintain current, coordinated service delivery
  - Policy 8.1.e: Budget for service delivery

- *Principle 8.2* - Coordinate the provision of infrastructure and facilities needed for service delivery
  - Policy 8.1.S.1: Use budgeting to affirm desired service levels from government service providers that address all policies of Principle 8.1.

Fiscal Impact.
None at this time.

Staff Impact.
The Town Manager and Directors spend about 20 hours a month reviewing budget and revenue figures. Individual departments time varies and is not included in this estimate.

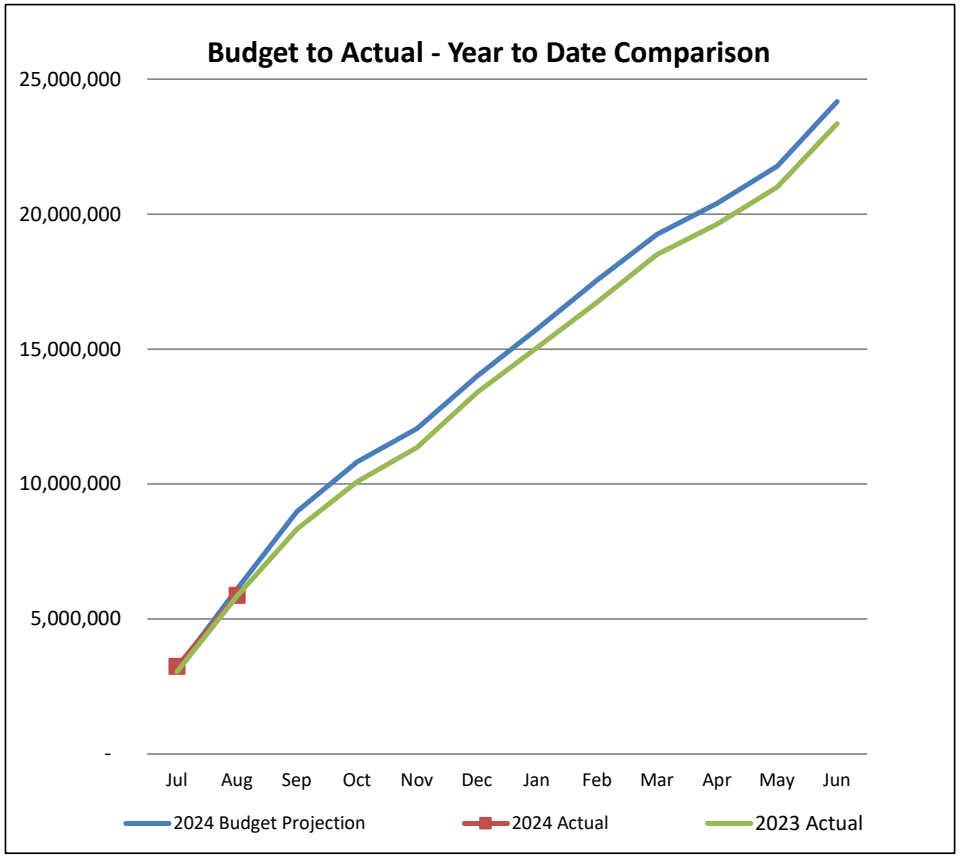
Attachments or Links.
August Sales and Lodging tax reports

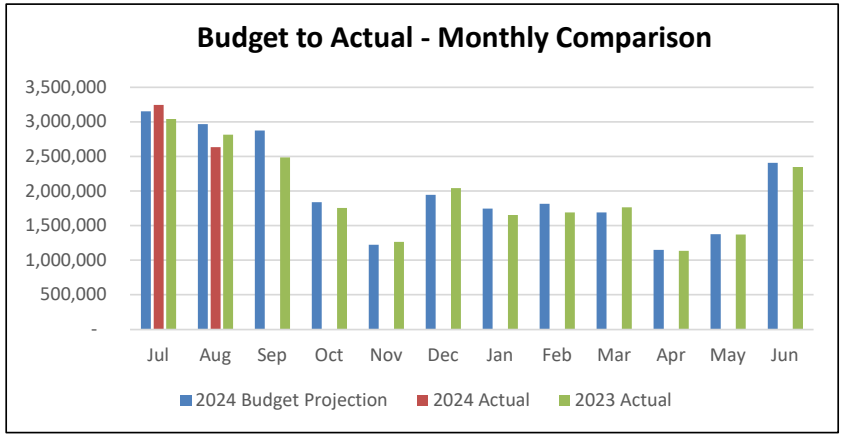
Suggested Motion.
None requested.

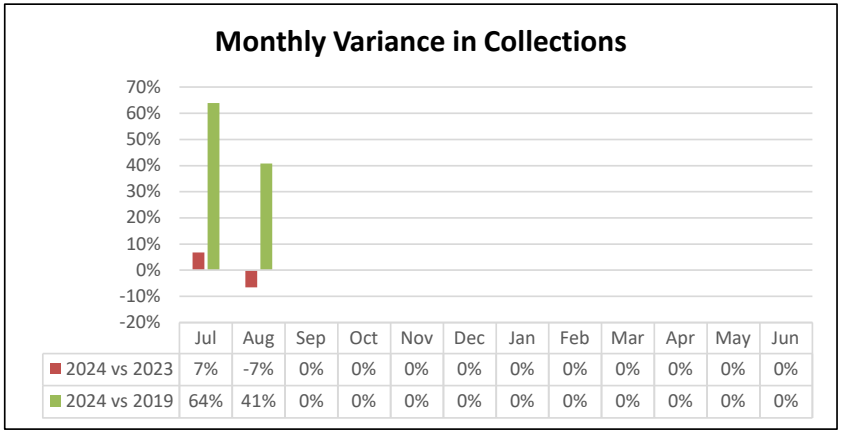
TOWN OF JACKSON, WYOMING
SALES TAX COLLECTIONS (4% and 1%)
August-23

Receipt Month	FY2020	FY2021	FY2022	FY2023	22/23 Change	22/23 Percent Change	FY2024	23/24 Change	23/24 Percent Change	Budget Projection	Leading (Lagging) Budget	12 Mth Rolling Avg	Sales Month
Sep	$ 2,106,619	$ 1,769,138	$ 2,940,727	$ 3,038,206	$ 97,479	3.3%	$ 3,244,506	$ 206,300	6.8%	$ 3,152,004	$ 92,502	3.5%	Jul
Oct	2,084,456	2,037,216	2,581,592	2,814,295	232,703	9.0%	2,630,958	(183,337)	-6.5%	2,964,381	(333,423)	1.7%	Aug
Nov	2,203,274	1,772,257	2,361,890	2,483,817	121,927	5.2%							Sep
Dec	1,154,908	1,499,343	1,717,038	1,753,812	36,774	2.1%							Oct
Jan	842,559	1,039,309	1,177,089	1,264,886	87,798	7.5%							Nov
Feb	1,293,430	1,447,249	1,784,364	2,040,430	256,066	14.4%							Dec
Mar	1,188,379	1,611,959	1,645,074	1,654,046	8,972	0.5%							Jan
Apr	1,272,892	1,398,575	1,844,145	1,688,657	(155,488)	-8.4%							Feb
May	874,624	1,405,909	1,779,975	1,763,405	(16,570)	-0.9%							Mar
Jun	621,631	1,060,978	1,232,457	1,134,129	(98,328)	-8.0%							Apr
Jul	728,603	1,395,334	1,386,747	1,370,962	(15,785)	-1.1%							May
Aug	1,213,765	2,354,092	2,207,435	2,348,839	141,404	6.4%							Jun
Totals	$ 15,585,139	$ 18,791,359	$ 22,658,532	$ 23,355,485	$ 696,952	**3.1%**	$ 5,875,464	$ 22,962	**0.4%**	$ 6,116,384	$ (240,920)		

Budgeted Sales Tax for FY 2024	+3%	$ 24,177,183
Budgeted Sales Tax Year-to-Date		6,116,384
Actual Sales Tax Collected Year-to-Date		5,875,464
Leading (Lagging) Budget - through August		$ (240,920)







	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
2024 vs 2023	7%	-7%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
2024 vs 2019	64%	41%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

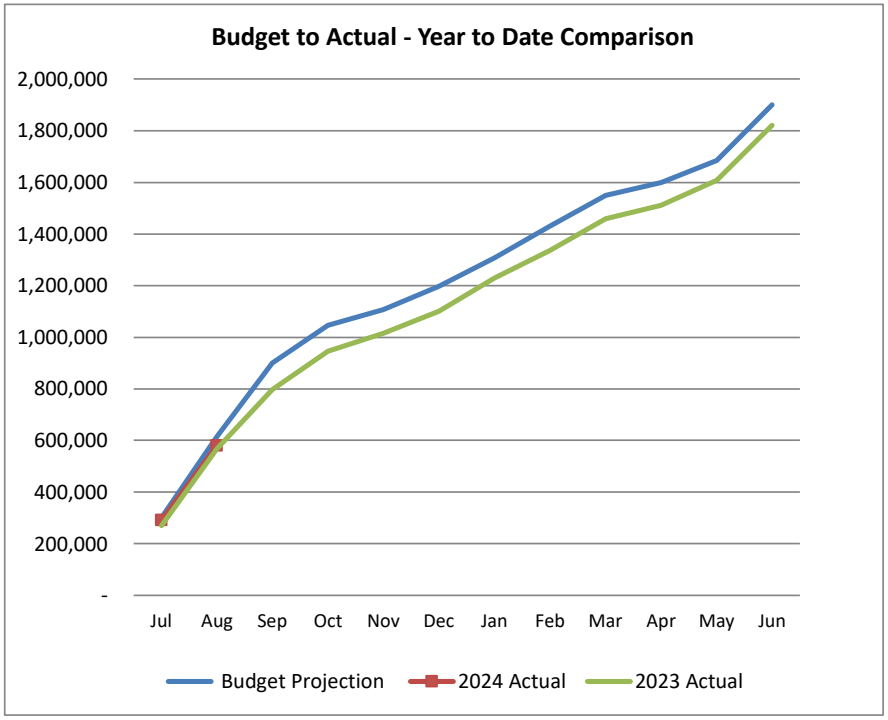
TOWN OF JACKSON, WYOMING
LODGING TAX COLLECTIONS
August-23

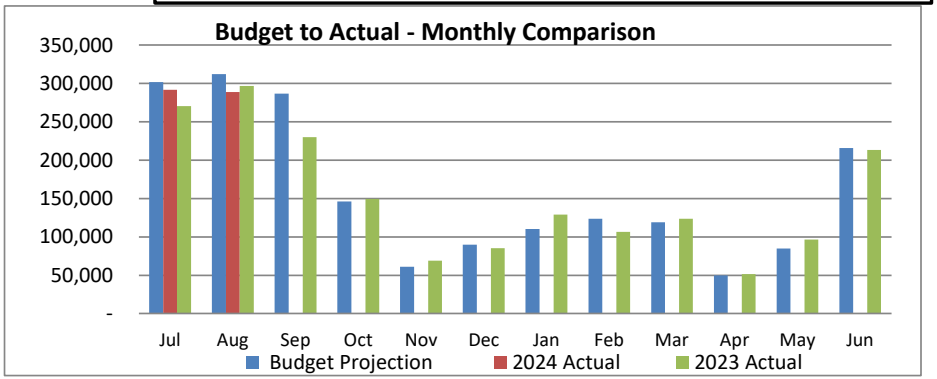
Month Received (2 mos. lag)	Lodging Tax - Total				Town				County			
	Total	Promotion T&T Board	Visitor Impact	General Fund	Visitor Impact	General Fund	Total	T/C Split Percent	Visitor Impact	General Fund	Total	T/C Split Percent
July	1,857,430	1,114,458	557,229	185,743	218,824	72,941	291,765	39.3%	338,405	112,802	451,207	60.7%
August	1,391,831	835,099	417,549	139,183	216,535	72,178	288,713	51.9%	201,015	67,005	268,020	48.1%
September	-		-	-			-	---			-	---
October	-		-	-			-	---			-	---
November	-		-	-			-	---			-	---
December	-		-	-			-	---			-	---
January	-		-	-			-	---			-	---
February	-		-	-			-	---			-	---
March	-		-	-			-	---			-	---
April	-		-	-			-	---			-	---
May	-		-	-			-	---			-	---
June	-		-	-			-	---			-	---
Totals	$ 3,249,261	$ 1,949,557	$ 974,778	$ 324,926	$ 435,358	$ 145,119	$ 580,478	44.7%	$ 539,420	$ 179,807	$ 719,227	55.3%

