# Regular Town Council Workshop

March 17, 2025
1:30 PM
Town Council Chambers
Chair: Arne O. Jorgensen

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## I. ZOOM LINK FOR PUBLIC PARTICIPATION

The Town reserves the right to close Public Comment via Zoom at any time. In-person comment will continue to be taken and written comments can always be submitted to Town Council by emailing electedofficials@jacksonwy.gov.

A. To join, click link or copy it to your browser: https://us02web.zoom.us/j/84252974713?pwd=OoNrO4hAcTMbf02IbdvNi2f2K2Ca5u.1
Or join at zoom.com with Webinar ID: **842 5297 4713** and Password: 83001 or by phone at **+1 719 359 4580**

## II. CALL TO ORDER AND ROLL CALL

## III. WORKSHOP ITEMS

A. User Fee for Electric Vehicle Charging (Tanya Anderson, 45 mins)

B. Proposal for Karns Meadow Advisory Committee, Ambassador Program, and Monitoring Program (Tyler Valentine & Tanya Anderson, 45 mins)

C. FY2026 Draft Sales & Lodging Tax Projections, Revenue Options, and General Fund Reserve Discussion (Tyler Sinclair & Kelly Thompson, 60 mins)

## IV. MATTERS FROM MAYOR AND COUNCIL

## V. UPCOMING AGENDA UPDATE

A. Council Priorities and Upcoming Agendas

## VI. ADJOURN

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

# STAFF REPORT

| | | | |
|---|---|---|---|
| **Meeting Date:** | March 17, 2025 | **Meeting Title:** | Town Council Workshop |
| **Submitting Department:** | Administration | **Presenter:** | Tanya Anderson |
| **Agenda Item:** | User Fee for Electric Vehicle Charging | **Public Comment:** | Yes |

***This item was continued from the regularly scheduled Town Council Workshop on February 18, 2025. No changes have been made to the content in this staff report. However, staff added a few slides with new information, attached to this report. Slides 3-8 have new information. Slides that were used at the February workshop that will not be revisited have been moved to the end of the presentation, slides 18-28.**

**Purpose & Policy Considerations**.
The purpose of this item is for the Council to (1) consider user fees for Town-owned Electric Vehicle (EV) charging stations and potential pricing structure, and (2) consider having a third-party vendor own or lease existing and future charging stations.

**Requested Action**.
Consider whether the Town of Jackson should charge for the use of Town-owned EV charging stations and whether the Town should maintain ownership and management of current and future EV charging stations or seek a vendor to manage them through transferred ownership or a lease agreement.

**Recommendations**.
1) Staff recommends initiating user fees for both Direct Current Fast Charging (DCFC) stations and Level 2 (L2) charging stations. If user fees are initiated, staff further recommends:
   - Charging more at DCFC stations than L2 charging stations
   - Setting fee structures at or below $0.36 per kWh at DCFC stations and at or below $0.20 per kWh at L2 stations
   - Including fee structures that incentivize turnover
2) Staff recommends the Town of Jackson maintain ownership of current and future charging stations and seek a vendor to lease and manage them, returning a portion of revenue to the Town.

**Background**.
Electric Vehicle Charging Stations enable drivers of plug-in electric vehicles to fuel their vehicles with electricity. Each charging station has one or two ports, and each port enables one vehicle to charge. All public charging stations are either Level 2 (L2) charging stations or Direct Current Fast Charging (DCFC) stations. The main difference between the two is how fast they charge an EV's battery. At an L2 station, it will take 4-8 hours of charging time to reach 150 miles of range. On average, a DCFC can get that range in 15-30 minutes, though the time will vary based on the kilowatt rating of the charger and the vehicle's charging capability. DCFC stations are more expensive to purchase, use more electricity than L2s, and may incur higher demand charges for the electricity that is used. In general, L2 stations are preferable for charging at home, at work, and overnight at hotels, while DCFC stations are better for short stops to eat or shop, or to refuel midway to a destination. Both charging types are necessary for widespread adoption of electric vehicles.

<u>History of EV charging stations in the Town of Jackson</u>
The Town of Jackson began purchasing Electric Vehicle Charging Stations for public use in 2013, using 2010 Energy Conservation Works (ECW) SPET funds to provide the first publicly available electric vehicle charging stations in the State of Wyoming. While there were very few electric vehicles in Jackson at that time, use of the charging stations has grown significantly, as has the number of charging stations available in Town. The Town currently owns public charging stations

at 6 locations (Town Hall, Town Square, Deloney Lot, Home Ranch lot, Miller Parking Lot, and the Parking Garage), providing 10 L2 ports and 2 DCFC ports. The Town of Jackson has never charged fees for the use of its charging stations.

Now there are other charging stations in the region that are not owned by the Town of Jackson, including the Ranch Lot and the Village Lot in Teton Village, which do not charge users. Public charging stations at St. John's hospital and at Teton Motors do charge users. EV users are charged $0.36 per kWh to charge at the Tesla superchargers (DCFC) at Whole Foods Market. In addition, several hotels have charging stations that are available to patrons only.

Cost of Electric Vehicle Charging Stations

The Town of Jackson does not currently charge fees for the use of its charging stations. However, the Town pays for electricity, software management (Cloud Plans), and Maintenance and Management (M/M) Plans. Our annual software and maintenance contract costs have been estimated using invoices from Chargepoint, our EV charging station vendor. These costs can change based on the length of the contract. Estimates used costs for a 3-year contract. Because the charging stations do not have a separate electrical meter, the cost of electricity used has been estimated using data from Chargepoint measuring kilowatt hours (kWh) of electricity used at each station and multiplying it by the average cost of electricity at that site, which varies by site from $0.064 to $0.077 per kWh. Town of Jackson staff time is not included in this estimate.

Table 1: Estimated cost of Town-owned EV charging stations in FY24

| FY24 | Electricity | Cloud Plan | M/M Plan | Total | Avg/port |
|---|---|---|---|---|---|
| **10 L2 (current)** | $6,079 | $3,468 | $3,520 | $13,067 | $1,307 |
| **2 DCFC (current)** | $16,479 | $1,660 | $7,868 | $26,007 | $13,004 |
| **Current costs** | **$22,558** | **$5,128** | **$11,388** | **$39,074** | |

Department of Transportation Charging and Fueling Infrastructure Grant

At the May 15, 2023 Town Council meeting, Council directed staff to work with Sustainable Strategies to apply for a Department of Transportation (DOT) Charging and Fueling Infrastructure (CFI) Grant, in collaboration with Teton County, Yellowstone-Teton Clean Cities, Jackson Hole Airport, Teton Village Association, Teton County Library, and concessionaires within Grand Teton and Yellowstone National Parks. On August 29, 2024, staff were notified that we were awarded $5,506,368, the full amount requested. With the required 20% match, the total project cost will be $6,882,960. Each project partner is responsible for their portion of the match.

The grant agreement with the Federal Highway Administration was executed on January 17th, 2025.

The Town of Jackson's portion of the grant funding for EV charging stations is $588,000. A 20% match of $147,000 is required, for a total project cost of $735,000. A portion of the award is allocated for grant administration, leaving $125,430 for the Town's match to pay for the purchase and installation of 16 new L2 charging ports and 4 new DCFC stations. The Town could budget for the match from the general fund, seek funding for the match from the 2022 Energy Conservation Works SPET funds or other external sources, or partner with a vendor to pay the match. Staff is not asking for Council direction at this time on how to approach the grant match requirement but wanted to include the background and consideration in this report as it may be a consideration on how to proceed with the 2 policy questions.

The estimated annual cost of electricity, cloud plans, and maintenance plans for 20 new EV charging stations is summarized in Table 3, below, using data from the Town's current EV charging stations. The predicted total annual cost of existing and planned future charging stations is summarized in Table 4 at roughly $115,000 a year.

Table 2: Estimated annual cost of 20 new EV charging stations

| New charging stations | Electricity | Cloud Plan | M/M Plan | Total | Avg/port |
|---|---|---|---|---|---|
| **16 additional L2** | $9,715 | $5,552 | $8,640 | $23,907 | $1,494 |
| **4 additional DCFC** | $32,958 | $3,320 | $15,736 | $52,014 | $13,004 |
| **New station cost estimate** | **$42,673** | **$8,872** | **$24,376** | **$75,921** | |

Table 3: Estimated annual cost of current and future EV charging stations

| FY24 | Electricity | Cloud Plan | M/M Plan | Total | Avg/port |
|---|---|---|---|---|---|
| **10 L2 (current)** | $6,079 | $3,468 | $3,520 | $13,067 | $1,307 |
| **2 DCFC (current)** | $16,479 | $1,660 | $7,868 | $26,007 | $13,004 |
| **16 additional L2** | $9,715 | $5,552 | $8,640 | $23,907 | $1,494 |
| **4 additional DCFC** | $32,958 | $3,320 | $15,736 | $52,014 | $13,004 |
| **Total cost estimate** | **$65,231** | **$14,000** | **$35,764** | **$114,995** | |

**Analysis**.

Benefits of public EV charging stations

Electric vehicles provide many public benefits. Downtown EV charging stations encourage visitors to linger, shop, and eat at local businesses while they charge, providing an economic benefit for the Town. They also provide numerous environmental benefits. Unlike internal combustion engine (ICE) vehicles, they do not have any tailpipe emissions and thus do not contribute locally to asthma and other respiratory illnesses. They are also quieter and create less noise pollution that affects quality of life for humans and can have detrimental impacts on wildlife. They do not use motor oil and thus do not drip oil onto roadways that wash into our streams, impacting our water quality. Finally, they contribute much less to climate change, the impacts of which are predicted to cost more than the current global economy. Because owners of ICE vehicles do not pay for the pollution their vehicles cause through dedicated fees, the public health and environmental impacts are paid by society. Affordable rates for charging electric vehicles encourages their use, which helps reduce the costs that are paid by society for the pollution and public health impacts caused by internal combustion engines.

Using the AFLEET Charging and Fueling Infrastructure Emissions Tool, full implementation of the DOT CFI grant, including subawardees, will result in an estimated emissions reduction of 474 tons carbon dioxide equivalent ($CO_2e$) annually if there is low usage, 993 tons $CO_2e$ annually if there is moderate usage, and 1,777 tons $CO_2e$ annually with high usage. These estimates were calculated using a regional average for electricity emissions; the emissions reductions are much higher if we use emissions data from Lower Valley Energy's purchased power, which is cleaner than the regional average. For comparison, in Fiscal Year 2022, the annual emissions of non-START Town fleets were estimated to be 406 tons, and in 2023, diesel emissions from Town fleets, County fleets, and START fleets combined was 1,531 metric tons $CO_2e$. Implementing this award to further support regional EV charging infrastructure is one of the most cost-effective ways for our community to reduce greenhouse gas emissions while also reducing air pollution and associated health impacts.

Costs of owning and using Electric Vehicles and EV Charging Pricing

Public EV charging stations are used by travelers driving through the area in EVs, commuters who drive EVs to work in Jackson, and residents who own EVs. The Town of Jackson updated Land Development Regulations Section 6.2.2 to require electric vehicle supply equipment capability and/or installment in new off-street development. However, most existing multi-family housing stock does not have wiring for EV charging stations. Thus, renters and residents who live in multi-family housing who own EVs rely on public EV charging infrastructure. The success of an expansion of EV charging stations is dependent upon the affordability of charging. If the Town of Jackson charges users at our charging stations, residents who are dependent on public charging stations will pay significantly more for charging than someone who is able to charge

at home and only pays for electricity. Thus, user fees for public charging stations may provide a barrier for greater adoption of electric vehicles by renters and people living in multi-family housing and may disproportionately affect people who already have high housing and energy burdens.

Nationally, the economics of EV ownership are dependent on being able to charge less than $0.20 per kilowatt hour (kWh), which keeps costs lower than the gasoline equivalent for most vehicles. While gas and electricity prices vary, $0.20 per kWh is roughly equivalent to the cost of fueling a hybrid that gets 57 miles per gallon if gasoline costs $3.35 per gallon. At $0.33 per kWh, the cost per mile to fuel a compact EV is roughly equivalent to the cost of fueling a vehicle that gets 30 miles per gallon at $3.00 per gallon. However, the State of Wyoming charges a $200 annual registration fee for plug-in electric vehicles, adding costs for electric vehicle owners that are equal to the cost of fuel to drive 2,000 miles in a vehicle that gets 30 miles per gallon. Due to the fees imposed by the State of Wyoming, user fees for charging in Jackson may need to be lower for the economics to pencil out.

If the Town implements fees at EV charging stations, the basic costs for electricity, Cloud Plans, M&M Plans, and billing software and service for current charging stations and existing demand could be met with a $0.14/kWh fee. However, user fees may discourage local residents who could charge at home from using public EV charging stations. If use decreases, the cost per kWh may need to be slightly higher to cover annual costs such as Cloud Plans and M&M Plans. Staff estimates that the break-even cost of operation will increase by an average of $0.01 per kWh if use decreases 20%, and $0.03 per kWh if use decreases 40%.

Charging a set rate per kWh is just one method of assessing user fees. For example, fees per kWh could change throughout the day to encourage use during less busy periods, “idle fees” could be assessed if vehicles are left at charging stations for extended periods of time after the charge is complete to encourage turnover, and higher fees could be charged at the faster and more expensive DCFC stations. Town could also consider local discount programs, reduced cost for income-qualified individuals, or free or reduced fees as a staff benefit that local businesses could buy into. Developing and managing these types of programs would involve additional staff time and resources. If Council wishes to initiate user fees at EV charging stations, staff recommends developing a staff EV charging policy and benefit program, to be discussed at a future date.