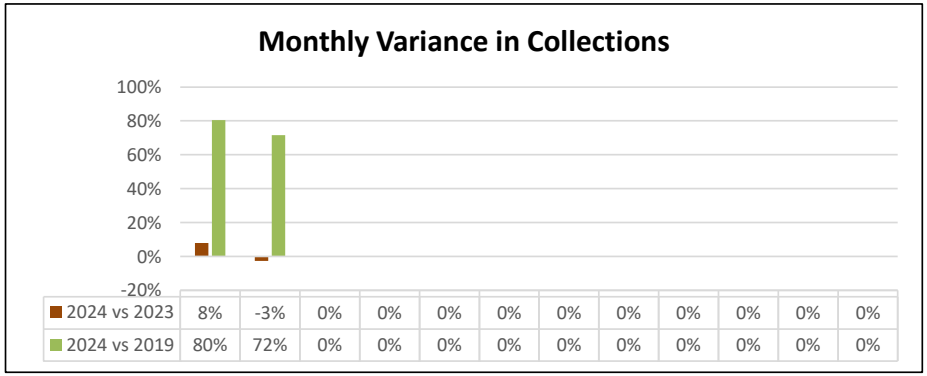
Town of Jackson	30% Visitor Impact	10% General Fund	Total
Budgeted Lodging Tax for FY 2024	$ 1,425,211	$ 475,070	$ 1,900,281
Budgeted Lodging Tax Year-to-Date	460,237	153,412	613,649
Actual Lodging Tax Collected Year-to-Date	435,358	145,119	580,478
Leading (Lagging) Budget - through August	(24,878)	(8,293)	(33,171)

12 Month Rolling Avg
5.3%

	FY2023 Year-to-Date	FY2024 Year-to-Date	Increase (Decrease)	
T&T 60%	$ 2,092,432	$ 1,949,557	$ (142,875)	-7%
Town of Jackson	567,006	580,478	13,472	2%
Teton County	827,948	719,227	(108,722)	-13%







STAFF REPORT

Meeting Date:	16 October 2023	**Meeting Title:**	Workshop
Submitting Department:	Public Works	**Presenter:**	Floren Poliseo
Agenda Item:	Stormwater Management Program – status update	**Public Comment:**	Yes

Purpose & Policy Considerations.
The purpose of this item is for staff and its consultants to educate the Town Council on the basics of stormwater programs and policies, provide an update on progress thus far in developing the Town's Stormwater Management Program (Program), and consider a Program Vision Statement and Goals.

Requested Action.
Staff requests that Council attend the workshop presentation and review the key questions described in this report.

Recommendations.
Staff recommends that Council approve the Program Vision Statement, Goals and next steps described in this report.

Background.
At the September 7, 2021, Town Council Meeting, Council approved awarding a contract to WSP (at the time the company was Wood and has since re-branded) to develop a Stormwater Management Program for the Town. The Town's Program is voluntary in that we are not required to obtain a Federal/State Municipal Separate Storm Sewer System (MS4) permit as some municipalities are, but the Town's Program is based on similar requirements. The Town project launched in February 2022. WSP has worked over the last year and a half to review existing Town codes, data, organizational structures, and operations; collect GIS information where the Town had gaps; begin building a stormwater system model; review similar communities' practices; and on-board internal staff Leadership and Core stakeholder groups in preparation of Council consideration of adoption of a Plan.

Please refer to the project milestones outlined below. WSP has largely completed Task 1 and is in the midst of Tasks 2 and 3, in which several components are running concurrently. The Analysis section of this staff report describes a few high level goals where Council direction will verify the project team is on an appropriate path as we work with stakeholder and focus groups to bring forward policy recommendations at a later date.

1. Task 1: Review Existing Data – began spring 2022, completed October 2023. WSP performed the following work:
   - Reviewed existing data, laws, ordinances, and peer communities
   - Developed materials and presented for internal leadership and core group kickoff meetings
   - Continued surveying and GIS mapping of the Town's stormwater system
   - Developed a model of the Town's system for capital planning
   - Began work on Public Education/Outreach
   - Began forming a Focus Group for stormwater requirements and guidance manual
2. Task 2: Develop Program – November 2023 to mid-summer 2024. Work includes:
   - Recommendations for an Illicit Discharge Detection and Elimination program

- Completion of stormwater system model and prioritized master plan for capital improvements
- Recommendations for a Pollution Prevention/Good Housekeeping program for Town facilities and operations

3. Task 3: Implement Program – November 2023 to late fall 2024. Work includes:
   - Identify and provide concepts for green infrastructure and/or low-impact development pilot projects
   - Prepare stormwater requirements and guidance manuals
   - Evaluate funding mechanisms and recommend steps for establishing a Stormwater Utility/Enterprise

Analysis & Key Policy Questions.

→ **Key policy question: Does Council agree with the project goals?**

The project team has identified the following project goals to guide the development of the Plan. These were validated during our internal Leadership and Core Groups kickoff meetings this summer, and WSP is presenting them to Council at this workshop for consideration (refer to attached slides).

Project goals:

- ***Protect and improve*** *the water quality and wildlife habitat of the creeks in the Town.*
- ***Reduce or optimize capital*** *and operation & maintenance costs while meeting pollution prevention goals.*
- ***Remove*** *Flat Creek from the 303(d) list of impaired water bodies.*
- ***Establish*** *a timeline for implementing critical improvements.*
- ***Identify*** *potential funding sources to support a successful stormwater program.*
- ***Develop*** *a stormwater ordinance and recommend guidelines:*
  - *To mitigate flooding hazards and increase the Owner's compliance with potential stormwater quality*
  - *That establish requirements, with a mind toward efficiency and effectiveness in design plan submittals and reviews,*
  - *That establish construction inspection processes, and potential long-term owner maintenance needs.*

→ **Key policy question: Does Council agree with the project vision statement:**

Also during the internal Leadership and Core Groups kickoff meetings this summer, the project team drafted the following Plan Vision Statement:

> *The Town of Jackson will manage stormwater quality and quantity in a manner that contributes to providing public safety and well-being, protecting critical environmental resources, and contributing to an exceptional quality of place for all people, that supports the values set forth in the Town's Comprehensive Plan.*

Using the above project goals and success factors, the project team is already working on appropriate options for establishing requirements and with Council's agreement on this path forward, will form stakeholder groups to develop and bring back policy questions at a future Council meeting.

Possible Alternatives.

N/A

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

- → *Principle 1.1*: Maintain healthy populations of all native species
  - o Policy 1.1.a: Protect focal species habitat based on relative critical value
  - o Policy 1.1.e: Understand the impacts of development on wildlife and natural resources
  - o Policy 1.1.f: Require mitigation of unavoidable impacts to habitat
  - o Policy 1.1.g: Encourage restoration of degraded areas
- → *Principle 1.2*: Preserve and Enhance Water and Air Quality
  - o Policy 1.2.a: Buffer waterbodies, wetlands, and riparian areas from development
  - o Policy 1.2.b: Require filtration of runoff
  - o Policy 1.2.c: Monitor and maintain water quality
- → *Principle 1.4*: Protect and steward open space
  - o Policy 1.4.a: Encourage non-development conservation of wildlife habitat
  - o Policy 1.4.d: Establish a funding source for open space
  - o Policy 1.4.e: Conserve open space to promote responsible use of public lands
- → *Strategy 1.2.S.2*: Evaluate and update surface water filtration standards, focusing on developed areas near important waterbodies.

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

- → *Principle 3.1*: Direct growth out of habitat, scenery and open space
- → *Principle 3.4*: Limit development in naturally hazardous areas
  - o Policy 3.4.a: Protect development against flooding
- → *Principle 3.5*: Manage local growth with a regional perspective
  - o Policy 3.5.b: Strive not to export impacts to other jurisdictions in the region
  - o Policy 3.5.c: Maintain control over our own community vision
- → *Principle 4.4*: Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood
  - o Policy 4.4.d: Enhance natural features in the built environment

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

- → *Principle 6.1*: Measure prosperity in natural and economic capital
  - o Policy 6.1.b: Promote eco-tourism
- → *Principle 8.1*: Maintain current, coordinated service delivery
  - o Policy 8.1.a: Maintain current, coordinated plans for delivery of desired service levels
- → *Principle 8.2*: Coordinate the provision of infrastructure and facilities needed for service delivery
  - o Policy 8.2.c: Require mitigation of the impacts of growth on service levels

Fiscal Impact.
There is no new cost associated with the efforts described in this staff report. This project is funded in the Adopted FY24 Budget. The project contract is a total of $508,518. The Wyoming Department of Environmental Quality and the Teton Conservation District have also fiscally supported this project through grant and partner funding, offsetting project costs to the Town.

The requirements, incentives, and fees that are ultimately established as a result of this project may have fiscal impacts in the future and would be presented at future Council meetings for consideration.

Staff Impact.
The Public Works FY24 Work Plan allocates approximately 200 hours total from the Director, Assistant Director, and Engineering and Street Divisions. Approximately 100 hours of Community Development and Planning staff time is also anticipated. Staff impact of reviewing the staff report is approximately 5 hours of Administration, Finance, and Legal time.

Attachments or Links.
Stormwater 101 presentation slides.

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

I move to approve the proposed Stormwater Management Program Vision Statement and Goals and direct staff to bring policy questions related to the project back to Council at a future meeting.