**Discussion Question 1: Does Council want to charge for the use of our current and/or future EV charging stations? And if yes, how should it approach the pricing structure?**

- <u>Staff recommendation:</u>
  - Staff recommends initiating user fees for both Direct Current Fast Charging (DCFC) stations and Level 2 (L2) charging stations, and:
    - Charging more at DCFC stations than L2 charging stations.
    - Setting fee structures at or below $0.36 per kWh at DCFC stations and at or below $0.20 per kWh at L2 stations.
    - Including fee structures that incentivize turnover.
- <u>Benefits:</u>
  - Charging users can help the town recoup the costs of electricity, maintenance, and funds invested in the purchase and installation of EV charging stations.
  - Charging users discourages residents from charging downtown who could charge at home, keeping chargers available for visitors, long-distance commuters, and people who do not have access to charging at their homes, and reducing Town electricity bills.
- <u>Consequences:</u>
  - Charging users increases the cost of EV ownership and disincentivizes adoption of EVs, which contribute less to environmental pollution and public health issues than internal combustion engine vehicles.
  - Charging users at publicly available charging stations disproportionately impacts EV owners who live in multi-family housing who rely on public charging infrastructure and out of town users.

  - The added costs of software services and metering needed to charge users increases the total cost of EV charging station management.
- Alternatives:
  - The Town could charge for use of DCFC stations and keep Level 2 charging stations free. DCFC stations are more expensive to purchase and maintain, they use much more electricity and have a bigger draw from the electrical grid.
  - The Town could consider alternative fee models, such as providing free use of charging stations for an initial period (ex. 1 hour) before charging or only charging "idle fees" after a vehicle has been idle for more than certain period of time after charging is complete.
  - The Town could consider adding programs that support local residents, such as a local discount card or an employee discount program that local businesses could buy into.

**Discussion Question 2: Does Council want to maintain ownership and management of current and/or future EV charging stations?**

- Staff recommendation:
  - Staff recommends the Town of Jackson maintain ownership of current and future charging stations and seeks a vendor to lease and manage them, returning a portion of revenue to the Town.
- Benefits:
  - The Town will have control over the cost that is charged for use and can ensure that it remains low enough to encourage ownership of vehicles that support a healthy community, environment, and economy. Third-party vendors will charge higher prices to earn revenue.
  - Staff will have fewer contractual agreements with vendors to manage.
- Consequences:
  - If the Town maintains ownership, it will be responsible for costs associated with EV charging stations, including software, maintenance, repair, and eventual replacement.
  - Managing EV charging stations takes staff time.
- Alternatives:
  - Town could maintain ownership of EV charging stations and seek a vendor to lease and manage them, returning a portion of revenue to the Town.

## Comprehensive Plan & Priority Alignment.

Net Zero Resolution

Principle 2.3 – Reduce greenhouse gas emissions through transportation

Transportation accounts for approximately 80% of the total carbon emissions in the community and should be a focus of the community's efforts to reduce energy consumption. Reducing fuels consumed for transportation and using renewable fuels has the greatest potential to reduce the community's overall carbon emissions and consumption of non-renewable resources.

Principle 7.2 - Reduce greenhouse gases from vehicles to below 2012 levels

One of the biggest threats to the health of the ecosystem is climate change. The most significant local contributor to greenhouse gas emissions is surface transportation – the cars, trucks, and buses we use to travel into, within, and out of the community. As stewards of the ecosystem, we will manage our transportation to reduce emissions. Cleaner vehicles, fewer trips, and trips that move more people will be prioritized over strategies focused on reducing congestion.

Town of Jackson Sustainability Plan Goals

- Reduce GHG emissions associated with surface transportation and motors
- Reduce noise pollution
- Reduce energy consumption during peak periods

Town of Jackson Sustainability Plan Targets

- Reduce community-wide GHG emissions attributed to surface transportation 30% by 2030

Town of Jackson Sustainability Plan Strategies:

- Plan for an electric future
- Incentivize electric vehicle charging during off-peak hours

**Fiscal Impact.**

If Council chooses to continue to provide free electric vehicle charging, the Town will pay roughly $115,000 annually for electricity, Cloud Plans, and Maintenance Plans for the 12 existing EV charging ports and the 20 new charging ports enabled under the DOT CFI grant. If the State passes additional taxes/fees on EV charging ports, the Town may want to consider adjustments to its fee structure at that time to address the issue.

If the Town chooses to maintain ownership and management of our charging stations, the Town will need to budget and pay for maintenance, repair, and eventual replacement. It could potentially cover these costs and earn additional revenue through user fees. If the Town chooses to maintain ownership of its EV charging stations and lease them to a vendor, it can save $115,000 annually in operating expenses and may see a small revenue gain from the arrangement with a private company. If the Town chooses to sell its EV charging stations to a private vendor, it will save $115,000 annually in operating expenses and may earn revenue through the sale of current EV charging stations but will not earn any future revenue from EV charging stations.

**Staff Impact**.

If the Town chooses to pursue a 3rd party vendor to own or lease our EV charging stations, staff, primarily in the Legal Department, will need to work on agreements and contracts and the Ecosystem Stewardship Administrator and Legal Department will coordinate management of the contractor relationship over the long term. If the Town chooses to maintain ownership of our EV charging stations, staff, primarily in the Public Works Department, will need to dedicate additional time to maintenance, repair, and management of the charging stations.

**Attachments or Links**.

None.

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

1. I move to direct staff to draft a plan to initiate user fees at Town-owned Electric Vehicle Charging Stations using the criteria discussed at this meeting.
2. I move to direct staff to draft an RFP to seek a vendor that will lease and manage current and future Town-owned charging stations and pay the Town of Jackson a portion of revenue generated.

# Town Council Meeting

## USER FEE FOR EV CHARGING

Consider whether the Town of Jackson should charge for the use of Town-owned EV charging stations and whether the Town should maintain ownership and management of current and future EV charging stations

# Purpose and Policy Considerations

The purpose of this item is for the Council to:

1. Consider user fees for Town-owned Electric Vehicle (EV) charging stations and potential pricing structure
2. Consider having a third-party vendor own or lease existing and future charging stations

# Goal: Jackson will be Net Zero by 2030

- Surface transportation accounts for approximately 60% of emissions in our community. Those emissions contribute to environmental pollution and human health conditions.

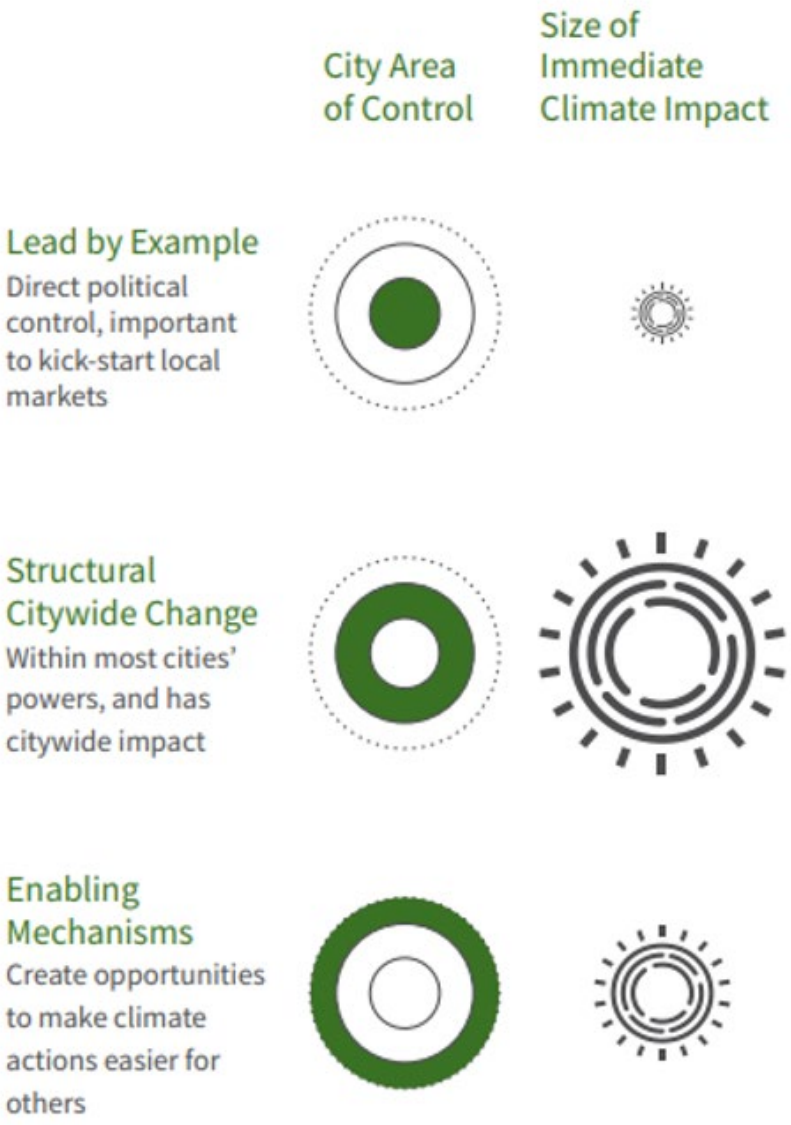
- Electric Vehicles can reduce vehicle energy demand by 32-70%, and emissions 60-68% compared to gasoline-powered vehicles, depending on the source of electricity.

# The measurable target is use, not profit

## Sub-goals

1. Provide consumer choice
   - Enable travel in EVs throughout the region
   - Maintain cost effectiveness to encourage use
2. Support different kinds of EV users
   - DC Fast Charge Stations for travelers and businesses (taxis, delivery vehicles)
   - Level 2 Chargers for residents and commuters
3. Cover the Town’s annual costs

# Purpose: Utilize multiple levers to meet goals




**Lead by Example**

- Improve efficiency in Town fleets

**Structural Citywide Change**

- LDRs require EV charging stations or EV readiness in new construction

**Enabling Mechanisms**

- Support affordable public EV charging stations throughout the region

# Background

## The Town currently pays less than $40,000 a year for electricity, cloud service, and maintenance of 12 EV charging station ports. Costs will increase as we install new charging stations.

Table 3: Estimated annual cost of current and future EV charging stations

| FY24 | Electricity | Cloud Plan | M/M Plan | Total | Avg/port |
|---|---|---|---|---|---|
| **10 L2 (current)** | $6,079 | $3,468 | $3,520 | $13,067 | $1,307 |
| **2 DCFC (current)** | $16,479 | $1,660 | $7,868 | $26,007 | $13,004 |
| **16 additional L2** | $9,715 | $5,552 | $8,640 | $23,907 | $1,494 |
| **4 additional DCFC** | $32,958 | $3,320 | $15,736 | $52,014 | $13,004 |
| **Total cost estimate** | **$65,231** | **$14,000** | **$35,764** | **$114,995** | |

# Fueling costs: Gasoline and Electricity

| Vehicle model | $/100 miles | $/gallon | EV Model | $/100 miles | $/kWh |
|---|---|---|---|---|---|
| Ford F150 4WD (20 mpg) | $15.00 | $3.00 | Ford F150 lightning | $14.85 | $0.30 |
| Toyota Rav4 (30 mpg) | $10.00 | $3.00 | Tesla Model Y | $10.06 | $0.35 |
| Toyota Prius (56 mpg) | $5.36 | $3.00 | Chevy Bolt | $5.44 | $0.19 |

# Examples in other communities

**Average of peer communities**

- L2 pricing ranges from $0.10/kWh to $0.25/kWh
- DCFC pricing ranges from $0.25 to $0.40 per kWh

**National Averages**

- The AAA average (Level 2 and DCFC) is $0.345
- The Kelly Blue Book average cost to charge at home is $0.16/kWh

**Example: Burlington, VT**

- $0.21/kWh for L2 and DCFC
  - They plan to increase price for DCFC
- $1/hour parking charge if you stay there longer than 4 hours

**St. Louis Park and Edina, MN**

- Free for 3 hours, then $6/hour

**Breckenridge, CO**

- Free charging as staff benefit; must move within 30 minutes after reaching a full charge

# Discussion Question 1

## Does Council want to charge for the use of our current and/or future EV charging stations?

### If yes, how should it approach the pricing structure?

# Benefits & Consequences

**Benefits**

- Helps recoup costs
- Discourages use by residents who could charge at home

**Consequences**

- Disincentivizes adoption of EVs, reducing environmental and public health benefits.
- Use of stations may decrease
- Disproportionate impact on residents who cannot charge at home

# Alternatives

- Charge for use of DCFC stations and keep Level 2 charging stations free
- Consider alternative fee models:
  - Free use of charging stations for an initial period
  - Charge “idle fees”
- Consider benefit program:
  - Local discount card
  - Employee discount program

# Discussion Question 2

**Does Council want to maintain ownership and management of current and/or future EV charging stations?**

# Benefits & Consequences

**Benefits**

- Maintain control
- Can keep costs low
- Fewer contractual agreements

**Consequences**

- Responsibility for maintenance, management, and replacement
- Additional staff time

**Alternative**

- maintain ownership of charging stations and seek a vendor to lease and manage them

# Staff Recommendations

1. Staff recommends initiating user fees for both Direct Current Fast Charging (DCFC) stations and Level 2 (L2) charging stations. If user fees are initiated, staff further recommends:
   - Charging more at DCFC stations than L2 charging stations
   - Setting fee structures at or below $0.36 per kWh at DCFC stations and at or below $0.20 per kWh at L2 stations
   - Including fee structures that incentivize turnover
2. Staff recommends the Town of Jackson maintain ownership of current and future charging stations and seek a vendor to lease and manage them, returning a portion of revenue to the Town

# Questions of Staff

# Public Comment

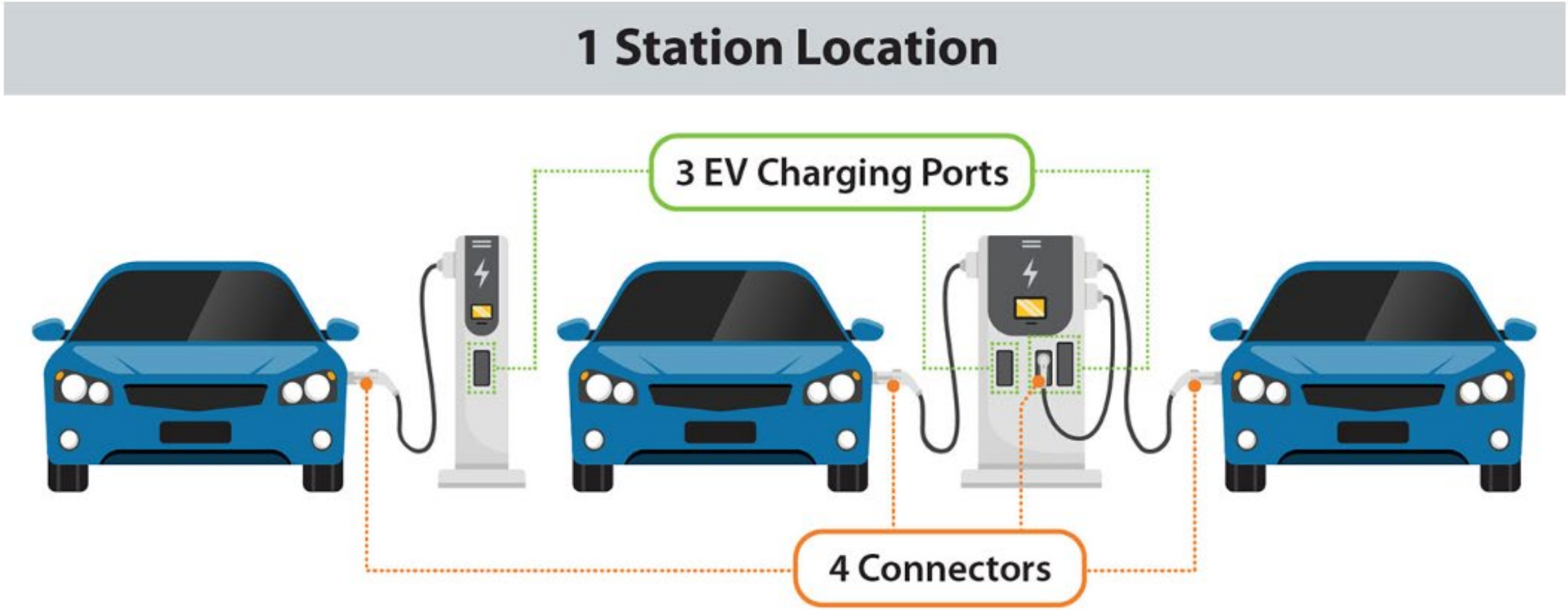
# Suggested Motions

- I move to direct staff to draft a plan to initiate user fees at Town-owned Electric Vehicle Charging Stations using the criteria discussed at this meeting.
- I move to direct staff to draft an RFP to seek a vendor that will lease and manage current and future Town-owned charging stations and pay the Town of Jackson a portion of revenue generated.

# Priority Alignment

- Net Zero Resolution
- Comprehensive plan:
  - Principle 2.3 – Reduce ghg emissions through transportation
  - Principle 7.2 – Reduce ghg gases from vehicles to below 2012 levels
- Sustainability Plan Goals & Targets:
  - Reduce ghg emissions associated with surface transportation and motors
  - Reduce noise pollution
  - Reduce energy consumed during peak periods
  - Reduce community-wide ghg emissions attributed to surface transportation 30% by 2030
- Sustainability Plan Strategies:
  - Plan for an electric future
  - Incentivize electric vehicle charging during off-peak hours

# Terminology – “stations” vs. “ports”



# Types of EV charging stations

## Fast Charging

Public Charging & Retail

Charge Time **15 - 45 Minutes**

vs.

## Level 2 Charging

Best for Work & Multifamily

Charge Time **5 - 6 Hours**

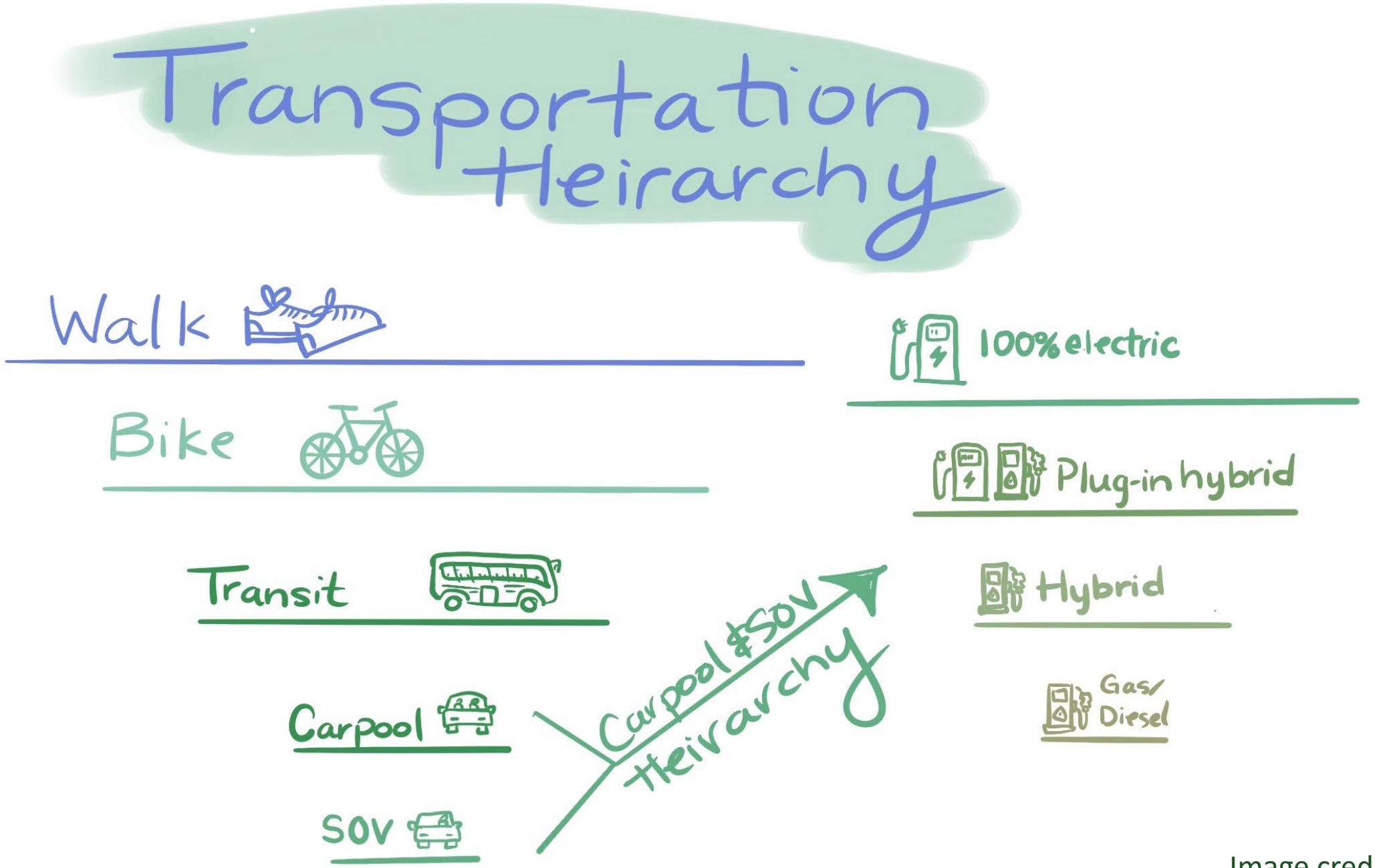
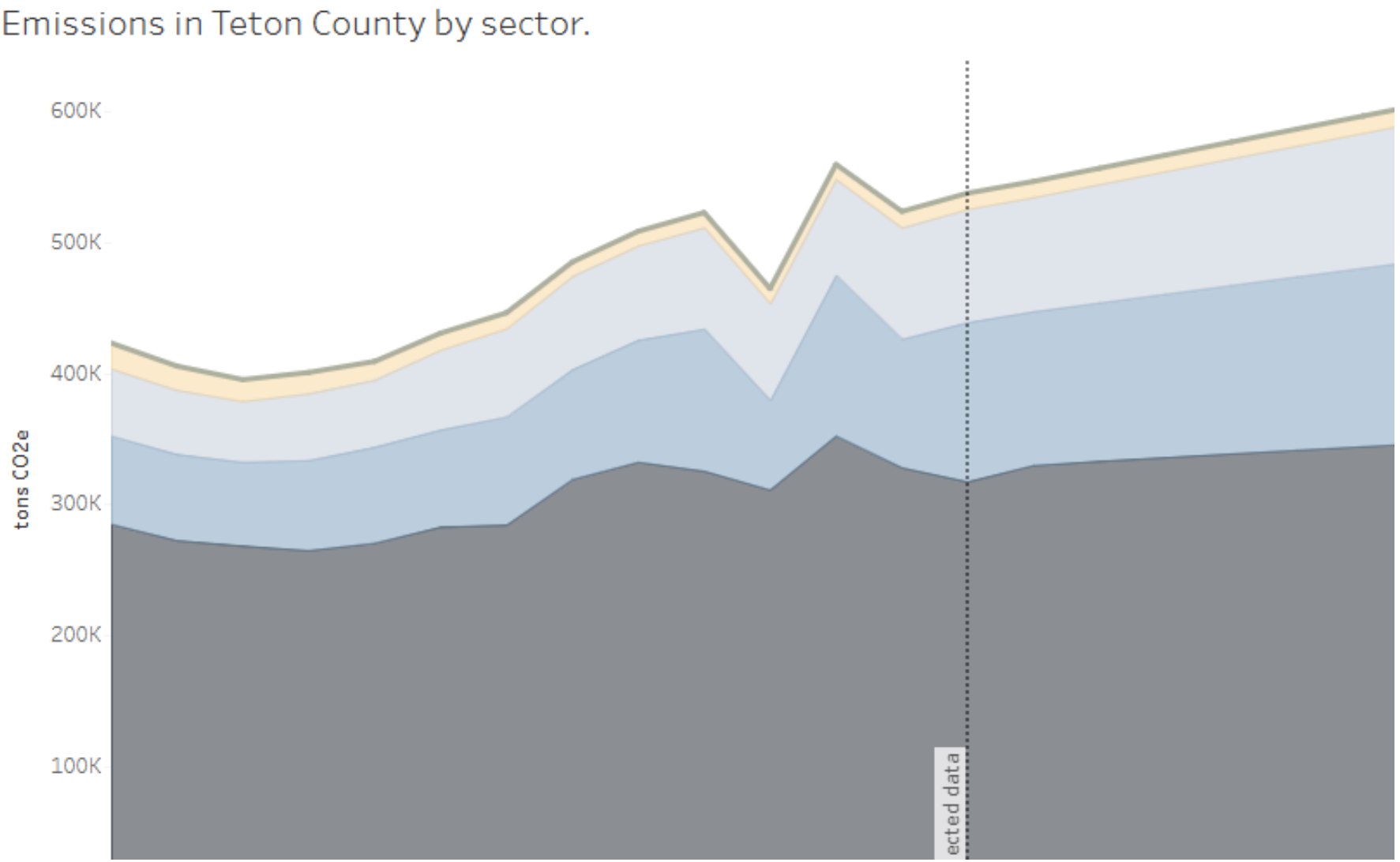



Image credit: YTCC

**Transportation = 60% of local emissions**



# Background

- The Town owns 10 Level 2 (L2) EV Charging station ports & 2 Direct Current Fast Charging (DCFC) station ports.
- The Town of Jackson has never charged users for EV charging.

Table 1: Estimated cost of Town-owned EV charging stations in FY24

| FY24 | Electricity | Cloud Plan | M/M Plan | Total | Avg/port |
|---|---|---|---|---|---|
| **10 L2** | $6,079 | $3,468 | $3,520 | $13,067 | $1,307 |
| **2 DCFC** | $16,479 | $1,660 | $7,868 | $26,007 | $13,004 |
| **FY24 costs** | **$22,558** | **$5,128** | **$11,388** | **$39,074** | |

# Background

- The Town was awarded funding for 16 more L2 ports and 4 more DCFC ports. Annual costs will increase accordingly.