Town of Jackson, WY

STORMWATER MANAGEMENT PROGRAM

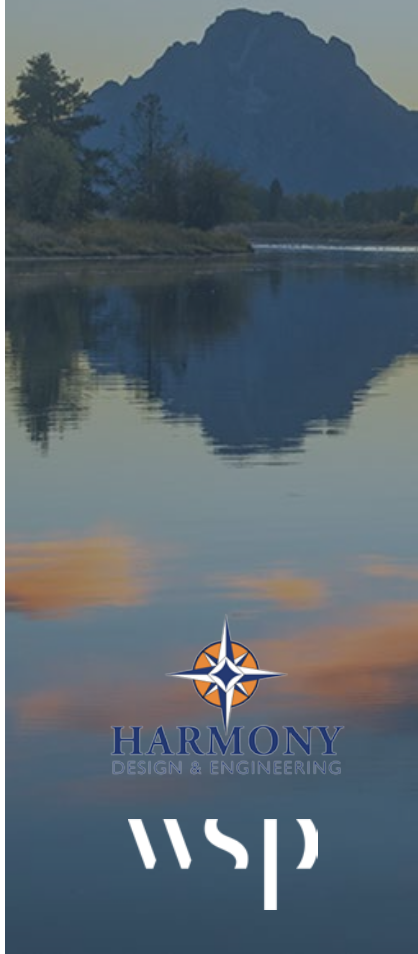
Council Workshop

October 16, 2023

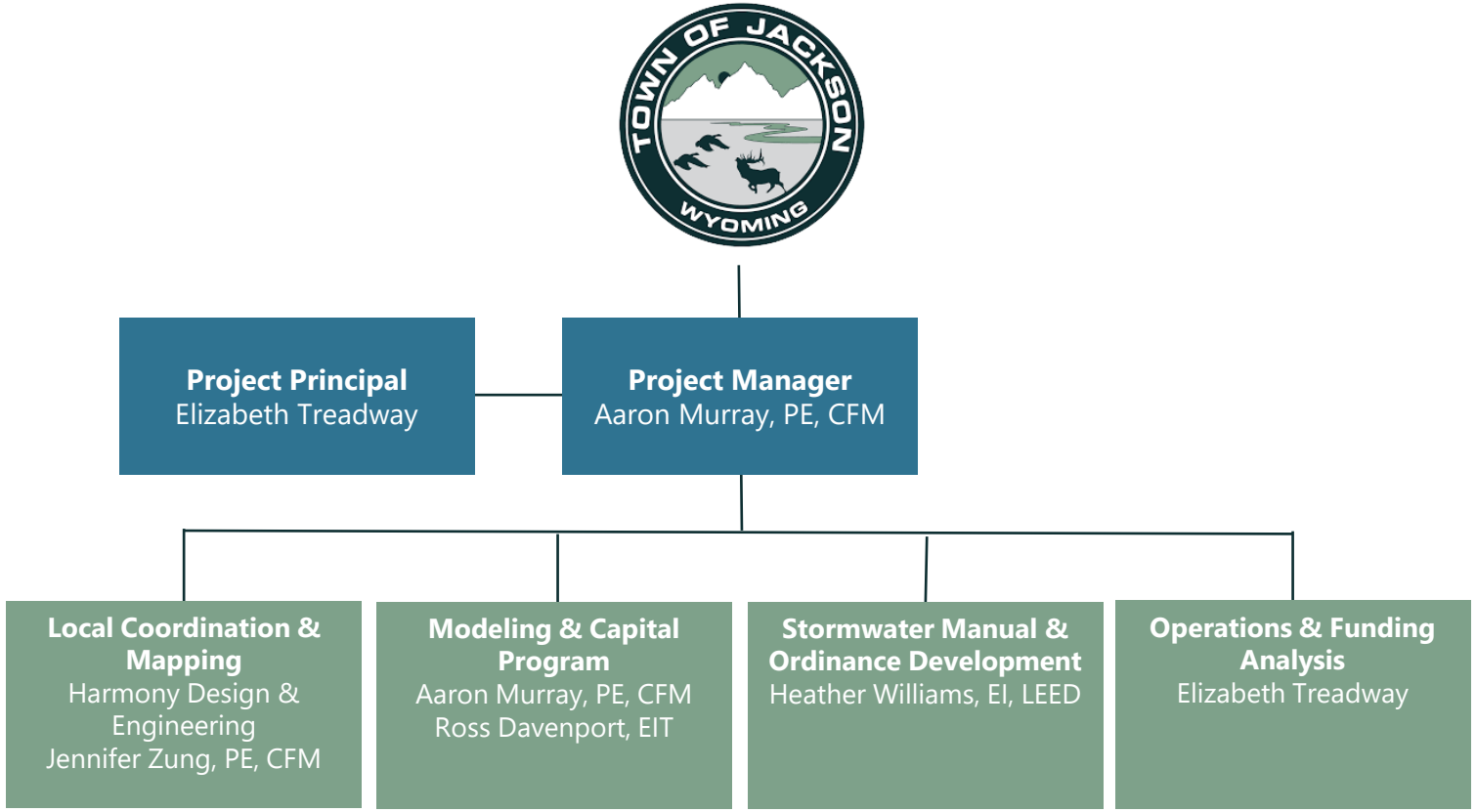
1:30 – 5:00pm

PRESENTATION OUTLINE

- Introductions
- Project Drivers & Background
- Stormwater 101
- Project Goals, Scope, Timeline
- Vision Statement and Critical Success Factors



INTRODUCTIONS



Aaron Murray, PE, CFM

University of Wyoming

B.S. in Civil Engineering, M.S. in Environmental Engineering

23 Years in Stormwater Consulting

Stormwater Modeling and Master Planning
Stormwater Infrastructure Design
MS4 Permit Compliance
Low Impact Development & Green Infrastructure
Stormwater Utility/Enterprise Formation
Floodplain Management

Clients

Laramie, WY; Green River, WY; Pinedale, WY; Greybull, WY; F.E. Warren AFB, WY; Malmstrom AFB, MT; Vandenberg SFB, CA; Ramstein AB, Germany; Greenwood Village, CO; Southeast Metro Stormwater Association, CO; Mesa County, CO; City of Calgary, Canada; U.S. Army Corps of Engineers, National Park Service

HEATHER WILLIAMS

Purdue University
B.S. in Civil Engineering

19 Years in Stormwater Consulting

Municipal Stormwater Program Management
MS4 Permit Compliance
Low Impact Development & Green Infrastructure
Stormwater Regulation, Policies, & Tools
Stormwater Master Plans

Clients

Bloomington, IN, Fort Wayne, IN, Warsaw, IN, Indianapolis, IN, Boulder, CO, Edmond, OK, Mobile, AL, Knox County, TN, Barrie, ON, KDOT

Elizabeth Treadway

University of Hawaii

BA – Government

University of North Carolina

Municipal Government – Graduate Program

George Washington University

Masters - Finance

38 Years in Stormwater Management

Stormwater Planning
Stormwater MS4 Permitting
MS4 Permit Compliance
Local Government Operations
Local Government Financial Management
Stormwater Utility/Enterprise Formation

Clients

City of Allentown PA, Ferguson Township PA, City of Erie PA, Princeton NJ, Flagstaff AZ, Yuma AZ (City and County), Fairfield CA, Hendersonville NV, Fort Worth TX, Arapahoe County CO, Waco TX, Laramie WY, Sarasota County FL, Fairfax County VA, Hagerstown MD, Rockville MD, Gaithersburg MD, Howard County MD, Miami Lakes FL, Millcreek Township, PA, Davenport FL, Albemarle County, VA, Easton, PA, Junction City KS, Vaughan, ON, Hamilton ON, Windsor ON, Falls Church VA, New Castle County DE, Wilmington NC, Greenville NC, Chapel Hill NC, Richland County SC, Augusta GA, Anderson IN,

Jennifer Zung, PE, CFM

Colorado State University

MS – Hydrologic Science and Engineering

Missouri School of Science and Technology

BS – Civil Engineering

29 Years in Civil Engineering & Stormwater Management

Stormwater Modeling and Master Planning
Stormwater Infrastructure Design
Low Impact Development & Green Infrastructure
Stormwater Regulation, Policies, & Tools
Stormwater Best Management Practices
Floodplain Management
FEMA Hydrologic & Hydraulic Analysis and Floodplain Mapping

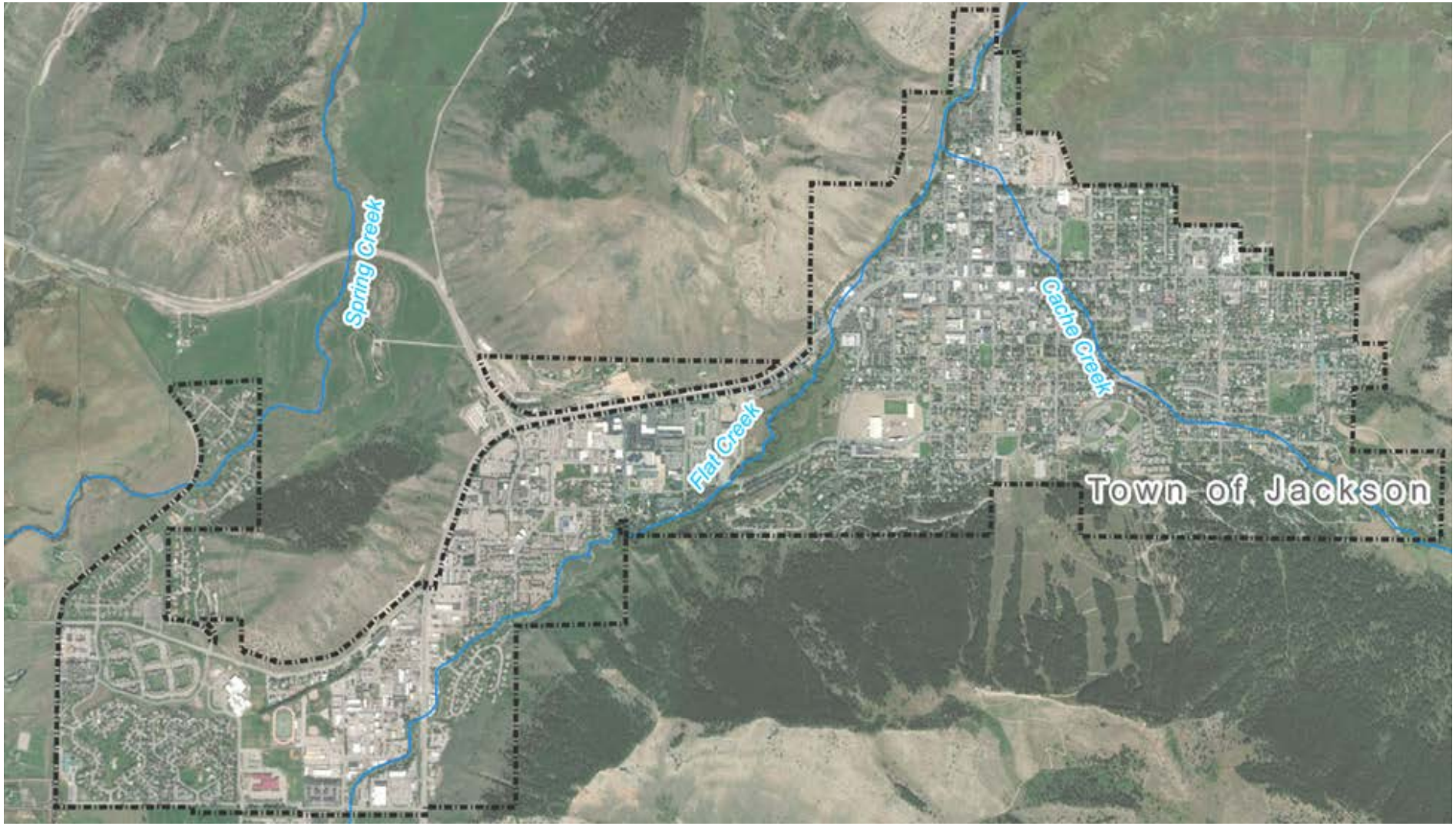
Clients

Idaho Department of Environmental Quality; City of Driggs, ID; Teton County, ID; Teton County, WY; Grand Teton National Park, WY; City of Victor, ID; City of Ketchum, ID; City of Hailey, ID

PROJECT BACKGROUND AND DRIVERS

- **Phase 1: Scope Development (2020-2021)**
- **Phase 2: Develop Stormwater Management Program**
- **Intersection of three Watersheds**
  - Flat Creek
  - Cache Creek
  - Spring Creek
- **Flat Creek is listed by the WDEQ as impaired:**
  - Sediment from municipal stormwater system
  - E.Coli from unknown Sources
- **Currently Jackson is not regulated under the Municipal Separate Storm Sewer System (MS4) permit regulations**

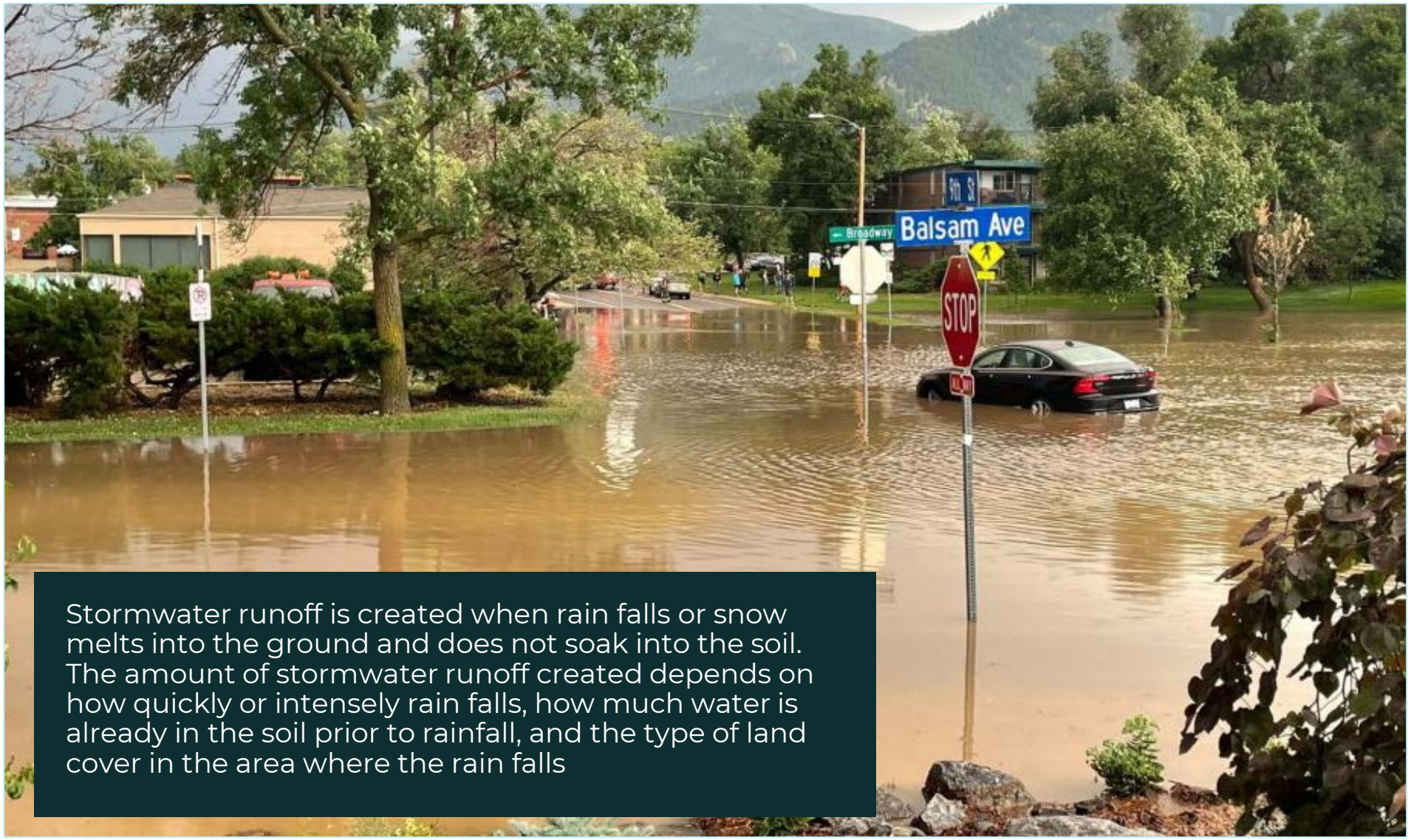
PROJECT BACKGROUND AND DRIVERS



STORMWATER 101

- **What is stormwater?**
- **Why is stormwater a problem?**
- **What are the various solutions?**
  - Public
  - Private

WHAT IS STORMWATER?