Table 3: Estimated annual cost of current and future EV charging stations

| FY24 | Electricity | Cloud Plan | M/M Plan | Total | Avg/port |
|---|---|---|---|---|---|
| **10 L2 (current)** | $6,079 | $3,468 | $3,520 | $13,067 | $1,307 |
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| **4 additional DCFC** | $32,958 | $3,320 | $15,736 | $52,014 | $13,004 |
| **Total cost estimate** | **$65,231** | **$14,000** | **$35,764** | **$114,995** | |

# Public EV charging station users

- Tourists
- Residents
- Commuters
- Businesses

# Benefits of EVs and public EV charging stations

- Cleaner air
  - Improves public health
- Quieter
- No motor oil pollution
- Contribute less to climate change
- Supports our local workforce
- Sales tax revenue from tourists eating & shopping while they charge their vehicles

# Staff recommendation

Staff recommends initiating user fees for both Direct Current Fast Charging (DCFC) stations and Level 2 (L2) charging stations, and:

- Charging more at DCFC stations than L2 charging stations
- Setting fee structures at or below $0.36 per kWh at DCFC stations and at or below $0.20 per kWh at L2 stations
- Including fee structures that incentivize turnover

# Staff recommendation

Staff recommends the Town of Jackson maintain ownership of current and future charging stations and seeks a vendor to lease and manage them, returning a portion of revenue to the Town

# STAFF REPORT

| | | | |
|---|---|---|---|
| **Meeting Date:** | March 17, 2025 | **Meeting Title:** | Town Council Workshop |
| **Submitting Department:** | Planning and Administration Departments | **Presenter:** | Tyler Valentine and Tanya Anderson |
| **Agenda Item:** | Proposal for Karns Meadow Advisory Committee, Ambassador Program, and Monitoring Program | **Public Comment:** | Yes |

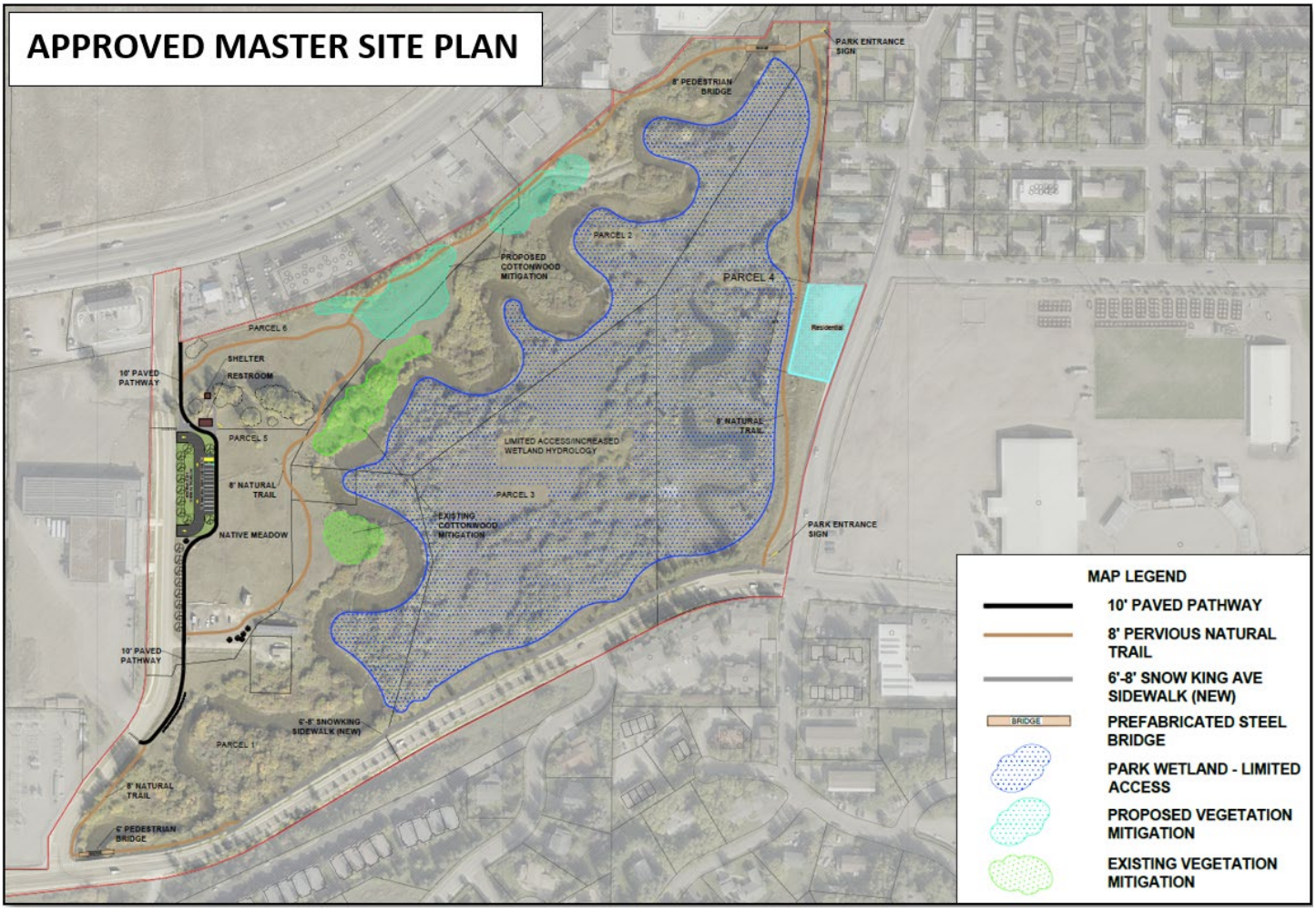
**Purpose & Policy Considerations**.
On December 16, 2024, Council directed staff to bring back a framework for a Karns Meadow Advisory Committee, Ambassador Program, and Monitoring Program for Karns Meadow Park.

**Requested Action**.
Staff requests that Council provide direction on the creation of a Karns Meadow Advisory Group, Ambassador Program, and Monitoring Program.

**Recommendations**.
1. Advisory Committee: Staff do not recommend establishing an advisory committee.
2. Ambassador Program: Staff recommends starting with the first model, where staff leads community engagement events, and gauge interest in and need to shift to one of the other models after the park is activated.
3. Monitoring Program: Staff recommends releasing a Request for Proposals (RFP) for an ecologist to summarize available data into a report that can be updated annually, and to conduct additional studies to monitor the impact of construction and recreational use, including seasonal visitation counts, changes in the audio-scape, changes in vegetative cover, changes in the prevalence of invasive species, nesting songbird success before, during, and after construction, and impacts on overwintering wildlife.

**Background**.
Karns Meadow is an undeveloped, centrally located piece of land (roughly 42 acres) that consists of seven tracts that were sold to the Town of Jackson (Tract 1-6) and Jackson Hole Land Trust (Tract 8), from 2003 to 2008 from the Karns family with the intention for Karns Meadow to be a "Natural Park" providing limited park amenities that would enhance public access while preserving the natural resources of the property. Conservation easements were recorded against all tracts to protect the property in perpetuity and limit the uses beyond the base Public/Semi-Public and Park & Open Space zoning.

In 2022, the Town Council identified the Karns Meadow Master Plan as a priority project and directed staff to move forward with a rezone, Environmental Analysis, and Conditional Use Permit (CUP) which were all completed and approved. The final approval of the Master Plan, which occurred on December 16, 2024, was done through the CUP which approved a parking lot along Karns Meadow Drive, a public restroom, a picnic shelter, and an eight-foot-wide un-paved loop natural trail. Operationally, the park will be open year-round to users such as walkers and nordic skiers. Dogs and bikes are prohibited at all times. During the summer the entire park will be open to the public, but during the winter only designated trail sections will be available for use and all other areas of the park will be closed consistent with the United States Forest Service winter closure (December 31st through April 30th). During the winter, a small loop near the parking lot will be groomed for walking/nordic skiing along with non-groomed/non-plowed trial sections along the north and east sides of the park. The non-groomed/non-plowed trail sections along the north and east sides of the park will allow for individuals who want to break trail on foot, snowshoe or skis. These areas will be marked with temporary/removable poles to ensure users do not wander into other areas of the park that are closed due to the winter closure. Below is a site plan showing the various improvements approved in the Master Plan.




Based on the various community concerns over the ecological value of Karns Meadow that were expressed during the CUP review process, the Town Council was sensitive to these concerns and added two conditions of approval to the CUP geared at education and stewardship of the park's natural resources now that human presence in the park will increase. In general, the two conditions directed staff to return with a proposal and framework for a Karns Meadow Advisory Committee, an Ambassador Program, and a Monitoring Program. The Town Council did not pre-commit to these programs but sought to understand what these programs could look like and the how they could function to better inform future management decisions related to the park knowing that each would likely have impacts on staff time and the budget. Below are the two conditions added by the Town Council:

- CONDITION #3 - By April 1, 2025, staff shall present to Council at a workshop an overview of an Ambassador Program and Advisory Committee for Karns Meadow, which may include representatives from organizations such as Karns family, Parks and Recreation Department, Public Works, Ecosystem Stewardship Administrator, Teton Conservation District, Wyoming Game and Fish and Jackson Hole Land Trust and discuss objectives, potential educational programming, stewardship events, citizen science, volunteer park monitors, and recommendations on special event guidelines.
- CONDITION #4 - By April 1, 2025, staff shall present to Council at a workshop an overview of an Annual Monitoring Program which includes a report on past and current studies, gaps in understanding, a proposal for ecological monitoring at Karns Meadow, and a mechanism for funding.

In terms of timing, Parks & Recreation plans to release an RFP in Spring of 2025, start the design phase in Summer/Fall of 2025, break ground in Spring of 2026, and open the park to the public in Fall of 2026 subject to available funding.

**Analysis**.

Advisory Committee:

- Key question #1: Does Council wish to pursue the establishment of an advisory committee?
- Staff Recommendation: Staff does not recommend establishing an advisory committee.
- Alternative 1: Council could direct staff to move forward with an advisory committee and designate up to two seats for staff or board members of nonprofit organizations, up to two seats for staff of governmental organizations, up to two seats for individuals, and at least two seats for Town staff or joint Town/County staff.
- Alternative 2: Council could direct staff to move forward with an advisory committee with different criteria.

Council directed staff to return with an overview of an advisory committee for the sake of convening stakeholders, experts, and community representatives to provide input on decisions related to the management of Karns Meadow Park. Staff discussed the prospect informally with some of the organizations recommended by Council at the December 16th, 2024, regular Town Council meeting. Many of them expressed a willingness to be consulted on decisions related to the park but expressed a lack of capacity to participate in any official or regular capacity. Karns Meadow Park is a public park managed by the Parks and Recreation department and there is already a Parks and Recreation Board which could address issues related to Karns Meadow without the creation of a new committee. Also, as the holders of the Conservation Easements and Restrictive Covenant encumbering Karns Meadow, the Jackson Hole Land Trust is responsible for overseeing appropriate management and stewardship of Karns Meadow Park. Any recommendations made by an advisory committee would need to go through the Stewardship Committee of the Jackson Hole Land Trust, who already work closely with stakeholders such as the Karns Family. Creating and managing a new advisory committee would take significant staff time. As a comparison, the creation of a Water Quality Advisory Board by Teton County took an estimated 60-90 hours of staff time to create. The County estimates that it will take an additional 14 –23 hours of staff time each month to manage that board, roughly 8-15% of one staff person's time. Filling seats on committees and boards also requires time from staff in the Clerk's Office. Staff does not recommend establishing an advisory committee, as it is time-intensive for staff, difficult to find volunteers to serve, and duplicative of other boards and committees. In lieu of a separate advisory committee, staff recommends informal communication with stakeholders, including the Karns Family, the Jackson Hole Land Trust, Wyoming Game and Fish Department, the Teton Conservation District, and other stakeholders regarding potential educational programming, stewardship programs, and monitoring, without establishing a formal committee. Staff further recommends that the Parks and Recreation board take on tasks such as proposing recommendations for special event guidelines.

If Council directs staff to move forward with an advisory committee, staff would recommend designating up to two seats for staff or board members of nonprofit organizations, up to two seats for staff of governmental organizations, and up to two seats for individuals, along with at least two seats designated for Town staff or joint Town/County staff, such as Ecosystem Stewardship, Parks and Rec, and Public Works. Staff would recommend the Town Manager appoint staff to serve on the committee, and all other committee members be selected through an open application process with a review committee, with a goal of having the committee established and members selected by Spring 2026. Staff would recommend Parks and Recreation serve as the lead department for an advisory committee, which may require approval from County Commissioners, and that the committee serve in an advisory capacity without decision-making authority.

Ambassador Program:

- Key question #2: Which of the three models for an ambassador program would Council like staff to pursue?
- Staff Recommendation: Staff recommend starting with the first model, where staff lead community engagement events, and gauge interest and the need to shift to one of the other models after the park is activated.
- Alternative 1: Council could direct staff to move forward with the second or third model for an ambassador program.
- Alternative 2: Council could direct staff to cease working on an ambassador program.
- Alternative 3: Council could direct staff to return with a different model for an ambassador program.

An ambassador program at Karns Meadow could range from periodic stewardship events to a formal group that monitors the park and educates users about rules. Staff recommend that the creation and oversight of an ambassador program be a joint effort between the Parks and Recreation and Ecosystem Stewardship Departments. Taking on an ambassador program will displace staff time from other projects and could require the hiring of additional staff. The following examples show different models for an ambassador program.

1. Model 1: Staff from the Parks and Recreation and Ecosystem Stewardship departments, in a joint effort with nonprofit organizations, civic groups, and government agencies, coordinate and host 1-3 events a year that promote stewardship of Karns Meadow and natural history education. Examples could include reoccurring spring and fall clean up events, invasive plant removal, native plant restoration, and engagement in citizen science programs, as well as native plant walks, birdwatching, and other events that celebrate the natural and historic values of the park. Community events will be inclusive of anyone who wants to attend. Additionally, some stewardship events could be direct partnerships with civic groups, youth groups, or other organizations.
    - Staff time required: Low to Medium
    - Engagement level: Low
    - Number of people reached: High
    - Cost (not including staff time): Low
2. Model 2: Staff recruits a core group of ambassadors who meet regularly to perform stewardship such as clean up and invasive weed removal at Karns Meadow. Anyone is welcome to join the ambassador program, but members are expected to commit to contributing regularly. Staff organize and lead the stewardship events, which could require either the addition of a part-time staff or significant changes to the job responsibilities of a current staff member. Anticipated participation is unknown.
    - Staff time required: High
    - Engagement level: Medium
    - Number of people reached: Low
    - Cost (not including staff time): Low
3. Model 3: Staff recruits a core group of ambassadors who will be trained to perform stewardship and data collection in Karns Meadow Park on their own. The group will meet periodically, and the expectation is that members monitor Karns Meadow Park on their own by performing actions such as pulling invasive weeds, picking up trash, and logging data. Members will be encouraged to engage with and educate the public about Karns Meadow, and to notify park users of park rules and regulations. Staff will play a large role in recruiting, selecting, and training ambassadors, but will not be present when ambassadors are in the park. This model will require the purchase of some kind of uniform to identify ambassadors, and a higher level of legal protection for volunteers. Currently, the Mounted Patrol, a volunteer program of the Police Department, periodically monitors Karns Meadow. Staff reached out to the police department to determine if they had concerns regarding this type of an ambassador program. They expressed support for this model.
    - Staff time required: Medium to High
    - Engagement level: High
    - Number of people reached: Medium
    - Cost (not including staff time): Medium

As with the advisory committee, Spring 2026 would be an ideal time for an ambassador program to launch, aligning it with the anticipated start of park construction (also in Spring 2026) followed by the anticipated opening of the park to the general public in Fall of 2026. Periodic clean ups and weed removal will take place in 2025 through partnerships with local civic organizations and Teton County Weed and Pest. If Council is interested in pursuing any of the above programs, or a different version of a program proposed by the Council, staff recommends that responsibility for oversight of an ambassador program be shared between the Parks and Recreation and Ecosystem Stewardship departments.