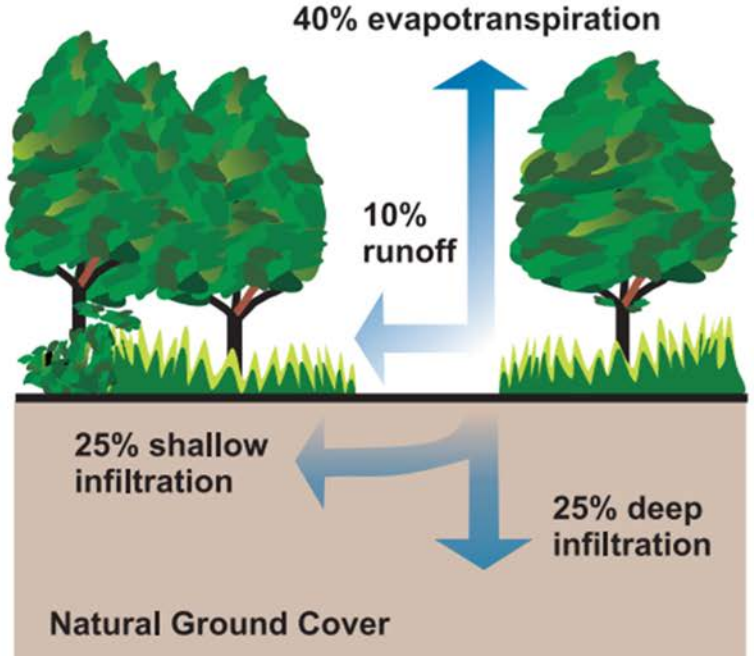
Stormwater runoff is created when rain falls or snow melts into the ground and does not soak into the soil. The amount of stormwater runoff created depends on how quickly or intensely rain falls, how much water is already in the soil prior to rainfall, and the type of land cover in the area where the rain falls

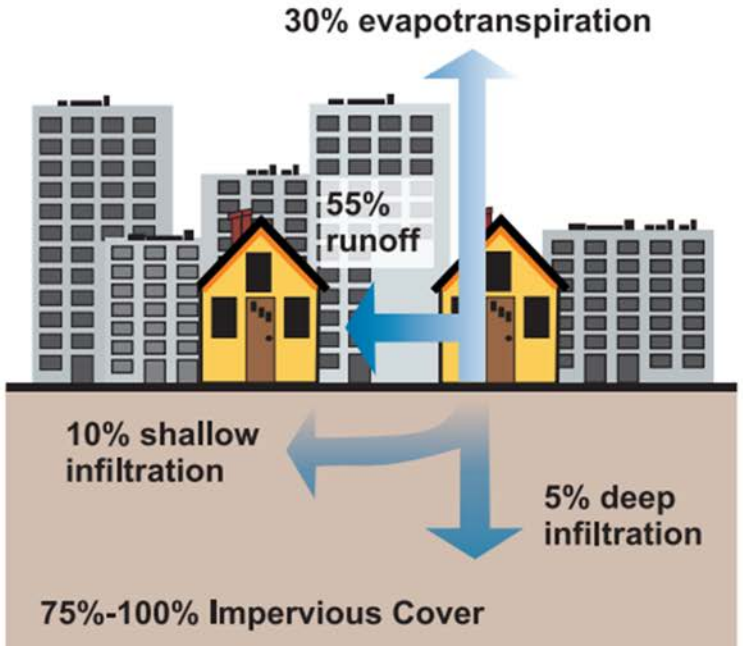
TOWN OF JACKSON WYOMING

HARMONY DESIGN & ENGINEERING

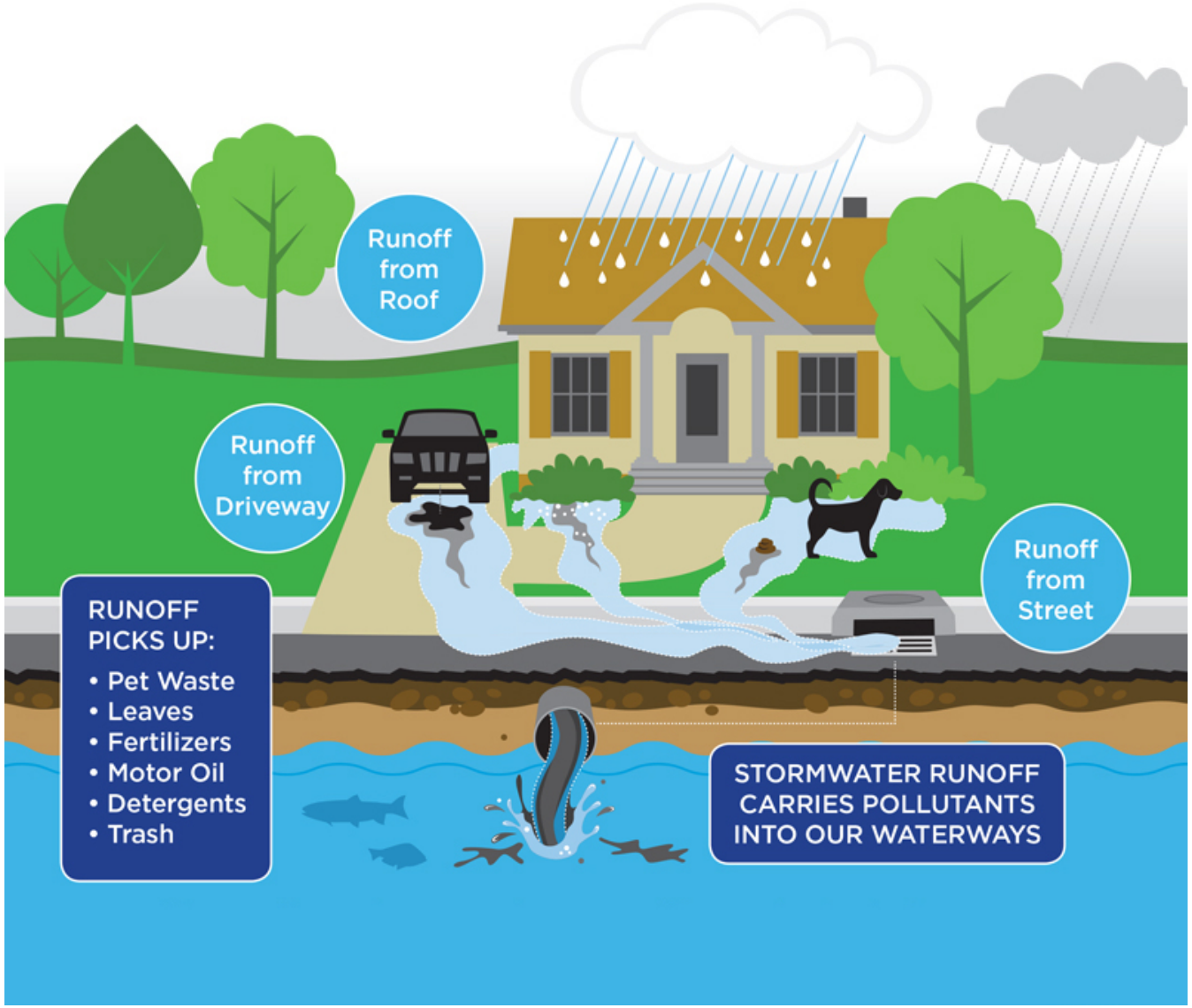
wsp

WHY IS STORMWATER A PROBLEM? WATER QUANTITY





WHY IS STORMWATER A PROBLEM? WATER QUALITY



WHY IS STORMWATER A PROBLEM? WATER QUALITY

KEY TERMINOLOGY

- **Wyoming Department of Environmental Quality** (WDEQ)
- **Municipal Separate Storm Sewer System** (MS4)
  - Regulated community through WDEQ
  - Town of Jackson is not a permitted MS4
  - Cheyenne, Casper, F.E. Warren AFB
- **Best Management Practice** (BMP)
  - Structural Control
  - Nonstructural Control
- **Construction:**
  - **During** the land development/redevelopment process
- **Post Construction:**
  - **After** the land development/redevelopment process

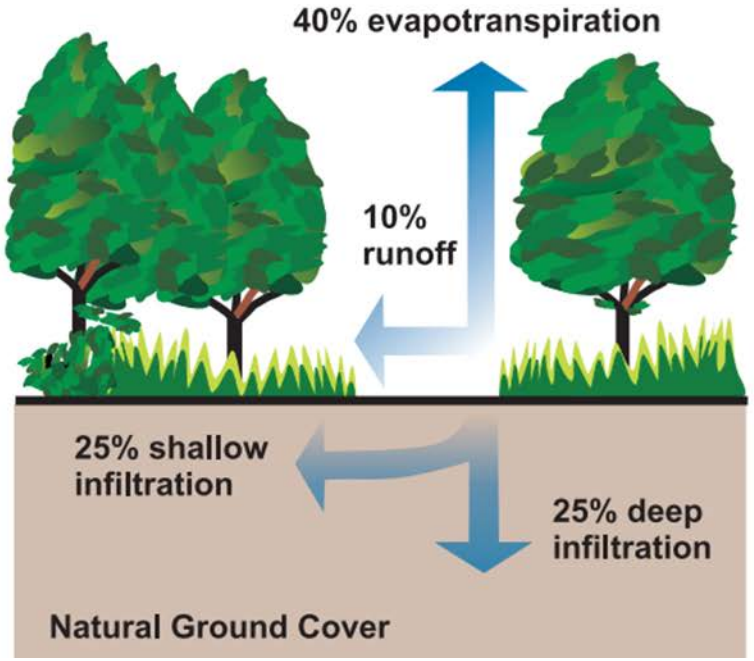
Construction

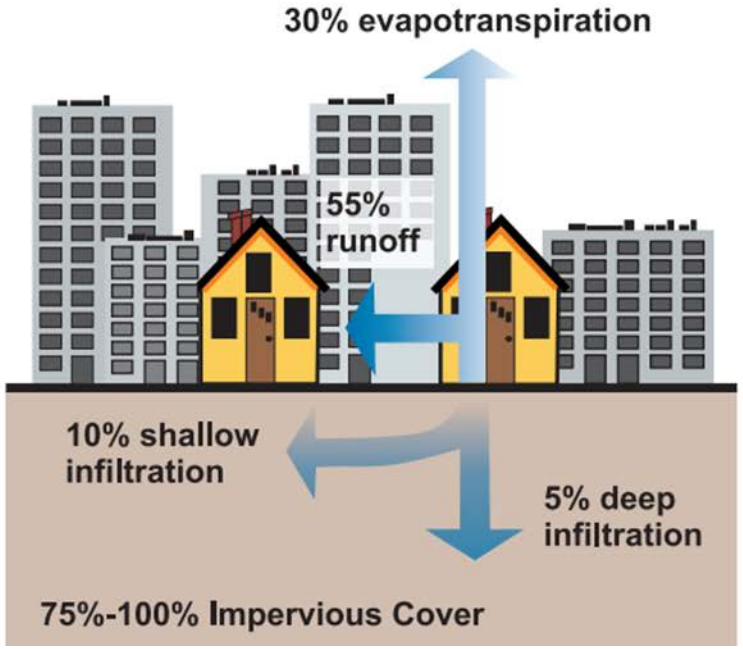
Post Construction

NonStructural

HISTORY OF STORMWATER MANAGEMENT STRATEGIES

- **Pre 1980:** – get the runoff into the streams as fast and efficiently as possible
- **1980-1995:** – detain and slow down the rate of discharge
- **1995–2005:** – reduce the pollution carried by the runoff
- **2005 – present:** - mimic nature and use “green solutions”





HISTORY OF STORMWATER MANAGEMENT

Pre-1980 (Local Drainage Control)

- **Why?** Flooded streets and property
- **How?** Get runoff away from streets and buildings as fast as possible
- **What?** Curb & gutter, inlets, pipes, ditches, culverts, & outfalls

1980 – 1995 (Local Flood Control)

- **Why?** Flooding from overwhelmed streams and public systems
- **How?** Store runoff then release it at the pre-development rate
- **What?** Detention ponds

HISTORY OF STORMWATER MANAGEMENT

Water Quality Control

- **Why? Polluted streams, lakes, etc.**
- **How? Federal and State regulations**
- **What? National Pollutant Discharge Elimination System (NPDES) Permits**
  - 1980's - Industrial dischargers
  - 1990's - Large municipalities and counties >99,999 population (MS4s)
  - 2000's – Small muni's, counties, etc.

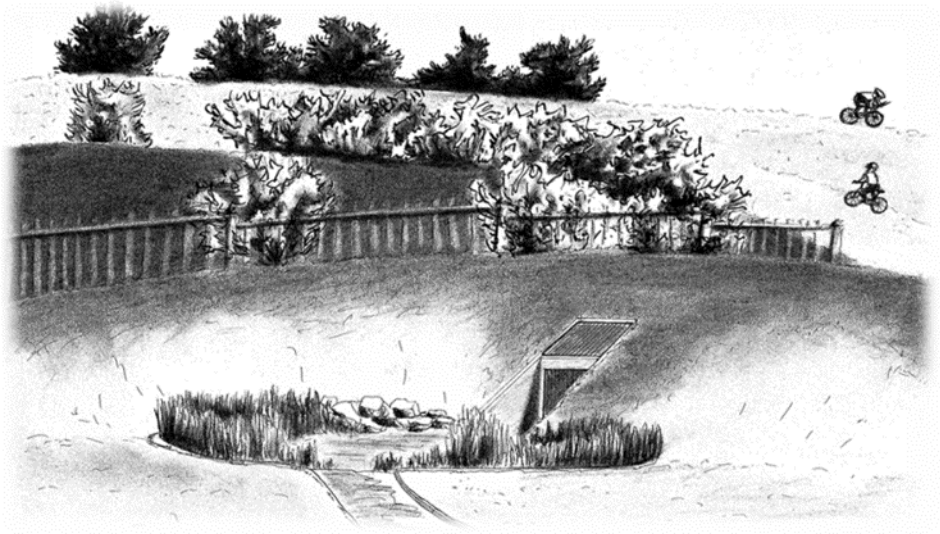
HISTORY OF STORMWATER MANAGEMENT STRATEGIES

1995 – 2005 (Reduce Pollution from Stormwater)

- Capture “First Flush”
- Store and Slowly Release (typically over 40 hours)
- Allow sediment (and other pollutants) to settle out

Original EPA requirements

80% TSS Removal BMPs

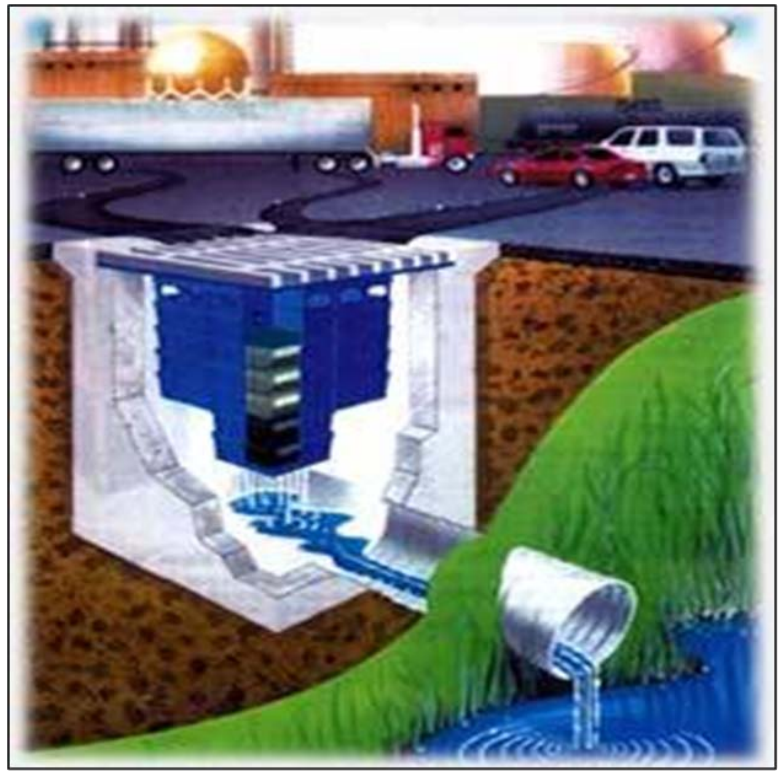


Water Quality Pond, Graphic from Mile High Flood District

SINCE 2005: LOW IMPACT DEVELOPMENT AND GREEN INFRASTRUCTURE

Gray approach:

- Use basins, pipes & ditches to remove pollutants from stormwater before discharge



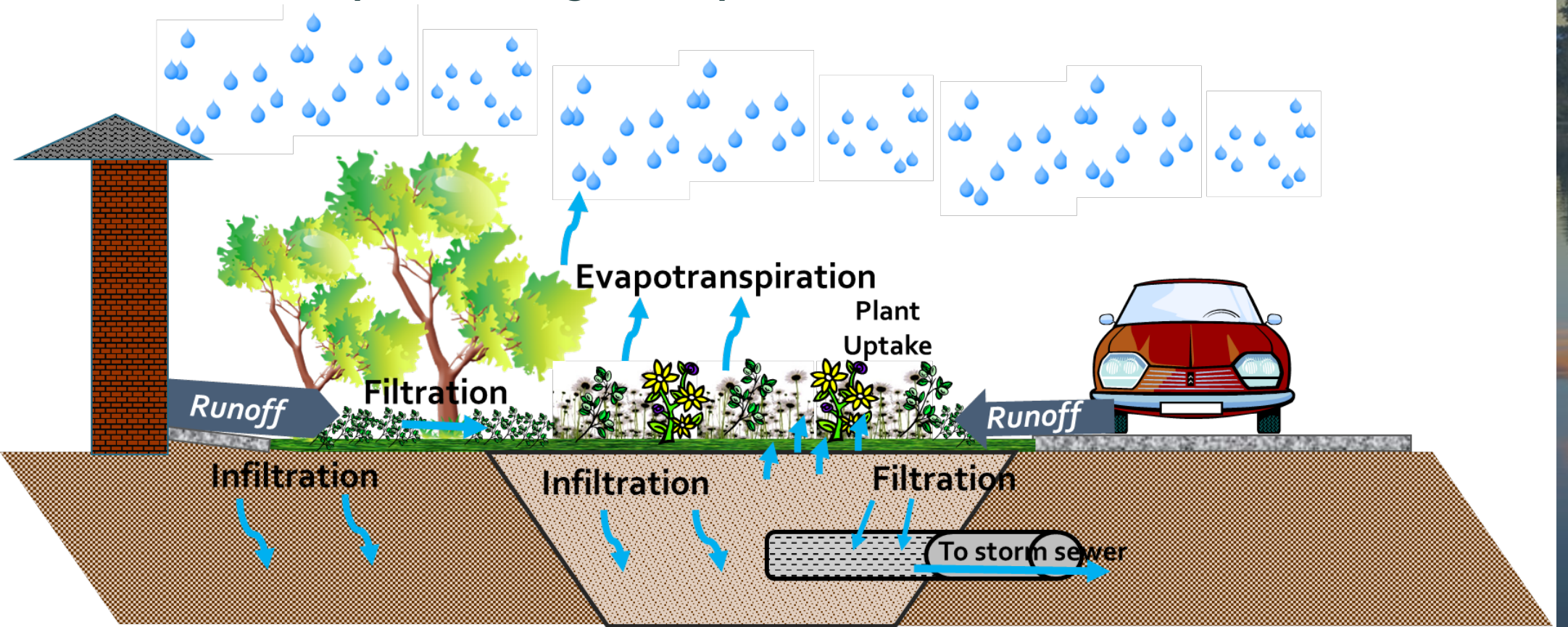
Green approach:

- Use soil & vegetation to manage rainwater close to where it falls, matching pre-development discharge volume

Source: Tompkins County NY (Bioswale)

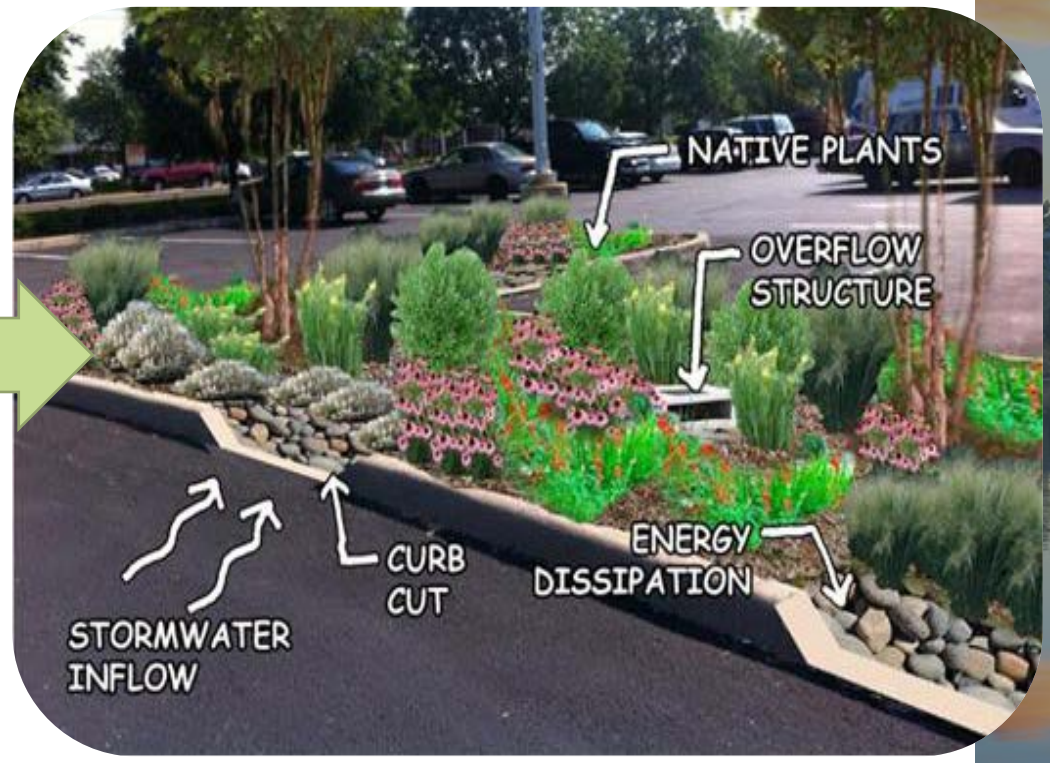
GREEN INFRASTRUCTURE MECHANISMS

- **Infiltration (Soil):** Volume reduction & pollutant removal
- **Evapotranspiration (Vegetation):** Volume reduction
- **Plant Uptake (Vegetation):** Volume reduction and pollutant removal
- **Filtration (Soil and Vegetation):** Pollutant removal