There are numerous volunteer opportunities in our community, and it is difficult to gauge how much interest there will be in any of these ambassador program models. Staff recommend it would be prudent to start small and increase engagement opportunities over time if there is demonstrated interest.

Monitoring Program:

- Key question #3: Which potential research questions and monitoring proposals do you favor?
- Staff Recommendation: Staff recommends hiring an ecologist to

1. Summarize available data into a report that can be updated annually, and
2. Conduct additional studies to monitor the impact of construction and recreational use, including:
    a. Seasonal visitation counts
    b. Changes in the audio-scape
    c. Changes in vegetative cover
    d. Changes in the prevalence of invasive species
    e. Nesting songbird success before, during, and after construction
    f. Impacts on overwintering wildlife in the interior of the meadow

- Alternative 1: Council could direct staff to commence a monitoring program with different research questions, such as:
    - What is the impact of park activation on seasonal use by mule deer?
    - What is the impact of construction and park activation on water quality and fish reproduction?
    - How does construction and park activation impact amphibians?
    - Is it safe for people to recreate in Flat Creek?
- Alternative 2: Council could direct staff to cease working on a monitoring program.

There are numerous past and present ecological studies occurring in Karns Meadows. Most monitoring efforts provide information on the state of the meadows but do not attribute causation. Some of this data can provide a baseline understanding of the ecological values of the meadow and can be used to monitor how the parcel changes. For example, a robust water quality monitoring program is in place at Karns Meadow with a permanent monitoring location at Karns located roughly one-third the distance in stream miles between Hansen Avenue and Snow King Avenue. Testing is also conducted upstream near Miller Park, and downstream on Stacy Lane. There have been some studies on wildlife in Karns in the past. However, there are many external factors that contribute to fluctuations in wildlife populations, and it will be difficult to attribute changes to the development at Karns Meadow. To launch a monitoring effort, staff recommends hiring an ecologist to summarize available data into a report that can be updated annually, and to conduct additional studies to monitor the impact of construction and recreational use, including seasonal visitation counts, changes in the audio-scape, changes in vegetative cover, changes in the prevalence of invasive species, nesting songbird success, and overwintering wildlife. The following tables provide information on some of the relevant studies that have taken place in Karns Meadow.

Table 1: Current or Ongoing monitoring at Karns Meadow

| **Type of monitoring** | **Frequency** | **Organization** |
|---|---|---|
| Macroinvertebrates | Annually in September | Teton Conservation District |
| Suspended Sediment Concentration, turbidity (upstream & downstream of Karns) | 4 times per year | Teton Conservation District |
| Physical substrate (cobble size, dimensions, embeddedness) | Annually in September | Teton Conservation District |
| Field water chemistry (dissolved oxygen, pH, specific conductance, temperature, turbidity) | Annually in September | Teton Conservation District |
| Water Temperature | Continuous 1-hour intervals, summer only | Teton Conservation District |

| | | |
|---|---|---|
| Water chemistry: minerals (basic cations/anions, hardness, alkalinity, ammonia, nitrate, orthophosphate, turbidity) | Annually in September | Teton Conservation District |
| Microplastic sampling | Current, not ongoing | Central Wyoming College |
| Park Inspection logs (trash and camping impacts, with some notes on wildlife and noxious weeds) | Monthly in summer | Parks & Recreation |
| Ungulate data (1 moose, currently) | Relevant only if collared animals use Karns | WY Game and Fish Department |
| Wildlife Vehicle Collision Report* | Annual | Jackson Hole Wildlife Foundation and WY Game and Fish Department |
| Christmas Bird Count | Annually in December | Citizen science data; Jackson Hole Bird and Nature Club |
| Moose Day | Annually in February | Citizen science data; Jackson Hole Wildlife Foundation |
| Nature Mapping with iNaturalist | Ongoing | Citizen science data; Jackson Hole Wildlife Foundation |

*While the Wildlife Vehicle Collision Report does not necessarily take place in Karns Meadow, collisions with wildlife traveling between patches of suitable habitat, including Karns Meadow, are shown in the report.

Table 2: Previous studies and reports that include data collected at Karns

| **Type of monitoring** | **Year** |
|---|---|
| Study of biota assessing feasibility of trout habitat-related projects | 1996 |
| Flat Creek Water Quality Assessment | 1998 |
| Snake River Cutthroat Trout Estimates | 2011 |
| Monitoring Avian Productivity and Survivorship in Jackson Hole | 2012 |
| Mule Deer Movement and Habitat Use Patterns in Relation to Roadways in Northwest Wyoming | 2013 |
| Karns Meadow Stormwater Treatment Wetland Performance Evaluation | 2013 |
| Detailed Hydraulic Analysis Flat Creek Rock Treatment Structures | 2014 |

Gaps in Understanding

Staff was directed in condition #4 to assess gaps in understanding related to the ecological values of Karns Meadow to help determine what type of monitoring would be useful. While past and current studies provide a great deal of information about water quality and use of the meadows by a variety of wildlife species, gaps in our understanding of the ecological value of the parcel remain. The following list is a sampling of some gaps in understanding that may be pertinent to understanding the impact of increased recreational use.

Human use: We have no data on human use of Karns Meadow outside of anecdotal reports. Gathering data on current and future use of the area by humans, and associated impacts, will be an important part of assessing any changes in wildlife behavior that could be attributed to that increased use. Trail cameras and decibel meters can be deployed to monitor human presence and changes in the audio-scape. Teton County Parks and Recreation and Pathways have a proven and established relationship with Friends of Pathways to conduct pedestrian counts in Town and County Parks.

Water Quality: *E.coli* is not sampled in Karns Meadow, though samples are collected upstream near Dairy Queen and downstream at Garaman Park. In the future, *E.coli* data could be useful to determine closures for water recreation in Karns Meadow. Alternatively, closures could be determined by the presence of *E.Coli* in other areas of Flat Creek. It will also be

important to monitor increases in sedimentation during the construction process, increases in erosion due to the formation of social paths, and changes to vegetation and soils that could affect water quality.

Fish: The most recent survey of Cutthroat Trout was conducted in 2011 and estimated 165 fish/mile. We lack more recent data on fish counts.

Birds: Songbird banding occurred in Karns Meadow for several seasons but ended around a decade ago. The only recent songbird data appears to be from Christmas Bird Counts and iNaturalist data. Monitoring songbird nesting, abundance, and species diversity is important. Grand Teton National Park conducted a study on nesting birds before, during, and after the pathway was constructed between Moose and Jenny Lake. Their study could provide a model for monitoring at Karns before, during, and after construction of the pathway. Additional studies of songbird abundance and species diversity could also be conducted.

Mammals: A 2013 study on mule deer movement provides useful information on the use of Karns Meadow by mule deer. The WY G&F Department currently has one collared moose that visits Karns Meadow. Its collar is expected to fall off in about one year. We can use these studies to inform how development of the park may affect the mammals that use it. Conducting large scale studies to track wildlife movements before, during, and after park activation are costly. Game cameras could be deployed to monitor changes in wildlife occurrence. The Jackson Hole Wildlife Foundation Nature Mapping program uses iNaturalist to track wildlife sightings and could be helpful in providing more data on the presence of ungulates in the park. Current data tracked by citizen scientists records the presence of mule deer, moose, black bear, and elk in Karns Meadow in 2023 and 2024, as well as their GPS locations. However, informal citizen science data does not target species of interest and is subject to the predilections of the observer. Data on the frequency of park use by wildlife and their movement patterns is largely absent. It is very difficult to attribute causation of changes in the presence of wildlife to development of a public park. For many wildlife species, the prevalence of disease, the harshness of winter, and development surrounding the park may play a larger role than development of the park itself.

Other flora and fauna: Outside of citizen science data, we lack information on native plants, amphibians, insects, and reptiles in the park.

Invasive Species: Invasive species have been recorded in the monthly parks and recreation logs and Teton County Weed and Pest logs. Recreation and development may increase vectors for noxious weeds such as cheatgrass, spotted knapweed, Musk and Canada thistle, and should be monitored.

<u>Potential Monitoring:</u>
While scientific studies provide valuable information, it can be very difficult to attribute causation of changes to the development of a public park, as there are many other factors that can affect plant and wildlife populations. It may not be possible to answer questions definitively. Nevertheless, it is important to conduct some monitoring to gain an understanding past, current, and future environmental conditions, and to use that data to inform management decisions. Staff recommend focusing a monitoring program on aspects of the park that the Town is able to control through changes in park management. Staff recommend hiring an ecologist to summarize available data into a report that can be updated annually, and to conduct additional studies to monitor the impact of construction and recreational use. Monitoring should include seasonal visitation counts, changes in the audio-scape, changes in vegetative cover, changes in the prevalence of invasive species, nesting songbird success before, during, and after construction, and impacts on overwintering wildlife. Any negative impacts can be improved through park management, including signs, park rules, or potential short-term seasonal closures. Council may wish to add additional studies related to the impacts of recreational use on mule deer, fish, amphibians, and other species, or to monitor for the presence of E.Coli.

Prior to conducting monitoring, it is important to determine the purpose of that monitoring and what decisions it may impact. Potential research questions and associated monitoring include:

Table 3: Potential research questions and monitoring at Karns Meadow

| # | Potential Research Question | Potential Monitoring to address research question |
|---|---|---|
| 1 | How are humans using Karns Meadow Park? | Seasonal visitation counts using wildlife cameras or other technology |
| 2 | How does the activation of the park change the audio-scape? | Noise monitoring at different times of the day, week, and seasons using a decibel meter or other technology |
| 3 | What is the impact of winter recreation on overwintering wildlife in the interior of the meadow? | Winter mule deer and moose counts before, during, and after park activation |
| 4 | What is the impact of park activation on seasonal use by mule deer? | Seasonal mule deer counts before, during, and after park activation; wildlife vehicle collisions on roads adjacent to Karns Meadow |
| 5 | What is the impact of park activation on bird nest success, productivity, and survivorship? | Study of songbird nest success before, during, and after park activation |
| 6 | How does park activation impact songbird abundance and species diversity? | Reactivate seasonal bird banding program in Karns Meadow |
| 7 | How does park activation impact invasive species, erosion, vegetative cover, and willow growth and reproduction? | Changes in percent cover, type, and quality of vegetation using urban tree canopy tools and GIS mapping, and percent cover and percent treated of invasive weeds, using data from Teton County Wees & Pest |
| 8 | What is the impact of human recreational on water quality and fish reproduction? | Trout surveys and spawning, working with WY G&F to develop a monitoring plan. |
| 9 | How does construction and park activation impact amphibians? | Spring amphibian counts before, during, and after park activation |
| 10 | Is it safe for people to recreate in Flat Creek? | *E.coli* testing to determine safety for recreators |

A small number of these research questions could be answered by staff using data available to us or through the support of agencies and nonprofit organizations. Most questions will require an additional investment in equipment and staff capacity to conduct. Staff recommend that an ecologist be hired to compile existing data into a condensed and repeatable annual summary report, and to initiate new monitoring. Water quality and wildlife vehicle collisions are already being monitored and can be summarized in a report. Staff recommends adding seasonal visitation counts and noise monitoring, and monitoring changes in vegetative cover, changes in the prevalence of invasive species, and nesting songbird success. Council may also want to add mule deer and moose counts, amphibian counts, trout surveys, songbird surveys, and *E.coli* testing. E.Coli testing is unique in this set of questions because it is related primarily to human safety rather than ecological health. Recreational closures could be determined by the presence of *E.Coli* at other testing sites on Flat Creek. Staff recommends that the Ecosystem Stewardship Administrator oversee a monitoring program at Karns Meadow with support from the Parks and Recreation department to monitor human use of the park, and that budget funds are allocated to hire an ecologist to support this work, starting in the spring or summer of 2025.

Financial Proposal for Ecological Monitoring

The Ecosystem Stewardship Administrator included a small amount of money in her proposed FY26 budget for monitoring equipment. Any monitoring that requires the hiring of ecologists will require a budget amendment. Potential local funding sources include the Meg and Bert Rayes Wildlife Fund, which supports field research with $3,000 to $5,000 grants, the Charture Institute, and the Teton Conservation District. Jackson Hole Travel and Tourism funds are not available for monitoring but could potentially be a source of funding to support an ambassador program. Most of these funds will not be available for several months.

**Possible Alternatives**.
Alternatives are embedded within the report.

**Comprehensive Plan & Priority Alignment**.
Principle 1.1—Maintain healthy populations of all native species.
For future generations to enjoy the ecosystem that exists today the community must manage our impacts to wildlife, wildlife habitat, and wildlife movement corridors on private and public land. The prevalence of wildlife that is central to our ecological, social, and economic character requires an intact ecosystem that supports all native species. Therefore, efforts to protect wildlife must extend to all native species.