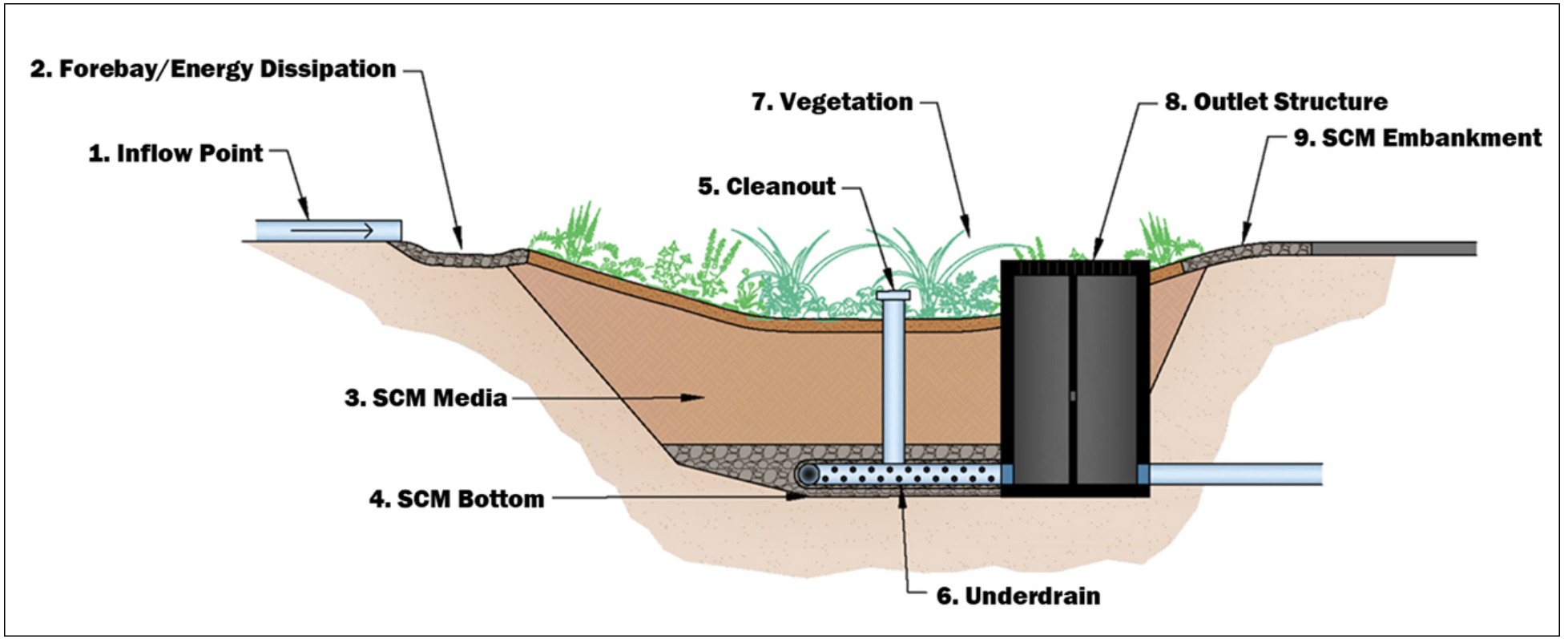


LOW IMPACT DEVELOPMENT AND GREEN INFRASTRUCTURE

LOW IMPACT DEVELOPMENT AND GREEN INFRASTRUCTURE



LOW IMPACT DEVELOPMENT AND GREEN INFRASTRUCTURE



PROJECT GOALS

- **Protect and improve** the water quality and wildlife habitat of the creeks in the Town.
- **Reduce or optimize** capital and operation & maintenance costs while meeting pollution prevention goals.
- **Remove** Flat Creek from the 303(d) list of impaired water bodies.
- **Establish** a timeline for implementing critical improvements.
- **Identify** potential funding sources to support a successful stormwater program.
- **Develop** a stormwater ordinance and recommend guidelines:
  - mitigates flooding hazards and increases the Owner's compliance with potential stormwater quality
  - requirements, with a mind toward efficiency and effectiveness in design plan submittals and reviews,
  - construction inspection processes, and potential long-term owner maintenance needs.

How TO ACCOMPLISH GOALS?

Develop full Stormwater Management Program

TASK 1 Review Existing Program

- prioritization of stormwater mapping data gaps
- background data and existing plans (e.g. comp plan)
- illicit discharge detection and elimination
- staffing and funding
- develop a public education strategy

TASK 2 Develop Program

- rainfall/runoff/pollutant model and master plan
- erosion and sediment control
- post-construction stormwater quality
- incentive program
- Town facilities and operations
- water quality monitoring programs
- NFIP Community Rating System
- funding alternatives (e.g. stormwater utility fee)

TASK 3 Implement Program

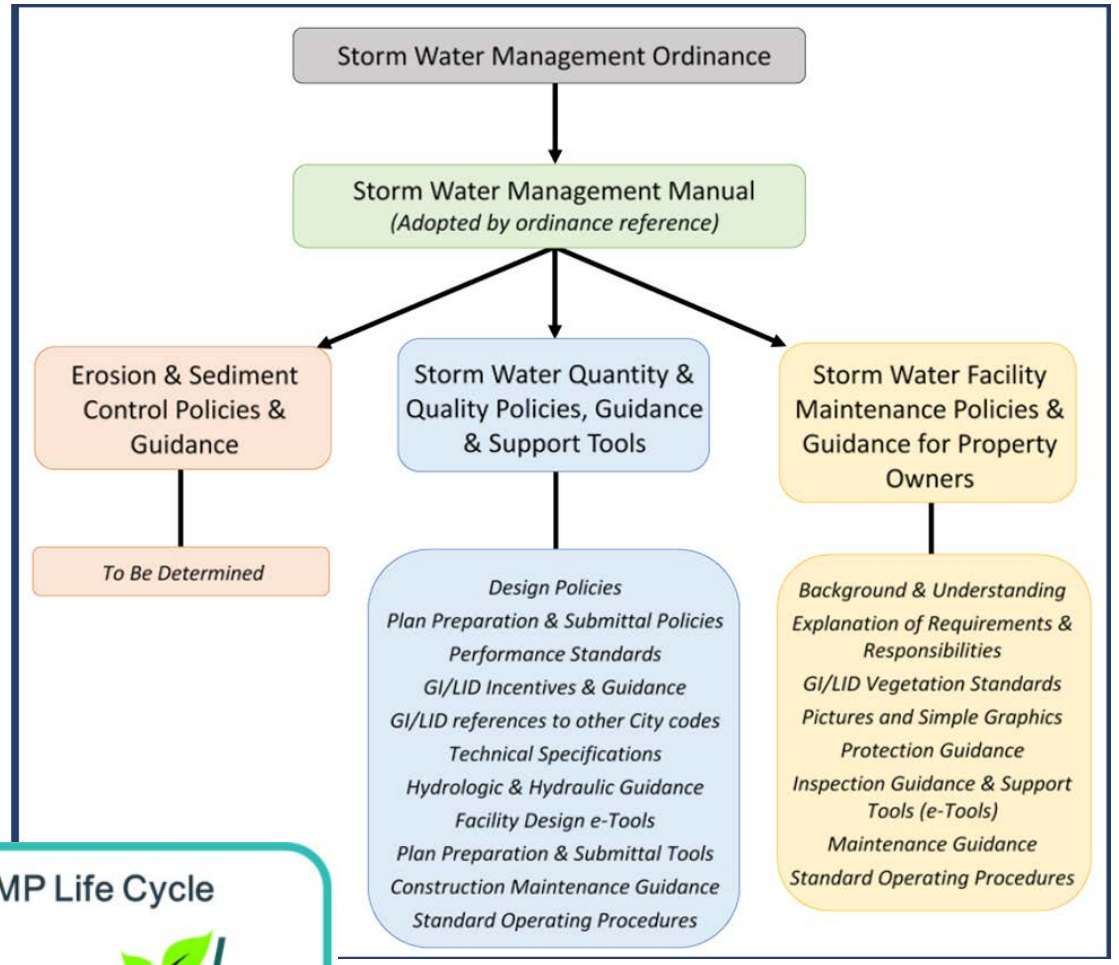
- compiling and prioritizing projects from SW Master Plan
- preparation of stormwater manuals

How TO ACCOMPLISH GOALS?

Task 1 **Review** Existing Data

Task 2 **Develop** Program

Task 3 **Implement** Program



COMMON SMALL COMMUNITY MS4 PERMIT COMPLIANCE

1: Public Education and Outreach

2: Public Participation and Involvement

3: Illicit Discharge Detection and Elimination

4: Construction Site Runoff Control

5: Post-Construction Stormwater Runoff Control

6: Municipal Ops Pollution Prevention & Good Housekeeping

Town Stormwater Management Ordinance

Source: Schenectady County, NY

Habitat for Humanity Osage Place, Bloomington IN; Source: B Square Beacon

Source: Indiana University

SMALL COMMUNITY MS4 PERMIT COMPLIANCE

- Applies to **new/redevelopments ≥ 1 acre**
- Consider **structural and non-structural strategies**
- Ensure **long-term BMP maintenance** and operation

Original EPA requirements

80% TSS Removal BMPs

Manufactured Treatment Devices

Extended Dry Detention Basin

Source: hydro-int.com

EXTENDED DRY DETENTION

PRIVATE DEVELOPMENT AND REDEVELOPMENT

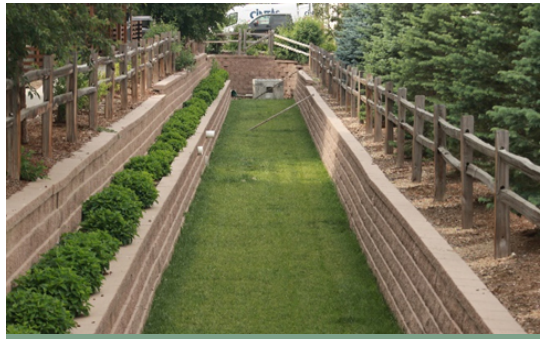
How does the Town regulate private development?

- **Stormwater Management Ordinance**
  - Construction site control
  - Postconstruction site control
    - Water quantity
    - Water quality

MTD

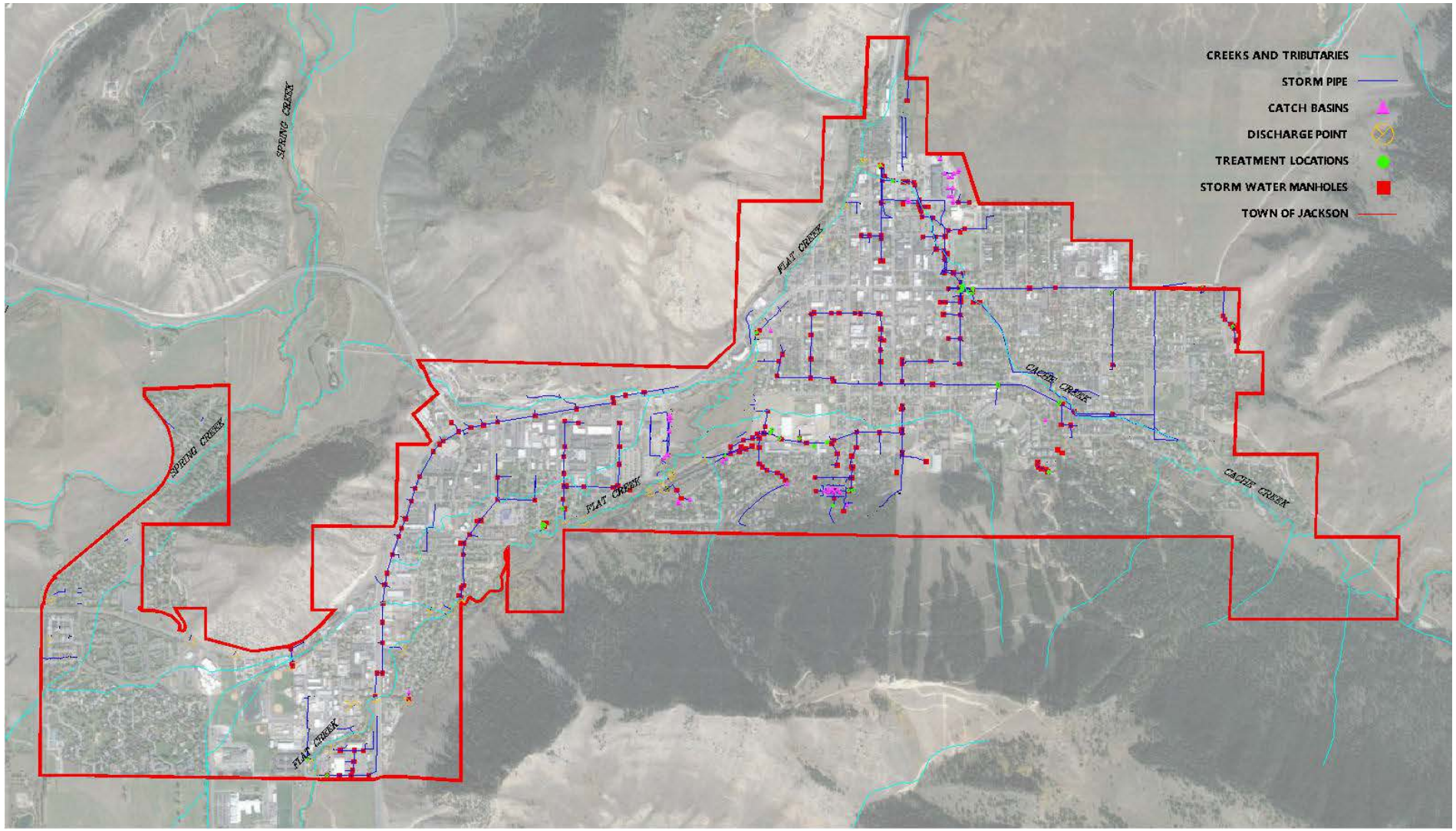
Silt Fence

Bioretention



Extended Dry Detention

WHAT IS THE TOWN'S PUBLIC STORMWATER SYSTEM?