Principle 1.4 – Protect and steward open space.
Protecting open space preserved habitat and scenery and maintains our western agricultural heritage. Avoiding development in critical wildlife areas and providing recreational opportunities that reduce pressure on habitat help maintain a healthy ecosystem. Agriculture, conservation easements, and other methods to protect open space from development while providing active stewardship of the land should continue to be encouraged.

Principle 4.4 – Enhance civic spaces, social functions, and environmental amenities to make Town a more desirable Complete Neighborhood.
The Town of Jackson has traditionally served as the cultural, social and civic hub for Teton County and the region. Maintaining and improving public spaces will support Jackson as the community's central Complete Neighborhood, a gateway to the nation's parks and forests, and the regional center for tourism, the arts and employment. The enhancement of natural features such as Karns Meadows, Flat Creek and Cache Creek corridors will further contribute to Jackson's role as the central Complete Neighborhood.

Character Defining Feature 4.5 - Karns Meadow
This PRESERVATION Subarea should continue to serve as wildlife habitat and a key wildlife movement corridor in the future. Moving forwards, wildlife needs will need to be carefully balanced with providing the recreational and other amenities envisioned in the original landowner's conveyance of the property. The future addition of a street connection through this district will improve connectivity for all modes of transportation and create a separation between the developed and undeveloped portions of the area.

**Fiscal Impact.**
Staff has not calculated any fiscal impact for the advisory committee because staff does not recommend it.

The fiscal impact of an ambassador program will be provided to Council via a budget amendment and is estimated at a cost not to exceed $10,000. Staff recommend launching an ambassador program in Spring of 2026 and budgeting for it annually starting in Fiscal Year 2027.

The fiscal impact of a monitoring program ranges from a few thousand dollars a year to more than $100,000 annually. The scope of work outlined in the staff recommendation is predicted to cost between $50,000 and $100,000. Staff will return to Council with a proposed budget and suggested scope of work in 2025. Embarking on a monitoring program will not be possible without designated funding.

**Staff Impact**.
Staff impact varies depending upon the options selected and the willingness to hire consultants. An advisory committee is estimated to take more than 60 hours of the Parks and Recreation department's staff time to initiate and 10% of a full-time employee's time annually to manage. This will either require hiring additional staff or changing the workplans of current staff and removing other projects and priorities.

The staff impact of an ambassador program could be as small as 20 hours for each stewardship project in model 1, to more than 20 hours per month to manage a regular team of volunteers in models 2 and 3, primarily from the Parks and Recreation and Ecosystem Stewardship Departments. Model 1 is possible with current staff capacity, potentially with the assistance of an intern to help plan and run stewardship events. Moving to model 2 or 3 will either require hiring additional staff or changing the workplans of current staff.

Oversight of a monitoring program that utilizes a consultant to accomplish the projects set forth in the suggested motion will take an estimated 25 hours of the Ecosystem Stewardship Administrator's time to launch and 3-5 hours per month to manage, plus 10-20 hours of support annually from the Parks and Recreation Department. Additional research will add staff time accordingly. Adding oversight of this project to the Ecosystem Stewardship Administrator's workplan is possible but will delay other projects. Accomplishing the proposed scope of work without the support of a consultant is not possible without replacing work on the Ecosystem Health Indicator Report or delaying implementation of strategies within the Sustainability Plan.

**Attachments or Links**.
None.

**Suggested Motion**.

1) I move to direct staff to create a Karns Meadow Park Ambassador Program as described in model #1 in this staff report and begin the Program in Spring of 2026.
2) I move to direct staff to return to Council with a scope of work and budget to hire an ecologist to summarize available data on Karns Meadow into a report that can be updated annually, and conduct additional studies to monitor the impact of construction and recreational use, including seasonal visitation counts, changes in the audio-scape, changes in vegetative cover, changes in the prevalence of invasive species, nesting songbird success before, during, and after construction, and impacts on overwintering wildlife.

*Staff notes that there is no motion provided for the establishment of an advisory committee as staff is not recommending it. Should Council want to pursue the establishment of an advisory committee staff will provide/assist with a motion as directed by Council at the meeting.*

# STAFF REPORT

| | | | |
|---|---|---|---|
| **Meeting Date:** | March 17, 2025 | **Meeting Title:** | Town Council Workshop |
| **Submitting Department:** | Administration/Finance | **Presenter:** | Tyler Sinclair and Kelly Thompson |
| **Agenda Item:** | FY26 Sales & Lodging Tax Projections, setting the General Fund Reserve amount, Property Tax mills to be assessed, and discussion of available Revenue Options | **Public Comment:** | Yes |

**Purpose & Policy Considerations**.
The purpose of this item is to discuss and seek Council input on setting initial Fiscal Year 2026 (FY2026) sales and lodging tax budget projections, the desired General Fund reserve amount, the amount of property tax mills to be assessed, and a review of available revenue options.

**Requested Action**.
The requested action is for Council to provide initial direction on setting FY2026 sales and lodging tax budget projections, the desired General Fund Reserve amount and the amount of property tax mills to be assessed.

**Recommendations**.
Staff recommend Council set FY2026 sales tax projections at a 2% growth rate over estimated FY2025 collections, set FY2026 lodging tax projections at a 3% growth rate over estimated FY2025 collections, set the property tax mills to be assessed at 0.5, and maintain the current General Fund reserve target of 25% of net operating expenditures.

**Background**.
The Town of Jackson has started staff level work drafting the FY2026 budget.

**Analysis & Key Policy Questions**.
One of the first steps in preparing the FY2026 budget is to discuss and determine projected annual revenue rates for the upcoming fiscal year. The projected rates allow the Town Manager and staff to draft a budget that meets proposed budget expenditures. The Town utilizes all resources available to discuss and determine revenue projections including current and forward-looking revenue and expenditure trends and indicator information. Town staff use available methods, trends, and public sources to make this estimate but note that much of the data that drives tourism and sales tax is proprietary or unavailable. Finally, staff notes that regardless of the agreed upon percentages, these are only estimates and staff and Council will need to be diligent in monitoring actual revenue collections during the Fiscal Year and make adjustments as necessary.

<u>Sales and Lodging Tax</u>
Looking back, the Town projected a 3% increase in sales tax collections for the FY2025 budget over FY2024 projected sales tax collections. As of January, actual collections are at 2.7%. This trend means we are approximately $49,000 behind projections for FY2025. This difference may be made up in the coming months, but it will largely be dependent upon June, which is a large collection month. This means the Town is projected to end FY2025 with approximately $24,900,000 in sales tax collections.

The Town also projected a 3% increase in Lodging tax collections for the FY2025 budget over FY2024 projected lodging tax collections. As of January activity, actual collections are at 1.4%. This trend means we are approximately $20,000 behind projections for FY2025. This difference may be made up in the coming months but will also largely be dependent upon June as a large collection month. This means the Town is projected to end FY2025 with $1,890,000 in lodging tax collections.

When considering resources and agencies to assist in making this projection, staff focused on information related to the 6 largest sales tax categories in Teton County as follows:

| Minor Industry Code | % of Total Collections |
|---|---|
| Retail Without Building & Mailorder | 24% |
| Traveler Accommodation | 21% |
| Full-Service Restaurants | 11% |
| Building Material And Supplies Dealers | 8% |
| Electronic Shopping And Mailorder Houses | 7% |
| Government - Motor Vehicle Tax | 6% |
| | 77% |

Building on this staff looked at the percentage change in these 6 categories over the past year:

| Minor Industry Code | % of Total Collections | Increase / -Decrease from Prior Period July - January 2024 vs 2025 | |
|---|---|---|---|
| Retail Without Building & Mailorder | 24% | 2% | 67,447 |
| Traveler Accommodation | 21% | 3% | 107,726 |
| Full-Service Restaurants | 11% | 3% | 49,231 |
| Building Material And Supplies Dealers | 8% | -16% | (195,059) |
| Electronic Shopping And Mailorder Houses | 7% | 19% | 183,894 |
| Government - Motor Vehicle Tax | 6% | 1% | 19,866 |
| | 77% | | 233,106 |

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 has seen 2% growth from last year. Staff finds that the transition from brick and mortar retail to electronic sales seems to have stabilized in recent years. Staff looks at trends in effective population, which gives an indication of the amount of people including locals, commuters, and tourists in the valley purchasing goods when considering this area. In addition, staff finds that the increased wealth in the community that has risen significantly in the past few years may affect this trend going forward.
  - Staff finds that a modest increase in this category consistent with FY2025 is reasonable for FY2026.

- **Travel Accommodations**
  - The Travel and Tourism Board is projecting a 3% increase in Lodging tax collections for FY2026. As a result, staff is recommending a 3% increase for the Town for FY2026.
  - Important topics to consider for FY2026 are an increase/decrease in American's travelling abroad impacting local visitation and a recent trend that "booking pace" (the amount of time prior to travel guests books), is significantly decreasing making it much harder to project future visitation. Staff also note that historically, in times of economic uncertainty, travel domestically and to National Parks have increased while international travel has declined.
  - Town has not added new significant Lodging supply over the past year to increase its share of Lodging Tax, which is collected at the point of sale.

- For the first 7 months of FY2025, occupancy is flat with Average Nightly Rates up 6% over last year. It will be important to track summer visitation to see how/if the high average daily rates affect occupancy and length of stay, which could impact local spending.

- **Full-Service Restaurants**
  - 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.
  - Staff finds that a modest increase in this category, consistent with FY2025, is reasonable for FY2026.

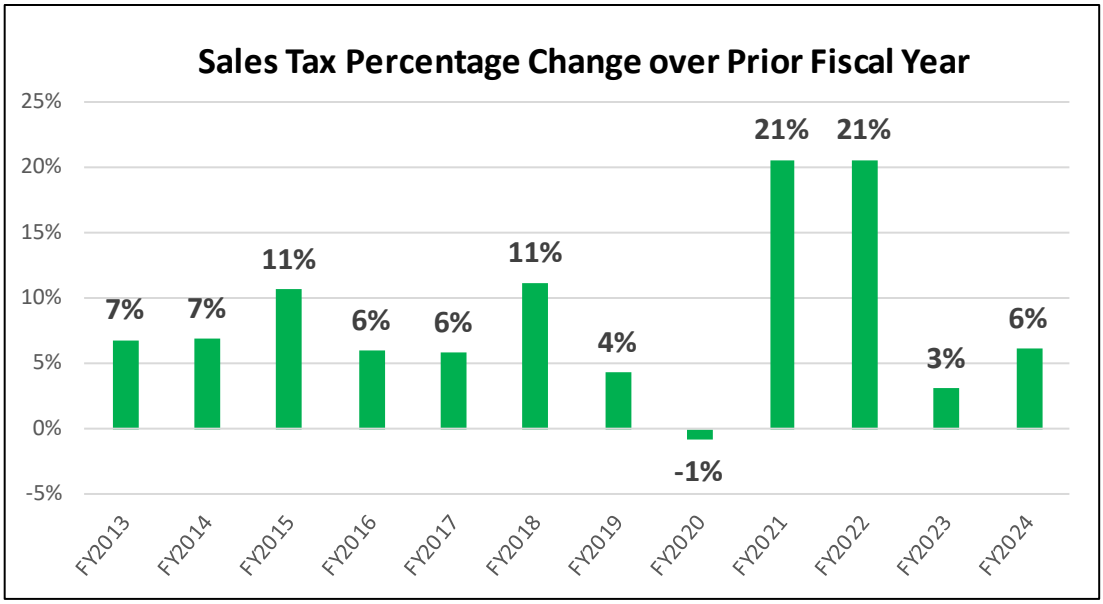
- **Electronic Shopping and Mail Order Houses**
  - This category experienced significant growth starting with the pandemic. Staff noted above that the transition from brick-and-mortar shops may have stabilized, but overall growth in this category is the largest of all categories being discussed.
  - Staff finds that a more significant increase in this category consistent with FY2025 is reasonable for FY2026.

- **Building Material and Supplies Dealers**
  - This year staff took a closer look at building permit data and associated purchasing and sales tax collection in this sector. We found that historically this sector is a small (8% of total sales tax revenues) and stable provider of revenue for the Town. Staff note that even a 50% change in building industry revenue would only affect overall Town revenue by approximately 2%. About half of building permit activity is remodels/residential additions that do not add commercial floor area, lodging units, or residential units. This steady pace of construction activity protects building permit activity from falling off a cliff. Generally speaking, single dwelling units provide a floor to this category with multiple unit dwellings providing the ceiling. On average, we build 85 single dwelling units per year (2002-2022 Town+County) with a standard deviation of 27 (low 43, high 131). We build 66 multi-dwelling units per year with a standard deviation of 55 (low 2, high 238). Combined, all residential growth is approximately 150 units per year, this trend has been pretty stable for two decades. Lodging construction is similar to multi-unit dwelling construction in its impact and year-to-year variability. Commercial floor area construction is also highly variable year-to-year and has been in decline for 20 years. Building permit activity is not increasing but units/permit and unit/valuation are. All permit types are taking longer to build, indicating that construction labor is the governor to this sector, not demand or zoning. Construction jobs in Teton County Wyoming, Teton County Idaho, and Northern Lincoln County have been flat (but moving around) since the end of the Teton County, Wyoming construction boom in 2000. A final thought on this sector is that increased wealth in our community is more closely correlated with increases in sales tax generated by construction than permit volume. As wealth in our community continues to increase, so does the cost per square foot per unit, which leads to higher sales tax revenue from building.
  - For FY2026, Planning and Building staff anticipate that construction of new detached single dwelling homes will be either flat or slightly down from the previous year. Recent building permit activity for such homes is lower than it has been in recent years, perhaps due to softening demand, high interest rates, and economic uncertainty. However, we anticipate the market for remodels of homes to remain strong and possibly increase. Combined with the increase in wealth, sales tax collections from building are not likely to be significantly affected.
  - For FY2026, Planning and Building staff anticipate construction of multiple unit dwellings to be flat or possibly up from last year, assuming the 75-unit Hitching Post project begins construction and the project at 1400 South Hwy 89 , with about 70 units, starts. However, if these projects do not happen this year, then construction activities related to multi-unit dwellings should be down because no other large multi-family projects are anticipated in FY2026. The one big exception to this is whether construction of the Virginian project begins in FY2026.

- For FY2026, Planning and Building staff anticipate construction of new commercial development, driven mostly by larger projects, will be lower as most large projects in the pipeline, such as the Mogul Hotel and the three Snow King Resort condominium buildings, will likely not be ready to begin construction until late in the second half of 2026.
- Staff also notes that a significant component of building activity both in number of permits and valuation occurs in Teton County. In speaking with County staff, they concur with Town staff's above analysis.
- Staff finds that a flat projection in this category consistent with FY2025 is reasonable for FY2026.

- **Government – Tax Collected on Motor Vehicles**
  - Prior years saw growth in this category, which may have been attributed to increases in effective population, with more second homeowners staying longer in the valley and thus purchasing more vehicles. The current year is flat, with no significant growth expected.
  - Overall, the cost of vehicles has risen significantly in recent years due to supply chain shortages leading to additional increases in this category.
  - Staff finds that a flat projection in this category consistent with FY2025 is reasonable for FY2026.

In addition, staff looked at historical sales tax percentage change over prior fiscal years as shown below:




Staff notes that the community has experienced continuous growth in sales tax collections year over year since 2013, at an average of 6% per year when 2021 and 2022 are excluded.

Based upon review of this information staff is recommending a 2% growth rate increase above FY2025 estimated revenue for Sales Tax and 3% increase in Lodging Tax collections. This would generate approximately $25,400,000 in Sales Tax, $500,000 of which would be additional recurring revenue for FY2026 over FY2025 and $1,950,000 in Lodging Tax approximately $60,000 of which would be additional recurring revenue for FY2026 over FY2025. This estimated tax revenue is expected to fund 77% of the General Fund. Included below, is a chart showing a range of sales tax projections by percentage change and dollar value for consideration.

| | FY2025 Estimated | FY2026 Projection 1% | 2% | 3% |
|---|---|---|---|---|
| 1% Local Sales Tax (5th Cent) | $ 11,193,000 | $ 11,300,000 | $ 11,420,000 | $ 11,530,000 |
| 1% State Sales Tax | $ 13,707,000 | $ 13,840,000 | $ 13,980,000 | $ 14,120,000 |
| Total | **$ 24,900,000** | **$ 25,140,000** | **$ 25,400,000** | **$ 25,650,000** |
| Dollar Change | | **$ 240,000** | **$ 500,000** | **$ 750,000** |

Note: Each 1% adjustment increases or decreases revenue by $240,000.

**In addition, staff is recommending continuing our adaptable budgeting process for FY2026. Similar to previous fiscal years, we propose that the Town review revenue projections quarterly and if we are leading budget projections in a notable way, we work with Council to add funding to Council priorities that were not included in the adopted budget. If projections are lagging, staff will recommend adjustments to expenditures.**

**Key Question #1: Does Town Council approve moving forward with an initial projection of a 2% increase above FY2025 estimated revenue for Sales Tax collections to begin development of the FY2026 budget?**

**Key Question #2: Does Town Council approve moving forward with an initial projection of a 3% increase above FY2025 estimated revenue in Lodging Tax collections to begin development of the FY2026 budget?**

General Fund Reserve

The Town does not have a formal General Fund reserve policy. The Town historically has set the General Fund budget reserve target annually during the budget review and adoption process. For FY2026, the Town's General Fund budget reserve target 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."*

In researching this topic last year, staff found that individual communities determined their reserve target based upon a combination of state requirements and individual/unique characteristics in their community, there is no one-size-fits-all approach. For Jackson, staff has previously provided the below areas for Council consideration as you discuss and consider this topic.

- State of Wyoming has no statute on General Fund reserves, leaving full discretion for Council to determine it.
- The Town is dependent on sales tax for approximately 77% of its revenue. Being so dependent on this single source of revenue leaves us subject to short-and long-term fluctuations dependent on international, national, state and local impacts. Reserves allow us to manage these fluctuations.
- The Town must actively manage cashflow from tourism elasticity during the year due to the seasonality of sales tax collections. Reserves allow us to manage this.
- Reserves carry the Town through declines in revenues/recessions.
  - Sufficient reserves allow time to fund critical core services while reducing Level of Service strategically.
- Reserves allow the Town to repair and maintain our greater than $200M invested in capital assets.
  - Inflation currently far exceeds historical replacement costs. The Town requires reserves to supplement for emergency and scheduled Capital Improvement Plan spending.

For purposes of reserve discussion, staff recommends that we limit it to the Town's General Fund and not include Capital and Enterprise Funds though they are all related. Staff plans to facilitate further discussion about Capital and Enterprise Fund reserves during upcoming Budget meetings.

In addition, staff has previously provided the following research related to best practice and policy from similar agencies and national organizations to assist the Town in discussing our approach to our General Fund budget reserve target for FY2026.

*National Organizations and Other States*

- Government Financial Officers Association (GFOA) best practice is for communities to have no less than two months of regular General Fund operating revenues or regular general fund operating expenditures.
- International City Managers Association (ICMA) best practice regarding reserves is to ensure a minimum of six months of General Fund operating expenditures.
- Some states, including Montana, Utah and Colorado, cap (set a maximum) for the amount of reserves a jurisdiction can maintain.

*Peer Communities*

- Cody: 6 months of operating expenses for the ensuing fiscal year.
- Teton County: 2.5 months of regular, on-going operating expenses including transfers out.
- Vail: 35% of annual revenues.
- Park City: Maintain at approximately the legal maximum; 35% of total, estimated, fund revenues.
- Aspen: 20% of annual appropriated expenditures, including recurring transfers.

Staff has provided the chart below for Council to consider how the various approaches to General Fund reserves translate to actual dollars. Staff have included both revenue and expenditures as various entities use both for their basis. For comparison, under the Town's current target of maintaining a re*serve of approximately 25% of that year's estimated net operating expenditures, the Town reserve would be approximately $9,340,000.*

| Basis: | 20% | 25% | 30% | 2.5 months | 6 months |
|---|---|---|---|---|---|
| Revenue | 6,500,000 | 8,120,000 | 9,750,000 | 6,770,000 | 16,250,000 |
| Expenditure | 7,480,000 | 9,340,000 | 11,210,000 | 7,790,000 | 18,690,000 |

Based upon review of this information, staff is not recommending any change to the Town General Fund reserve policy. Regarding implementation of the current policy, staff would monitor the Reserve Fund balance quarterly and if it goes below 25% or approximately $9.3M (FY2025), staff would notify Council and discuss potential budget adjustments. Similarly, if the reserve exceeds 30%, we would notify Council and discuss potential adjustments.

**Key Question #3: Does the Town Council approve keeping the Town General Fund reserve policy at 25% of the General Fund for Fiscal Year 2026?**

Property Tax

Wyoming state statute allows municipalities to assess up to 8.0 mills. The Town assessed 0.5 mills for Fiscal Year FY2025, projected to collect approximately $460,000. A property tax mill levy was first approved by Council in FY2022 and has been approved annually every year since via the budget process. One significant unknown in this process is assessed value change. These are usually published around May. Staff has estimated a 5% increase to prepare estimates for the FY 2026 budget, which may be adjusted at Council's direction. The FY2026 estimated collection from 0.5 mills is $450,000. This estimate includes the impacts of Senate File 69 (SF69). SF69 provides for a 25% exemption on "the first one million dollars ($1,000,000.00) of the fair market value of the single-family residential structure and associated improved land" and "the person claiming the exemption actually resides for not less than eight (8) months of the year." Below is a table presenting projected property tax revenue at 1.0 mill increments for FY2026.

| Mills | 0.5 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|---|---|
| Projection | $450,000 | $900,000 | $1,800,000 | $2,700,000 | $3,600,000 | $4,500,000 | $5,400,000 | $6,300,000 | $7,200,000 |

When thinking about property taxes, it is important to note that there are many entities involved in determining the total amount of property tax that an owner is required to pay. See below overview of 2024 county-wide mill levy assessment.

| TETON COUNTY MILL LEVIES FOR 2024 | | | | | |
|---|---|---|---|---|---|
| **PURPOSE** | **2023 LEVY** | **2023 TAX** | **2024 LEVY** | | **2024 TAX** |
| WY State School Foundation Program | 12.000 | 47,865,326 | 12.000 | $ | 49,287,758.40 |
| County General Fund (Includes Library) | 6.879 | 27,438,798 | 6.879 | $ | 28,254,207.50 |
| Fire Protection Fund | 0.500 | 1,272,658 | 0.000 | $ | - |
| Weed and Pest Control District | 1.000 | 3,988,777 | 1.000 | $ | 4,107,313.20 |
| County School Fund (Local) | 6.000 | 23,932,663 | 6.000 | $ | 24,643,879.20 |
| School Dist. Levy (Mandatory) | 25.000 | 99,719,428 | 25.000 | $ | 102,682,830.00 |
| School Dist. Levy - BOCES Region 5 | 0.100 | 398,787 | 0.050 | $ | 205,365.66 |
| School Dist. Levy – BOCES CWC | 0.150 | 598,317 | 0.150 | $ | 616,096.98 |
| TCSD #1 Recreation | 0.900 | 3,589,899 | 0.900 | $ | 3,696,581.88 |
| TCSD #1 Early Childhood Care & Education | 0.100 | 398,878 | 0.100 | $ | 410,731.32 |
| Teton County Hospital Fund Levy | 3.000 | 11,966,331 | 3.000 | $ | 12,321,939.60 |
| Teton Conservation District | 0.600 | 2,393,266 | 0.520 | $ | 2,135,802.86 |
| **TOTALS** | 56.229 | $223,563,128 | 55.599 | | $228,362,507 |

**Key Question #4: Does the Town Council want to maintain the assessment of 0.5 mills of property tax to begin development of the Fiscal Year 2026 budget?**

**Additional Revenue Alternatives**

During the 2025 Town Council retreat, Council requested that during this year's budget process staff identify all available revenue alternatives for discussion and consideration. The goal of this effort was to have available revenue alternatives as part of the overall budget discussion, including but not limited to increases/decreases, in expenditures, use of general fund to balance the budget, setting the general fund reserve, increases/decreases in staffing, and/or increases/decreases in departmental levels of service. Staff have divided alternative revenues sources into a few categories depending on whether they need approval by the voters to institute, whether they require both Town and County approval, or just the Town. The goal of considering all available revenue sources could include but is not limited to the following:

- To address an approximately $3M – $4M use of General Fund to maintain existing service levels, programs, and staff.
- To reduce the use of the general fund
- To diversify the current mix of Town revenue sources
- To change percentages of the current mix of Town revenue
- Other

**Town Fee Schedule and Other Revenue**

Annually during the Budget review process, staff are asked to propose new Town fees and/or to recommend adjustments (up or down) to the current fee schedule. In addition, each year staff propose to have all Town fees adjusted by the consumer price index (CPI) in order to keep up with the cost of living and labor in the community. For example, last year all Town fees were increased by 3.48%. For FY2026, the Town anticipates collecting approximately $1,430,135 in total fees for Town Services, which includes a 2.34% CPI increase. Fees and other Revenues (see chart below) are an area that Council should consider for additional options for alternative revenue. Town Council may make changes to the Town fee schedule at their own discretion at any time. In addition, the Town could consider other allowable fees that are not currently utilized, including but not limited to exactions (parks, transportation, housing, etc.), impact fees, development fees, paid parking, bonds, tax increment financing, service districts, stormwater utility, etc.

| DESCRIPTION | FY2020 ACTUAL | FY2021 ACTUAL | FY2022 ACTUAL | FY2023 ACTUAL | FY2024 ACTUAL |
|---|---|---|---|---|---|
| **Revenues:** | | | | | |
| Taxes | 7,874,214 | 9,373,611 | 11,523,922 | 12,021,389 | 12,770,980 |
| Licenses & Permits | 1,188,735 | 1,417,597 | 1,812,270 | 1,636,675 | 2,033,967 |
| Intergovernmental | 10,522,850 | 16,805,371 | 14,411,001 | 14,875,386 | 15,850,090 |
| Charges for Services | 653,182 | 667,508 | 682,649 | 776,335 | 1,153,609 |
| Fines & Forfeitures | 332,750 | 332,799 | 368,412 | 466,907 | 362,841 |
| Miscellaneous | 590,729 | 267,056 | 157,151 | 873,862 | 1,569,424 |
| **Total Revenue** | **$ 21,162,460** | **$ 28,863,942** | **$ 28,955,405** | **$ 30,650,554** | **$ 33,740,911** |

**Sales and Use Tax - General**

For sales and use tax, the state imposes 4 pennies. The state retains 69% of the revenues generated by those 4 pennies and the remaining 31% of revenue is split between the county and town based on population.

It is important to remember that we often use the broad term "sales tax," when we are actually referring to both the "sales tax" and the "use tax." Use tax is when the item may have been purchased out of state, but its use is in the State of Wyoming. Staff notes to be aware that for every sales tax statute, there is an identical corresponding use tax statute. Use tax also includes sales from remote sellers that sold more than $100,000 of gross sales in Wyoming or had more than 200 separate transactions in Wyoming. W.S. §39-15-501.