PUBLIC CAPITAL IMPROVEMENT PROJECTS (CIPS)

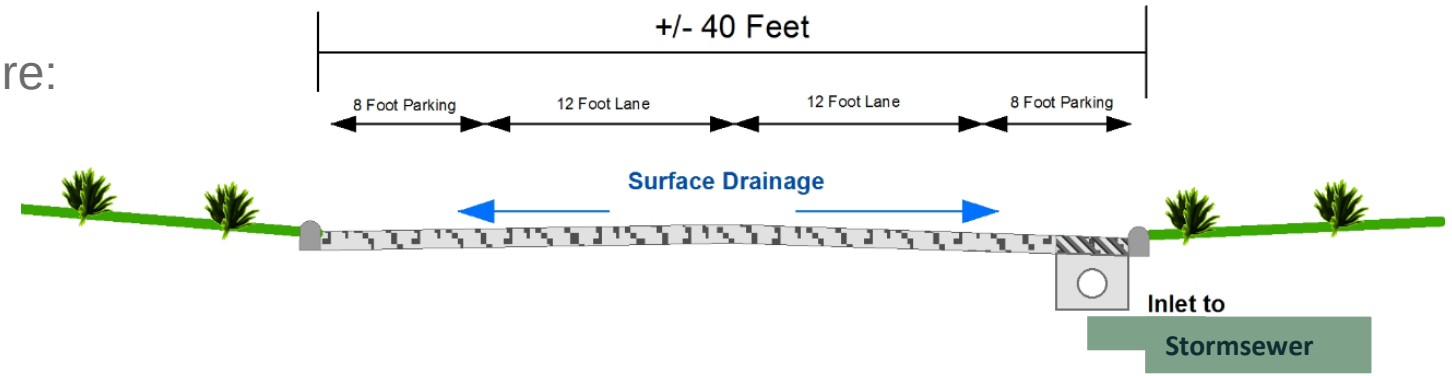
How does the Town manage the Public Drainage System?

- Street Beautification
- Roadway drainage
- Regional detention
- Erosion control
- Stream stabilization
- Etc.

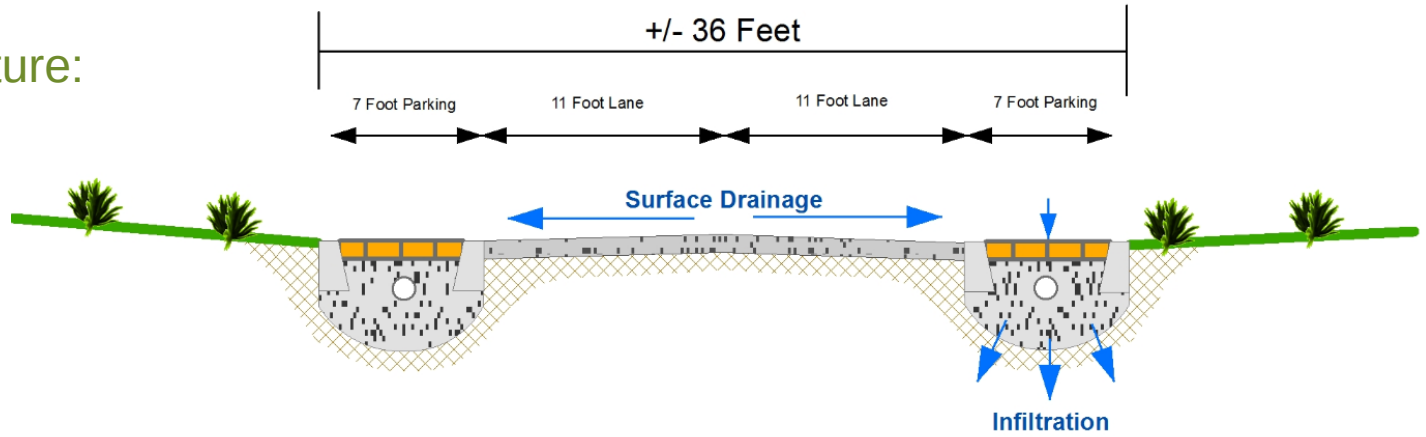
PUBLIC CAPITAL IMPROVEMENT PROJECTS (CIPS)

PUBLIC CAPITAL IMPROVEMENT PROJECTS (CIPS)

Gray infrastructure:



Green infrastructure:



PUBLIC CAPITAL IMPROVEMENT PROJECTS (CIPS)

TOWN OF JACKSON WYOMING

HARMONY DESIGN & ENGINEERING

wsp

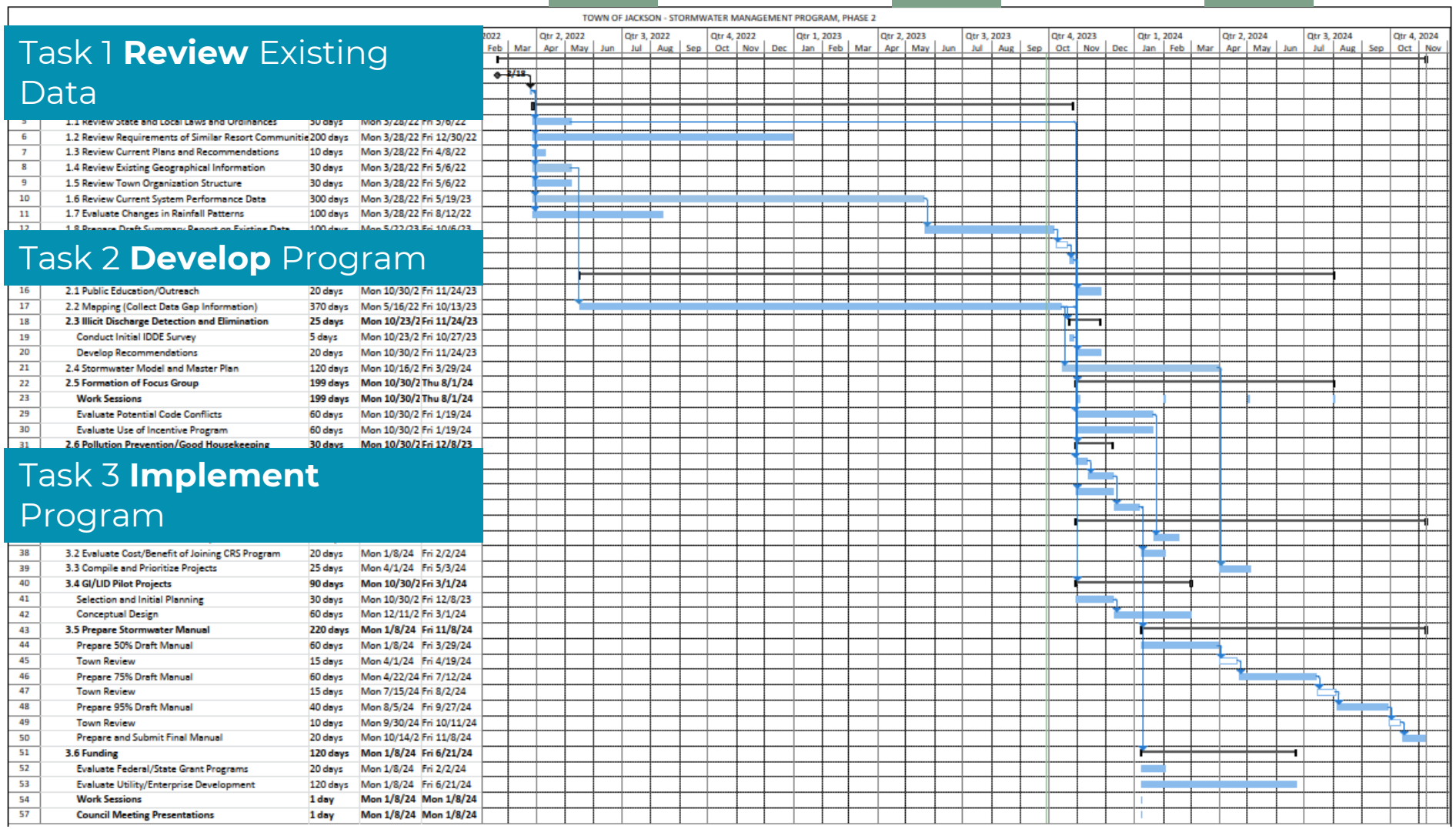
TIMELINE

2022 2023 2024

Task 1 **Review** Existing Data

Task 2 **Develop** Program

Task 3 **Implement** Program



6	1.2 Review Requirements of Similar Resort Communitie	200 days	Mon 3/28/22	Fri 12/30/22
7	1.3 Review Current Plans and Recommendations	10 days	Mon 3/28/22	Fri 4/8/22
8	1.4 Review Existing Geographical Information	30 days	Mon 3/28/22	Fri 5/6/22
9	1.5 Review Town Organization Structure	30 days	Mon 3/28/22	Fri 5/6/22
10	1.6 Review Current System Performance Data	300 days	Mon 3/28/22	Fri 5/19/23
11	1.7 Evaluate Changes in Rainfall Patterns	100 days	Mon 3/28/22	Fri 8/12/22
16	2.1 Public Education/Outreach	20 days	Mon 10/30/2	Fri 11/24/23
17	2.2 Mapping (Collect Data Gap Information)	370 days	Mon 5/16/22	Fri 10/13/23
18	**2.3 Illicit Discharge Detection and Elimination**	**25 days**	**Mon 10/23/2**	**Fri 11/24/23**
19	Conduct Initial IDDE Survey	5 days	Mon 10/23/2	Fri 10/27/23
20	Develop Recommendations	20 days	Mon 10/30/2	Fri 11/24/23
21	2.4 Stormwater Model and Master Plan	120 days	Mon 10/16/2	Fri 3/29/24
22	**2.5 Formation of Focus Group**	**199 days**	**Mon 10/30/2**	**Thu 8/1/24**
23	**Work Sessions**	**199 days**	**Mon 10/30/2**	**Thu 8/1/24**
29	Evaluate Potential Code Conflicts	60 days	Mon 10/30/2	Fri 1/19/24
30	Evaluate Use of Incentive Program	60 days	Mon 10/30/2	Fri 1/19/24
38	3.2 Evaluate Cost/Benefit of Joining CRS Program	20 days	Mon 1/8/24	Fri 2/2/24
39	3.3 Compile and Prioritize Projects	25 days	Mon 4/1/24	Fri 5/3/24
40	**3.4 GI/LID Pilot Projects**	**90 days**	**Mon 10/30/2**	**Fri 3/1/24**
41	Selection and Initial Planning	30 days	Mon 10/30/2	Fri 12/8/23
42	Conceptual Design	60 days	Mon 12/11/2	Fri 3/1/24
43	**3.5 Prepare Stormwater Manual**	**220 days**	**Mon 1/8/24**	**Fri 11/8/24**
44	Prepare 50% Draft Manual	60 days	Mon 1/8/24	Fri 3/29/24
45	Town Review	15 days	Mon 4/1/24	Fri 4/19/24
46	Prepare 75% Draft Manual	60 days	Mon 4/22/24	Fri 7/12/24
47	Town Review	15 days	Mon 7/15/24	Fri 8/2/24
48	Prepare 95% Draft Manual	40 days	Mon 8/5/24	Fri 9/27/24
49	Town Review	10 days	Mon 9/30/24	Fri 10/11/24
50	Prepare and Submit Final Manual	20 days	Mon 10/14/2	Fri 11/8/24
51	**3.6 Funding**	**120 days**	**Mon 1/8/24**	**Fri 6/21/24**
52	Evaluate Federal/State Grant Programs	20 days	Mon 1/8/24	Fri 2/2/24
53	Evaluate Utility/Enterprise Development	120 days	Mon 1/8/24	Fri 6/21/24
54	**Work Sessions**	**1 day**	**Mon 1/8/24**	**Mon 1/8/24**
57	**Council Meeting Presentations**	**1 day**	**Mon 1/8/24**	**Mon 1/8/24**

TOWN OF JACKSON WYOMING

HARMONY DESIGN & ENGINEERING

wsp

DRAFT PROJECT VISION STATEMENT

The Town of Jackson will manage stormwater **quality and quantity** in a manner that contributes to providing public safety and well-being, protecting critical environmental resources, and contributing to an exceptional quality of place for all people, that supports the values set forth in the **Town's Comprehensive Plan**.

PROJECT CRITICAL SUCCESS FACTORS

- **Protect and improve** the water quality and wildlife habitat of the creeks in the Town.
- **Reduce or optimize** capital and operation & maintenance costs while meeting pollution prevention goals.
- **Remove** Flat Creek from the 303(d) list of impaired water bodies.
- **Establish** a timeline for implementing critical improvements.
- **Identify** potential funding sources to support a successful stormwater program.
- **Develop** a stormwater ordinance and recommend guidelines:
  - mitigates flooding hazards and increases the Owner's compliance with potential stormwater quality
  - requirements, with a mind toward efficiency and effectiveness in design plan submittals and reviews,
  - construction inspection processes, and potential long-term owner maintenance needs.

COUNCIL WORKPLAN CALENDAR 2023					
MARCH	**APRIL**	**MAY**	**JUNE**	**JULY**	
TOWN MTGS.	**TOWN MTGS.**	**TOWN MTGS.**	**TOWN MTGS.**	**TOWN MTGS.**	
~~Begin Planning for Updates to Wasterwater Treatment Plant~~	~~Budget~~	~~License Plate Recognition Security Cameras~~	~~State Leg.: Post-WAM, Agenda, & Approach~~	~~Karns Meadow Rezone~~	
~~Wastewater Treatment Plant Construction Management~~	~~State Legislative Post-Session Debrief/WAM Resolutions~~	~~Incorporating Drone-Use Into Police Department~~			
~~Joint Department Funding/Governance Proposal~~		~~Energy Audit RFP & Green House Gas Inventory~~			
		~~Updates to Public Works Fees~~			
		~~Budget~~			
~~**JIM**~~	~~**JIM**~~	~~**JIM**~~	~~**JIM**~~	**JIM**	
~~Transportation Work Plan~~	~~Long-Range Planning Work Plan & Indicator Report~~	~~START JPA~~	~~Rec Center Fee Policy & Schedule~~	~~Workforce Housing Mitigation 2 Mtgs.~~	
~~Housing Mitigation Policy Contract Amendment~~	~~Housing Supply & Work Plans~~	~~Budget~~	~~Budget~~		
	~~Budget~~				
	~~START Van Pool/Ride Matching, Service to Airport/GTNP - Budget~~				
	~~New Housing Partnership Developments & Land Acquisition~~				
AUGUST	**SEPTEMBER**	**OCTOBER**	**NOVEMBER**	**DECEMBER**	
TOWN MTGS.	**TOWN MTGS.**	**TOWN MTGS.**	**TOWN MTGS.**	**TOWN MTGS.**	
~~Update to Anti-Discrimination Ordinance adding Anti-Bias Crimes~~	~~Council Retreat Planning & Execution~~	Stormwater Management Plan	Ecosystem Indicator Project	Future staffing for all departments	
~~Center for the Arts Noise Discussion~~	~~Service Agreement for Design of Gregory Lane~~	Censure Policy	Water Quality & Setting New Drinking Water Regs	Equity Task Force Further Recommendations	
	~~Town Sustainability Plan~~		State Legislative Agenda & Approach	Total Compensation Review	
	~~Naming Policy~~		Consideration of Town Org. Structure & Efficiency	Town Sustainability Plan	
			Re-Evaluation of Large Bldg./2:1 Workforce Bonus	Karns Meadow EA & CUP Preview	
				Urban Forest Ord. Update & Program Policy Procedures	
JIM	**JIM**	**JIM**	**JIM**	**JIM**	
			Safe Streets for All Safety Action Plan	Regional Gov. & Transportation Planning Process & Agreements	
			Cow Pasture 1 & 2 Softball Field Replacement	Joint Dept. Funding Review Process	
CHANGES & UPDATES	**DATE CHANGE MADE**				
~~State Legislative Post-Session Debrief - MOVED TO APRIL~~	Apr-23				
Equity Task Force Further Recommendations - MOVED TO DEC.	May-23				
State Legislative Approach & Agenda - MOVED TO NOV.	May-23				
Support for Women's Reproductive Rights - PENDING	23-Jul				
Censure Policy - ADDED TO OCTOBER AFTER SCOPING REPORT	23-Jul				
~~Naming Policy - ADDED TO AUGUST - CONTINUED TO SEPT.~~	23-Jul				
~~Karns Meadow Conditional Use Permit - ADDED TO OCT.~~	23-Jul				
~~Stormwater Management Plan - MOVING TO TBD DATE IN FALL~~	23-Jul				
Cow Pasture 1 & 2 Softball Field Replacement - MOVED TO Nov JIM	9-Oct				
Pre-Construction Services Bid for Stilson - MOVING TO TBD WINTER JIM	23-Aug				
~~Compliance Issues for FTA Grants - HANDLED AT TOWN MANAGER LEVEL~~	18-Sep				
Consideration of Town Org. Structure & Efficiency - MOVED TO NOV.	20-Sep				
Workforce Housing Mitigation - MOVED TO MARCH 2024	3-Oct				
Re-Evaluation of Large Bldg./2:1 Workforce Bonus - MOVED TO NOV.	3-Oct				
Karns Meadow EA & CUP Preview - ADDED TO DECEMBER	3-Oct				
Town Mobility Overlay - MOVED TO MARCH 2024	3-Oct				
Urban Forest Ord. Update & Program Policy Procedures - MOVED TO DEC	6-Oct				

COUNCIL WORKPLAN CALENDAR 2024			
QUARTER 1	**QUARTER 2**	**QUARTER 3**	**QUARTER 4**
Town Employee Housing Strategy	Assissted Living Housing Program	Design of E. Broadway, N. Cache, Maple Way	Water Quality & Setting Regs for Drinking Water (Mtg. 2)
Updated Design Standards for Safe Streets	Policy Manual Update	Continued Growth/Demand for EMS	Design & Construction of Gregory Lane (Mtg.3)
Planning Stormwater Management Program	Adding Fees for Services to Offset Costs	Fire/EMS Level of Service & Setting Expectations	
Equity Task Force Next Steps	Design & Construction of Gregory Lane	Volunteer Career/Staffing Model & Dynamics	
Budget	Northern South Park		
Town Mobility Overlay (March)	Budget		
JIM			
Pre-Construction Services Bid for Stilson			
Workforce Housing Mitigation (March)			

SCOPING STAFF REPORTS

PROJECT	DEPARTMENT LEAD	REQUESTOR	MOTION MADE	BRING BACK DATE (60-ISH DAYS)
Airport Capital Budget & Related Engagement	Admin	AJ	9/6/22	January '24
Snow King & Willow Stop Sign	PW	Council	3/20/23	Town Engineer, January '24
~~Center for the Arts Lease~~	~~Admin~~	~~AJ~~	~~5/22/22~~	~~April 17 - Roxanne, motion to address noise, coming back August~~
~~Potential to Host Mountain Towns 2030~~	~~Comm. Dev.~~	~~JSC~~	~~12/19/22~~	~~April 17 - Tanya~~
~~Indoor Vaping Ordinance~~	~~Legal~~	~~HML~~	~~2/6/23~~	~~July 17 - Council vote to add to PI List~~
~~Research About Censure Policy~~	~~Legal~~	~~JR~~	~~2/9/23~~	~~July 17 - Council vote to bring back @ future meeting~~
~~Discussion of Council Travel~~	~~Admin~~	~~Council~~	~~3/6/23~~	~~April 17 - Roxanne - Brought Back June 26~~
~~Construction Management Plans~~	~~Public Works~~	~~JR~~	~~8/15/22~~	~~February~~
Shifting Timeline for JIM Meeting Materials	?	JS	9/18/23	Sept. 18 - Council vote for a Scoping Report, if needed

POTENTIAL INITIATIVE (PI) LIST

PROJECT	REQUESTOR	DATE OF REQUEST
COUNCIL IDENTIFIED PI ITEMS		
Invest More Time in Relationship w/ County	JR	Retreat Feb. '23
Information Technology 5-Year Work Plan	JSC	Retreat Feb. '23
Geographic Information System (GIS)	JSC	Retreat Feb. '23
Revisit Comp Plan Definitions of 'Healthy Community'	JR	Retreat Feb. '23
Revisit Comp Plan Definitions of 'Healthy Economy'	JS	Retreat Feb. '23
Alternative Forms of Government, Expanding # of Council Seats	JSC	Retreat Feb. '23
Outside Evaluator to Assess Org. Structure & Transformation	JS	Retreat Feb. '23
Adding Mill of Property Tax	AJ	Retreat Feb. '23
Town Manager Prioritizing Organizational transformation	JS	Retreat Feb. '23
Senior Staff Building in Time to be Strategic & Proactive	JS	Retreat Feb. '23
Lodging Tax Increase	AJ	Retreat Feb. '23
County Water Sewer Connections & Staffing	AJ	Retreat Feb. '23
Franchise Request from Toro Blanco Group	AJ	1-May-23
Indoor Vaping Ordinance	Council vote after Scoping Report	17-Jul-23
STAFF IDENTIFIED ITEMS THAT DID NOT MAKE COUNCIL LIST	**DEPARTMENT REQUESTOR**	**DOTS FROM RETREAT**
Dog Off-Leash/Dog In Park Ordinance Review &/or Modification	Parks & Rec	0
Acessory Residential Unit Program	Housing	0
Parking Study Phase 3 - Policy,Strategies/Requirements	Transportation	2
Parking Related to Willow Street Safe Routes	Pathways	0
Code Enforcement Expectations & Parking Management	Police Dept.	2
Redesigning the 5-year Capital Improvement Plan	Public Works	2
Public Finance/Transparency/Metric Reporting Database	Finance Dept.	2
Budget Process & Format - Priority Driven Budgeting	Finance Dept.	0
Revisit Town Investment Policy	Finance Dept.	2
Status & Management of Residential Unit "Cap"	Planning Dept.	0
Standard for "Legacy Zones" to match Comp Plan	Planning Dept.	1
Standards for Landscaping to match Comp Plan	Planning Dept.	1
Procurement & Purchasing Policy	Administration	2

JIM Agenda Item Requests			
Submittal / Request Section			
November 6, 2023 JIM			
#	**Submitter Name**	**Agenda Item**	**Time Needed**
1	April Norton	Continued from 10/2 meeting RFP for 90 Virginian Lane	90 mins
2	Steve Ashworth	Wyoming Outdoor Recreation Grant Application Authorization through Resolution- Teton County/Jackson Parks and Recreation	Consent
3	Heather Overholser	BUILD Grant Update	30
4	Charlotte Frei	Cooperative agreement with WYDOT for reconnaissance report for Willow & Gill Safe Streets	Consent
5	Brian Schilling	Safe Streets and Roads for All (SS4A) contract	Consent
Upcoming JIM Items			
1	Steve Ashworth	Jan 2024 - Cowpasture Ballfields	60 mins
2	April Norton	May 2024 - Housing Supply Plan + Work Plan	120 min
3	April Norton	May 2024 - 90 Virginian Lane Developer Selection	180 min
4	April Norton	July 2024 - 90 Virginian Lane Ground Lease	120 min
5	April Norton	August 2024 - Housing Dept. Rules & Regs Clean Up Issue I.D.	60 min
6	April Norton	September 2024 - Housing Dept. Rules & Regs Clean Up	120 min
7	April Norton	November 2024 - Housing Dept. Rules & Regs Adoption	consent?

DRAFT

November 6, 2023 Regular Town Council Meeting

Initial SR Due: 10/6; Complete SR Due: 10/20; Final SR Due: 10/27

TOPIC
Announcements & Proclamations
Apprenticeship Week
Extra Mile Day
Consent Calendar
Minutes & Disbursements
October 16, 2023 Town Council Workshop
October 16, 2023 Regular Town Council Meeting
Temporary Sign & Special Event Permits
Temporary Sign Permit for Laugh Staff (P23-166)
Temporary Sign Permit for Tribe JH Church Services (P23-174)
Other
JH Classical Academy Wastewater Connection and Use Agreement
Award Procurement of a New Information Technology (IT) Vehicle
Award Procurement of New Police Department SUVs
Silver Star: Lease for Telecommunications Building
Disuscussion & Action Items
Resolutions
Ordinances
Ordinance W: An Amendment to the Official Zoning Map for Karns Meadow (P23-079)
Ordinance Z: An Ordinance Repealing Noise from the Special Event Section in the Municipal Code
Ordinance A: An Ordinance Adding a Bias Crime Provision to the Municipal Code
Ordinance B: An Ordinance Amending Discrimination in Housing and Public Accommodations
Ordinance C: An Ordinance Regarding Penalties for Assault, Battery, and Unlawful Contact
Ordinance D: An Ordinance Repealing Short-Term Rental Provisions from the Municipal Code
Matters from Mayor and Council
Design Review Committee Appointments/Reappointments
Joint Funding Committee Update
Matters from the Town Manager
Town Manager's Report
Adjourn

DRAFT