Pursuant to Wyoming Statutes Title 39, Chapter 15, Article 2 Local Sales Tax, the Wyoming Legislature has provided that local governments may impose certain local sales taxes as explained below:

**General Revenue**

- 2 pennies maximum
- May be imposed in .5% increments
- County imposed tax with 2/3 of municipalities agreeing to place on the ballot with Subsection (F) provisions allowing continuation without a new election
- Teton County currently imposes 1 penny for General Revenue, which is split with the Town based on population
- Must be voter approved

**Special Excise Tax (SPET)**

- 2 pennies maximum
- The statute is silent as to increments but has been interpreted as requiring full 1-penny increments
- It must be used for a specific purpose and be a specified amount.
- Counties can impose with 50% of area municipalities agreeing to place on the ballot
- Teton County currently imposes 2 pennies for SPET, that will take significant years to collect.
- Must be voter approved

**Separate City/Town General Or SPET**

- 1 penny maximum
- 0.25 increments
- This only applies within the Town. Option for either General or for SPET but not both.
- This is an addition to any County taxes, not in lieu of.
- Must be voter approved

**Economic Development Sales Tax**

- 1 penny maximum
- Imposed in .25% increments
- Must be used for economic development

- Must be County wide
- Imposed by Goshen County and Fremont County, but unaware of its use anywhere else in Wyoming
- Must be voter approved

An important note is that when you add up the taxes for General Revenue, SPET, and Economic Development, the county cannot exceed 3 pennies. Thus, with SPET at 2 pennies, and General Revenue at 1 penny the County is at their maximum amount allowed at this time. The Town can assess an additional 1 penny in 0.25 increments for General or SPET.

The County Treasurer reports that each penny of Sales and Use Tax generates approximately $22.0m. The Department of Revenue does not track collections by jurisdiction. Staff have provided below an estimate of the increased revenue that would be generated by an increase in Sales and Use Tax collections by 0.25 increments for consideration.

| Increments of Assessment | Tax Collected |
|---|---|
| 0.25 | 5,500,000 |
| 0.50 | 11,000,000 |
| 0.75 | 16,500,000 |
| 1.00 | 22,000,000 |

In addition, in the past Council has requested information regarding the impact on households making less than 120% of annual median Income (AMI) from an increase in Sales and Use Tax. According to the State Department of Economic Analysis Division, households typically spend 30% of their income on taxable goods, which excludes groceries, health care, etc. Based upon this for a 3-person household earning $143,748 annually, a 1 cent increase in Sales and Use Tax would cost approximately $430 annually.

What percent of sales tax is paid by visitors? Where did the 60% come from and is it accurate?

- Staff finds that there is no definitive source or audited reports to confirm the answer to this question. Per a Wyoming Office of Tourism report prepared by Dean Runyan Associates, approximately 52% of Teton County local sales tax in calendar 2023 is from visitor spending. In addition, the State Economic Analysis Division estimates that 55% of sales tax in Teton County is paid for by visitors.

**Lodging Tax**

Ability to Impose:

- 5 cents split between state and local government.
  - 3 pennies to the State (80% to State Office of Tourism and 20% to Reserve)
  - 2 pennies to Travel & Tourism /County/Town. 60% to TTB. 40% split County/Town based on point of sale.
- 2 cents locally in 1 cent increments.
  - 2 additional pennies could be added via community vote
  - Can be joint Town/County ballot or separate only in the Town
- Must be voter approved

1 cent of additional Lodging Tax would generate approximately $950,000 for the Town portion (30% visitor impact+10% general, with 60% going to the TTB for promotion) based upon the FY2025 Budget.

Can additional lodging tax be charged county-wide and/or town only? How do the 2 additional pennies work, can the Town have 2 and the County have 2 in addition, or can the Town and County not exceed a total of 7?

- Town and County can share in lodging tax assessment or act independently.
- Total local option for lodging tax cannot exceed 2 pennies. Combined with State 5-penny assessment, the max allowed by statue is 7 pennies.

**Key Question #5: Does the Town Council want to direct staff to explore any alternative revenue sources as part of the development of the draft FY2026 Budget?**

**Possible Alternatives**.
See above

**Comprehensive Plan & Priority Alignment**.
In order to take actions that align with and move our goals forward as outlined in the Comprehensive Plan, a sound budget is necessary, and that includes setting projected sales and lodging tax revenue. Chapter 8 - Quality Community Service Provision calls for *"Timely, efficient and safe delivery of quality services and facilities in a fiscally responsible and coordinated manner."*

**Fiscal Impact.**
There is no fiscal impact associated with this report. The fiscal impact of revenue projections and revenue alternatives have been provided throughout the report.

**Staff Impact**.
The staff impact of preparing this information is approximately 20 hours.

**Attachments or Links**.
None

**Suggested Motions**.

**Item 1**
I move to approve an increase of 2% sales and 3% lodging tax as revenue projections for the development of the draft FY2026 Budget.

**Item 2**
I move to set the General Fund reserve policy at 25% for development of the draft FY2026 Budget.

**Item 3**
I move to set the property tax assessment at 0.5 mills for development of the draft FY2026 Budget.

**Item 4**
I move to direct staff to explore the following alternative revenue sources as part of development of the draft FY2026 Budget:

-

| COUNCIL WORK & PRIORITY ITEMS \| 2025 | | |
|---|---|---|
| **JANUARY** | **FEBRUARY** | **MARCH** |
| **TOWN MTGS.** | **TOWN MTGS.** | **TOWN MTGS.** |
| ~~Affordable Non-Residential Space Scoping Report~~ | ~~Parking Garage Fees~~ | Karns Meadow Monitoring/Advisory Group |
| ~~Council Appointment Process~~ | ~~Wildlife Feeding & Bear Resistant Trash Annual Update~~ | User Fees from EV Charging |
| ~~EBike Scoping Report~~ | ~~Policy Manual Update~~ | Cemetery Service Level Standards |
| ~~Public Art Plan~~ | User Fees from EV Charging (Continued) | ~~RFP for Greenhouse Gas Inventory~~ |
| | | |
| **JM** | **JM** | **JM** |
| ~~Transportation CIP~~ | ~~90 Virginian Lane Development Agreement~~ | ~~90 Virginian Lane Development Agreement~~ |
| | ~~Destination Management & Marketing Organization (DMMO)~~ | ~~Joint Powers Agreement Updates~~ |
| | ~~Fire/EMS JPA Process Schedule~~ | ~~Community Wildfire Mitigation (CWPP)~~ |
| | | |
| **APRIL** | **MAY** | **JUNE** |
| **TOWN MTGS.** | **TOWN MTGS.** | **TOWN MTGS.** |
| Scoping Related to LDRs | County Water/Wastewater Service Level Connections & Policy | Transportation Impact Study and LDR amendment |
| Legislature: WAM Resolutions | Communications Plan & Language Access | E-Bike/Pathway Safety |
| | Equity Task Force Recommendations? | Stormwater Plan & Establishing Stormwater Utility |
| | | |
| **JM** | **JM** | **JM** |
| Transportation Work Plan | Joint Powers Agreement Updates | Joint Powers Agreement Updates |
| Joint Powers Agreement Updates | Fire/EMS Standards of Cover/Levels of Service | Transit Development Plan |
| 90 Virginian Lane | Fire/EMS Strategic Planning Including Housing Volunteers | Safe Streets for All |
| Indicator Report | Housing Supply Plan | 5 Year Strategic Transit Development Plan (TDP) |
| Safe Streets for All | 90 Virginian Lane | 90 Virginian Lane |

## COUNCIL WORK PLAN CALENDAR | 2025 (CONTINUED)

| JULY | AUGUST | SEPTEMBER |
|---|---|---|
| **TOWN MTGS.** | **TOWN MTGS.** | **TOWN MTGS.** |
| Future Budget Strategy | Future Budget Strategy | Future Budget Strategy |
| Ecosystem Health Indicators & Sustainability Plan Update | Snow King/Maple Way | Develop Sworn Mounted Patrol Unit |
| Rodeo Grounds Lease | Interim Parking Action Plan Update | |
| Public Art Plan | Adjust Management of Grand Targhee Grant Program | |
| | | |
| **JM** | **JM** | **JM** |
| Joint Powers Agreement Updates | Joint Powers Agreement Updates | Joint Powers Agreement Updates |
| Fire/EMS Standards of Cover/Levels of Service | | Fire/EMS Standards of Cover/Levels of Service |
| Housing Preservation Program | | |
| | | |

| OCTOBER | NOVEMBER | DECEMBER |
|---|---|---|
| **TOWN MTGS.** | **TOWN MTGS.** | **TOWN MTGS.** |
| County Water/Wastewater Service Level Connections & Policy | Updates to Title 13: Utilities | Future Budget Strategy |
| Int'l Energy Conservation Building Code Update | Reimaginining Special Events | Stormwater Plan & Establishing a Stormwater Utility |
| Town Employee Housing Strategy | Mobility Hubs | |
| Revaluation of 2:1 Workforce Bonus | Future Budget Strategy | |
| Legislative Approach | | |
| Future Budget Strategy | | |
| **JM** | **JM** | **JM** |
| Transit Development Plan (JM?) | Joint Powers Agreement Updates | Joint Powers Agreement Updates |
| Joint Powers Agreement Updates | | Fire/EMS Standards of Cover/Levels of Service |
| | | Safe Streets for All |

| SHIFTS & CHANGES | SPECIAL MEETINGS | DURING BUDGETING PROCESS |
|---|---|---|
| | Process of Updating Comp Plan | Staff Benefit Package Review |
| | Long-term Strategic Vision/Plan Focused on Housing | Grant Management Staff member or consultant |
| | Community Visioning Scoping/Check in | |
| | Create 21st Century Operating System | |

## TOWN COUNCIL WORKING AGREEMENTS

**We establish these working agreements in order to have a shared understanding of how we will move forward with the work we do for the community, how we treat one another, what we expect from one another, and to emphasize that we have a shared commitment to civility, compassion, and service as a privilege, not a career.**

**Assuming positive intent between and among one another we agree to the following.**

- **Discussion**

***We agree to:***

- ✓ Avoid grandstanding.
- ✓ Minimize repetition.
- ✓ Refrain from back and forth debate.

- **Consensus & Voting**

***We agree to:***

- ✓ Express our opinion and vote.
- ✓ Work towards consensus when appropriate.
- ✓ Understand that a split vote is not personal.

- **Respect**

***We agree to:***

- ✓ Not surprise each other or staff at meetings.
- ✓ Ask our questions of staff in advance of the meeting and notify Mayor and Town Manager of major concerns.
- ✓ Treat staff and constituents with respect at and beyond the lectern.
- ✓ Act professionally.

- **Positivity**

***We agree to:***

- ✓ Thank each other.
- ✓ Celebrate successes.

- **Fairness and Equity**

***We agree to:***

- ✓ Give equal time and equal information.
- ✓ Transparency in our words and deeds.
- ✓ Be consistent.

- **The Body Politic**

***We agree to:***

- ✓ Support the decision and Council even if we voted in opposition.
- ✓ Not undermine decisions already made.
- ✓ Refrain from belaboring or lobbying issues with each other or with staff after action has been taken.

| Joint Meeting Agenda Item Request | | | |
|---|---|---|---|
| ***Submittal / Request Section*** | | | |
| **April 7, 2025 Joint Meeting** | | | |
| **#** | **Presenter** | **Agenda Item** | **Time Needed** |
| 1 | April Norton | 90 Virginian Lane - Development Agreement | 180 min |
| 2 | Charlotte Frei | Transportation Workplan | 60 min |
| 3 | Chris Neubecker | Comp Plan Indicator Report | 120 min |
| 4 | Brian Schilling | Safe Streets for All Safety Action Plan Draft Review | 45 min |
| 5 | Jodie Pond & Tyler Sinclair | Social and Human Service Updates (tentative) | 60 min |
| **Upcoming Items** | | | |
| | Ryan Hostetter | May - Joint Long Range Work Plan | 90 min |
| | April Norton | May - Housing Supply Plan & Work Plan | 90 min |
| | April Norton | May - 90 Virginian Lane Development Agreement (if needed) | 90 min |
| | April Norton | June - 90 Virginina Lane - Development Agreement (if needed) | 90 min |
| | Charlotte Frei | June - Transportation Dedicated Revenue Options | 45 min |

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| April 7, 2025 Regular Town Council Meeting |
| --- |
| INITIAL SR DUE: 3/7 COMPLETED SR DUE: 3/21 FINAL SR DUE: 3/31 |
| TOPIC |
| **Announcements & Proclamations** |
| National Tennis Month |
| Week of the Young Child |
| **Consent Calendar** |
| Minutes & Disbursements |
| March 17, 2025 Regular Town Council Workshop |
| March 17, 2025 Regular Town Council Meeting |
| Continuity of Miller Park Use and Operation: Corrected Warranty Deed |
| Declaration of Parking and Improvements at 645 South Cache St. |
| Development Agreement for 105 E. Broadway Ave. (E24-007) |
| Wyoming Association of Municipalities Zero Interest Lease |
| **Disuscussion & Action Items** |
| Administration |
| 90 Virginian Ln. Town Funding |
| Fire/EMS |
| 2025 Teton County Emergency Operations Plan |
| Public Works |
| Cooperative Agreement with WYDOT for Broadway Slab Replacements and Sidewalks |
| **Resolutions** |
| **Ordinances** |
| Ordinance T: An Ordinance Establishing Conflicts of Interest for Town Employees |
| Ordinance U: An Ordinance Amending Police Department Rules and Regulations |
| **Matters from Mayor and Council** |
| **Matters from the Town Manager** |
| Town Manager's Report |
| **Adjourn** |

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